



*Proceedings of the Council of Europe  
Celebration on the 10th Anniversary  
of the European Landscape Convention*

*Actes de la célébration du Conseil de l'Europe  
du 10<sup>e</sup> anniversaire  
de la Convention européenne du paysage*



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## Contents / Table des matières

### Opening addresses / Allocutions d'ouverture

<i>M<sup>me</sup> Gabriella Battaini-Draconi</i> .....	11
<i>Mr Mario Lolli Ghetti</i> .....	14
<i>Mr Mikko Haro</i> .....	19

### Quality of landscape – Quality of life Qualité du paysage – Qualité de la vie

Evolution des aspirations des populations depuis l'année 2000	
<i>M. Yves Luginbühl</i> .....	23
Le rôle, l'expérience et le potentiel des associations	
<i>M<sup>me</sup> Anne-Marie Chavanon</i> .....	34
<i>Mr Giuseppe Roma</i> .....	39
The Italian national register of historical rural landscape, a good practice of the European landscape	
<i>Mr Mauro Agnoletti</i> .....	43

### Quality of landscape – Quality of policies Qualité du paysage – Qualité des politiques

National proposal for Ireland's landscapes	
<i>Mr Michael Starrett</i> .....	49
Des actions exemplaires au niveau local : l'expérience du Prix du paysage du Conseil de l'Europe	
<i>M. Enrico Buergi</i> .....	53
<i>M. Slimane Tir</i> .....	57
Rapporteur – Visions du futur	
<i>M. Massimo Venturi Ferriolo</i> .....	62

### Awareness raising, training and education La sensibilisation, la formation et l'éducation

Raising awareness of the value of landscape: the film on the European Landscape Convention <i>Hverdagslandskapet</i>	
<i>Ms Liv Kristine Mortensen</i> .....	73
The work of universities	
<i>Mr Carlo Magnani</i> .....	76
Higher education for landscape in Europe	
<i>Mr Diedrich Bruns</i> .....	82

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La nature du paysage <i>M. Franco Farinelli</i> .....	86
<b>Landscape, Europe's heritage</b>	
<b>Le paysage, patrimoine de l'Europe</b>	
La coopération transnationale et transfrontalière : défis et opportunités pour le futur <i>M. Jean-François Seguin</i> .....	89
Les orientations pour la mise en œuvre de la Convention européenne du paysage <i>M<sup>me</sup> Lionella Scazzosi</i> .....	103
The information system of the Council of Europe on the European Landscape Convention: collective intelligence <i>Ms Maria José Festas</i> .....	105
Rapporteur – Visions of the future <i>Mr Nigel Thorne</i> .....	109
Intermède musical: «Paysage en élaboration» <i>M<sup>me</sup> Christiana Storelli</i> .....	114
<b>Official ceremony / Cérémonie officielle</b>	
<b>Opening addresses</b>	
<b>Allocutions d'ouverture</b>	
<i>Mr Matteo Renzi</i> .....	121
<i>M<sup>me</sup> Gabriella Battaini-Dracani</i> .....	122
<i>Mr Sandro Bondi</i> .....	125
<i>Mr Enrico Rossi</i> .....	126
<i>M. Antonio Miloshoski</i> .....	129
<i>Mr Valeriy Sudarenskiy</i> .....	131
<i>Mr Jean-François Seguin</i> .....	133
<b>Statements by representatives of member states of the Council of Europe</b>	
<b>Interventions des Représentants permanents des États membres du Conseil de l'Europe</b>	
Intervention des représentants de la Belgique – Région wallonne : La mise en œuvre de la Convention européenne du paysage en Belgique <i>M<sup>me</sup> Mireille Deconinck, M<sup>me</sup> Ghislaine Devillers, M. Jacques Stein</i> .....	137
Statement by the representative of Croatia <i>Ms Mirna Bojić</i> .....	139

Statement by the representative of Cyprus: the Cyprus landscape mapping project <i>Mr Phaedon Enotiades</i> .....	141
Statement by the representative of the Czech Republic <i>Ms Julia Tobikova</i> .....	144
Statement by the representative of Finland: the European Landscape Convention and Finland <i>Mr Tapio Heikkilä</i> .....	147
Intervention de la représentante de la France : Mise en œuvre en France de la Convention européenne du paysage <i>M<sup>me</sup> Aude Leday-Jacquet</i> .....	151
Statement by the representative of Hungary <i>Mr Gabor Kiss</i> .....	155
Statement by the representatives of Ireland <i>Mr Conor Newman, Mr Michael Starrett</i> .....	167
Statement by the representative of Italy <i>Ms Maria Maddalena Alesandro</i> .....	173
Statement by the representative of Latvia: tendencies and challenges for outstanding areas of nature, landscape, culture and history <i>Ms Inguna Urtane</i> .....	178
Statement by the representative of Norway <i>Bjørn Casper Horgen</i> .....	180
Statement by the representative of San Marino <i>Mr Gian Carlo Venturini</i> .....	193
Statement by the representative of the Slovak Republic <i>Pavlina Misikova</i> .....	195
Statement by the representative of “the former Yugoslav Republic of Macedonia”: brief review of progress in the implementation of the European Landscape Convention <i>Ms Valentina Cavdarova</i> .....	201
Statement by the representative of Turkey <i>Mr Yaşar Dostbil</i> .....	204
Statement by the representative of the United Kingdom: presentation notes on “Quality of Landscape – Quality of policies” <i>Ms Tina Blandford</i> .....	207
Statement by the representative of Serbia <i>Ms Biljana Filipovic</i> .....	212

Statement by the representatives of Sweden: from knowledge making to policy making <i>Ms Anita Bergensträhle-Lind, Mr Jerker Moström</i> .....	219
Intervention de la représentante de l'Andorre : Avancées et projets d'avenir en Andorre en application de la Convention européenne du paysage <i>M<sup>me</sup> Anna Moles</i> .....	222
Statement by the representatives of the Russian Federation <i>Ms Marina Kuleshova, Ms Tamara Semenova</i> .....	225
<b>A comparative look at landscape</b>	
<b>Regards croisés sur le paysage</b>	
Viewpoint of an economist <i>Mr Colin Price</i> .....	228
Viewpoint of an artist photographer <i>Mr Gabriele Basilico</i> .....	237
<b>Closing / Clôture de la cérémonie</b>	
<i>Ms Maguelonne Dejeant-Pons</i> .....	247
<b>List of participants / Liste des participants</b> .....	249

The European Landscape Convention (ETS No. 176) was adopted by the Committee of Ministers of the Council of Europe on 19 July 2000 in Strasbourg and opened for signature by the member states of the Organisation in Florence (Italy) on 20 October 2000. It aims to promote European landscape protection, management and planning and to organise European co-operation.

The Convention is the first international treaty to be exclusively devoted to all aspects of European landscape. It applies to the entire territory of the Parties and covers natural, rural, urban and peri-urban areas. It concerns landscapes that might be considered outstanding as well as everyday or degraded landscapes.

The Celebration was designed to mark the 10th Anniversary of the opening of the Convention for signature. New challenges and new opportunities for European landscapes will be considered during this event. The Convention provides an important contribution to the implementation of the Council of Europe's objectives, namely to promote democracy, human rights and the rule of law and to seek common solutions to the main problems facing European society today. By developing a new territorial culture, the Council of Europe seeks to promote populations' quality of life and well-being.

Link to the European Landscape Convention website:  
[www.coe.int/EuropeanLandscapeConvention](http://www.coe.int/EuropeanLandscapeConvention)

**The Celebration, held in Florence, Italy, at the Palazzo Vecchio on 19 and 20 October 2010, was organised by the Council of Europe Cultural Heritage, Landscape and Spatial Planning Division, in co-operation with the Ministry for Cultural Heritage and Activities of Italy and the Tuscany Region, with the collaboration of the Florence Province and the City of Florence.**



La Convention européenne du paysage (STE n° 176) a été adoptée par le Comité des Ministres du Conseil de l'Europe à Strasbourg le 19 juillet 2000 et a été ouverte à la signature des Etats membres de l'Organisation à Florence le 20 octobre 2000. Elle a pour objet de promouvoir la protection, la gestion et l'aménagement des paysages européens et de favoriser la coopération européenne.

Cette convention est le premier traité international exclusivement consacré à l'ensemble des dimensions du paysage européen. Elle s'applique à tout le territoire des Parties et porte sur les espaces naturels, ruraux, urbains et périurbains. Elle concerne donc de la même façon les paysages pouvant être considérés comme remarquables, les paysages du quotidien et les paysages dégradés.

La célébration du Conseil de l'Europe a eu pour objet de fêter le 10<sup>e</sup> anniversaire de l'ouverture de la convention à la signature en traitant les nouveaux défis et opportunités qui se présentent. La convention apporte une importante contribution à la mise en œuvre des objectifs du Conseil de l'Europe, qui sont de promouvoir la démocratie, les droits de l'homme, la prééminence du droit, ainsi qu'à la recherche de solutions communes aux grands problèmes de société. En développant une nouvelle culture du territoire, le Conseil de l'Europe cherche à promouvoir la qualité de vie et le bien-être des populations.

Lien vers le site de la convention :  
[www.coe.int/Conventioneuropéennedupaysage](http://www.coe.int/Conventioneuropéennedupaysage)

**La célébration, tenue à Florence, Italie, au Palazzo Vecchio les 19 et 20 octobre 2010, a été organisée par le Conseil de l'Europe, Division du paysage et de l'aménagement du territoire, en collaboration avec le ministère des Biens culturels et des Activités culturelles de l'Italie et la région de Toscane, et avec la collaboration de la province de Florence et de la ville de Florence.**



## **Opening addresses / Allocutions d'ouverture**

**M<sup>me</sup> Gabriella BATTAINI-DRAGONI**

Directrice générale de l'Éducation, de la Culture et du Patrimoine, de la Jeunesse et du Sport du Conseil de l'Europe

Monsieur le Président du Comité directeur pour le patrimoine culturel et le paysage (CDPATEP) du Conseil de l'Europe,

Monsieur le Directeur général pour le paysage, les beaux-arts, l'architecture et l'art contemporains de l'Italie,

Monsieur le Président du Conseil supérieur pour les biens culturels et le paysage de l'Italie,

Mesdames et Messieurs,

Nous célébrerons demain avec éclat les dix ans de l'ouverture à la signature, ici à Florence, de la Convention européenne du paysage.

Je remercie bien vivement les autorités italiennes de leur hospitalité et de leur précieuse collaboration dans l'organisation de cet événement.

J'adresse un grand merci au ministère des Biens et des Activités culturelles de l'Italie pour l'important travail réalisé, un grand merci à la région de Toscane pour son appui très apprécié et mes remerciements à la province et à la belle ville de Florence pour leur hospitalité chaleureuse.

Le bilan de ces dix années de travail est particulièrement encourageant :

- 37 Etats membres du Conseil de l'Europe ont ratifié la Convention européenne du paysage – je souhaiterais féliciter la Géorgie pour sa très récente approbation de la convention – et deux Etats l'ont signée ;
- la convention a donné lieu à de nombreuses réformes institutionnelles et législatives, actions et initiatives ;
- les politiques du paysage s'inscrivent progressivement dans l'agenda politique des gouvernements ; de nombreux Etats mettent en place des instances de coordination ainsi que des politiques ou stratégies nationales du paysage ; et surtout,
- notre vision du territoire se trouve modifiée, le territoire étant reconnu comme paysage, un paysage en évolution dynamique, qu'il s'agit de protéger, gérer et aménager avec précaution, attention et créativité.

Le travail accompli n'aurait pu se faire sans la grande détermination de l'ensemble des représentants des gouvernements aux niveaux national, régional et local, qui ont joué un rôle majeur tout au long de ces années en vue de mettre en œuvre la convention. Mes remerciements vont tout spécialement aux présidents des conférences des Etats membres du Conseil de l'Europe sur la Convention européenne du paysage et aux présidents du Comité directeur pour le patrimoine culturel et le paysage, pour

leur rôle majeur tout au long de ces dix années : M. Enrico Buergi, M. Jean-François Seguin, M. Alfredas Jomantas, M. Bruno Favel et M. Mikko Haro.

Je remercie également bien vivement les organisations non gouvernementales, les professionnels, les universitaires et les autres personnes engagées qui ont contribué à faire vivre la convention. Mes remerciements vont aussi aux experts consultants du Conseil de l'Europe pour leur précieux travaux.

Les conditions et les structures permettant de mettre en œuvre la convention sont à présent en place :

- le comité directeur en charge du suivi de la mise en œuvre de la convention (Comité directeur pour le patrimoine culturel et le paysage, CDPATEP), sous les auspices du Comité des Ministres du Conseil de l'Europe, veille à l'application de la convention sur la base des propositions des conférences des Etats membres du Conseil de l'Europe sur la Convention européenne du paysage ; ces conférences, lieux d'échanges et de propositions, sont largement ouvertes aux organisations non gouvernementales œuvrant dans le domaine du paysage, qui participent activement aux travaux ;
- le «Système d'information du Conseil de l'Europe sur la Convention européenne du paysage», actuellement en cours d'établissement, permettra de systématiser l'information sur les politiques paysagères développées par les Parties à la convention ;
- le Prix du paysage du Conseil de l'Europe, dont le Comité des Ministres du Conseil de l'Europe a adopté les critères d'attribution par la voie d'une résolution, permet désormais de collecter les meilleures pratiques et expériences à travers l'Europe ; des prix du paysage nationaux se mettent en place dans de nombreux Etats membres de l'Organisation ;
- le Secrétariat Général du Conseil de l'Europe organise périodiquement des réunions et des ateliers pour la mise en œuvre de la convention, favorisant ainsi un partage d'idées et d'expériences. Des thèmes aussi importants que les paysages pour les villes, les entrées de villes et les espaces périurbains, paysages et société, paysage et aménagement du territoire, paysages et infrastructures, paysage et monde rural, paysage et changements climatiques, paysage et transformations sociales, paysage et modes de consommation, les objectifs de qualité paysagère, entre autres, ont déjà été traités. Y participent des autorités nationales, régionales et locales, des représentants d'organisations internationales gouvernementales et non gouvernementales, des représentants de gouvernements, des professionnels, des universitaires et d'autres personnes intéressées ;
- des monographies thématiques, donnant lieu à des recommandations pratiques, sont préparées afin de traiter de thèmes susceptibles d'avoir un fort impact sur le paysage, tant au niveau thématique qu'au niveau méthodologique : paysages urbains, paysage et éthique, paysage et routes, la formation

des architectes paysagistes, les allées d'arbres dans le paysage, les méthodes d'intervention des autorités locales...

- des orientations sur la mise en œuvre de la Convention européenne du paysage ont été préparées et adoptées sous forme de recommandations du Comité des Ministres du Conseil de l'Europe et servent de fil conducteur aux travaux de mise en œuvre.

Comment poursuivre ces actions et inscrire les principes et les méthodes de la gestion paysagère dans les politiques publiques afin qu'ils en deviennent partie intégrante ? De nombreux représentants de gouvernements ici présents y travaillent. Deux réunions importantes proposant des méthodes de collaboration inédites ont notamment été organisées par les ministères en charge de la convention en ce début de mois d'octobre : l'une à Rome, afin de promouvoir de nouvelles formes de collaboration entre les pouvoirs publics aux niveaux national et régional, et l'autre à Prague afin d'instituer de nouvelles formes de collaboration interministérielle. Ces nouvelles formes de collaboration se mettent ainsi en place, en associant également les organisations non gouvernementales à leurs travaux.

Le travail n'est bien entendu pas achevé et les défis qui nous attendent sont importants. Il s'agit de poursuivre avec détermination les travaux menés en vue d'une pleine reconnaissance et d'une pleine prise en compte des principes de la convention dans les politiques de l'ensemble des Etats membres du Conseil de l'Europe.

Cette journée préparatoire nous permettra ainsi de nous pencher sur la situation et le devenir de nos paysages à travers quatre grands axes de réflexion, une synthèse de ces travaux étant programmée demain. Ces axes de réflexion sont les suivants : «Qualité du paysage – qualité de la vie» ; «Qualité du paysage – qualité des politiques», «Sensibilisation, formation et éducation : résultats et perspectives de développement durable» ; «Le paysage, patrimoine de l'Europe».

L'enjeu est de taille : plus que le cadre de vie, il s'agit de la vie même dans l'espace où s'inscrivent nos existences.

Je vous souhaite beaucoup de succès dans ces travaux.



**Mr Mario LOLLI GHETTI**

Director General for Landscape, Fine Arts, Architecture and Contemporary Art,  
Ministry for Cultural Heritage and Activities of Italy

The commemoration of the convention is an occasion for deep reflection on the cultural significance of the principles established in the convention, starting with the definition of landscape as “basic component of the European natural and cultural heritage”.

Accordingly, all land is part of the European heritage and, as such, action must be taken to preserve and protect it, bearing in mind that it was, is, and will continue to be the product of a combination of constantly changing natural and artificial elements.

The instability associated with the changing needs of the local population means that landscape is a “living” thing, and its life is closely bound up with human life.

Geographers speak of the successive colours of the local vegetation defining the character of a particular rural landscape. In addition to their aesthetic qualities (sometimes so outstanding as to be a source of inspiration in the figurative arts, in literature and in music), such landscapes bear witness to a specific economy, and the features of the landscape in such places provide important information about the history of social development there, confirmed by the buildings and the signs of human activity on the land, to be found in isolation or in urban conglomerations.

The landscape is a visible amalgamation of environmental components, modified over time and presented in a series of individual sections in which the shape of the land is related to changing human demands and needs.

Social and economic pressures, aided and abetted by the new scientific technologies, have transformed country planning procedures in recent decades.

Attention to pre-existing features, be they historical, natural or geological, has made way for a new challenge: ambitious engineering works (the bridge over the Straits of Messina), industrial farming systems designed to make the most of the land, vast new infrastructures, service networks, alternative energy production plants. Urban expansion has affected the “water system” and, consequently, the entire geological system.

All measures to regulate human conduct spring from the need to “change course”, to introduce new rules, to check any *modus operandi* that might cause irreversible damage to society.

The convention regards the landscape as a “common resource”: so any transformation designed to meet new demands must ensure a balanced relationship between social needs, economic activity and the environment, and therefore the landscape.

That challenge is matched by another: to press ahead with complementary action, with two objectives:

1. To promote agreements and understandings with all central and local/regional authorities responsible for undertaking projects that will affect the landscape in the territory.
2. To produce strategies for communication and education on the values of the landscape to increase public awareness so that any demand for development, at local or central level, will pay due attention to the cultural heritage.

This also applies to the “quality” of plans and projects, quality being understood to mean best practices in planning public measures so as to combine economic and social development with the preservation of the characteristic features of the protected landscape.

The consolidated concept of “passive protection” is extended to include the concept of “active protection”.

In assessing proposals with a view to authorising transformation of local landscapes, opinions may be expressed on the risks to the landscape and the defining culture of the local inhabitants, as well as on the real needs for social and economic development.

If, on completion of the assessment, it is established that the proposed changes can be made with due regard to pre-existing features, the opinion that has been expressed imposes conditions for admissibility in the form of a list of proposed changes, including incisive changes. These conditions accompany any subsequent plan in which variants, minimisation and mitigation operations may ensure the sustainability of the transformation.

The Ministry for Cultural Heritage and Activities, which is well aware of the positive results that can be achieved in consultation and, in particular, in programming and planning forms of development, played a significant role in drafting the “Guidelines for the authorisation of renewable power plants”.

The final text, now state law, was approved after a complex process involving investigations by the Ministry of Economic Development through a technical group established by that ministry, the Ministry for Cultural Heritage and Activities, the Ministry for the Environment and Land and Sea Protection, and the Regions.

In drafting the text, the points made by the Ministry for Cultural Heritage and Activities concerning the need to comply with the Code of the Cultural and Landscape Heritage and the provisions of the Landscape Plans, and to include draft documentation on the subject, for the protection of the landscape, were duly accepted.

Another specific commitment was the Ministry for Cultural Heritage and Activities’ commitment in drafting an annex to a decree, with further guidelines on the choice

of areas and detailed rules for drawing up plans, which must include explicit details of landscape minimisation and mitigation operations.

The guidelines are designed to prevent the establishment of environmentally friendly renewable power plants from, paradoxically, posing a serious threat to the protection of the natural landscape.

The close interrelationship between environment and landscape must always be a factor in any action taken in the territory and, in that sense, acceptance of the principles established in the convention requires the signatory states to identify forms of synergy between protection of the environment and protection of the landscape.

In Italy, following the establishment of the Ministry of the Environment in the 1980s, the legislation, with a cultural reflection on the actual content relating to the landscape, accorded legal responsibility for the protection and development of the landscape to the Ministry for Cultural Heritage and Activities, recognising the aesthetic and cultural values of the landscape, defining the meaning of those values, and changing what had been defined as “environmental protection” into “landscape protection”.

The Ministry is constantly engaged in identifying forms of co-operation with other authorities at local level where the pressures to exploit the land – including irresponsible pressures – are stronger.

Working groups have been set up, prior to joint planning activities, to study the territory and identify cultural and landscape heritage that is subject to protection.

It is hoped that this will provide a useful preliminary basis for regional planning throughout the territory, in the firm belief that this instrument, by anticipating needs and current trends, can pave the way for planning projects in which the landscape is recognised for its cultural values and development potential.

It is a matter of giving effect to the historic innovation established by the convention with respect to the concept of sustainability, as defined by the Brundtland Commission in 1987, which guarantees that the values associated with the social, economic and cultural resources of the land will be preserved for future generations.

Respect for the right to culture, regarded as a human right, entails guaranteeing individuals the right to know and enjoy the entire cultural heritage (the archaeological heritage, monuments, works of art and the landscape) which constitute a people’s identity.

These principles must, at the outset, be referred to when preparing plans and programmes for the management of the land, and have been highlighted by the Ministry for Cultural Heritage and Activities in its opinions on the environmental strategy assessments.

This was emphasised by the Ministry for Cultural Heritage and Activities on completion of the assessments of the Plans for the Management of Water in Italian River Basin Districts, produced in accordance with provisions of Directive 2000/60/EC

of the European Parliament and of the Council of 23 October 2000 establishing a framework for Community action in the field of water policy. The Ministry for Cultural Heritage and Activities expressed its own views and observations on the preliminary reports of all the plans for the management of national river basin districts, in the scoping phase, on lines largely accepted in producing the subsequent drafts relating to the plans themselves.

These are directions for the actions and measures provided for in the plans, specifying, first, the need to establish whether the plans interfere with the cultural and landscape heritage in the territory and guarantee the protection of that heritage, in particular with respect to:

- operations that change the water management of the land in various ways and to various degrees, with the risk of potential repercussions liable to spoil the view of a particular landscape. The purpose being to prevent any change in the natural character of the vegetation and any variation in the humidity of land where there are ancient monuments or archaeological remains from causing a change in the conditions that have ensured their conservation;
- operations such as essential water purification, management or control works which could prove to be intrusive in the context of a particularly prestigious landscape or to spoil the view of protected works (defined as “décor” in Law No. 189/93);
- the erection of buildings whose form and dimensions will have an impact on the landscape, taking the landscape value of the site into account when deciding on a location, and making provision in the preliminary draft plans both to minimise the impact on the pre-existing features of the place and to pay due attention to the architectural quality of the works, in order to compensate for the potentially intrusive effect of this new presence in the territory;
- operations connected with work on the water supply and drainage network, which could interfere with the archaeological protection of the areas concerned, including protection of any archaeological discoveries made in the course of excavation;
- operations to increase the existing vegetation, in particular woodland vegetation, to create ponds, reservoirs and other stretches of water which could prove to be extraneous elements in the context in question, making provision to integrate them into the landscape by producing plans that pay due attention to the characteristic and defining features of the landscape itself and measures to reconnect with rural systems, existing ecological networks of general natural value;
- operations connected with the natural upgrading of degraded areas where the land has dried out as a result of inappropriate or unplanned human settlement or ill-conceived measures to strengthen banks, providing, where possible, projects for recovery, restoration and development of the landscape, in which

the new measures (works and major changes to the land) are designed to establish and reassert landscape values that have been lost or altered.

The Ministry for Cultural Heritage and Activities has invited the proposers to engage in appropriate forms of collaboration with all its central and regional offices, and, by concluding relevant agreements, to consider the cultural and landscape heritage and elements in order to come up with possible positive scenarios optimising the quality of the choices made in terms of sustainability.

The Ministry for Cultural Heritage and Activities, as an interested party, has itself sought involvement in the implementation of measures to increase public awareness of the landscape and its important interaction with the resource provided by the surface- and groundwater system. This, in the belief that active public involvement in issues pertaining to the landscape will be reflected in the choice of sustainable development based on positive action in the management of the land.

A great deal of work is being done in Italy to increase awareness of the values of the landscape, as we saw from the meeting with all the local offices responsible for the protection and quality of the landscape, held on 1 October 2009 at the Directorate General for Landscape, Fine Arts, Architecture and Contemporary Art. The meeting, organised to prepare for the celebration of the 10th anniversary of the European Landscape Convention, provided clear evidence of the Ministry's commitment to protection, at all levels, despite the heavy cost of on-site investigations and the shortage of staff.

Education, training and awareness courses have been organised with Italian and foreign universities: Harvard in the past few months and Japan in 2008.

The activities designed to bring landscape issues to the attention of the public include the current process of selecting the Italian candidate for the Council of Europe Landscape Award, pursuant to Article 11 of the European Landscape Convention.

In the first award session, Italy presented the Val di Cornia Park System as the Italian candidate and was duly congratulated by the Committee of Ministers on the quality of the project and the results achieved.

As I said earlier, it is a challenge to fight irresponsible forms of development harmful to the landscape, defined by Article 131 of the Code of the Cultural and Landscape Heritage as a combination of distinctive characteristics derived from nature, from the history of humanity or from their reciprocal interrelationships, and consequently essential to the life of the people.

The identity of the landscape lies in the harmony of its component elements gradually introduced over the centuries and up to the present day.

Elio Vittorini, in *Conversations in Sicily*, quotes plain, unassuming people simply but sagely reflecting: "the more beautiful the city ... the better the people"

### Mr Mikko HARO

Chair of the Steering Committee for Cultural Heritage and Landscape (CDPATEP) of the Council of Europe

Let me express our gratitude on being able to celebrate the 10th anniversary of the European Landscape Convention in Florence. I am convinced that the Florence convention is a permanent addition to the popularity of this already renowned city.

Family is a worn but nevertheless viable metaphor to describe the Council of Europe conventions in the field of heritage and landscape. The conventions have grown in generations. Certain permanent and fundamental ideas are familiar to us from all the conventions. I do not need to remind you of the integration of democracy, human rights and the rule of law in all of the Council of Europe's activities. In the fields of landscape and heritage they form the bedrock on which we build activities and co-operation based on the ideas of cultural pluralism and cultural diversity and a shared European identity.

The cultural convention is a forefather to these conventions. The Granada and Valletta (as well as Valletta's predecessor of 1969) conventions of 1985 and 1992 are the portal conventions in relation to cultural heritage. We are aware of how they covered the architectural and archaeological heritage with such wide and avant-garde definitions that they still are fully applicable in reforming national legislation today. My own experience in this is the new Finnish act on safeguarding the built heritage, coming into force this year. A progressive approach and longevity have indeed been hallmarks of all the Council of Europe conventions. They repeatedly succeed in challenging landscape and heritage policies.

Over time a new generation of conventions has found its proper place and role in the family. The European Landscape Convention expanded the analysis and policies into a wider vision of our environment, to the civic society. A decade later this seems self-evident as the landscape is at the crossroads of various economic, social and cultural interests, conflicts, permanent disputes and discussions. Landscape is the scene or stage where interests materialise and transmit even their immaterial meanings and values to the people. A holistic view was quite rightly understood to be imperative for future oriented and active landscape policies.

Regardless of their age all the Council of Europe conventions have a number of similarities. One of them is the integrated approach – culture and environment penetrating or interacting with other fields of civic society, land use and spatial planning and economic activities.

Another typical feature is the expectation that the parties would share their experience, knowledge and expertise, that is co-operate actively in implementing the conventions on transnational, regional as well as on local level. A third common feature of the conventions is the importance they place on the education of

professionals from all relevant areas and levels of expertise together with calling for the creation of markets for this know-how.

It goes without saying that especially the landscape convention has been a true success story in these respects. It has attracted more than numerous experts, agents and activists to the regularly arranged conferences, workshops, seminars and to the actively functioning working groups and networks offering their support to implementing the convention. All of this is documented in detail in the high-rise pile of reports and publications from the meetings. This keeps up our hope that international treaties do count, including in the everyday lives of our European citizens.

The evident strength but also the challenge of the convention is that it applies to all the landscape, from natural environments to the most intensively exploited urban areas, both the outstanding as well as the so-called degraded landscapes. All of them being dynamic results of interaction between Man and Nature, results of our means of living.

This aspect calls for an active participation of all the stakeholders and shareholders in landscape policies. In this respect the convention has gone further than the earlier ones. Dialogue between expert communities and civic society is a core element in the convention. The youngest member in the family of our conventions, the Faro Framework Convention on the Value of Cultural Heritage for Society then takes the last steps into a true bottom-up policy, based on the right of citizens and heritage communities to heritages. There are really no obstacles to an integrated implementation of these closely related and pioneering conventions – or all the conventions, on the contrary.

The operational environment of the landscape convention is in a constant change. This calls for an innovative and active reassessment of the implementation of the convention. The idea has been that the convention would be a basis for future oriented landscape policies. It's indeed a challenge but, in light of our experience of the first decade of the convention, a manageable one.

The overhanging question is how to deal with the climate change. We do have a fair amount of research and knowledge on the effects of climate change especially in the natural sciences. The question is how to apply this knowledge in the context of our existing landscapes, for the needs of political decisions and administration, training of professional and preparing relevant guidelines for targeted action. Climate change occurs on a global scale, but action is also needed at European and national levels.

We need both to adapt ourselves to the drastic changes of our environment in the near future and to participate in the creation of a new European landscape. This will be a landscape resulting from reorientations in energy politics, in infrastructure strategies and in development of a more integrated and cost-effective urban structure. And it's a landscape resulting from almost inevitable changes and risks in the conditions of our agriculture and rural landscape. Do we take into account the

forecasts of threats posed by the change; do we participate in creating scenarios of the landscapes to be? There really is a need for a new landscape policy based on the principles of sustainability and maybe even “degrowth”.

This is only my second visit to charming Florence. The first visit took place in the 1970s when InterRailing was a fascinating and new opportunity for the young to explore the diversity of our continent. And far more – in a sustainable way by train. Which is far more than we can say of ourselves in this celebratory congress where most of us arrived by plane, leaving a deep and dark ecological footprint and being agents for climate change.

But alright, we might be forgiven but only if in this conference produces something worth taking back home, such as workable ideas of sustainable action in directions of new landscape policies. In brief: our aim should be to guarantee that the landscape professionals employed in the future won't come solely from the ranks of underwater archaeologists. I wish all the luck to and active participation in the celebration of our beautiful convention.

**Quality of landscape – Quality of life  
Qualité du paysage – Qualité de la vie**

**Evolution des aspirations des populations  
depuis l'année 2000**

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**Introduction**

La Convention européenne du paysage a 10 ans  
Bon anniversaire! Happy birthday to you! Buon compleanno!

Bien que le mot paysage soit un terme connu de tous, que les paysages soient un objet de la pratique touristique depuis le XVII<sup>e</sup> siècle au moins, que la peinture de paysage ait envahi les musées et la culture populaire, le concept reste peu présent dans les préoccupations des Européens, qui placent avant lui d'autres objectifs, comme l'emploi, la sécurité ou la santé. Ce terme souffre d'une acception sociale qui le limite à un bel objet à contempler et n'est pas entré dans les grandes questions des sociétés contemporaines.

La situation a pourtant évolué fortement depuis une vingtaine d'années, en raison de multiples facteurs : souci des populations de plus en plus marqué pour la qualité du cadre de vie, inquiétude sociale face aux grands processus d'évolution planétaire qui semblent peu maîtrisables et permettent au paysage de trouver sa place à l'échelle locale ou régionale, glissement de sens du terme qui le rapproche de plus en plus du milieu de vie et des aspirations au bien-être individuel et social, élargissement des questions environnementales ; ces facteurs, notamment, permettent au paysage d'occuper une place de plus en plus importante parce qu'il se situe au croisement de ces questions, comme la biodiversité, la pollution, les nuisances en général, mais aussi les questions d'emploi, de sécurité ou de santé.

Le terme paysage est effectivement populaire, mais il n'est pas encore à la place que les spécialistes les plus soucieux de l'amélioration des conditions de vie des populations aimeraient lui voir trouver. Il a fallu plusieurs décennies de travaux et de débats entre les scientifiques et les milieux de l'aménagement des territoires pour que, peu à peu, ce terme se rapproche du cadre de vie et entre dans les concepts opérationnels de ce domaine. Il ne l'est pas encore pourtant totalement. Les anciennes acceptions du mot restent présentes, surtout dans le monde politique qui y voit le plus souvent un terme renvoyant à la protection des sites les plus renommés.



## Une demande sociale qui change sous l'effet de nombreux facteurs

### Les signes de l'évolution de la demande sociale.

A l'échelle européenne, le signe le plus manifeste de cette évolution est le succès de la Convention européenne du paysage (STE n° 176) qui a été adoptée en octobre 2000, signée aujourd'hui par 39 Etats et ratifiée par 37 d'entre eux. La Convention européenne du paysage est la convention européenne qui a recueilli le plus de ratifications des Etats membres. Si le processus d'élaboration de la convention a été long, il a abouti à un texte simple mais attractif dont se réclament de nombreuses collectivités territoriales dans la mise en œuvre de projets d'aménagement paysager. Encore faudrait-il regarder de plus près et évaluer sérieusement les effets de la mise en œuvre de cette convention, ce qui n'est pas encore vraiment ni réalisé ni à l'ordre du jour. Mais il est un fait indéniable : de très nombreuses expériences ou projets de protection, de gestion ou d'aménagement ont vu le jour en affichant leur inscription dans le cadre de la Convention européenne du paysage.

Une demande sociale existe donc, à diverses échelles, mais il faut rester prudent dans cette « envolée » ; de nombreux obstacles se dressent sur la voie d'une mise en œuvre efficiente ; celle-ci reste encore dépendante des modes de gouvernance territoriale conventionnels, ancrés dans les pratiques politiques et sociales. Les protagonistes de la Convention européenne du paysage représentent en fait un milieu restreint dans la société ; la volonté d'appliquer cette convention n'est cependant pas l'apanage strict d'une élite bourgeoise, celle qui militait pour la protection des paysages et sites remarquables au XIX<sup>e</sup> siècle et au début du XX<sup>e</sup>. Elle se manifeste dans des couches diverses des sociétés européennes, depuis les cercles de scientifiques ou d'experts de disciplines variées jusque dans des milieux plus populaires qui se sont engagés pour lutter contre des projets d'aménagement ou d'équipements tendant à transformer leur cadre de vie dans un sens qu'ils n'apprécient pas.

### Les facteurs de l'évolution de la demande sociale de paysage

Le facteur de toute évidence le plus pertinent, et qui rapproche le paysage de sa définition dans la Convention européenne du paysage, est la préoccupation de plus en plus marquée des populations européennes pour la qualité de leur cadre de vie. Certes, elle est encore mal affirmée, peu consolidée, mais, comme on le verra, elle se manifeste sous des formes diverses.

Cette préoccupation est sans doute liée à l'élévation du nombre de diplômés à l'échelle européenne : les sociétés sont devenues plus enclines à réfléchir sur leurs conditions de vie et sur elles-mêmes, sur leurs relations à la nature et aux questions d'environnement qui sont fortement liées à celles du paysage. Le paysage est, dans la pensée sociale, au croisement de problèmes divers qui sont au cœur du débat social : problèmes de biodiversité, de pollution, de nuisances. La pensée sociale du paysage n'est pas une pensée univoque, elle comporte certes une dimension esthétique qui n'est pas l'esthétique uniquement formelle, mais renvoie à l'ensemble des perceptions sensorielles. Elle comporte également une dimension sociale par

laquelle les individus savent évaluer un paysage selon qu'il révèle les signes d'un malaise social (chômage, délinquance, violence...) ou au contraire qu'il témoigne d'un climat de relations sociales apaisées. Et il comporte en outre une dimension écologique qui permet à chacun de distinguer un paysage où les problèmes de dégradation de la nature sont patents d'un paysage peu atteint par des dommages au milieu.

L'un des facteurs de l'évolution de la demande sociale réside aussi dans l'inquiétude ressentie face aux processus d'évolution planétaire. Les discours sur le changement climatique mais également les manifestations économiques de la mondialisation, comme la crise financière, tendent à provoquer un repli sur le local qui devient ainsi un lieu où l'individu et la société locale réfléchissent sur les problèmes de la planète. L'observation des transformations des milieux et paysages locaux interpelle les habitants, qui s'interrogent sur les liens pouvant exister entre ce qui est dépeint par les médias à l'échelle mondiale et ce qu'ils peuvent constater « chez eux ». Cette inquiétude ouvre la voie à une interrogation sur les responsabilités des uns et des autres, mais également sur leurs droits.

Dans le discours tenu sur les paysages par les individus et les groupes sociaux, le paysage manifeste un glissement de sens : si, dans une première approche, il devient de plus en plus assimilé à la nature, c'est sans doute parce que sa signification composite et complexe lui donne immédiatement une dimension utopique qui fait dire à chacun : « Le paysage le plus beau est le plus lointain, le plus éloigné des hommes qui le dégradent. » Aussi la réflexion qui s'ensuit renvoie-t-elle à des interrogations sur le cadre de vie proche et sur les errements des sociétés ou des décideurs qui tendent à faire de ce milieu de vie un lieu de mal-être. Le beau paysage semble s'éloigner de son lieu de vie et se rapprocher de la nature dans une vision idéale du monde, mais, dans une vision réaliste, il s'assimile au cadre de vie et aux conditions sociales, économiques, écologiques et esthétiques qui permettent de procurer du bien-être à chacun et à l'ensemble de la société.

### Les manifestations de l'évolution de la demande sociale

La demande sociale évolue, sans doute aujourd'hui plus rapidement que dans les périodes historiques antérieures, mais cette évolution est ambiguë, floue, et se manifeste sous des formes très diverses renvoyant à des significations politiques ou sociales des relations au monde. Le paysage se rapproche des inquiétudes environnementales et perd sa dimension agraire : il devient de plus en plus synonyme à la fois de nature et de cadre de vie. Mais cette évolution complexifie l'action politique à l'échelle locale et régionale, et la mobilité croissante des sociétés développe une tendance à la consommation des paysages comme un bien, que le tourisme exploite à son profit. Une autre tendance se manifeste également, entraînant la confusion du paysage avec le patrimoine.

### Les formes de l'évolution de la demande sociale

Les formes de cette évolution se structurent en fait selon trois ensembles de processus différents qui, effectivement, témoignent de conceptions politiques distinctes :

- un premier ensemble de processus consiste en deux mouvements opposés, qui se confortent et se contredisent à la fois : l'un est le mouvement le plus répandu de l'action « top-down » du monde politique, qui ramène son action à la coercition ou à l'imposition de règles conçues par ce monde-là, certes élu, mais sans réel débat. C'est le mouvement qui se produit depuis les Etats nationaux vers le local, mais aussi de l'international vers le local. Le second mouvement est celui qui remonte du milieu social local vers le national ou l'international : mouvement « bottom up » qui permet d'enregistrer la pensée sociale du paysage comme cadre de vie d'une population déterminée ;
- les actions institutionnelles et politiques (voir *infra*) ;
- les actions locales et régionales plus ou moins spontanées (voir *infra*).

### Les manifestations institutionnelles et politiques de l'évolution de la demande sociale

#### *Les législations paysagères*

Les législations nationales constituent des manifestations politiques de cette évolution : les lois et règlements divers sont élaborés par les pouvoirs politiques pour répondre à une aspiration sociale. Presque tous les pays européens possèdent un ensemble plus ou moins complexe de lois qui ont commencé à être mises en œuvre à partir du XIX<sup>e</sup> siècle sous l'effet de la pression des élites sociales désireuses de protéger les sites et les monuments historiques ou les plus beaux paysages à leurs yeux de transformations ou de dégradations que l'évolution de l'économie européenne provoquait dans son orientation libérale et dans le développement industriel.

La caractéristique de l'évolution de cette législation réside dans le passage de mesures destinées à la protection des sites remarquables à des lois plus générales, visant non seulement à la protection mais aussi à l'aménagement et tendant à constituer des politiques contractuelles. Peu à peu, ce ne sont plus quelques sites pittoresques qui ont fait l'objet de mesures législatives, mais tous les paysages ou presque, puisque l'on peut affirmer que c'est aujourd'hui la Convention européenne du paysage qui a, d'une manière délibérée, engagé l'action politique sur les paysages vers l'ensemble des territoires, que ces paysages soient remarquables ou de la vie quotidienne. Mais dans la plupart des pays européens, la tendance était bien à la reconnaissance d'une nécessité d'agir à l'échelle des territoires nationaux ou, dans le cadre des politiques de décentralisation, à celle des régions ; c'est ce que l'on peut constater en France, au Royaume-Uni, en Italie, en Slovénie, aux Pays-Bas, en Catalogne où une loi sur le paysage a été élaborée sur les principes de la Convention européenne du paysage. Cette évolution de la législation a ainsi enregistré celle de la demande sociale davantage orientée vers une action négociée entre les acteurs et non vers des mesures coercitives tendant à imposer le regard de ceux qui en sont les auteurs.

### *La planification*

Affirmer qu'il existe une planification paysagère dans les Etats européens serait présumer de la capacité des institutions à conduire un ensemble de politiques cohérentes à l'égard du paysage. On est loin d'une telle situation, mais, dans les documents de planification de plusieurs pays, la dimension paysagère est présente, répondant ainsi de plus en plus souvent à l'évolution de la demande sociale.

### *La connaissance et l'enseignement*

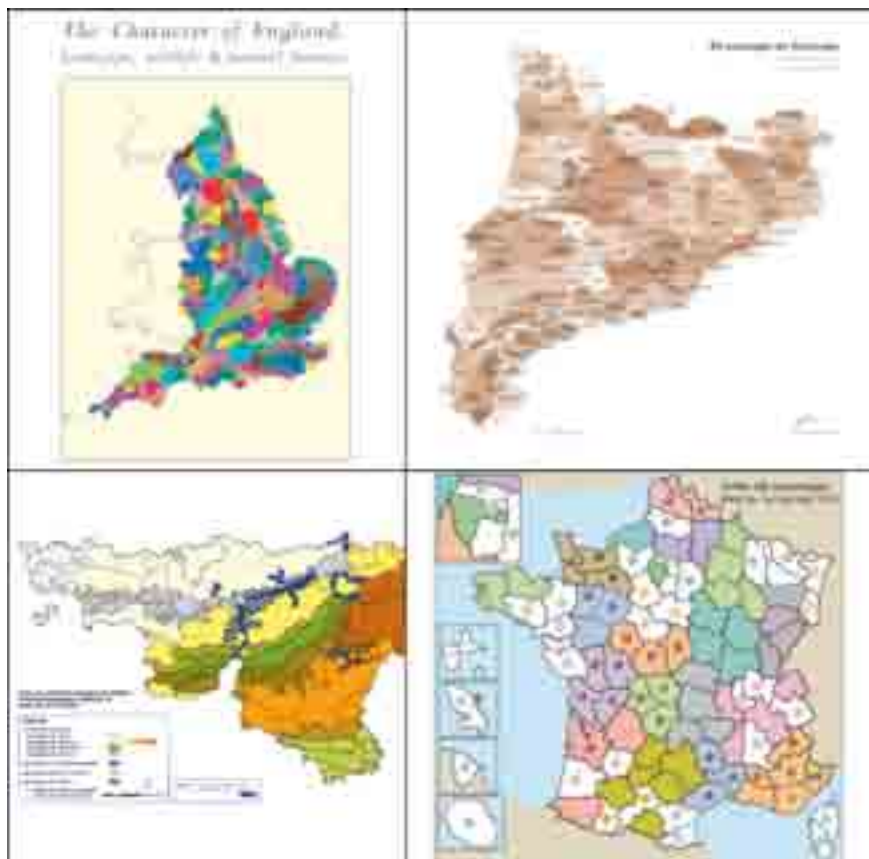
Depuis le début des années 1990, de nombreux pays ont engagé des actions en faveur de la connaissance des paysages, que ce soit pour constituer des bases de données sur l'état et les caractéristiques des paysages, leurs dynamiques ou les évolutions des représentations sociales. Le Royaume-Uni a mis en place un système de connaissances dénommé *Landscape character assesment*, la France a engagé l'élaboration des Atlas de paysages, suivie par l'Italie (*atlanti di paesaggi*), la Wallonie possède un système d'information sur les territoires paysagers de sa région, la Catalogne a élaboré un « catalogue de paysages ». Ces connaissances sont de plus en plus souvent intégrées dans des systèmes complexes d'informations diverses fondées sur le principe des systèmes d'information géographique avec différentes couches d'information : la France, par exemple, met en place un Système d'information sur la nature et les paysages comportant de nombreuses bases de données comme les atlas de paysage, les sites classés, les jardins historiques, les ouvrages d'art remarquables, ou des indicateurs sociaux de l'évolution des perceptions des paysages, etc.

Par ailleurs, certains pays, comme l'Autriche, la Suisse ou la France<sup>1</sup>, ont mis en place des programmes de recherche spécifiques. Ces programmes ont apporté de meilleures connaissances sur les dynamiques des paysages européens qui contribuent au renforcement de la place du paysage dans l'action politique et sociale, favorisent la prise de conscience européenne d'un intérêt des sociétés pour le paysage et les échanges entre spécialistes (scientifiques et praticiens) ou permettent l'expérimentation de méthodes innovantes de recherche et d'action.

Les progrès de la connaissance ont également profité à l'enseignement du paysage dans de nombreux pays où ce domaine est entré dans la réforme de Bologne (licence, master, doctorat) qui permet des échanges entre les étudiants et les professeurs et, ainsi, de faire circuler la connaissance dans l'ensemble de l'Europe. Recherche et enseignement ont permis le développement de connaissances à la fois plus rigoureuses et plus complexes, des échanges et des collaborations entre chercheurs et enseignants de tous pays (à travers notamment la base de données ECLAS, le réseau Landscape Europe, le programme de recherche « Paysage et développement durable » en France, et des organisations

1. Trois programmes de recherche ont été mis en place depuis 1998 : Politiques publiques et paysage : analyse, évaluation, comparaison ; Paysage et développement durable, et Infrastructures de transport terrestre, écosystèmes et paysage.

non gouvernementales diverses) ou contribuent à un débat et à mieux aborder la complexité des processus d'évolution des paysages et le rôle des acteurs et de leurs représentations sociales.



Exemples de cartographies des paysages en Angleterre, en Catalogne, en Wallonie et en France.

## Les actions locales et régionales

### Une forte diversité d'actions en Europe

Il est quasi impossible d'inventorier, à l'échelle européenne, les expériences locales et régionales qui traduisent une demande sociale délimitée et portant sur des paysages singuliers, tant leur diversité est grande et tant les formes qu'elles prennent sont variées. Elles révèlent cependant un transfert de questions écologiques ou d'environnement à la notion de paysage, plus globale et plus proche de la qualité du cadre de vie.

Ces expériences peuvent être spontanées ou engagées par des institutions très diverses et parfois elles ne sont pas qualifiées comme des actions paysagères, mais comme de simples actions d'aménagement ; pourtant, elles ont un effet indéniable sur les paysages.

Elles peuvent également consister en réactions et contestations à des opérations d'aménagement ; le phénomène n'est évidemment pas nouveau, mais ce qui l'est, c'est la dimension paysagère souvent affirmée.

Ces réactions se déclenchent à propos d'un problème ponctuel d'environnement, mais l'analyse de leur évolution montre qu'elles s'élargissent à des actions globales sur les paysages et prennent la forme de projets élaborés collectivement. C'est ce que Mauro Varotto a montré dans une recherche<sup>2</sup> sur les « comitati locali » qui se sont créés à la fin des années 1990 autour de contestations sociales spontanées de projets d'équipements ou d'implantations de constructions industrielles dans la région de Vénétie et qui, analysés entre 1998 et 2007, révèlent un changement d'objectif vers l'élaboration d'un projet de paysage.



Article de presse (Corriere del Veneto) relatant la naissance d'une association vénétienne pour lutter contre les atteintes faites au paysage au nom du progrès ; cartes de Mauro Varotto montrant l'évolution des « comitati locali » entre 1998 et 2007 en Vénétie.

### Les motivations des actions sociales locales et régionales

Ces actions répondent à des motivations diverses : comme on l'a déjà indiqué, elles constituent des réponses aux inquiétudes planétaires ; le local devient alors le lieu où s'observent les manifestations du changement global, qu'il soit climatique ou

2. Varotto et Visentin, 2008.



qu'il soit financier d'ailleurs, tout en favorisant une réflexion sur ces processus globaux. Mais elles contribuent à consolider des identités singulières de territoires soumis à des processus de changement. Par ailleurs, le paysage y est convoqué en réponse à la distance que le monde politique manifeste à l'égard des problèmes de la société, tout au moins les communautés locales voient-elles les choses ainsi. Ces communautés locales, dans les enquêtes, demandent au monde politique d'écouter les populations ou les acteurs de la société civile à l'égard du monde politique : « écoutez-nous » disent en substance de nombreuses personnes interrogées à propos des transformations que les paysages subissent. C'est aussi cette exigence d'écouter qui motive la participation de certains citoyens à ces actions et qui traduit leur désir de contribuer en participant à l'amélioration de leur cadre de vie.

### **Une grande diversité de formes des expériences locales et régionales**

Selon les pays, les régions, ces actions locales et régionales prennent des formes diverses et peuvent également se réaliser à l'échelle nationale, tels les forums organisés en Angleterre, alors que c'est à l'échelle régionale que l'Observatoire catalan du paysage organise des consultations par le réseau internet de manière à sonder les habitants. En Vénétie, la consultation se fait sur le terrain, comme c'est le cas de l'opération « Luoghi di valore », qui cherche à rassembler les représentations sociales des paysages dans la population de certains bourgs, de village ou de villes et à engager un débat autour de la question de l'aménagement des paysages dans les lieux habités. On vient de voir également que ces actions peuvent prendre l'aspect de comités de contestation, mais, ailleurs, ce peut être une manifestation festive qui va permettre de réunir les habitants d'un lieu afin d'engager une action de revalorisation d'un paysage ; des actions institutionnelles, comme l'opération Lifescape aux Pays-Bas, peuvent également être entreprises. En fait, dans des milliers de cas, l'on va d'un problème ponctuel à des propositions plus globales et carrément paysagères.

### **Les obstacles à la satisfaction de la demande sociale**

Malgré cette progression qui reste encore fragile, la demande sociale se trouve confrontée à des obstacles divers qui ne présument pas de sa satisfaction totale dans les années qui viennent. Les obstacles proviennent du contexte dans lequel elle se développe mais ils ont aussi une signification politique ou plus simplement tiennent à des facteurs liés aux relations des sociétés à la nature.

#### **L'obstacle du monde politique**

Une grande partie du monde politique n'est pas vraiment encline à développer les expériences de participation des populations à la décision politique. Il existe actuellement un retour à l'autoritarisme dans l'exercice de la démocratie, d'une part, et, d'autre part, le milieu politique considère majoritairement le paysage comme un objet de protection et non comme un objectif de projet territorial. Si des actions de sensibilisation doivent être engagées, ce serait sans doute en direction du milieu

des hommes politiques qui effectivement pensent protection et obstacle au développement de l'économie lorsque le mot paysage est prononcé. Il faut discuter et argumenter pour que cette conception change ; c'est l'expérience d'entretiens avec des hommes politiques qui permet de constater que, si la discussion s'engage sur ce domaine, la réflexion peut amener une bonne proportion d'entre eux à réviser leurs positions.

#### **L'obstacle de la mondialisation**

Le processus de mondialisation de l'économie incite le local à revenir, comme une sorte de solution de repli. L'opposition entre les grands processus mondiaux du marché et les problèmes locaux entraîne ainsi une tendance de la demande sociale à l'égard du paysage à s'exercer à l'échelle locale qui peut être considérée parfois comme un refuge face à la mondialisation des processus économiques. Mais le local est le lieu de concentration des effets régionaux et locaux de la mondialisation et la réponse locale ou régionale peut correspondre à une conscientisation des enjeux planétaires.

#### **Le décalage entre les temps sociaux, les temps politiques et les temps naturels**

Les processus d'évolution des paysages ne correspondent pas aux temps politiques et la diffusion des innovations de la démocratie dans la société demande des délais qui ne peuvent satisfaire les temps électoraux. La participation des populations à la décision politique, qui demande du temps pour débattre, est souvent envisagée par les hommes politiques comme une gêne dans leurs pratiques et en particulier dans leurs stratégies pour la reconduction de leur mandat électoral.

Par ailleurs, la connaissance des dynamiques des paysages requiert des temps d'observation longs que la politique telle qu'elle est exercée ne peut admettre : les milieux politiques exercent souvent des pressions sur les scientifiques pour qu'ils livrent les résultats de leurs recherches dans des délais qui permettent aux hommes politiques de les exploiter pour leur carrière.

Enfin, l'accroissement de la vitesse des déplacements et la mobilité croissante des hommes impliquent un développement du consumérisme, et notamment, comme on l'a déjà dit, en ce qui concerne le paysage.

#### **La difficulté d'assumer la complexité des processus de dynamique des paysages**

Les processus de transformation des paysages sont des processus complexes et les transferts des connaissances vers la société et le monde politique réduisent le plus souvent cette complexité au profit des connaissances qui sont le plus sensationnelles ou susceptibles d'entraîner l'émotion sociale. La presse ou les médias en particulier aiment à transformer les résultats des recherches pour n'en retenir que ce qui peut être érigé en slogan.

Dans la plupart des cas, il existe une confusion entre paysage et questions écologiques : le développement de l'ingénierie écologique se fait au profit de mises en scène de la nature, et l'écologie s'est focalisée sur le naturel en oubliant les activités sociales. La prospective, qui n'est déjà pas aisée dans le domaine du paysage et de l'aménagement des territoires, éprouve des difficultés dans le domaine de l'écologie qui est davantage tournée vers le constat souvent catastrophiste de la dégradation de la nature. L'évolution du paysage est envisagée le plus souvent comme une dégradation et n'est que rarement pensée en termes de projet.

Les interactions qui se produisent entre le paysage et la biodiversité ou entre le paysage et les écosystèmes sont devenues difficiles à analyser en raison des cloisonnements disciplinaires et des intérêts catégoriels ou des enjeux de pouvoir ou financiers du monde scientifique.

## Conclusion

La demande sociale de paysage a donc fortement évolué, en particulier dans les quatre dernières décennies, en raison de la montée des préoccupations écologiques et environnementales. Elle pose le problème de l'innovation démocratique, en Europe en particulier, mais aussi dans le monde entier. Il est connu que les citoyens européens ont assez majoritairement perdu leur confiance dans le fonctionnement actuel de l'Union européenne qui est souvent assimilé à un fonctionnement technocratique ; cette perte de confiance dans l'Europe permet de comprendre la montée des votes extrêmes et le repli parfois radical sur le local, où la peur de l'étranger alimente les positions racistes et d'exclusion.

Les revendications locales et régionales constituent une voie d'avenir de l'évolution de la démocratie, mais se trouvent en conflit avec la mondialisation des grands processus mercantiles et financiers. L'innovation dans l'exercice de la démocratie doit être constamment réaffirmée, car, si la démocratie n'est pas parfaite, elle est le moins pire des systèmes politiques. C'est pourquoi l'innovation et l'expérimentation des actions de participation constituent des voies permettant aux citoyens européens de reprendre confiance dans l'exercice politique ; elles peuvent aussi apporter des enseignements pour l'échelle globale. Mais elles nécessitent d'échanger, de partager, de débattre.

La Convention européenne du paysage constitue un outil innovant d'action politique au service du bien-être social et individuel, et elle peut aider les citoyens européens à imaginer les paysages dans lesquels ils souhaitent vivre.

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## Le rôle, l'expérience et le potentiel des associations

**M<sup>me</sup> Anne-Marie CHAVANON**

Présidente de la commission du développement territorial durable de la Conférence des OING du Conseil de l'Europe

Madame la Directrice générale  
Messieurs les Présidents,  
Monsieur le Directeur général  
Mesdames et Messieurs,

Permettez-moi tout d'abord de remercier nos hôtes de leur accueil dans la splendide ville de Florence dont le nom, à lui seul, évoque la beauté, l'art et la culture.

C'est un grand honneur pour moi d'intervenir, au cours de cette cérémonie, dans une salle aussi prestigieuse et dans une région, la Toscane, qui illustre dans l'imaginaire des Européens « la qualité du paysage et la qualité de la vie » qui font le titre de cette matinée.

J'interviens au nom de la commission du développement territorial durable de la Conférence des organisations internationales non gouvernementales (OING) du Conseil de l'Europe et vous me permettrez de saluer, à ce titre, les orientations du Conseil de l'Europe en faveur de la participation des citoyens aux politiques du paysage, soulignées par M<sup>me</sup> Battaini-Dragoni.

Je voudrais saluer aussi le diagnostic lumineux posé par M. Luginbühl, sur le potentiel de la participation associative mais aussi sur la fracture qui sépare une demande sociale croissante de paysage de la réponse qui lui est faite.

Je peux dire que ce constat est ressenti d'une manière très vive par nombre d'ONG membres de la commission, au moment où chacun recherche, dans son cadre de vie quotidien, des réponses locales aux défis planétaires et des possibilités de coopération en faveur du développement territorial durable qu'appelle la mise en œuvre de la Convention européenne du paysage.

Il m'a été demandé d'évoquer le rôle, l'expérience et le potentiel des associations pour que la « qualité du paysage » soit, pour la société civile, en résonance avec « la qualité de vie ».

Vous me permettrez auparavant de répondre à une autre question, toujours posée aux associations : « Mais enfin, qui représentez-vous ? A quel titre parlez-vous vraiment ? »

En vérité, à des titres très divers qui font la diversité de la société civile et par conséquent celle des associations internationales qui travaillent au sein de la commission du développement territorial durable de la Conférence des OING du Conseil de l'Europe.

Ces associations, qui sont-elles ?

Ce sont tout d'abord des associations, connues de la plupart d'entre vous, qui accompagnent depuis l'origine les travaux de la Convention européenne du paysage. C'est notamment le cas de Civilscape, de Ruralité Environnement Développement (RED), du Centre européen des urbanistes (CEU), d'Ecovast, de Fedre et de bien d'autres.

Ce sont ensuite des associations d'élus, telles que l'Association européenne des élus de montagne (AEEM) ou de l'Assemblée des régions d'Europe (ARE). Ce sont aussi des associations professionnelles (de paysagistes, d'urbanistes, de géographes, de juristes – du patrimoine notamment –, d'universitaires – beaucoup sont dans cette salle –, de même que des associations de médecins, d'avocats, d'ingénieurs, etc.).

Certaines de ces associations dites « spécialisées » ont été créées pour la promotion d'un concept ou d'un idéal de cadre de vie particulier – et vous me pardonnerez de citer celle que je représente, la FIHUAT (Fédération internationale pour l'habitation, l'urbanisme et l'aménagement des territoires) dont le siège est à La Haye et qui a été créée par le père des cités-jardin, Ebenezer Howard, en 1913, sous le nom de « Association des cités-jardins et de l'urbanisme ».

D'autres sont des associations de protection de l'environnement, comme le Bureau européen de l'environnement (BEE) ou des associations de défense du territoire, de ses activités, de sa culture et des populations qui le font vivre. Et nous avons, bien entendu, parmi nous des associations de défense et de protection de segments de la société particulièrement menacés telles que ATD Quart Monde, ou d'autres qui interviennent dans les situations de catastrophe et qui sont souvent les ONG les plus médiatisées.

Mais je tiens à souligner que toutes ont une vocation directe ou indirecte liée à la défense des droits de l'homme. Toutes exercent une activité de vigie et d'alerte, d'intervention auprès des pouvoirs publics ou de lobbying lorsque c'est nécessaire. Elles jouent le rôle d'observatoire sur le terrain. Elles assurent un suivi de l'application de la législation et de la réglementation en vigueur à tous les niveaux de gouvernance et de territoire, de l'échelon local à l'échelon européen et mondial.

J'ai bien entendu aussi à l'esprit, bien qu'elles ne soient pas présentes au Conseil de l'Europe, toutes les associations locales, parfois des associations ad hoc, à vocation unique, qui se sont constituées en cellules d'animation d'un territoire ou en groupes de pression, à la faveur d'un projet – souvent d'ailleurs, dans ce dernier cas, en situation de défense et en opposition à ce projet. Nous avons vu la cartographie éloquentte présentée par M. Luginbühl. Les associations de défense y étaient nombreuses. Elles constituent un ferment inappréciable de la dynamique du territoire.

Cette énumération montre la diversité des rôles, des missions et des activités qui peuvent être exercés tour à tour par une même association. Mais je voudrais aujourd'hui mettre l'accent sur deux fonctions qui me paraissent essentielles à la mise en œuvre de la Convention européenne du paysage.

Il s'agit d'une part des fonctions d'expertise, d'autre part des fonctions que je qualifierai de médiation et de catalyse. Je voudrais porter particulièrement le regard

sur ces fonctions et vous faire partager ma vision car c'est là, selon moi, que se trouve le plus fort potentiel des associations.

### Les fonctions d'expertise

Ces fonctions recouvrent des compétences connues de tous. Je ne puis les ignorer mais je ne m'y attarderai pas. Elles sont exercées par toutes les associations présentes dans cette salle dont plusieurs ont collaboré, ainsi que je vous le disais, très activement à la rédaction de la Convention européenne du paysage. Elles contribuent aujourd'hui très largement à sa mise en œuvre.

J'ai cité tout à l'heure celles qui sont les figures de proue de notre commission dans le domaine, leurs experts de haut niveau et ceux de beaucoup d'autres associations interviennent sur l'ensemble des problématiques du paysage, comme les y engage le chapitre III de la Convention européenne du paysage. Et l'on peut dire que chaque atelier consacré à l'application de la Convention européenne du paysage apporte sa moisson d'expériences du travail associatif.

Nos associations peuvent effectuer aussi des prestations de services qui, selon les pays, s'exercent dans le secteur marchand mais qui sont le plus souvent des activités bénévoles. Il peut notamment s'agir d'assistance à la maîtrise d'ouvrage, de coordination de projet ou d'élaboration de cahier des charges, de mise en chantier d'atlas ou de base de données, d'assistance juridique et d'expertise indépendante, d'actions de sensibilisation, de formation, de concertation et de relations avec le public. Elles peuvent donc répondre aux procédures d'appels d'offre, d'appel à projet et à proposition ou d'appel à consultation, et plusieurs s'inscrivent d'ailleurs dans les programmes de l'Unesco ou de l'Union européenne.

Ces fonctions vous sont familières, je n'insisterai pas.

### Les fonctions de médiation et de catalyse

Je souhaiterais, en revanche, m'interroger sur un autre aspect du rôle des associations, essentiel à mes yeux, qui correspond à des fonctions médiatrices, au sens étymologique du terme.

Comment les associations peuvent-elles, en effet, contribuer à rendre plus audible la demande sociale de paysage examinée par M. Luginbühl? Comment peuvent-elles influencer sur la pertinence de la réponse apportée par les décideurs, qu'ils soient publics ou privés? Comment peuvent-elles continuer à renforcer l'objectif prioritaire du Conseil de l'Europe qui est de trouver des solutions aux problèmes de notre société actuelle, problèmes de liberté, certes, mais aussi problèmes de droits élémentaires liés au cadre de vie?

Les associations peuvent jouer ici un rôle beaucoup plus important que celui qui leur est habituellement dévolu, bien que moins visible : celui d'intermédiaire et de catalyseur. Les associations, nous en avons une expérience quotidienne, peuvent

être l'élément réunificateur, et, si j'ose dire, salvateur d'une stratégie intégrée. Il ne s'agit pas de dire que nous sommes l'unique « chaînon manquant », celui par lequel tout va se résoudre par miracle. Mais il est important de rappeler que l'objectif prioritaire de la plupart des démarches associatives est celui de la main tendue, de la mise en lien, de la recherche de cohérence, de cohésion sociale et territoriale. C'est particulièrement vrai pour la politique du paysage.

### La cohésion territoriale autour du paysage

L'observation des experts et celle des ONG convergent : les crises économique, financière et environnementale et même culturelles creusent les disparités territoriales. Richesse et pauvreté se polarisent au niveau tant continental que régional et infrarégional. L'analyse territoriale révèle partout des inégalités grandissantes.

Les pouvoirs publics, plus que jamais sollicités par la population, sont handicapés par la contraction des finances publiques. Ils sont corsetés par les limites administratives et politiques, par les compétences qui leurs sont ou non dévolues, par le fractionnement et l'éclatement des services évoqués par M<sup>me</sup> Marson.

De leur côté, les ONG manquent de moyens budgétaires mais elles ont une grande force à offrir : une totale liberté de choix de leurs thématiques et de leurs compétences, une totale souplesse d'adaptation de leur cadre d'action, du niveau du quartier au niveau pluri-communal, régional et européen. Leur force réside également de ce fait dans leur capacité à agréger les territoires et à mettre en lien plusieurs échelles géographiques, ce qui autorise un traitement cohérent du paysage.

Les associations peuvent enfin choisir leurs membres en fonction de l'objectif à atteindre et de la stratégie recherchée. Bref, l'atout est considérable pour elles-mêmes mais aussi pour leurs partenaires publics et privés.

J'ajouterai à ce potentiel celui d'une possibilité d'action transnationale. Une même ONG, nationale ou internationale, peut agir en plusieurs points simultanés du territoire. Elle peut exporter ses compétences et de bonnes pratiques partout en Europe. C'est particulièrement utile dans les domaines liés par exemple à la biodiversité, à la protection du patrimoine, ou encore aux risques majeurs qui, tous, relèvent des impératifs de la Convention européenne du paysage.

Elle peut enfin être un relai efficace auprès des ONG locales, formelles ou informelles, isolées ou en réseau.

### La cohésion sociale à travers la reconnaissance et la construction du paysage

La cohésion sociale est prioritaire dans la mission de la plupart des associations, comme elle l'est dans les orientations de la Convention européenne du paysage. Qu'il s'agisse de protection ou de développement, elle exige une connaissance et une reconnaissance partagées du paysage « vécu ».



L'action des associations, pour les raisons que je viens d'évoquer, mais aussi parce qu'elle permet une approche plus personnalisée, plus localisée, est essentielle. Elle autorise la « coproduction » du paysage car elle permet :

- de transformer les usagers en acteurs, avec des objectifs communs, une éthique commune et une stratégie commune ;
- de connaître et de contribuer à résoudre en amont les conflits d'usages et d'intérêts ;
- d'apporter une connaissance précoce des dynamiques territoriales infléchies par des projets privés souvent mal connus des autres acteurs ;
- de mobiliser les publics que l'on dit « silencieux » autour de l'agir ensemble.

Les associations peuvent être un outil de mobilisation efficace des habitants des quartiers en difficulté autour de la reconnaissance et de la gestion de « leur » paysage. Elles sont un relais naturel vers les exclus, vers ceux qui sont écartés de la discussion publique, même lorsqu'ils sont directement concernés par les processus de concertation. On sait que des actions tournées vers ces acteurs, qui acceptent de devenir des « habitants paysagistes », leur apportent un sentiment de bien-être et une meilleure confiance en soi. Elles contribuent au développement de l'identité personnelle, du sentiment de fierté et de l'ancrage territorial. C'est le cas des associations « Park and people », des « community gardens » et des jardins familiaux.

En conclusion, vous me permettrez d'insister sur l'apport central des associations à l'évolution de la gouvernance des territoires à travers les fonctions de mise en réseau, de création de synergies, et, pour certaines, de plates-formes de dialogue entre techniciens, élus et société civile, entre ce qu'il est convenu d'appeler en France maîtrise d'ouvrage, maîtrise d'œuvre et maîtrise d'usage. Car nous le savons, les associations permettent de réunir en leur sein l'ensemble des acteurs du paysage, publics et privés, institutionnels ou non, avec la capacité de les faire se parler – c'est le cas dans d'autres domaines de bien des ONG présentes dans la salle, dont la mienne.

Cette médiation, cette fonction de passerelle, est irremplaçable. Elle permet l'écoute et la confiance nécessaires pour parvenir à des accords satisfaisants entre les décideurs politiques et la société civile.

Permettez-moi de vous le dire avec toute la conviction qui m'anime : saisissons-nous des atouts que peuvent procurer le cadre et le travail associatifs ! Saisissons-nous de ce potentiel qui sera l'un des sédiments d'une « culture commune du paysage » !

Enfin, en écho aux propos tenus par M<sup>me</sup> Battaini en faveur de la dimension démocratique du paysage et de la nécessité d'une démocratie participative, vous me permettrez de souhaiter que la réforme interne du Conseil de l'Europe, qui se déroule en ce moment, garde au pilier associatif toute sa force au sein de l'Organisation.

Et, en cette date anniversaire, je voudrais enfin, à vos côtés, former des vœux fervents pour les dix prochaines années de la Convention européenne du paysage !

Je vous remercie.

### Mr Giuseppe ROMA

General Director of the Censis Foundation, Professor of urban development, University of Rome, Italy

### New pressures and new “incentives” in the future transformation of the land

The cultural movements of recent decades have been accompanied by an increasing awareness of the quality of the landscape, and the need to preserve and redesign it. It is right, at this point, to consider the results that have been achieved and, more especially, the possible future trends. The most striking and characteristic landscape, particularly in Italy, is certainly the landscape that has been conditioned by human intervention. Natural and rural areas, still the most prevalent, are less disagreeable, even when they are left to run wild, than ineptly urbanised areas with layer upon layer of heterogeneous buildings, the result of spontaneous activities or planned developments in the pre-existing environment.

So what does the future have in store for us in this connection? We no longer believe that growth will continue indefinitely, but it does not appear to be slowing down. Cities and built-up areas are still growing; the urban population worldwide is increasing at the rate of a million a week, with migration playing a significant part. The urban archetype exerts a magnetic influence, people are drawn to the city, buildings invade the natural environment, and towns spill over into the countryside.

This is certainly the shape of things to come in economically emerging countries in Asia, or in Brazil, but also in industrialised countries in Europe where growth is slow, and even in poor countries. There are plenty of examples: the same trend is to be seen in Rio and San Paolo in Brazil, and in Hong Kong and Guangzhou; Mexico City now occupies much of central Mexico; Lagos is at the centre of a vast African conurbation that includes over 300 other cities. By 2020, all future demographic growth will be concentrated in urban areas, reaching a peak in 2050 when official projections suggest that world population will begin to decline.

The construction of the landscape is sometimes unconnected with economic and social developments. Hence the explosion of inequalities in cities where segregation, speculation and degradation take over. While disorganised clusters of new buildings spring up in towns and cities, the traditional care of the land in areas where there is less urban development tends to be abandoned. The urban landscape ceases to be a centre with an extended periphery, and becomes instead a collection of centres, areas, locations associated with special activities, expanding along lines of communication, infrastructure links, and connecting corridors.

The most familiar landscape in daily life will be neither “town” nor “country” but something in between, a network of residential, production and administrative centres, open spaces, large, medium and small urban areas, all held together by the various connecting circuits. The landscape of the future will consequently

be strongly influenced by powerful human pressures stemming from causes and interests that are not always geared to economic development but reflect more complex social motives and behaviour.

Ultimately, in order to understand the land (and to safeguard and develop it) it is not enough to look at the “form” of places, it is also necessary to understand social movements and even the attitudes, impulses and emotions of individual people. The interpretations of the landscape given by geographers, historians and urban specialists agree in stressing the inevitable convergence of physical change and social development.

Braudel describes landscapes, agricultural cycles, coasts, mountains, areas of human habitation, as “factors unifying the peoples and regions of the Mediterranean basin”. Even clearer is the approach through social, economic and labour history: landscape is not a mere backdrop but determines changes in farming systems and “material culture”. In order to understand a landscape, it is necessary to identify the invisible structures that determine the changes a civilisation makes to the land, changes that are the product of the constant interaction of social forces. Recognition, emotional involvement and aesthetic appreciation all directly affect the judgment of the average man or woman when they realise that there is an apparent history and a latent history.

Bruno Zevi’s prophetic words are still highly pertinent: “In a culture that is absurd in many respects, the problem is to reconcile the concepts of ‘landscape’ (natural landscape), ‘townscape’ (urban landscape), ‘cheapscape’ (rubbish landscape) and ‘inscape’ (interior landscape)”.<sup>3</sup> In particular, it is interesting to dwell for a moment on the two less familiar concepts. The cheapscape, i.e. a poverty-stricken and degraded landscape, refers to the poetry of the scrapheap, to recycling, to rejecting the aesthetics of pure beauty in favour of the aesthetics of ruins, wasteland and neglect. One thinks of Piranesi or Pistoletto’s rags. Attaching aesthetic value to junk space may have been a somewhat marginal intellectual fashion in the avant garde movement, but upgrading and restoring obsolete and dilapidated structures in the urban landscape has made, and continues to make, a fundamental contribution to regional development. The inscape is a more sophisticated concept, referring to the more intimate personal context, the individual life plan that defines identity and is the reverse side of the vision of the “external” physical landscape.

We may perhaps add, in the context of our own times, a further way of transforming the land that establishes a form of landscape: the gamblingscape created by financial speculation in property, with an eye to the huge profits to be made from shopping malls, restaurants, entertainment and leisure centres, office blocks, logistics, and industrial complexes. These are all developments that are highly visible and define the image of the area.

3. Zevi B. (1991): *La città territorio wrightiana*, quoted in Wright F.L. (2000): *La città vivente*, Turin.

### Starting with perception: the future of landscape as “controlled chaos”

In referring to perception and the context of people’s lives, the European Landscape Convention whose 10th anniversary we are celebrating enshrines a revolutionary principle in addition to the extremely important provisions regulating protection of the land, introduced in Italy more than 70 years ago and subsequently adopted throughout Europe.

It is worth turning here to Rudolf Arnheim who held, long before the European convention, that perception was essential to understanding and to public participation in the process of learning about the landscape. “Whatever the human mind is required to understand,” he said, “order is essential”. To understand and perceive the environment in which we operate, the human mind needs to find an ordered pattern in the general vision and in the details. The observer perceives what is similar, what is remarkable and what is distinctive about the shapes, the colours, the sounds and the smells he encounters. The charm of landscape lies in the possibility of identifying the interrelationships between the whole and the parts, a hierarchy of values with dominant, structural and secondary elements.

The perceived order is understood as the reflection of an underlying order, both physical and social. The design of a building is all the more communicative when it reflects the distribution of its functions and connections. Order is essential to survival. But events that were expected to occur in the future are proceeding much faster than we anticipated and affect many different spheres (production, technology, communications, psychology, etc.); they are moving spontaneously so fast that it is difficult to bring them under control, and – worse still – they manage to stay ahead of any regulations that are brought in to control them.

Future landscapes show every sign of being spontaneous, disordered juxtapositions of characterless developments where it will be impossible to distinguish clearly between similar and widely differing elements and which stir a rejection of a chaos that excludes and repels us. Nevertheless, the disorder so typical of an actively subjectivist society which drives the continual transformation of the landscape cannot be denied but must be so managed as to produce an ordered balance. We cannot rely on regulation to produce a positive perception to counter the tendency to chaos, because the mere application of rules would result in even greater impoverishment. Rather, it is in a balance of disorder that we may find a reference.

In protecting the landscape, we cannot afford to rely primarily on devising new projects, setting a framework, or regarding contemporary structures as ancillary resources of pre-existing historic structures. In land development it is not just permanent and universal values that need to be preserved. There are in fact three separate components:

- the static landscape represented by the fixed elements – both environmental systems and constructional systems – that determine the shape of the land;
- the dynamic landscape, that is all the numerous territorial projections of mobility, consisting of cars, trains, moving vehicles, crowds, and also voices,

smells, and sounds. Mobility is part of the overall vision but it is also a specific aspect of perception;

- the landscape in the making, or the diachronic changes that produce stratification, based on the historical use of the natural and the built environment.

By combining these three components, it will be possible to find a new way of implementing a comprehensive plan that will significantly enhance the value of the landscape.

A culture of simply protecting what we already have will not suffice, we must strengthen cultural sensibilities and technical instruments in order to create a new setting that will be just as congenial, even with the pressures that the future will bring.

## **The Italian national register of historical rural landscape, a good practice of the European landscape**

**Mr Mauro AGNOLETTI**

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### **Introduction**

One of the Council of Europe's missions is the promotion of the value of landscapes for the daily life of people by setting out the measures to protect, manage and plan landscape. The European Landscape Convention perceives landscapes as a major component of sustainable development, based on a balanced and harmonious relationship between the European countries. The identification of traditional landscapes modified by man's activities through land cultivation reflecting the cultural identity of rural areas is at the core of the convention launched by the Council of Europe in the year 2000 in Florence. The project of the register has been financed by the Italian Ministry of Agriculture within the framework of the activities following the introduction of landscape as a strategic objective of the National Strategic Plan for Rural Development. As follow-up, the Italian Ministry of Agriculture is committed to develop policies aiming to preserve and valorise the economic, environmental, social and cultural value of these landscapes, but will also develop their monitoring according to the indications required by the European Landscape Convention. The work has been carried out by 14 universities, involving 74 researchers with the support of the international institutions and the patronage of the Council of Europe and Unesco. The research has identified 136 areas distributed in all the Italian regions including cultivated areas, pastures and woodlands. Concerning the relevance to the European Landscape Convention, Article 6.C.1 is being implemented. It states that each party undertakes:

- to identify its own landscapes throughout its territory, to analyse their characteristics and the forces and pressures transforming, to take note of changes;
- to assess the landscapes thus identified, taking into account the particular values assigned to them by the interested parties and the population concerned.

### **Objectives, methods and findings**

Italy still boasts a rich heritage of rural landscapes built up over thousands of years; landscapes that, while continuing to evolve, still retain evident testimonies of their historical origin and maintain an active role in society and economy. These landscapes are indissolubly tied to traditional practices handed down from one generation of farmers, shepherds and woodsmen to the next – complex sets of ingenious and diversified techniques that have contributed in a fundamental way to the construction and conservation of our historical, cultural and natural heritage. These techniques were a means to continuously adapt to difficult environmental conditions to provide multiple goods and services, and thereby improving people's

standard of living as well as giving rise to landscapes of great beauty. Landscape heritage and the related traditional knowledge are fundamental resources that need to be safeguarded. The speed and extension of the technological, cultural and economic changes that have taken place over the last few decades are threatening landscapes and the rural societies associated with them. Multiple pressures are constraining farmer innovation. This often leads to unsustainable practices, resource depletion, productivity decline, and excessive specialisation, placing the preservation of landscapes as an economic, cultural and environmental resource in serious jeopardy. The result is not only an interruption in the transmission of the traditional knowledge required for local landscape maintenance, but also socio-economic destabilisation of rural areas and a loss of competitiveness of agriculture. This research intends to lay a foundation for the identification, conservation and dynamic management of historical landscape systems and traditional practices, in the face of economic and cultural globalisation, climate changes, and inappropriate policies, favouring the creation of a national register of historical landscapes.

This research is meant as a testimony, not only of the importance of the Italian landscape as one of the most representative historical expression of the country's cultural identity, due to the prevalent role of rural civilization in its history, but also of the universal value of the Italian rural landscape in the cultural heritage of humanity; a value that seems to have been often forgotten today. Adaptation to different and difficult local conditions, as well as differences in economic and social structures, had diversified the Italian territory over the centuries. Except in a few limited areas in the country, the history of Italian agriculture had been one of continuous and laborious adaptation to a difficult natural environment, mostly made of mountains and high hills, originally covered with impenetrable forests and extensive marshes, to create favourable conditions for agriculture. The result was a landscape whose value has been recognised by Western culture at least since the sixteenth century. At the end of that century, Michel De Montaigne, going through the Garfagnana in Tuscany, observed in amazement that the land was cultivated and terraced from the foot of the mountains to their summit, appearing to him as a garden. Those who followed in his wake echoed his admiration, from Grand Tour travellers of the eighteenth and nineteenth centuries – who were impressed not just by Italy's monuments but also by its rural and forest landscape – down to present-day tourists.

Nowadays we are witnessing increasing interest in the subject at the European level, as stated by the European Landscape Convention,<sup>4</sup> signed in Florence in 2000, which addresses the deep changes in course in modern society. As Roberto Gambino explains, the need to preserve the identity and meaning of places expressed by the current “demand for landscape” reflects a deeper malaise that certainly has to do with globalisation processes and their effects: on the one

4. The research has received the patronage of the Council of Europe for its contribution to the implementation of the European Landscape Convention. Article 6.C.1 of the convention requires identification and assessment.

hand, homologation and modernisation; on the other, imbalances and inequalities that need to be addressed.<sup>5</sup> In this perspective, the introduction of landscape in the national rural policies reflects a change in the conception of the role of this resource, as well as that of rural territory in general. The role of landscape and its perception has indeed changed over time. Today it is no longer an elite aesthetic and cultural construct, isolated from its socio-economic context; it has become, instead, an essential element in the definition of an adequate development model for the national rural context.

The prevalence of aesthetic considerations in past conceptions of landscape, as well as their more recent superimposition on the concept of “nature”, has led to an emphasis on deterioration caused by urban dynamics, or criteria for the assessment of landscape quality based on its ecological characteristics, reductively understood as its flora and fauna, or as a series of natural habitats. All this has pushed in the background both the strong human print on our country's landscape and the fact that, while urban expansion certainly played a role in this, the transformation of the rural landscape was largely endogenous, something that few have remarked. While it is evident, as Emilio Sereni explained,<sup>6</sup> the agrarian landscape is “the form that man, in the course and for the ends of his agricultural productive activities, impresses on the natural landscape”, it is equally evident that not all agricultures produce good landscapes. Unfortunately, as is confirmed by the data presented in the chapter on vulnerability, ordinary conservation legislation based on protected area systems or landscape restrictions are ineffective as a means to preserve the rural landscape. It is this realisation that persuaded all of the scholars who contributed to our catalogue of the need to draw it up, and that it is finally time for the issue to be addressed by agricultural policies. Conserving the quality of a rural landscape, which by its own nature is always evolving, can only be done by setting up a socio-economic system capable of supporting and reproducing it; hence the decisive importance of strategies and actions undertaken in the framework of agricultural policies. The new guidelines for rural development policies associating them with local development are a major step forward in this direction. The objective is to make the most of all the resources of rural areas, emphasising the local dimension, the new role of farmers, and the involvement of new actors in the social and geographical space designated today as “rural”.<sup>7</sup>

In Italian rural policies, the landscape dimension plays a paradigmatic role, as it corresponds to the transition from individual business projects to projects at territorial scale, for which a landscape-oriented approach is undoubtedly more

5. Gambino R., “Ambiguità e fecondità del paesaggio”, in: Quaini M. (1994), ed., *Il Paesaggio fra attualità e finzione*, Cacucci, Bari.

6. Sereni E. (1961), *Storia del Paesaggio agrario italiano*, Laterza, Bari. A broad discussion of Sereni's scientific legacy has been lacking so far. For different possible views, cf. Moreno D., Raggio O. (1999): “Dalla storia del paesaggio agrario alla storia rurale. L'irrinunciabile eredità scientifica di Emilio Sereni”, *Quaderni Storici*, n.100, 89-104.

7. Ploeg J.D. Van Der (2006): *Oltre la modernizzazione. Processi di sviluppo rurale in Europa*, Rubettino, Cosenza.



suitable, because of the peculiar characteristics of our country, than an industrial or environmental one, even in a development perspective. Indeed, today the notion that conservation is an obstacle to development in any form has given way to the realisation that conservation is the new face of innovation in contemporary society. An authentic innovation is one that adds to a store of values slowly accumulated over the ages. Conversely, there can be no authentic conservation without the production of new values. In this perspective, the restoration and promotion actions implemented in Italy by the recent National Rural Development Plan (2007-2013) have already introduced instruments by which the Italian Regions can begin to modify the orientation of Rural Development Plans to address landscape issues, although at this initial stage the new landscape orientations of regional agricultural policies, especially in regions with vast and valuable landscape heritage, do not appear very effective.<sup>8</sup>

Our research is not meant as an exhaustive overview of Italy's landscape heritage. Rather, it intends to contribute to the development of a methodology for the identification and classification of landscapes of historical interest, and, at the same time, to provide a preliminary sample of the substance and state of the country's landscape heritage. This will hopefully be a first step in the drawing up of a true comprehensive inventory of the Italian rural landscape, on the desirability of which there appears to be a wide consensus today among both scholars and agricultural policy makers. We decided not to focus on the strictly environmental features of Italian rural landscapes – climate, geomorphology, vegetation – since these have been examined in depth in existing literature. We strove, instead, to take a more detailed look at the structure and organisation of rural landscapes. Thus, we did not focus on ecological and naturalistic aspects, nor aesthetic ones, although these are also mentioned in the individual area descriptions. Rather, we adopted as our landmark Emilio Sereni's pioneering work (1961), which examined the “forms” impressed by man on the natural substrate, but left open the question of their characterisation and conservation at the national scale. Our purpose was to carry forward Sereni's work by combining traditional historiographies of agriculture, forestry and, more in general, the landscape with approaches highlighting the material elements of landscape structure, as found in important studies by European scholars, especially English ones such as Oliver Rackham,<sup>9</sup> and also in some remarkable investigations conducted in Italy by work groups led by Diego Moreno on the agro-pastoral sector and Pietro Piussi on forests.<sup>10</sup>

8. See the analysis of the 2007-2013 Rural Development Problems as regards the attaining of the landscape objective at [www.reterurale.it](http://www.reterurale.it).

9. Rackham, O., 1986, *The history of the countryside*, J.M.Dent & Sons Ltd., London.

10. Moreno D., 1990, *Dal documento al terreno*, Il Mulino, Bologna; Piussi P., 1996, *Continuità e trasformazione del paesaggio forestale: problemi e metodi della storia ecologica dei boschi*. Istituto Internazionale di Storia Economica “F.Datini”, Atti della XXVII Settimana di Studi: L'uomo e la Foresta, secc. XIII-XVIII, Prato 8-13 Maggio 1995, edited by S. Cavaciocchi, Collana Atti delle settimane di studi ed altri convegni n 27, Firenze.

Our project's board of advisors gathered scholars with competences in the domains of history, geography, agrarian and forest science, and architecture. Coordinators were nominated for one or more regions, each of whom selected collaborators to conduct investigations at the local scale. About 80 researchers from 14 universities thus contributed to the catalogue, as well as some professional studios and independent researchers. An international committee of experts was formed to assess the work.

One of the methodological problems we had to deal with in the initial stage of our research was the definition of its spatial and chronological scale. As regards the chronological scale, no limits were set. The origin of the landscapes under investigation were traced as far back as available sources allowed. As regards the spatial scale, we decided to analyze areas with extensions between 500 and 2000 ha, large enough, that is, to include management units such as the typical Italian sharecropping farm or the latifundium, and to encompass spatial relationships between land uses, in consideration of the importance of the spatial scale in UNESCO parameters for world heritage sites. In the area descriptions, we decided to indicate only the geographical co-ordinates of the centre of each area, leaving the construction of a GIS database to a later stage. The main reason for this was the difficulty, which I will discuss further on, of accurately determining the geographical boundaries of areas with non-contiguous cultivated zones.

Each area was illustrated in a separate descriptive text. The information provided in the individual area descriptions was then summarized in the texts that appear in the present book. Although the area descriptions were based on a common template, due to the many different competences of the scholars involved in the research, there were differences in individual sections of each description. The collected information was hence homogenized to make the published descriptions of equal length and make sure they contained the same kind data, also to the purpose of making them more easily comparable. It is important to specify that the photographs in the present book are meant as an accompaniment to the text, but are not themselves the object of the catalogue. They are merely meant as a support to the descriptions, not having been taken with the highlighting of aesthetic parameters in mind. This reflects the general approach followed in this work, which is to highlight mostly the historical character of landscapes in connection with aspects such as aesthetic quality, typical products, tourism, and biodiversity.

For the reader to fully understand not only the situation “photographed” by the catalogue, but also the urgency of such an investigation, we would need to go over the evolution of the Italian rural landscape since the country's unification, not so much in terms of socioeconomic changes, but rather as regards land use, which gives a measure of the dramatic changes that occurred in this period. It is undoubtedly a limited time frame, considering the remote historical origins of the Italian landscape. However, as environmental historians have shown, this is the period when the abundance and intensity of changes at the global level occurred with a speed that had no precedent in the history of human civilization, and Italy is no

exception.<sup>11</sup> At least until the second post-war period, much of the country's rural landscape was still strongly influenced by traditional agro-silvo-pastoral models developed during the previous century, and sometimes going all the way back to the Etruscan period and Greek civilisation. The following decades, however, witnessed deep transformations. Due to demographic growth and the expansion of agriculture into mountain areas, the rural landscape attained the peak of its development in the decades between the late nineteenth and early twentieth century. The resulting landscape was one of great complexity, enhanced by the stratification of the prints left by so many civilisations on the land, and the country's complex orography and climatic variability. In the second post-war period, however, we observe a gradual simplification and homogenisation of the rural landscape that can be analysed in terms of its effects on its two main components: woods and crops.<sup>12</sup>

The research has highlighted the existence of a vast heritage of agricultural, forest and pastoral landscapes, sometimes occupying extensive areas, but more often preserved in fragments scattered over the land, with persistences dating all the way back to the Greek and Roman period. They bear witness to centuries of strenuous labour to adapt to difficult environmental conditions. Local people terraced mountainsides, reclaimed extensive marshes, and introduced new animal and vegetable species. By their multiplicity of soil uses and sagacious exploitation of natural resources they produced an extraordinary diversity. Today all this has acquired strategic importance. Landscapes bring added value in the form of typical local products and rural tourism, biodiversity guaranteed by traditional agriculture, and preservation of the cultural identity of places and people's quality of life. The research has highlighted the different situations and qualities of the landscapes of the Italian regions with regard to their socio-economic dynamics and geographical diversity, as well as the multiple threats they are exposed to. Abandonment is the most important vulnerability factor. Half of the Italian agricultural surface was lost during the last century. Pastures now only cover a very small part of the country's surface. The effects of this process are comparable to those of the abandonment of agriculture following the fall of the Roman Empire and the rise of the barbaric dominations. This phenomenon is unfortunately still ongoing in many protected areas including a great number of historical landscapes, and is also severely undermining human-induced biodiversity, an essential feature of the Italian environment that distinguishes it from other areas in the world. Another important vulnerability factor is the industrialisation of agriculture, which, being aimed at maximisation of production and rationalisation of cultivation systems, has strongly undercut landscape diversity. The expansion of urbanised areas is also a risk factor, against which the sustaining of agricultural activities is an irreplaceable defence. The persistence of still vital and productive historical landscapes proves that it is still possible not only to conserve them, but also to restore and design new ones to maintain the high quality of the Italian landscape.

11. McNeill J.R. (2002): *Qualcosa di nuovo sotto il sole*, Einaudi, Torino, 2002.

12. Agnoletti M. (2010): *Paesaggio rurale. Strumenti per la pianificazione*, Edagricole-Gruppo 24 Ore, Milano.

## Quality of landscape – Quality of policies Qualité du paysage – Qualité des politiques

### National proposal for Ireland's landscapes

Mr Michael STARRETT

Chief Executive of the Heritage Council, Ireland

#### Introduction

The Heritage Council of Ireland is a policy advisory body to the Irish Government. It was established in 1995 with a responsibility *inter alia* to propose policies and priorities for the national heritage, including landscape. It is under the aegis of the Minister of the Environment, Heritage and Local Government. The chairperson and members are appointed by the Minister. Since its establishment the Council has recognised the significance and importance of securing the best possible frameworks and structures for the management, planning and conservation of all Ireland's landscapes and has worked closely with the Minister and his department to put these in place. The following timeline indicates certain aspects of the Council's involvement in this work in the last decade and steps taken within Ireland to support effective implementation of the European Landscape Convention.

1999 – The Heritage Council hosted the first International Landscape Conference, Tullamore, Ireland

2000 – The Council proposed changes regarding “landscape” in the new land use planning legislation

2002 – The Council proposed policy and priorities for the Irish Landscape to Irish Government

2002 – Irish Government signs and ratifies the European Landscape Convention

2004 – European Landscape Convention comes into force

2007 – Programme for Irish Government contains commitment to develop a national landscape strategy

2008 – Minister establishes expert advisory group to develop national landscape strategy

2009 – The Heritage Council hosts the second International Landscape Conference,<sup>13</sup> Tullamore, Ireland

2010 – Irish Government recognises landscapes in Planning Act 2010 through inclusion of ELC definition of landscape and recognises Historic Landscapes in emerging National Monuments Legislation

13. All papers and presentations from the conference are available at [www.heritagecouncil.ie](http://www.heritagecouncil.ie).

2010 – Department of Environment, Heritage and Local Government to publish national landscape strategy to be released for public consultation.

In the last decade the European Landscape Convention has emerged to shape mainstream European and national policy objectives. Through the Irish ratification of the European Landscape Convention<sup>14</sup> and the Irish Government's commitment in the 2007 Programme for Government to develop a national landscape strategy, significant steps have been taken in recent years to improve available legislative and structural frameworks for landscape, management, planning and conservation over the next decade.

As stated at the European Landscape Convention workshop in Cordoba in the spring of 2010, the convention must now move to its full implementation stage. This short paper outlines the current context in Ireland and some of the steps that will be taken in Ireland to assist in the full implementation of the convention. Some of the proposals the Heritage Council may make to ensure implementation of the convention can be carried out even more effectively are also outlined.

### Where we all live, work and relax

The Irish landscape<sup>15</sup> is where we all live, work and spend our recreation time. In towns and cities and villages, in suburbia, in the countryside, along the coast or when at sea the landscape is what surrounds us all day, every day. It is the entirety of our surroundings. We own it, rent it or enjoy just passing through it. It is ours to use for better or worse. It has both economic and spiritual value. It is at the same time mythical and real and is a vital resource. It is the foundation of good living space and contributes to our health and sense of well-being. It is shared and exploited by man, by plants and by animals. Landscape occupies a central place in our culture and in our nature, and it can be argued that it defines our natural and cultural identity. This identity can be articulated in our own character and found in specific place names and town land names that persist through each new generation. In short the landscape provides us with a vital resource that we use to sustain ourselves physically and spiritually.

Few would disagree with the fact that placed in the above context our landscapes today face an increasingly complex range of challenges. These challenges were the subject of the Heritage Council's Landscape Conference held in October 2009, a conference that brought together a broad range of communities with an interest in the future, planning, management and conservation of their landscapes. Building on the framework provided by the European Landscape Convention the conference saw the opportunity for a new way of working and thinking about our

14. Council of Europe, European Landscape Convention: [www.coe.int/t/dg4/cultural/heritage/conventions](http://www.coe.int/t/dg4/cultural/heritage/conventions).

15. The meaning of the term landscape as defined in the European Landscape Convention is "an area as perceived by people, whose character is the result of the action and interaction of natural and/or human factors (ELC Article 1)".

landscape, one whereby we place people and their active participation in shaping their landscape in a central position.

We may use the landscape to sustain us but we have learned some very painful lessons in the last decade that to use it without understanding, without respect for the non-renewable form of its resources, leads to our own impoverishment socially, environmentally and economically.

Whether through the recent experiences we have had with an unsustainable form of economic growth, the accelerating natural and man-made impacts of climate change or the demands of an increasingly urbanised society on our natural and cultural resources, there are major issues that need to be resolved and changes made in how we legislate for, plan, manage and conserve our landscapes today and in the future. Steps to resolve a number of these issues have now been taken through the distinct actions taken by the Minister of Environment, Heritage and Local Government.

### Recognising landscapes In law

Speaking at the Heritage Council's conference in Tullamore in October 2009, the Minister for the Environment, Heritage and Local Government (Mr John Gormley T.D.) fully recognised the significance of the opportunity presented by the European Landscape Convention. In doing so he outlined his commitment to recognise landscapes in law during 2010 and to the preparation by his department of a draft national landscape strategy for public consultation, also in 2010. To assist in this work the minister gave new impetus to the expert advisory group established earlier.

As a result major changes to the Planning Acts have been introduced including the introduction of the European Landscape Convention definition of landscape into Irish Legislation. The Minister has also introduced into emerging national monuments legislation provision for the recognition, management and conservation of historic landscapes. These important steps add to the legislative framework in which Ireland's landscape will be managed, planned and conserved.

### Next steps

At the time of writing the Minister's publication of a national landscape strategy for public consultation is eagerly awaited. Publication will serve to add momentum to the landscape debate and to promote the integration of landscape issues within broad sectoral interests such as agriculture and forestry. It is anticipated that a key aspect of the draft strategy will be the development of models for meaningful public participation in the management and conservation of their landscapes.

For its part the Heritage Council would wish to see people given the central place in that decision-making process and the introduction of new enabling and empowering legislation through a Landscape Ireland Act to give effect to that process. It is unlikely that such a proposal will appear in the initial draft of the national

strategy but the momentum accorded to the debate through the celebration of the 10th year of the European Landscape Convention will encourage the Council to continue its lobbying on this matter.

Proposals are also emerging to promote a vibrant research and training culture on landscape, allowing initiatives such as the Heritage Council training module on Landscape Character Assessment to become more widely available.

## **Des actions exemplaires au niveau local : l'expérience du Prix du paysage du Conseil de l'Europe**

**M. Enrico BUERGI**

Président du jury du Prix du paysage du Conseil de l'Europe

La Convention européenne du paysage (STE n° 176), élaborée à la suite d'un premier projet du Congrès des pouvoirs locaux et régionaux du Conseil de l'Europe, a été adoptée par le Comité des Ministres le 19 juillet 2000. La convention a été ouverte à la signature ici, à Florence, le 20 octobre 2000, il y a donc exactement dix ans.

La célébration de l'anniversaire des dix ans, à nouveau ici à Florence, célébration organisée par le Conseil de l'Europe en collaboration avec le Gouvernement italien est, d'une part, l'occasion de faire le point sur les résultats, certes de premier ordre, obtenus jusqu'à ce jour. Mais elle est aussi, d'autre part, l'occasion de faire un tour d'horizon sur les éléments majeurs concernant l'activité future de cette convention qui a tellement de succès dans toute l'Europe. Succès couronné par sa ratification par 37 Etats, tandis que deux autres Etats membres l'ont signée. Au total donc, 39 Etats, membres et non membres de l'Union européenne. Ce succès est aussi attesté par un engagement de plus en plus soutenu en faveur de la sensibilisation, de la formation et de l'éducation, mais aussi de la qualification des paysages et de la formulation des objectifs de qualité paysagère. Et encore par la mise en œuvre d'innombrables mesures concrètes de requalification et d'assainissement paysager partout en Europe.

La sensibilisation à tout niveau, la formation, la qualification des paysages et la formulation des objectifs de qualité paysagère ont pour objectif de concevoir et de réaliser les mesures concrètes de requalification et d'assainissement paysager, afin d'améliorer la qualité de vie de tous les habitants, que ce soit dans les zones urbaines, les zones périurbaines ou les zones rurales. La Convention européenne du paysage n'a donc pas un but uniquement idéal, pas plus qu'une fin indéterminée, que chacun peut interpréter comme il l'entend, en usant du mot « paysage ». Tout au contraire, la Convention européenne du paysage confie à toute personne, à tout niveau d'activité, un support de premier ordre pour tout engagement en faveur de la qualité du paysage en tant qu'élément de base de la qualité de vie ainsi que de son amélioration continue – surtout là où la qualité de vie est influencée par une qualité du paysage défectueuse, ce qui est le cas en particulier dans un grand nombre de paysages dégradés.

Le fait que la qualité du paysage quotidien conditionne fortement la qualité de vie de chacun est un constat indubitable et donc incontestable. L'engagement en faveur des objectifs de la Convention européenne du paysage, d'ailleurs formulés de façon extrêmement claire et dans un langage simple, compréhensible par tout le monde, constitue donc un engagement en faveur d'un élément essentiel de la qualité de vie, du bien-être de chacun. Or, le bien-être de chacun se situe aussi à la base, sinon au



centre, des droits de l'homme, donc au centre de toute activité du Conseil de l'Europe, qui gère les droits de l'homme dans tout Etat membre du Conseil, dans tous les Etats qui composent notre Europe, indépendamment d'ailleurs du fait qu'ils appartiennent ou non à d'autres structures européennes ou qu'ils soient ou non membres de l'Union européenne.

Dans le chapitre III de la Convention européenne du paysage, chapitre consacré en particulier à la coopération européenne, figure aussi, à l'article 11, le Prix du paysage du Conseil de l'Europe.

Ce Prix du paysage a pu être attribué, pour la première fois, durant l'année 2009. Dans le futur, il sera attribué tous les deux ans, donc la prochaine fois en 2011, puis en 2013, et ainsi de suite.

En quoi consiste donc le Prix du paysage du Conseil de l'Europe ?

Il s'agit d'un prix honorifique qui peut être attribué par le Conseil de l'Europe à des collectivités locales ou régionales qui, dans le cadre d'une politique de paysage d'une Partie à la convention, c'est-à-dire d'un Etat membre l'ayant ratifiée, ont mis en œuvre une politique ou des mesures visant la protection, la gestion et/ou l'aménagement durable de leurs paysages, faisant la preuve d'une efficacité durable et pouvant ainsi servir d'exemple aux autres collectivités territoriales européennes. La distinction pourra également être attribuée aux organisations non gouvernementales qui ont fait preuve d'une contribution particulièrement remarquable à la protection, à la gestion ou à l'aménagement du paysage, ainsi qu'à des collectivités locales ou régionales transfrontalières.

Les sujets qui en sont titulaires doivent veiller à la protection, à la gestion et/ou à l'aménagement durable des paysages concernés.

En ce qui concerne la procédure d'attribution, le même article 11 de la convention indique que les candidatures seront transmises au Comité directeur pour le patrimoine culturel et le paysage. Sur sa proposition, c'est le Comité des Ministres qui décerne le prix.

Enfin, dans sa Résolution CM/Res(2008)3, le Comité des Ministres a adopté le règlement relatif au Prix du paysage ainsi que les critères d'attribution du prix.

Quelques éléments majeurs du règlement :

- le prix s'exprime par la remise d'un diplôme. Des mentions spéciales peuvent également être accordées ;
- le prix récompense une réalisation effective et mesurable ;
- le prix contribue à la sensibilisation des populations, à la consolidation de l'identité européenne, au bien-être individuel et de la société dans son ensemble. Il favorise la participation du public au processus décisionnel ;
- chaque Partie peut présenter une seule candidature ;

- la présentation comprend un document (environ 20 pages ainsi qu'un fichier PDF), des posters, éventuellement une vidéo (5 minutes) ;
- un jury international (1 membre du CDPATEP, 1 membre du Congrès des pouvoirs locaux et régionaux du Conseil de l'Europe, 1 représentant d'une ONG internationale désigné par le Secrétaire Général du Conseil de l'Europe, 3 membres spécialistes en matière de paysage désignés par le Secrétaire Général du Conseil de l'Europe) propose un lauréat du prix et éventuellement des mentions spéciales au CDPATEP, qui adresse sa proposition au Comité des Ministres ;
- le prix est remis par le Secrétaire Général du Conseil de l'Europe ou par son représentant à l'occasion d'une cérémonie publique.

En annexe au règlement figurent les critères d'attribution suivants :

- Critère 1 – Développement territorial durable  
Les réalisations présentées doivent être achevées et ouvertes au public depuis au moins trois ans au moment de la présentation de la candidature. En outre, elles doivent s'inscrire dans une politique de développement durable, s'intégrer harmonieusement dans l'organisation du territoire concerné, faire preuve de qualités environnementales, sociales, économiques, culturelles et esthétiques durables, s'opposer ou remédier aux déstructurations du paysage et contribuer à valoriser et à enrichir le paysage et à développer de nouvelles qualités.
- Critère 2 – Exemplarité  
La mise en œuvre de la politique ou les mesures prises (protection, gestion, aménagement des paysages concernés) doivent avoir une valeur exemplaire de bonne pratique, dont d'autres acteurs pourraient s'inspirer.
- Critère 3 – Participation du public  
La mise en œuvre de la politique ou des mesures prises devront impliquer une étroite participation du public, des autorités locales et régionales et des autres acteurs concernés, et refléter clairement les objectifs de qualité paysagère.  
Le public devrait participer simultanément au moyen de dialogues (réunions publiques, débats, procédures de participation et de consultation sur le terrain) et au moyen de procédures de participation dans les politiques du paysage mises en œuvre par les autorités nationales, régionales et locales.
- Critère 4 – Sensibilisation  
L'article 6 de la convention prévoit que « chaque Partie s'engage à accroître la sensibilisation de la société civile, des organisations privées et des autorités publiques à la valeur des paysages, à leur rôle et à leur transformation ». Les actions en ce sens mises en œuvre dans le cadre de la réalisation concernée seront évaluées.

Lors de la première attribution du prix, en 2009, huit candidatures ont été soumises au jury (Espagne, Finlande, France, Hongrie, Italie, Slovaquie, République tchèque et Turquie). Ces candidatures, résultant en partie de procédures d'évaluation au niveau national, étaient de tout premier ordre.

Le jury a invité le CDPATEP à proposer au Comité des Ministres l'attribution du Prix du paysage du Conseil de l'Europe au «Parc de la Deûle», candidature présentée par la France. Ce projet consiste dans la constitution et la valorisation des composantes paysagères de milieux naturels et ruraux d'un vaste territoire, situé le long du canal de la Deûle (Lille Métropole). Le jury a considéré que la réalisation répondait aux critères d'attribution du prix concernant le développement territorial durable, l'exemplarité, la participation du public et la sensibilisation, et a reconnu l'approche de liaison de l'urbain et du périurbain avec le rural ainsi que le grand engagement de tous les acteurs en faveur d'un assainissement et d'une requalification du paysage pleinement réussis.

En outre, le jury a proposé d'attribuer une mention spéciale du Prix du paysage du Conseil de l'Europe au parc Cristina Enea de San Sébastian, en Espagne, considérant que la réalisation répondait aux quatre critères d'attribution du prix et reconnaissant l'aménagement à long terme favorisant la promotion qualitative du paysage urbain, y compris les éléments socioculturels.

En vue de l'attribution du prix 2011, le jury s'est permis de remarquer qu'il serait très utile que tous les dossiers de candidature présentent très clairement la situation du territoire concerné avant et après la réalisation du projet et qu'ils rendent compte au mieux des perceptions sociales du projet et des échos qu'il a pu susciter.

Le projet qui a remporté le prix vous est présenté ici par M. Slimane Tir, président de l'Espace naturel Lille Métropole et vice-président de Lille Métropole Communauté urbaine.

Tous les projets seront d'ailleurs présentés lors d'un événement particulier de cette journée préparatoire à la cérémonie officielle de la célébration de l'anniversaire des dix ans de la Convention européenne du paysage.

Je me permets enfin de rappeler que la Résolution sur le règlement relatif au Prix du paysage du Conseil de l'Europe ainsi que le formulaire de candidature pour l'édition 2011 du prix ont été transmis par la Direction générale IV du Conseil de l'Europe aux représentants permanents du Conseil de l'Europe le 9 février 2010, avec l'invitation à faire parvenir le formulaire de candidature au Conseil de l'Europe avant le 31 décembre 2010. Le prix sera remis le 20 octobre 2011, date de l'ouverture de la Convention à la signature.

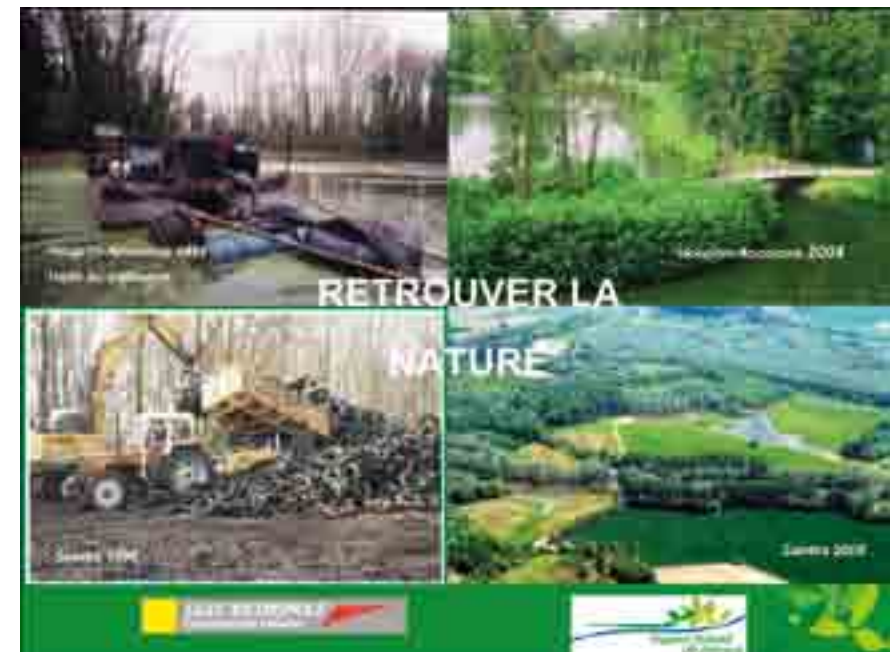
Les candidatures pour le prix 2011 seront certainement toutes de très haute qualité et auront une répercussion très positive sur tout le processus de mise en œuvre de la Convention européenne du paysage, ce qui est, d'ailleurs, le premier but de l'attribution de ce prix.

### M. Slimane TIR

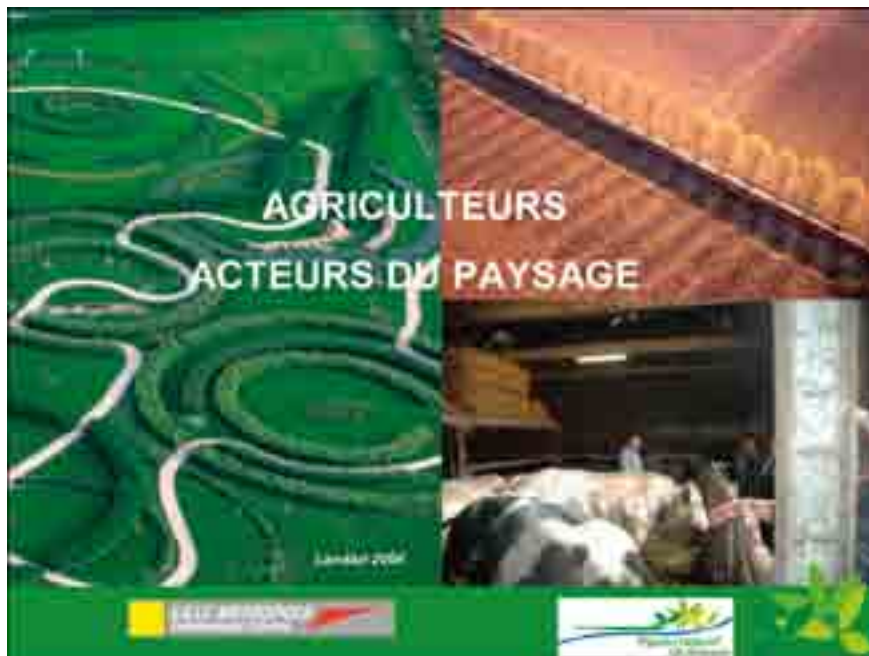
Président de l'Espace naturel Lille Métropole, vice-président de Lille Métropole, Prix du paysage du Conseil de l'Europe «Parc de la Deûle» 2009













## Rapporteur – Visions du futur

### M. Massimo VENTURI FERRIOLO

Professeur d'esthétique à la faculté d'architecture, Ecole polytechnique de Milan, Italie

L'homme est par nature un constructeur de demeures, et il a tendance à bien vivre dans le cadre de l'horizon visuel d'un paysage agréable, où il peut apercevoir les relations de son existence, en les identifiant et en les percevant comme un miroir de qualité de son bien-être physique et psychologique. Bien-être qui peut être réalisé dans le sens le plus large et le plus complet en prenant soin de l'environnement, de l'économie, du travail et des relations sociales, dans un cadre de vie regardable à travers une bonne visibilité éthique et à travers l'esthétique.

La Convention européenne du paysage quitte la dérive romantique et récupère la dimension paysagère du territoire, en remontant à la vision origininaire des rapports entre les choses, pour retrouver le sens de la vie, reprendre le fil d'une tradition de lieux de qualité, liée à la signification profonde de la demeure : j'habite donc je suis. Elle a repris une histoire sociale brisée par un concept esthétique partiel, né avec la peinture de paysage et idéalisé par les romantiques en quête d'avenir dans le passé d'une nature imaginaire, idéale, souhaitée, mais irréelle.

Cela est démontré par le débat autour du mot *Landschaft*, qui ne tient pas compte de sa valeur éthique ni juridique. Les études du juriste et historien autrichien Otto Brunner (*Land und Herrschaft. Grundfragen der territorialen Verfassungsgeschichte Österreichs im Mittelalter*, 1965), sans parler de ceux de Max Weber (*Wirtschaft und Gesellschaft*), Carl Schmitt (*Der Nomos der Erde im Völkerrecht des Jus Publicum Europaeum*, 1974) et, plus loin dans le temps, Hegel (*Rechtsphilosophie* § 151), montrent que le terme *Land* serait l'indicateur de l'appartenance par un peuple d'un espace mesurable. Le mot *Landschaft* confirmerait dans sa signification de «peuple du *Land*», qu'il est une communauté locale, y compris dans le bien commun, allant de l'ordonnance morale et religieuse à l'éthique, aux coutumes, aux traditions, c'est-à-dire à la communauté des valeurs éthiques, religieuses et économiques : toutes visibles à travers le regard.

« Il n'y a pas de paysage sans peuple » ; c'est le concept réel exprimé par le livre de Riccardo Priore<sup>16</sup>, qui se dessine – malgré une certaine résistance – dans un projet de développement durable fondé sur l'équilibre entre les besoins sociaux, l'économie et l'environnement, le paysage étant le cadre de vie qui reflète la qualité d'un territoire : son expression locale. Dans l'espace physique, il y a la réalité vivante que nous pouvons embrasser par le regard dans tout ce qui se passe et qui s'est passé : l'horizon de toutes les histoires, le paysage comme une

16.. *No People, No Landscape. La Convenzione europea del paesaggio: luci e ombre nel processo di attuazione in Italia*, Milan, 2009.

narration. Un processus que l'on peut voir depuis le début : à partir de la première histoire, à partir du mythe d'origine.

Le processus de paysage est, dans la Convention européenne du paysage, un désir codé : un projet pour la protection, le développement et la formation fondé sur la reconnaissance d'une réalité incontournable ; le souhait d'« un instrument nouveau consacré exclusivement à la protection, à la gestion et à l'aménagement de tous les paysages européens ». Cet instrument est la convention elle-même : un projet explicite. *L'incipit* du dernier alinéa du préambule se lit comme suit : « Souhaitant instituer... ». L'ensemble du préambule répète plusieurs fois les *desiderata*, en tant que détails d'un plan directeur ambitieux pour un processus de paysage.

La qualité et la nouveauté du « projet convention » sont fondées sur différents niveaux : culturel, écologique, environnemental et social, qui découlent de la notion qui tient compte du potentiel économique du paysage en tant que ressource perçue pour gouverner à travers la création d'emplois pour le bien-être des habitants. C'est dans ce contexte qu'opère la conscience de potentialité propulsive du paysage pour le développement des cultures locales dans la diversité du patrimoine culturel et naturel de l'Europe.

La qualité de la vie doit s'affirmer dans tous les paysages, sans aucune exception, indépendamment du jugement esthétique. L'attention se déplace vers le lieu de vie et sa qualité. L'éthique reprend son avantage sur l'esthétique, selon l'ancien précepte que le bon est beau. La beauté en soi, détachée de la réalité vivante, est une abstraction. La qualité, et non la beauté, est indispensable pour la réussite de toute action. Nous soutenons les actions qui favorisent les trois principes présents dans le préambule : le bien-être, la satisfaction, l'identité. Des concepts qui vont de pair avec le développement de l'individu et son affirmation socioculturelle de tous les jours. Il s'agit de la vraie beauté d'un paysage.

Le développement de l'individu et son affirmation quotidienne sont évidents dans les œuvres par lesquelles il se reconnaît au sein d'un cadre de référence où l'on peut lire l'esprit d'une communauté. Ces œuvres sont le résultat de l'activité et marquent la qualité d'un paysage, en devenant des astres de sa constellation : des formes précises, différentes, nombreuses, qui ont profondément marqué les lieux. Leur marque temporelle dépasse le présent en se projetant dans le récit qui s'ouvre vers le futur. Elles témoignent du caractère temporaire d'un récit intégré dans l'espace et le temps. Les institutions en charge de la qualité de vie doivent constamment s'adapter, de même que l'activité même d'habiter doit évoluer.

Les paysages, qui sont des réalités vivantes en perpétuelle transformation, appartiennent à ceux qui les habitent, qui ne peuvent pas subir ces transformations sans y participer. La reconnaissance d'un rôle décisionnel leur offre l'occasion de s'identifier avec les territoires dans lesquels ils vivent et travaillent, de s'identifier au cadre de leur vie dans la totalité de tous ses caractères à travers son histoire, ses traditions, et surtout sa culture. Ce cadre est hétérogène, avec, à l'intérieur, une trame : une morphologie à mettre en évidence, à dévoiler et à reconnaître, pas une

typologie de formes. Il ne faut pas énoncer des identités, des appartenances, des formes, mais des relations paysagères. Il faut saisir leur visibilité en entrant dans les lieux, en démontrant les trames. A ce moment-là seulement, les identités, les appartenances, les formes et les institutions ont leur sens.

L'organisation de l'espace révèle l'action, c'est-à-dire les « modalités des pratiques collectives et individuelles » : des œuvres dynamiques des peuples, des œuvres relationnelles. Les individus et les collectivités « ont besoin simultanément de penser l'identité et la relation, et, pour ce faire, de symboliser les constituants de l'identité partagée (...), de l'identité particulière (...) et de l'identité singulière (...) ». Tout lieu est anthropologique et « simultanément principe de sens pour ceux qui l'habitent et principe d'intelligibilité pour celui qui l'observe » (M. Augé, *Non-lieux*, 1993, p. 67-68). Selon l'échelle concernée, on peut lire les diverses mesures spatiales et temporelles avec le rôle joué par les individus et par les communautés au cours des siècles : une succession narrative de rapports sociaux et naturels qui forment un lieu de relations avec des mesures à observer.

Nous pouvons, alors, proposer des solutions dans un cadre où le rapport, mis en évidence par Bernard Lassus, entre substrat, support et apport, interagit à partir d'un sol originare sur lequel la société a bâti un support, où l'individu dépose la contribution de son vécu avec la demande de qualité : celle des « habitants paysagistes » qui ont identifié une pratique paysagère spécifique.

La Convention européenne du paysage contient tous ces énoncés. La relation avec le lieu de vie alimente la formation du sens de l'appartenance et la conscience de diversités locales. La qualité intéresse concrètement chaque paysage dans sa globalité et dans sa complexité de cadre total de l'existence, avec les caractères éthiques et esthétiques d'une narration qui doit être lue par chaque politique d'aménagement et, par conséquent, être prise en considération dans chaque projet.

La vie quotidienne est soumise à des transformations accélérées. Le changement continu des paysages a été négligé jusqu'à nos jours, et actuellement il est un élément nouveau. Ces prémisses nous interpellent sur l'essence de la qualité et de la consistance réelle des lieux avec le désir de garantir le processus paysager dans sa transformation, en le gouvernant avec la participation des habitants. Ils habitent un lieu, ils l'habillent et ils savent saisir la qualité de ses habits.

« J'habite donc je suis », je peux garder des habitudes de qualité et garder ou améliorer mes habitudes. C'est mon souhait, mon désir d'habiter dans une demeure de qualité : un but légitime. Vivre bien signifie être bien habillé, avoir un couturier raffiné sur place, ne pas vouloir être récompensé par des succédanés ou des idéaux esthétiques, aspirer à une vie quotidienne bonne et belle, avec la possibilité de reconnaître ses propres lieux, tout en suivant les traits de leur transformation indépendamment de l'échelle des valeurs esthétiques.

Il n'y a pas de qualité sans l'implication des habitants et cette implication doit être projetée et consolidée. Cela ne va pas de soi, mais il faut une action basée sur la

reconnaissance de la vie active. Voilà le but. Juridiquement le droit à la qualité et à la participation s'est affirmé, mais le droit à l'appartenance aussi, c'est-à-dire la participation à la dimension paysagère du territoire où je vis et dont je suis une partie. Je me reconnais et j'ai mon rôle dans un lieu : un rôle attribué, qui pour les anciens Grecs était la première mesure de comportement, et son conflit latent était joué dans la tragédie pour qu'il fût un avertissement pour la communauté, un enseignement pour une participation équilibrée : une action réellement politique.

On saisit la qualité à travers la perception. Le regard la comprend. Son évaluation implique tous les acteurs sociaux dans un dialogue mutuel. Elle n'est pas réservée à un nombre restreint d'experts, mais elle est une réalité démocratique dont l'énoncé forme le pivot juridique et éthique de la Convention européenne du paysage.

Le regard englobe une série d'actions. La perception n'est pas la simple observation de l'horizon, mais la possibilité de saisir la connexion des divers éléments vitaux pour l'existence, et de cerner les signes de l'appartenance : leur reconnaissance. La perception est la faculté de retrouver les relations pour interpréter la réalité. Elle permet une analyse des lieux et acquiert des informations sur l'état et les changements de l'ambiance de vie qui nous entoure à travers les cinq sens. Le corps sait reconnaître. La dimension active de la perception engage les sens dans une activité spécifique pour entrer en relation avec le monde.

L'habitant reconnaît son appartenance à une unité, distincte en soi-même, de parties hétérogènes en devenir : il participe à une constellation concrète d'éléments multicolores visibles et cachés qui se déplacent à l'intérieur d'un cadre unitaire et ils sont analysables individuellement dans leur unicité, avec leur essence autonome, et en même temps dans leur appartenance à une totalité aux trames multiples, déchiffrable par le regard attentif du paysagiste informé.

Le regard saisit les rapports existants dans le cadre d'une totalité changeante. Il traverse les horizons, demandant à chaque élément son essence, il rencontre ainsi des singularités non pas pures et simples, mais liées à des contextes et à des circonstances, dans des relations de proximité ou de distance : des relations qui manifestent la profondeur des lieux que nous traversons en les observant ; qui sont des composantes des paysages à gouverner dans leur processus de transformation. Le tressage des éléments appartient à un lieu et il le caractérise. Appartenir au même espace, à la même culture, à la même réalité hétérogène, à la même langue, c'est faire partie d'un paysage.

La qualité de l'existence et la valeur des lieux se reflètent dans l'appartenance. Un principe de démocratie locale aussi s'y reflète ; principe qui requiert la reconnaissance de tous les éléments – les personnes et les choses – et le droit des hommes à ne pas subir les modifications de leur cadre de vie sans leur consentement. La qualité et la participation démocratique marchent de pair et elles impliquent tout le cadre de vie des populations avec les grands problèmes de la société européenne : un instrument politico-social sans bords. Le paysage de qualité est un droit humain.

L'ambiance vécue, perçue et connue, fonde l'expérience contemporaine du paysage et sa dimension cognitive composée de données objectives de la perception. La contemporanéité n'est pas seulement actualité, mais le regard bivalent, horizontal et vertical, qui montre en même temps la coprésence de différentes époques dans un espace visuel. Cela est une donnée certaine de la qualité, une « marque » qu'on peut saisir par le lien des relations, dans leur accessibilité, entre temporalité et temporeté : des relations fondamentales pour la qualité des politiques. Une fois que la dimension de la perception est comprise, ouvrons-nous à l'aspiration conséquente à la qualité. Je vois donc où je suis.

J'habite ici, je cultive, donc je suis. Cultiver, c'est prendre soin, comme le fait la culture. L'homme ne vit pas seul, mais avec les autres : il habite, donc il existe, en relation avec d'autres individus dans une relation existentielle formatrice avec le monde environnant. Le soin du paysage va de pair avec celui de la personne. Prendre soin de soi est la qualité de la chose politique. Cela n'est pas seulement un fait matériel, mais aussi une dimension spirituelle. Prendre soin signifie, en outre, vénérer un lieu, un dieu, sans oublier les personnes. Cela concerne la totalité de l'existence de chacun et de la société dans son ensemble. Communauté des uns et des autres. Ce sont des valeurs partagées. C'est l'espace de l'observateur participant. C'est le lieu où l'on se reconnaît, commun à ceux qui, en l'habitant ensemble, sont identifiés comme tels par ceux qui ne l'habitent pas (M. Augé, *Le sens des autres*, 1994).

L'identité est un terme que l'on discute maintenant du côté anthropologique et juridique<sup>17</sup>, en référence aussi au *Code des biens culturels et du paysage* qui, avec son traditionnel ancrage à la sauvegarde des biens paysagers et au précepte esthétique de Benedetto Croce, serait en contradiction avec l'esprit de la Convention européenne du paysage. L'article 131 du code définit d'emblée, sans médiation, le paysage en tant que « territoire expressif d'identité », sans aucun indice immédiat de la perception et en privant plusieurs cadres de vie de leur dignité paysagère. C'est dans l'alinéa suivant que sont tracés les « aspects et les caractères qui constituent la représentation matérielle et visible de l'identité nationale ». Une condition rigide du paysage se manifeste tout de suite comme un « nous et notre patrimoine culturel ». Nos réflexions sur la qualité des cadres de vie dans leur hétérogénéité nous conduisent à souligner la formule abstraite et ambiguë de l'« identité nationale ».

Yves Luginbühl, de son côté, signale le piège du mot qui renverrait essentiellement à la spécificité d'un paysage et à ses caractères distinctifs face aux autres paysages proches ou lointains, avec des risques sémantiques et politiques ouverts à une dimension d'exclusion et de frein à l'évolution (*Synthèse PPP*, 09/11/2004, p. 8). La dérive idéologique peut former un blocage mental dans la transformation en termes de conflit de reconnaissance et d'accueil en faveur d'une intégration rigide, qui se met au-dehors de la constellation hétérogène de l'un distinct en soi-même.

17. F. Remotti, *L'ossessione identitaria*, 2010 ; G.F. Cartei, *Aedon*, 3, 2008 ; R. Priore, *op. cit.*, 2009.

Sortons des étroits sentiers idéologiques de la confrontation avec l'autre pour nous ouvrir au rapport d'identification et de relation avec les composantes d'un paysage perçu par chaque habitant ou par la communauté. Identifier les individus – qu'ils soient des personnes ou des choses – et se reconnaître dans la constellation d'appartenance signifie transformer l'ambiguïté en perception. Le paysage européen doit posséder une identité narrative forte pour consolider sa variété interne et se confronter à l'autre sans révéler sa fragilité par des médiations symboliques d'action, manipulées par les idéologies de pouvoir – comme l'affirme Paul Ricœur (*Parcours de la reconnaissance*, 2004, p. 156-157).

Identification, relation, reconnaissance et identité narrative sont des instruments malléables, tournés vers la compréhension de l'être dans un lieu dans sa multiplicité, sa variété et son hétérogénéité. Avec cet esprit relationnel de profonde reconnaissance, d'enracinement et de haute qualité, il est possible de contribuer au « développement des êtres humains et à la consolidation de l'identité européenne », par la réalisation d'un fondement du préambule.

L'Europe peut parier sur ses paysages pour chercher une unité dans la diversité. Ce principe d'identification animait la pensée de Jacob Burckhardt, qui voyait sa cohésion assurée par deux principes apparemment contradictoires : l'unité et la diversité. La consolidation de l'identité européenne requiert une politique idoine et une réflexion sur la signification qu'il faut lui attribuer. Nous raisonnons sur une identité complexe dont la qualité est une promesse de reconnaissance des éléments hétérogènes, expression de relations de l'ensemble pluriculturel des membres adhérents au Conseil de l'Europe qui ont signé, signent et signeront la Convention européenne du paysage. Un paysage sans bords : une identité qui dépasse les simples horizons locaux du regard, mais qui est composée par la variété de ceux-ci, dans sa narrativité. Une Europe qui perçoit des paysages, c'est le but réel de toute politique de qualité.

La Convention européenne du paysage reconnaît les aspects particuliers qui identifient un cadre de vie déterminé ; précisément dans les « Mesures générales », à l'article 5a, avec l'engagement de chaque Partie à « reconnaître juridiquement le paysage en tant que composante essentielle du cadre de vie des populations, expression de la diversité de leur patrimoine commun culturel et naturel, et fondement de leur identité ». « Reconnaître », c'est aussi accueillir de nouvelles identités. Avec cet esprit ouvert au monde, consolidée par une identité enracinée et narrative, l'Europe peut affronter une éthique de la responsabilité à travers le principe d'un paysage multiforme, qui accueille, en les reconnaissant dans leur caractère inaliénable, des lieux hétérogènes dans un système de relations ouvert. Cette Europe peut former un homme qui se reconnaît lui-même dans les différences. Elle peut ouvrir une phase nouvelle d'une extraordinaire portée éthique avec un esprit d'accueil et de l'unité dans la diversité, qui met en relief la beauté des cadres de vie de l'habiter ensemble dans le respect des lieux.

Le soin apporté au paysage implique entièrement la façon de vivre des populations européennes avec les grands problèmes de société qui traversent le continent. Il

stimule une gouvernance de la transformation de toute la société, qui trouve dans chaque lieu et dans l'idée ambitieuse d'un «paysage européen» son terrain opérationnel. Le Conseil de l'Europe a des tâches bien précises, des objectifs fondamentaux qui consistent à «promouvoir la démocratie, les droits de l'homme et la prééminence du droit ainsi [qu'à] rechercher des solutions communes aux grands problèmes de société de l'Europe d'aujourd'hui»<sup>18</sup>. L'Europe peut s'affirmer en trouvant l'unité dans la diversité sur le thème du paysage, qui était le principe des démocraties participatives : copartagées.

Dans cette période de transformation accélérée, il faut, répétons-le encore, des instruments de qualité. A travers la dimension perceptive et la dignité du cadre de vie, chaque paysage rentre dans la totalité de la vie active et participative qui fonde le lieu-*ethos*, où chaque citoyen sans aucune exclusion exerçait son propre rôle-*nomos*. Une mesure précise de comportement, copartagé pour garder la qualité du bien vivre : une mesure que Socrate a respectée, même dans ses contradictions, en y contribuant de sa vie. Une mesure qui a ses racines dans notre culture.

Différences et ressemblances, identification et distinction : un lieu est identifié en le distinguant d'un autre, mais il peut appartenir à une communauté de genres. Kant lie l'identification au «reliment», à un lien, à la connexion qui, pour Aristote, en ce qui concerne le mythe, c'est-à-dire les évidences originaires du monde de la vie, est le fondement de la tragédie, donc de la perception du lieu enseignée au théâtre, pour que chaque habitant puisse former sa conscience et devienne un «paysagiste informé», engagé à reconnaître les éléments hétérogènes liés à son existence. Il demeure, donc il existe, dans une horizontalité et une verticalité du vivre ensemble dans un cadre de vie supposé homogène, mais composé en réalité d'une constellation multicolore. Dans la nature, il n'existe pas d'individus égaux entre eux. Parfois, ils peuvent être semblables. Le principe d'identité dérive de l'habitude à ne pas distinguer la variété.

L'homogénéité est contestable dans son essence concrète, si elle ne se rapporte pas à l'ensemble des éléments hétérogènes qui la forment. La diversité dans le monde végétal et humain est composée de multiples parties qui constituent les lieux : ce sont des individus différents les uns des autres. Il n'existe pas deux feuilles identiques entre elles, même sur la même branche d'un arbre. De la même façon, il n'existe pas deux êtres humains identiques. Semblables, oui, mais pas identiques.

Ainsi, comme le cadre universel d'une constellation est tressé de relations de nature diverse, de la même façon, la visibilité sans confins des paysages dévoile une trame de tressages multiples et pas une simple coprésence. L'universalité s'avère pluridimensionnelle, parce qu'elle est le résultat d'un dialogue entre les différentes parties des différents rapports. Chaque réflexion et chaque proposition doivent tenir compte de ces conditions. Toute réalité paysagère en tant que telle doit être lue, interprétée et racontée dans son individualité particulière et

18. M. Déjant-Pons, *Naturoipa*, 98/2002, p. 8.

exclusive qui peut exister une seule fois ; une réalité unique, non reproductible comme toute expérience locale.

La perspective est aussi – si on pousse à l'extrême – «comparer l'incomparable», en reprenant le titre du livre du mythologue Marcel Détiene (*Comparer l'incomparable*, 2000). L'hétérogène forme un cadre de vie toujours plus complexe et en transformation rapide, qui rend obsolètes plusieurs de nos catégories conceptuelles et quelques certitudes ; parmi celles-ci, l'identité et le rapport à l'autre et/ou aux choses différentes : dans le sens de l'extérieur dans sa globalité d'hommes et de choses qui appartiennent à «mon» lieu de l'habiter, donc à mon existence. Des éléments que je perçois et reconnais.

La reconnaissance fait fonction alors d'attitude relationnelle à cause de la mutualité réciproque qu'elle comporte. C'est ici que se situe la verticalité, parce que la reconnaissance peut identifier pleinement non seulement les éléments qui nous entourent, mais aussi ceux qui glissent plus ou moins rapidement dans l'oubli. Une relation existence-mémoire-oubli caractérise un cadre de vie unitaire à percevoir, donc à faire émerger avec ces contradictions.

La vie dépasse la limite de la barrière pour découvrir les nouveaux horizons de la multiculturalité, qui est la marque des futurs paysages qui accueillent l'esprit d'autres lieux. Plusieurs viennent de loin. Chaque paysage cache donc une vérité profonde. Il raconte la transformation de notre monde et la disparition des dimensions originaires des lieux : les mesures de l'homme.

Ces mesures ont de la valeur. Les cadres de vie contiennent des lieux perçus comme des espaces inaliénables à cause de leur existence même. La recherche sur les «Lieux de valeur» de la Fondazione Benetton Studi Ricerche a proposé une réflexion sur la perception des lieux avec leurs choses échues visibles et cachées, avec leurs normes et leurs valeurs : comportement et affection. La perception se forme et s'affine avec le temps. La fascination de l'origine et des événements successifs donne de la substance à un site où les événements ont eu lieu : un échoir de faits et de choses, un avoir lieu qui est devenu une valeur concrète, un espace non reproductible parmi d'autres dans un contexte paysager et sans narrativité. Le phénomène ample en surface, et profond en verticalité de l'habiter comme un habit que l'on porte, se confirme : un enracinement, pas une simple occupation de l'espace.

Le lieu apparaît circonscrit : c'est une partie mesurée par la valeur attribuée à l'intérieur d'un cadre non mesurable ; un contenant d'évaluation et de jugement non quantifiable en grandeur ou en expansion et en quantité, par des mesures précises et calculables, mais qui rentrent dans la sphère quantitative de l'excellence jugée de façon subjective. Cette considération soulève le problème de la mesurabilité d'un territoire perçu par les populations.

L'excellence du paysagiste devrait saisir ces réalités en jetant le regard, donc en prévoyant l'action du début à la fin, pour s'insérer dans le processus paysager. Le rôle de l'anticipation et de la prévision est essentiel et leurs aspects multiples.



De cette façon, nous reconnaissons les lieux et les identités qui émergent et se confrontent entre elles et avec celle de l'observateur. Des identités mises en relation et partagées. Maître de mon existence, de mes habits, je n'accepte plus un récit extérieur et imposé de mon cadre de vie, auquel il ne me soit pas donné de participer. J'exige la reconnaissance de mon rôle – «j'habite donc je suis». De la façon dont est reconnu mon rôle, je reconnais autrui. Ma volonté coïncide avec la volonté commune. C'est un principe hégélien qui nous conduit à la vie éthique et à la compréhension de l'échoir, c'est-à-dire l'ensemble des choses échues dans un lieu et qui en forment l'identité : les événements qui caractérisent le processus paysager. La volonté commune reconnaît les choses échues et solidifie le cadre de vie en alimentant la représentation sociale. Il n'existe pas un cadre de vie sans que les choses échues reconnues forment un horizon de valeurs communes. La qualité est reconnue par la perception. Reconnaître signifie prendre soin d'un cadre de vie. Cela ne veut pas dire revenir en arrière, aux racines, mais savoir et préserver la qualité. Un concept complètement étranger à l'idée romantique du passé en tant que futur.

Toute activité humaine crée un cadre de vie à interroger pour en comprendre les modalités. Un lieu est l'espace commun du lien et des comportements qui unissent des individus dans le partage d'un style de vie matériel et spirituel. Ceux-là demeurent en exerçant une fonction sociale particulière : un *ethos* représenté par le partage de symboles et de règles. L'appartenance est l'expérience d'un certain rapport avec l'espace perçu qui est tradition, mais pas traditionalisme.

L'identité entre dans le cadre qui règle la vie et l'activité d'une population. Elle est construite par un projet spirituel ample, dans sa pleine signification compréhensible de l'œuvrer, suivi dans l'espace et transmis dans le temps : un processus qui dépasse la temporanéité de ses auteurs pour s'introduire dans la temporalité, comme un récit dans la narration. Ce processus requiert de l'anticipation et de la prévision avec leurs aspects multiples : deux excellences pour le paysagiste informé. Chaque paysage porte en lui un savoir perceptible individuellement et collectivement, une visibilité qui dépasse la représentation sociale dans son identité intrinsèque, donc rapportée à tous les éléments hétérogènes, et dans les développements de son évolution. La narration comporte ainsi une longue durée dans l'espace et dans le temps, pour devenir elle-même une identité : identité narrative ; un socle dur, fort, face au temps et à la transformation avec tous les événements qu'elle porte en elle. Elle suppose la promesse constante de l'anticipation promue par une politique elle aussi de longue durée : temporelle et non temporaire. Une politique de qualité qui donne les moyens à sa temporanéité décisionnelle d'entrer dans la temporalité et la rendre ainsi accessible à la perception.

Pour œuvrer, il faut comprendre la nature de la constellation concrète, ses trames tissées de relations et, d'une façon particulière, de liens qui unissent les habitants à leur lieu sous les formes de l'apparence : des figures fragiles à saisir, même dans la contestation, dans la non-acceptation du cadre de vie comme signe de mal être, d'exclusion et, parfois, de marginalisation. Il s'agit d'un art du tressage qui requiert

l'utilisation de l'aiguille et des fils aux coloris divers. On suggère cette métaphore pour le complément des politiques de qualité.

Comment œuvrer ? Comment anticiper le temps désiré pour une meilleure société paysagère ? C'est la question pour une mise en place du futur. Nous pourrions repartir d'une *éthique pour le futur* des paysages européens, avec ses normes de comportement orientées de façon à mettre chaque citoyen dans les conditions qui puissent le faire contribuer à la qualité des paysages. Assurer la qualité : quel meilleur mot d'ordre pour le futur ? La politique doit jouer son rôle. Elle a un *nomos* à accomplir : c'est un rôle incisif. Les habitants doivent devenir des paysagistes informés et les spécialistes doivent s'occuper davantage des paysages que du paysage, et abandonner la dérive abstraite de la conceptualisation pour entrer dans les lieux et saisir les attentes des habitants. Nous devons cultiver les paysages en les soignant.

Il faut œuvrer dans la réalité vivante en repérant toutes ses relations. Alors, interrogeons-nous encore sur le paysagiste informé. La Convention européenne du paysage est, répétons-le, un projet de qualité : un désir qui anticipe le futur, codifié en loi ; un projet éducatif de formation spirituelle, pourrions-nous dire, dans le sens de son ouverture au monde de la vie. Le théâtre grec nous apprend que, sans éducation, il ne peut y avoir ni lieu ni qualité.

*Traduit par Gianni Burattoni et Jean Ribet.*

**Awareness raising, training and education  
La sensibilisation, la formation et l'éducation**

**Raising awareness of the value of landscape:  
the film on the European Landscape Convention  
*Hverdagslandskapet***

**Ms Liv Kristine MORTENSEN**

Senior Advisor at the Ministry of the Environment of Norway

Thank you so much for the invitation to present the film “Hverdagslandskapet” as an example and experience to how film and media contribute to raising awareness of the value of landscape.

The film was shown first at the national landscape conference (24-25 November 2009) in Bergen. Since then, the Ministry has sent copies to people who have requested it. We are now producing an English/French DVD and Internet version of the film, with the commentary voice in English or French and the interviews in original Norwegian with English or French subtitles.

Unfortunately, this version was not ready in time for this Florence celebration, so you will be shown the Norwegian original version.

I will therefore try to give you a quick summary as an introduction.

One of the challenges in Norway is how to improve the quality of everyday landscapes of our cities and villages through ordinary municipal and regional plans under the Planning and Building Act.

Embla Film AS has on behalf of the Ministry of the Environment in Norway and the Norwegian Public Roads Administration, produced a film about the everyday landscape. It was directed by Lisbeth Dreyer and produced by Anne Magnussen.

The film is intended to raise awareness about what the landscape really is and what it means for people's quality of life and health. It's based on the European Landscape Convention with particular reference to Article 6A.

The primary audience is planners and decision makers in government and public and private sectors who, through their choices, affect (influence) the landscape.

When we talk about landscape, it is often the beautiful, natural and cultural areas we have in mind. But the road to the store, the local community around the kindergarten and the quays along the busy harbour are also landscape.

The film gives glimpses of the city of Bergen and the island of Stord, in western Norway. It shows ordinary people's experiences with everyday landscape where they live and work.

The film does not address conditions in all parts of the country. The landscape of rural Norway, for instance, has not been included. But it takes up a number of situations that are typical in cities and towns, and many will recognise themselves in it.

In the film, we meet a dog owner who uses the small local forest in the block area. She sees it as the ugliest and finest woods at once. For it is at the same time a beautiful little idyll and abandoned rubbish.

We see the kindergarten children on a trip in their neighbourhoods where they are picking autumn leaves and looking at the old houses. And we meet a family who do not have access to day care where they live and thus are forced to drive to a different district and kindergarten.

The ordinary residents, professionals and the developer are interviewed about the new housing areas tell what they think is good and bad. How they find that cars and roads have a dominant position in the areas. That the landscape is fragmented and what they think could have been better done.

The film team speaks with the elderly who have moved to new homes and talk about what they think is good about it. And we meet the mayor at Stord who is a trained architect with ideas and opinions about how the village should be enjoyable and accessible for people.

The film itself does not provide instructions or the “right” answer. It allows individuals to talk about how they experience the landscape in the current situation, and leaves many questions open. The aim of the film is to create debate in connection with current issues in the community and at various meetings and conferences.

We are pleased to have this opportunity to show you the film made about Norway *Hverdagslandskapet: The everyday landscape*, a film based on the European Landscape Convention (24’11”).

The film can be ordered from:  
Ministry of the Environment, Department of Regional Planning  
Pb 8013 Dep, 0030 Oslo, Norway. E-mail: p-forkontor@md.dep.no

The European Landscape Convention emphasises landscape as habitat for people and a subject for democratic discussions. The landscape is important for people’s quality of life and health, and for the development of good, vital communities.

When we think about landscape, we often first think about beautiful, natural and cultural landscapes. But the road to the store, the area around the kindergarten and the quays along the busy harbour are also landscape. In this film, we meet people in many different landscapes. We will see how the landscape affects their lives every day. The European Landscape Convention applies to all landscapes – from the fjords and mountains to the cities and villages – beautiful scenery, very common landscapes and damaged landscapes. By implementing the European Landscape Convention in Norway the authorities contribute to promoting good everyday landscapes.

More information can be found at the Internet site of the Ministry of the Environment and the Council of Europe.

## The work of universities

Mr Carlo MAGNANI

President of UNISCAPE, Professor of history of architecture, University of Venice (IUAV), Italy



### UNISCAPE

- founded January 2008 (23 European Universities)
- presently more than 50 members from 12 countries
- aim:
  - promote the principles and objectives of the European Landscape Convention
  - by supporting and reinforcing scientific interdisciplinary co-operation
  - among European universities on landscape issues
  - especially in the areas of research and education







### Activities UNISCAPE

- book series: first volume *Landscape as a Project – a survey among UNISCAPE members*
- enhance joint interdisciplinary research projects
- promote peer-reviewed scientific publications
- develop European Landscape Master
- Conference *Living Landscape* Florence: 18 – 19 Oct 2010 (200 participants, Conference Materials Available)
- stimulate science-policy interface (e.g. ESF-COST, EC DG Agri, DG Research, EEAC, etc.)
- exchange knowledge and experience
- etc.







## Four research themes discussed

- Landscape Perception
- Landscape Identification
- Policy effects on landscape
- Participation

### LIVING LANDSCAPE



The European Landscape Convention  
An essential programme

10th Anniversary  
19 October 2010

UNESCO  
UNEP  
UNEP  
UNEP

Work of Committee for the EUCL

10 October 2010  
19 October 2010

## Landscape Identification

- many landscape classifications exist, but most of them lack the cultural component essential to landscape
- good EU-wide landscape typologies are available but their relevance to the local and regional level often difficult
- landscape character assessment can be done in interactive way, involving civil society in the quality assessment, provides good basis for monitoring
- flexible instruments for landscape identification needed, allowing the involvement of various disciplinary inputs



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## Landscape Perception

- understanding landscape perception is crucial for proper communication between policy makers, stakeholders and citizens
- landscape perception is determined to a large extent by social background and education
- more research is needed to monitor changes over time in landscape perception
- quality of landscape is a public good that is very difficult to capitalise



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## Effects of policies on landscape

- very little scientific evidence of cause-effect relationships of policies and landscape change
- however, negative effects of ineffective spatial planning policies visible everywhere
- also examples exist of good integrated planning at local scale
- proper inclusion of public participation is still major problem (everybody says it but nobody knows how to do)
- landscape governance requires new ways of cooperation between departments, between hierarchical levels
- monitoring landscape change as an effect of policies is strongly needed

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**Participation**

- large demand for participative landscape planning, but in practice seldom well organised
- participation should enhance developing more clarity in differences in landscape perception
- knowledge broker role of researchers to be underlined
- collaborative research and action research needed to involve scientists in landscape planning processes in a scientifically sound way







**The Work of Universities for the ELC:  
Knowledge in Action for  
Sustainable Landscapes!**










**Conclusion**

- Huge body of knowledge available.
- Very frequent reference to European Landscape Convention, but relevance of research for implementation often unclear.
- In the scientific community large awareness of the urgency of studying landscape processes in an integrated, interdisciplinary way.
- Networking in disciplinary perspectives well developed, in interdisciplinary cooperation to be enhanced.
- Science-policy interface for landscape approach problematic.
- But at any rate: large willingness to support the implementation of the European Landscape Convention!



## Higher education for landscape in Europe

**Mr Diedrich BRUNS**

President of the European Council of Landscape Architecture Schools (ECLAS)

As one of its specific measures, the European Landscape Convention calls on signatory states to promote training and education for landscape protection, management and planning (ELC Article 6, B). This includes the education of children, of citizens and the public in general, as well as the training and education of teachers, specialists and professionals. With reference to general education, landscape issues should be part of all school curricula, such as primary and secondary schools. For continuing education, programmes devoted to “Education for Sustainable Development”<sup>19</sup> should place an emphasis on landscape. Special training of teachers on the subject of landscape education should be encouraged. Schools and institutes for continuing education should be provided with material for landscape education activities.<sup>20</sup> As explained below, specialists and professionals might support training and education in matters concerning landscape, including awareness-raising (ELC, Article 6, A).

The European Landscape Convention describes an educational concept that, practically implemented, covers all of the eight educational “levels” defined by the European Qualifications Framework For Lifelong Learning (EQF).<sup>21</sup> With reference to academic and professional education, the European Landscape Convention covers all “cycles”<sup>22</sup> of the Framework for Qualifications of the European Higher Education Area that have been developed by the Joint Quality Initiative as part of the “Bologna Process”. Employing the education of landscape architects as an example, the following discussion puts the focus on educating and training landscape specialists.<sup>23</sup> The scope of the field will be defined and educational and professional standards are explained. Examples are given how landscape architects contribute to general education on landscape.

European Landscape Convention signatory states are obliged to establish educational programmes at institutes of higher education that are relevant for the training and education of landscape specialists. These programmes must be accredited and professionally recognised. Landscape architecture programmes should conform to the recommendations set out in the guidelines for “Landscape Architecture Education in Europe”<sup>24</sup> prepared by ECLAS, and also to the recommendations on landscape architecture education published by the International Federation of

19. During the UN Decade for Education on Sustainable Development 2005-2014 (UNDESD) education is defined as one of the main targets to achieve sustainability.

20. Benedetta Castiglioni, 2009. “Landscape and education of children”. Document CEP-CDPATEP.

21. See: [http://ec.europa.eu/dgs/education\\_culture](http://ec.europa.eu/dgs/education_culture).

22. The EQF defines the compatibility of educational “levels” with these “cycles”.

23. Ingrid Sarlov Herlin, 2009. “Training of landscape architects”. Document CEP-CDPATEP (2009).

24. ECLAS 2010. Landscape Architecture Education in Europe.

Landscape Architects, IFLA, and by EFLA respectively.<sup>25</sup> In reviewing the content and structure of curricula it is important that accreditation processes for degree programmes have an international dimension (ELC Article 8).

Landscape architecture involves landscape planning, design and management with the aim to create, enhance, maintain, and protect places so as to be functional, aesthetically pleasing, meaningful and sustainable and appropriate to diverse human needs and goals. In developing its field, landscape architecture draws on and integrates concepts and approaches, not only from both sides of the traditional divide between the creative arts and the natural sciences, but also incorporates many aspects of the humanities and a wide range of technologies. Landscape architecture schools are experienced in interdisciplinary education. Regional and site scales are covered, and all landscapes are included, ranging from urban to rural landscapes and from everyday landscapes to outstanding landscapes.

Landscape architecture contributes to processes of sustainable intervention into landscapes.<sup>26</sup> Two interdependent core competences are:

- knowledge, skills and understanding of planning, design and management, to create new or conserve existing landscape situations, closely integrated with
- knowledge and understanding of the nature of landscape and the ways in which it is perceived in time and space, and the pressures and driving forces to which landscapes are subjected.

The learning of both of these core competences should be tightly integrated with one another. This integration takes place in the form of project-based teaching (in the “studio”). Half of the university curricula should be devoted to project-based teaching, while the remaining 50% will aim to convey the (subject-specific) competences necessary for an in-depth understanding of the landscape and the way in which it is perceived. In particular, landscape architecture graduates are expected to:

- understand landscape structure and functions, and the processes of landscape change, and know how to monitor them (ELC Article 6);
- have a good theoretical knowledge and master practical skills in landscape identification, analysis and assessment, and in establishing and implementing landscape quality goals (ELC Article 6 C, a, b);
- have the ability and capacity to specifically take into account “the particular values assigned to the landscapes in question by the interested parties and the population concerned” (ELC, Article 6 C 1);<sup>27</sup>

25. Education recommendations published by EFLA – the European Foundation for Landscape Architecture (<http://www.efla.org/>).

26. ELC Article 3 defines “landscape protection, management and planning” in terms of “strong forward-looking actions”.

27. Jones, M. 2007. “The European Landscape Convention and the Question of Public Participation.” *Landscape Research* 32(5), 613-633.

- possess a good understanding of the legal and policy standards pertaining to landscape (ELC Article 5 a, b); know how landscape legislation and policies relate to relevant neighbouring fields and disciplines (ELC Article 5, d);
- have knowledge, skills and understanding to prepare and implement technical planning documents that are needed to realise designed projects (landscape materials, plant material, detailing and specification), and to organise and manage the landscape construction processes.

Through project-based learning, landscape architecture students follow principles of “learning by doing”. During “Real World Studio” students are involved not with “virtual” but with “real” people. This is to include, into the academic assignment, reality challenges that only people are able to provide who are not teachers and fellow students. Another reason for seeking real world situations is to contribute to awareness raising about landscape values and also support local decision making. Students may propose, for example, alternative opportunities for site selection and visualise the consequences of alternative development scenarios. Even if people considered them to be nothing but “thought experiments”, community outreach projects might still assist stakeholders in making educated decisions about their future living environment.

Public participation (ELC Article 5, c) requires planners to possess a number of specific competences, such as management and communication skills, knowledge about different communication tools, moderation skills, process impact assessment, and so on. It is of great advantage for landscape architects to be competent in these domains. It is considered good practise to publish planning proposals and documents using the Internet and other IT supported media. In addition to hand-drawn sketches, landscape architects will employ 2D and 3D tools to visually support public communication.

The objective is, as early as possible, to draw into the planning and decision-making processes the views of all members of the civil society “in the broad sense”.<sup>28</sup> With increasing diversities of lifestyles, and of cultural and ethnic mixes, the challenge is to understand how landscapes are perceived and what values different people attach to specific landscapes. We are looking for cultural significance, for meaning that is assigned to landscapes by virtue of what they symbolise for particular cultures. Whether or not local collective memory will continue to serve as a valid information base for planning and design in dynamic and multicultural societies is an open research question.

Effective collaborative methods and skills are needed to gain a better understanding of the knowledge that people have stored through local and regional landscape experience. For example, information systems have been suggested that might help local residents in effectively sharing perceived landscape quality (affordances) with

28. Prieur M. and Dourousseau S. (2006), “Landscape and Public Participation.” In: *Landscape and Sustainable Development. Challenges of the European Landscape Convention*, 165-207 (Strasbourg: Council of Europe Publishing).

others.<sup>29</sup> Inclusive (social learning) techniques might be developed that are aimed at supporting children and young people to have their voices heard in landscape planning, design and management.<sup>30</sup> The goal is to overcome the well-documented problem concerning communication between children and planners, so that children can speak for themselves and not only through parents and other adults in the questions that affect them.

Recent trends in collaborative approaches are aimed at strengthening the role of stakeholders, supporting social learning, and at raising landscape awareness. Landscape architecture education prepares students to develop an attitude to be active, not just to be observers who are merely producing planning and design documents. This means touching landscape as something living and lived, rather than something primarily studied (from a distance). It means to go beyond conceptual reconstructions of what we observe. While students are performing a planning or design task under guidance of an instructor they experience “reflection in action”.

29. Kahila M. and Kytä M. (2009), “SoftGIS as a Bridge-Builder in Collaborative Urban Planning.” In: Stan Geertman & John Stillwell, eds, *Planning Support Systems, Best Practice and New Methods*. Springer Science+Business Media B.V; 389-411.

30. In accordance with the UN Convention on the Rights of the Child.



## La nature du paysage

### M. Franco FARINELLI

Président de l'Association de géographie italienne, professeur de géographie à Bologne, Italie

Le paysage et l'environnement sont une seule et même chose. L'un et l'autre comprennent les mêmes éléments que nous nommons habituellement « objets », soit de fait à peu près tout ce qui est de l'ordre du visible. En même temps, le paysage et l'environnement sont deux choses complètement différentes. Un logicien dirait que ce sont deux termes qui ont la même signification mais pas le même sens, car ils se réfèrent à différentes modalités de compréhension des choses. Dans le monde abstrait de la géométrie, il n'y a pas de place pour l'histoire et tout est appréhendé selon un seul et même point de vue. Mais l'histoire et le milieu sont en fait différents bien qu'étant la même chose, car ce qui change historiquement c'est la façon même de regarder les choses, de les appréhender.

Le fait que l'environnement existe n'a rien d'une évidence. En effet, l'environnement n'est pas la nature. Pour que celle-ci devienne celui-là, il faut que l'être humain s'en extraie et se différencie ainsi de tout le reste de la matière, qu'il s'isole et s'oppose frontalement à ce qui l'entoure, qu'il se reconnaisse une spécificité pour fonder, et justifier, son statut exceptionnel. Le passage de la nature à l'environnement suppose que s'opère une séparation révolutionnaire semblable à celle introduite par la perspective en peinture : la distinction systématique, et jusque-là inconnue, entre le fond et le premier plan. Aujourd'hui cette distinction est pour nous très banale mais avant le XV<sup>e</sup> siècle, c'est-à-dire avant la réduction du monde à un unique et gigantesque espace, ce n'était en rien le cas.

Le paysage est devenu un modèle cognitif à partir du moment où l'on a compris que la connaissance de l'environnement est bien plus complexe, du point de vue politique et social, que ce que l'on est habituellement en mesure de saisir.

L'artisan de cette opération s'appelait Alexander Von Humboldt, un scientifique berlinois qui, dans la première moitié du XIX<sup>e</sup> siècle, réussit par ses écrits à convaincre toute la bourgeoisie européenne (mais aussi la bourgeoisie russe et américaine) qu'il convenait d'abandonner la contemplation de la nature au profit d'un savoir tel qu'il pourrait enfin lui garantir la connaissance et la domination du monde.

L'intelligence politico-culturelle de Humboldt, personnage clé d'une Europe encore sous le sceau d'un pouvoir « aristocratico-féodal », fut de comprendre la nature fondamentalement esthétique de la culture des représentants de la société civile, alors encore exclus – notamment en Allemagne – des affaires du pouvoir et de l'administration de l'Etat. Et c'est justement à ce public, dont Humboldt bien avant Baudelaire avait compris la paresse, qu'il s'adressa en reprenant son propre langage, celui des romans de Bernardin de Saint Pierre et de Chateaubriand, celui des poètes et des maîtres hollandais et italiens de la peinture de paysage. Son but était de transformer cette culture littéraire et picturale en culture scientifique, en

en changeant de l'intérieur la signification. Et c'est dans cette perspective que le paysage (qui pour Humboldt était celui des tableaux d'Everdingen et de Ruysdael bien plus que des frères Carracci) fut construit comme une première étape dans la connaissance de l'environnement et comme un modèle du monde compris comme une harmonie totale de type esthétique-sentimental, saisissable à travers sa capacité à impressionner l'âme et étranger à toute analyse rationnelle.

Ainsi, avec Humboldt, le paysage devient l'un des modèles cognitifs de la culture occidentale, dans le cadre d'un pur et simple projet de politisation de l'esthétique perçu comme le moyen de passer de l'Etat aristocratico-féodal à l'Etat bourgeois, ou civil, en Europe. Or, il est aujourd'hui urgent de s'en souvenir alors que le mouvement exactement inverse est à l'œuvre : de la politisation de l'esthétique nous sommes en train de passer, en ce qui concerne l'environnement, son analyse et sa gestion, à l'esthétisation du politique, avec pour conséquence l'effacement du dispositif cognitif du XIX<sup>e</sup> siècle et la réduction de l'environnement au paysage (c'est-à-dire à la forme pré-scientifique initialement mise en place pour permettre l'appréhension progressive de la complexité de l'environnement proprement dit).

Preuve en est la Convention européenne du paysage, adoptée par le Conseil de l'Europe le 19 juillet 2000, dont toute la philosophie est la substitution, déclarée, du paysage au territoire et à l'environnement comme cadre de référence pour l'application des politiques nationales de sauvegarde, de réhabilitation, de gestion et d'aménagement. Le problème est que l'idée même de paysage se fonde sur une conception d'équilibre, d'harmonie, de coexistence pacifique des divers éléments qui le composent et de rapports cohérents entre eux. Or, aujourd'hui, l'environnement est au contraire soumis à des pratiques toujours plus déséquilibrées, violentes et destructrices aux effets désastreux. Ainsi de la raréfaction croissante des ressources énergétiques et des changements climatiques toujours plus évidents, deux conséquences de la mondialisation qui, pour l'heure, n'est rien d'autre qu'une extension de la planète de la révolution industrielle née il y a deux siècles en Angleterre et fondée sur l'exploitation des combustibles fossiles.

Comment, alors, penser l'effondrement, la crise, le désastre ? Gregory Bateson avait raison : l'écologie est d'abord et avant tout un problème intellectuel, une réflexion sur les modèles de pensée avec lesquels nous tentons de saisir le monde, et d'y vivre. Et aujourd'hui, nous avons un besoin désespéré et urgent de nouveaux modèles.

**Landscape, Europe's heritage  
Le paysage, patrimoine de l'Europe**

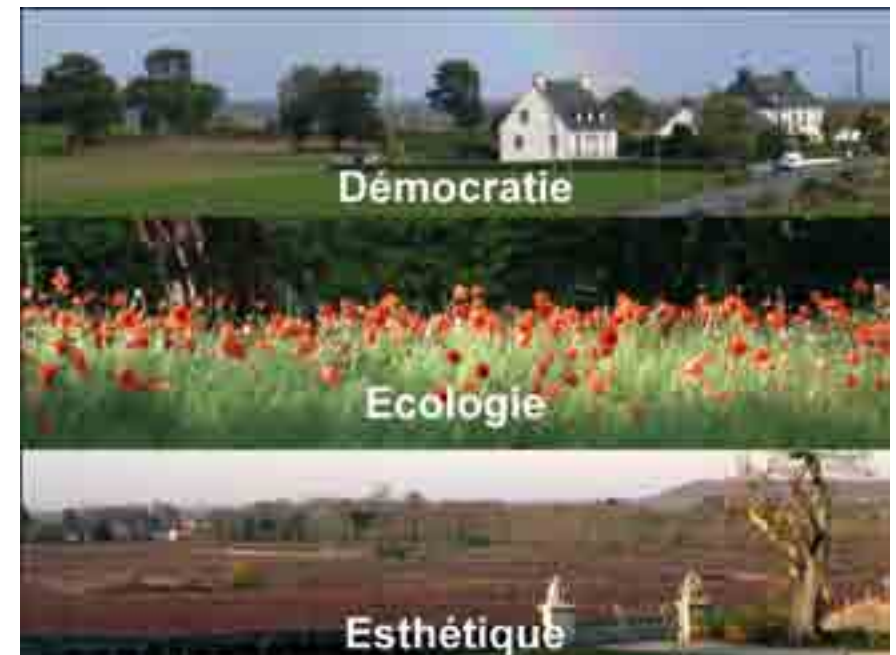
**La coopération transnationale et transfrontalière :  
défis et opportunités pour le futur**

**M. Jean-François SEGUIN**

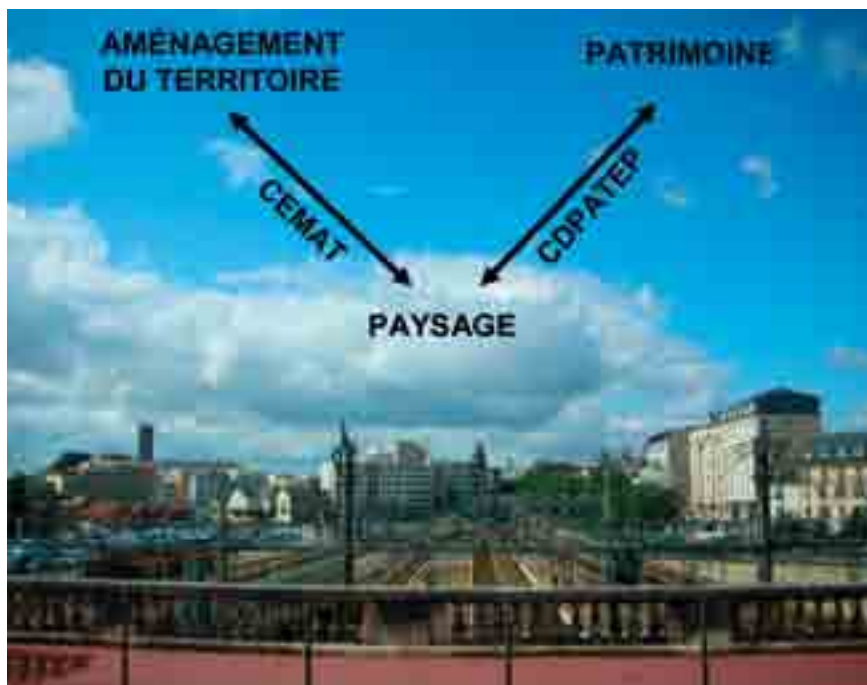
Président de la Conférence du Conseil de l'Europe sur la Convention européenne  
du paysage



Cette présentation se réfère aux articles de la Convention européenne du paysage









INTERREG IIB CAUSES: 2003-05

LANDSCAPE PERSISTENCE

Coopération entre  
 - les Régions Lombardie, Ombrie, Marche, Emilia-Romagne, Veneto, Irpie  
 - Les Gouvernements d'Italie, de Slovénie, de Roumanie et de Hongrie  
 - L'université technique de Munich-Weihenstephan

Projets transnationaux pour développer la méthodologie Loto et l'appliquer à certains thèmes spécifiques comme la gestion des zones rurales et périurbaines ou la préservation du paysage culturel alpin.

ERDFAS

Development cooperation in Europe / coopération européenne de développement

Le développement régional en Europe / coopération européenne de développement

Le développement régional en Europe / coopération européenne de développement

Le développement régional en Europe / coopération européenne de développement

Le développement régional en Europe / coopération européenne de développement

Lifelong Learning

LE:NOTRE

Réunit quelque 100 universités d'Europe et au-delà

L'objectif du projet :

- renforcer les liens européens et le dialogue au sein de la discipline
- faciliter la mobilité
- mener une réflexion stratégique sur les questions scientifiques, pédagogiques et institutionnelles

Défis et opportunités pour le futur

Mieux mettre en œuvre les programmes de l'Union européenne qui facilitent la mise en œuvre de la Convention européenne du paysage.

**Article 8 – Assistance mutuelle et échange d’informations**

Les Parties s’engagent à coopérer pour renforcer l’efficacité des mesures prises conformément aux articles de la présente Convention, et en particulier :

- a - à offrir une assistance technique et scientifique mutuelle par la collecte et l’échange d’expériences et de travaux de recherche en matière de paysage ;
- b - à favoriser les échanges de spécialistes du paysage, notamment pour la formation et l’information ;
- c - à échanger des informations sur toutes les questions visées par les dispositions de la présente Convention.



Assistance technique et scientifique mutuelle  
par la collecte et l’échange d’expériences et de travaux de recherche

**Ateliers transfrontaliers**  
pour l’identification et la qualification des paysages

- Atelier franco-anglais – 2008 : prise en compte des dynamiques des paysages
- Atelier franco-wallon – 2005 : « grille de lecture » des Atlas de paysages
- Atelier franco-italien – 2007 : prise en compte des perceptions sociales
- Atelier franco-espagnol – 2006 : concepts d’unités, structures, éléments
- Atelier franco-catalan – 2009 : les usages des Atlas de paysages




Assistance technique et scientifique mutuelle  
par la collecte et l’échange d’expériences et de travaux de recherche



Assistance technique et scientifique mutuelle  
par la collecte et l’échange d’expériences et de travaux de recherche

**« Caractérisation et identification des paysages de la péninsule Ibérique et des territoires insulaires »**

**Portugal**  
(Alentejo Interior)  
Universidade de Evora



**España**  
(Extremadura)  
Universidad Autónoma de Madrid











## Les orientations pour la mise en œuvre de la Convention européenne du paysage

M<sup>me</sup> Lionella SCAZZOSI

Professeur à l'Ecole polytechnique de Milan, Italie

La Recommandation CM/Rec(2008)3 du Comité des Ministres aux Etats membres sur les orientations pour la mise en œuvre de la Convention européenne du paysage a plusieurs objectifs :

- constituer un ensemble d'orientations théoriques, méthodologiques et pratiques pour la mise en œuvre juridique de la Convention européenne du paysage, dérivant des débats, des problèmes et des expériences pratiquées et en cours pour la mise en application de la Convention européenne du paysage dans les pays ;
- être utilisée par les Etats parties (et leur différents niveaux administratifs) pour mieux appliquer la convention ;
- proposer des orientations dans le respect de la liberté et surtout de la créativité des autorités de chaque pays pour la création de loi(s) relative(s) au paysage, d'instruments opérationnels, administratifs, normatifs, techniques... ;
- rester ouverte à des intégrations successives (ateliers, documents, etc.) : les solutions que chaque pays trouvera pour l'application de la convention constituent une ressource commune utile pour tous les autres pays.

Le texte est composé de deux parties et comprend deux annexes.

*Sommaire de la Recommandation CM/Rec(2008)3 du Comité des Ministres aux Etats membres sur les orientations pour la mise en œuvre de la Convention européenne du paysage*

Introduction

Partie I : Principes généraux

I.1. Enjeux des principes généraux

I.2. Définition du paysage

I.3. Reconnaissance juridique du paysage

I.4. Politiques du paysage

I.5. Interventions paysagères

Partie II : Dispositions générales

II.1. Répartition des compétences et organisation

II.2. Critères et instruments des politiques du paysage

II.2.1. La connaissance des paysages : identification, analyse, qualification

II.2.2. Formulation d'objectifs de qualité paysagère

II.2.3. Participation, sensibilisation, formation, éducation

II.3. Moyens d'intervention

Annexes

Annexe 1 – Exemples d'instruments utilisés pour la mise en œuvre de la Convention européenne du paysage

Annexe 2 – Proposition de texte pour la mise en œuvre pratique de la Convention européenne du paysage au niveau national destinée à orienter les autorités publiques dans la mise en œuvre de la Convention européenne du paysage

Pour plus de détails sur la Recommandation CM/Rec(2008)3, veuillez consulter le site internet de la convention : [www.coe.int/europeanlandscapeconvention](http://www.coe.int/europeanlandscapeconvention), rubrique « Orientations pour la mise en œuvre de la convention ».

## The information system of the Council of Europe on the European Landscape Convention: collective intelligence

**Ms Maria José FESTAS**

Vice-President of the Conference of the European Landscape Convention of the Council of Europe

### Why an information system on the European Landscape Convention?

Recommendation CM/Rec(2008)3 of the Committee of Ministers to member states on the guidelines for the implementation of the European Landscape Convention states that: “Actions should be taken to encourage the establishment and availability of landscape databases; these should concern the condition of places, their past and present dynamics, pressures and risks, and both natural and human aspects of them. Information should be updated periodically, most frequently when changes are rapid. They should comply with nationally, and where possible internationally, recognised criteria so as to encourage exchanges of experience between states, regions and territorial communities at other levels” and proposes “that each party contribute to the setting up of a database to appear on the website of the Council of Europe’s European Landscape Convention. The database would be a toolbox which would help provide mutual technical and scientific assistance through the collection and exchange of landscape experience and research, as provided for in Article 8 of the European Landscape Convention on mutual assistance and exchange of information.”

Following the conclusions of the 5th Council of Europe Conference on the European Landscape Convention in relation to the project to establish a European Landscape Observatory as an information-sharing tool and a monitoring instrument, the Steering Committee for Cultural Heritage and Landscape (CDPATEP), which is responsible for the monitoring the implementation of the ELC, at its meeting in May 2009, adopted the Guiding Principles of the Information System of the European Landscape Convention and charged the Secretariat and a group of experts “to develop an information system on the European Landscape Convention to facilitate the implementation of the main articles of the convention, by understanding how policies are implemented in practice.”

Based on the above-mentioned guiding principles and on the observations made by the participants at the fifth conference, that working group has been developing the “Information System on the European Landscape Convention”, ELCIS or L6.

The ELCIS is to be made up of a network system of databases and a forum in articulation with the websites of national, regional or local authorities and of existing thematic websites.

The design of the ELCIS considers:

- its accessibility both to persons providing information and to persons consulting it;

- its likeness;
- its content;
- the languages used;
- its interactivity;
- the possibility of creating external links with existing networks and information systems, namely HEREIN and the ECLAS thesaurus or similar national/regional information systems;
- its development in the future;
- its implementation.

In its first stage, the ELCIS:

- will focus on the main elements of the convention: Article 1 – Definitions of terms protection, management, planning, Article 6 – Specific measures: c) Identification and assessment; d) Landscape quality objectives; e) Implementation; Article 8 – Mutual assistance and exchange of information and Article 10 – Monitoring of the implementation of the convention;
- is expected to meet the following objectives:
  - enable authorities and the public to access information and experiences relating to landscape protection, management and planning;
  - contribute to the monitoring of the implementation of the convention (Article 10);
  - allow Parties, who wish, to use this information system for national use;
  - eventually provide an “observatory” to analyse and highlight how a rapidly changing society may benefit from caring for landscape;
  - facilitate monitoring the development of landscape policies;
  - maintain and develop co-operative landscape networks and encourage mutual assistance and exchange of information between parties;
  - provide effective information, facilitate the establishment of forums and an interactive data network;
  - provide useful information for research and action.

In its present stage of development, the ELCIS consists of a “grid” of questions, covering a wide range of aspects related to the implementation of the ELC, that when developed, will be the front end to a database.

The data provided in the answers will be useful to understand and provide evidence of the ELC’s implementation and on how implementation actually works in practice.

Many questions are “closed” (Yes/No answers), lists with tick boxes, or require numeric data to allow results to be directly comparable between countries.

Where appropriate “open” questions have also been included which permit free text answers that can further describe, or qualify the data.

Questions / groups of questions / combinations of questions drawn from the “grid” will be prepared to be answered at different levels.

Once the database is completed it is intended that where appropriate, each question will be specifically customised for the relevant level T.

The “grid” is organised in sets of questions, starting with “framework information” about the member state and its organisation: “Basic information” and “Organisation of the State” (this being important as competence over landscape varies from member state to member state), followed by questions directly linked to the provisions of the ELC, under the headings of its different articles.

The ELCIS, now in the design stage, is conceived to be:

- a dynamic, web-based tool;
- widely available to the parties but also to all the stakeholders concerned with landscape issues and to the public in general.

Using the same technology of the European Heritage Network (HEREIN), which was made available to the ELC, the ELCIS goal is to be an information-sharing tool and a monitoring instrument not only for the ELC but also for landscape policies at all levels as well as for landscape change and evolution and on all matters related to the landscape and landscape knowledge.

One important issue for the ELCIS is the inclusion of:

- maps, because every landscape as a territorial basis to which it relates and the management, protection, rehabilitation and planning need that territorial basis in order to be effective and to be included in spatial or sectorial plans, meaning that the ELCIS has to have a GIS basis;
- photos, because they give the “image” of the landscape, thus facilitating its perception and the monitoring of its evolution and change.

### Closing remarks

As a result of the process of development, landscape transformation has accelerated and intensified drastically. Interventions are carried out with a lack of awareness of the complexity, value and dynamics of the landscape. Landscapes have been changed and are being changed without being aware that this means simultaneously interfering with their ecological, cultural, socio-economic and sensory dimensions, with immediate and long-term consequences for the quality of life of human communities.

Most of us today are, above all, consumers and actors in the landscape’s degradation – because we don’t understand the landscape, we don’t respect it and we use it carelessly. Only after the damage is done, does the landscape become important.

Why? Among other reasons, because people’s way of life has changed, because young people have lost the memory and knowledge of their ancestors, and in many cases, especially in urban and metropolitan areas, because there is no “sense of belonging” to a certain territory.

We have to accept that it is no longer possible, or enough, to protect all the traditional landscapes, managing them as a “garden” or a “museum” – its economically impossible, but also socially and culturally impossible (the people and the knowledge no longer exist, techniques and machinery in agriculture and building have changed), and besides there is a “fast-food” culture that doesn’t understand that a landscape needs time “to grow”.

We can no longer think in terms of “protection” versus “development” – most interventions in the landscape need to combine, in a balanced way, protection, management, planning and, when needed, rehabilitation.

The prevailing type of intervention will have to result from the landscapes’ character, political aims and the technical expertise available.

We have to think of:

- defining criteria to classify “outstanding” or exceptional landscapes, classify and protect them;
- managing, in a dynamic and sustainable way, all the ordinary landscapes, so that they can meet the economic, social and cultural needs of today’s population;
- rehabilitating derelict landscapes and “simplified” landscapes to give them complexity and character.

But we also need to think very seriously of the need to plan or design and create new landscapes, adapted to the 21st century. New landscapes planned and created to answer the development challenges we are facing and that, while showing the changes and realities of this century, by its quality and character can become a new landscape heritage for future generations

ELCIS has a fundamental role to play not only as an information-sharing tool, but also as an awareness-raising and monitoring instrument, useful to everyone who believes that European and national landscapes should remain “a basic component of the European natural and cultural heritage, contributing to human well-being and consolidation of the European identity” as well a resource for development and a “key element of individual and social well-being”.

## Rapporteur – Visions of the future

Mr Nigel THORNE

President of the European Federation for Landscape Architecture (EFLA)





 ELC 10th Anniversary – New Challenges, New Opportunities

European Constitution 2009/10




 ELC 10th Anniversary – New Challenges, New Opportunities

Climate Change

- Strategies (L, ASLA, AILA)
- Mitigation and adaption
- Sustainable design & management
- Biodiversity – flora & fauna
- Renewable energies & landscape




 ELC 10th Anniversary – New Challenges, New Opportunities

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;...

...(this convention) concerns landscapes that are considered outstanding as well as everyday or degraded landscapes.

- 10 years of influence



 ELC 10th Anniversary – New Challenges, New Opportunities

Demographic Change

- Fewer people
- Aging population
- Positive strategies for smaller communities
- Increased demand for open space and leisure landscape
- Reduced urban & rural growth = improved & increased amenity landscape



 **ELC 10th Anniversary – New Challenges, New Opportunities**

**EFLA Member Associations 2009**

**24 Full Members**  
Austria, Belgium, Czech Republic, Denmark, Finland, France, Germany, Greece, Iceland, Ireland, Italy, Luxembourg, Netherlands, Norway, Poland, Portugal, Romania, Russia, Serbia, Spain, Sweden, Switzerland, Turkey, and UK,

**8 Invited Members:**  
Latvia, Lithuania, Slovenia, Slovakia

**1 Affiliate member:**  
Israel

**3 Applicant Associations:**  
Estonia, Croatia, Hungary



 **ELC 10th Anniversary – New Challenges, New Opportunities**

No matter the international borders...  
...working together on a continuous  
developmental path towards higher  
professional & educational skills &  
standards will ensure there has never been  
a better time to be a landscape architect.

*"Dangers await only those who do not react to life."  
Mikhail Gorbachev 1989*

 **ELC 10th Anniversary – New Challenges, New Opportunities**

**The necessities for a strong professional future...**

- Recognition of the profession
  - Council of Europe – directive 2005/36/EC
- Strengthen landscape architectural education
- Collaboration
  - within EFLA/IFLA
  - sister professional bodies (ISOCARP, ECTP, UNESCO, etc.)
  - input into European policies
- Promotion of policies
  - climate change
  - green infrastructure
  - development & housing
  - demographics

## Intermède musical: «Paysage en élaboration»

**M<sup>me</sup> Christiana STORELLI**

Architecte, membre honoraire du Congrès des pouvoirs locaux et régionaux du Conseil de l'Europe

Le compositeur était fatigué.

Il venait de diriger la première partie du concert de Noël ; on lui avait proposé de mettre en musique un bouquin, un petit bouquin, qui lui avait été remis par une personne qu'il présumait présente dans la salle.

Il avait jeté un coup d'œil au titre, il l'avait feuilleté : il s'agissait de peu de pages, un essai, des textes de poésie, quelques dessins, des couleurs... Il n'arrivait pas à comprendre, sur le moment, ce bouquin... ensorceleur... intrigant aussi, à première vue.

Le compositeur était perplexe.

Il se mit dans un coin, en attendant de diriger la seconde partie du concert, alluma sa pipe en laissant vagabonder son imagination vers de nouvelles mélodies : mais quels instruments, se demanda-t-il, pouvaient transformer le bouquin en une partition ?

La perplexité était en train de se dissiper.

Le compositeur commençait à se sentir prêt à se lancer un nouveau défi : à lui-même, à ses instrumentistes, pour la nouvelle partition, et même pour l'interprétation qu'on lui avait demandée sans qu'il connût les vœux de la personne qui lui avait mis le bouquin entre les mains.

C'est vrai qu'il avait mis en musique une poésie, il venait de la présenter au public accompagné d'une actrice récitante... mais ici il s'agissait de tout autre chose... Peut-être pas tellement au fond, parce qu'inventer une mélodie, faire jouer une poésie avait été un exercice intéressant, plein d'obstacles, à savoir comment donner les sonorités justes au souvenir, à la nostalgie, au récit sous le châtaignier, donner des sons à un dimanche matin, un jour de fête, au vent, au temps passé... Autant de thèmes à transformer en musique par des instruments appropriés... Il avait réussi.

Le compositeur était épuisé.

Il devait parler avec la personne qui lui avait donné le bouquin, il l'avait vue, au moins lui semblait-il l'avoir aperçue dans le public, pour comprendre ce qu'elle attendait de lui.

Le compositeur était seul avec son imagination.

Qui était la personne du bouquin ? Et pourquoi s'est-elle adressée à lui ?

Le compositeur ne se rendit pas compte qu'on l'avait appelé plusieurs fois pour diriger la seconde partie du concert : qui sait, se disait-t-il en rentrant dans la salle, il y avait peut-être une adresse dans le bouquin ?

Dans le public, l'inconnu(e) du bouquin était satisfait(e) : il ou elle avait trouvé enfin la personne qui pouvait mener à bien son projet : mettre en musique le paysage qu'il ou elle avait longuement élaboré en ayant recours à toutes les formes d'art dont il ou elle était capable.

L'inconnu(e) n'attendit pas la fin du concert de Noël pour s'éclipser, peu avant que le compositeur soit réclamé trois fois par les applaudissements d'un public enthousiaste.

Le résultat a été une partition, qui a suivi, comme le parcours d'une rivière, l'histoire racontée dans le bouquin : le paysage tant cherché par l'inconnu(e) est devenu paysage sonore. Scandé par des temps divers, *l'eau coule indifférente, mélancolie dans le quartier, mouvements sans souci, visions déformées...* interprétés par un violon, une flûte, un marimba et des percussions, une trompette et des saxophones.







*L'eau coule indifférente*



*Mélancolie dans le quartier*



*Mouvements sans souci*



*Visions déformées*





*De drôles de mouvements*



*Tranquillité et chaos*

## **Official ceremony / Cérémonie officielle**

### **Opening addresses / Allocutions d'ouverture**

**Mr Matteo RENZI**

Mayor of Florence

Greetings from the city of Florence, the proud host 10 years ago when this Political act – Political with a capital P – was signed. This setting, the Salone dei Cinquecento in the Palazzo Vecchio, calls to mind the great history of our land and is in the heart of a city that owes its present success to protection of the area. Our hills are beautiful, not so much because some official had the idea of maintaining them, but because it was thought at the time that investing in the area might enhance the quality and develop the economic and cultural aspects of life. The bankers in those days had the wisdom to preserve their landscape. The great Florentine families did not only think about money, they used it to maintain our land as we know it today. And it was a significant opportunity for our art, our culture and our gastronomy. Thus, protection of the landscape is a factor not only in culture but in the quality of life.

We are hosting this meeting at a very special moment: Florence has just adopted its own structure plan including, for the first time in Italy, no new buildings. Rather than thinking about how much to build, we are thinking about how to keep spaces free of buildings, and how to give due importance to open spaces as well as built-up areas. This may be unfashionable and controversial, but we remember the wisdom and sense of responsibility that inspired our forebears hundreds of years ago and produced the Landscape Convention signed in this very room 10 years ago.

**M<sup>me</sup> Gabriella BATTAINI-DRAGONI**

Directrice générale de l'Éducation, de la Culture et du Patrimoine, de la Jeunesse et du Sport du Conseil de l'Europe

Monsieur le Président de la Région Toscane,  
Monsieur le Représentant du Comité des Ministres du Conseil de l'Europe  
Monsieur le Représentant de l'Assemblée parlementaire du Conseil de l'Europe,  
Monsieur le Directeur général,  
Monsieur le Maire,  
Mesdames et Messieurs,

La cérémonie officielle du Conseil de l'Europe qui nous réunit aujourd'hui à l'occasion du dixième anniversaire de la Convention européenne du paysage est une fête; une fête que célèbrent ensemble avec enthousiasme et ferveur de hauts responsables de la politique, de l'administration publique, des collectivités locales et de la société civile.

Il y a dix ans, cette convention était ouverte à la signature ici même à Florence, le 20 octobre 2000, dans le contexte de la Campagne du Conseil de l'Europe «L'Europe, un patrimoine commun». D'emblée, je me fais l'interprète du Conseil de l'Europe pour vous remercier, Monsieur le Ministre, de l'engagement et du soutien attentif de vos services envers une convention désormais emblématique. Notre gratitude va également au président de la Région Toscane et au maire de Florence pour leur superbe accueil dans un cadre si porteur d'histoire.

C'est une joie de voir ici tant de participants qui témoignent de leur intérêt pour le paysage et de leur attachement à la mise en œuvre de la convention. Je remercie chaleureusement les représentants des autorités nationales, régionales et locales d'Etats membres du Conseil de l'Europe d'avoir accepté de présenter les grandes avancées réalisées dans leur pays afin de rendre la convention vivante et d'aider à imaginer l'avenir.

Organisation des droits de l'homme, de la démocratie et de l'Etat de droit, le Conseil de l'Europe a pour vocation de contribuer à la réalisation effective des droits du citoyen et d'encourager les pratiques de la démocratie. L'image du Conseil de l'Europe est associée à la défense des libertés fondamentales et au renforcement des mécanismes de la démocratie qui nécessitent un effort constant. Cependant, une vocation simultanée du Conseil de l'Europe est de favoriser l'émergence de nouvelles générations des droits de l'homme, de rendre davantage possible sur le terrain l'exercice de leurs droits par les citoyens et d'encourager leur participation et leur engagement dans des domaines qui sont pour eux d'un intérêt immédiat. La participation du plus grand nombre à l'amélioration du cadre de vie collectif, un engagement en faveur de la valorisation du paysage et de la préservation des patrimoines en sont évidemment des éléments forts.

Notre Organisation a eu un apport considérable en la matière, avec les Conventions de Grenade et de La Valette sur la protection et la mise en valeur des patrimoines architectural et archéologique, la Convention de Berne sur la biodiversité, puis la Convention européenne du paysage qui vise à une gestion qualitative de l'ensemble du territoire, avancée conceptuelle insigne. De même, il y a quelques semaines à Moscou, la 15<sup>e</sup> session de la Conférence du Conseil de l'Europe des ministres responsables de l'aménagement du territoire, la Cemate, mettait en lumière les enjeux majeurs du développement durable dans un monde en mutation. Une prise en considération globale du territoire permet de recomposer et de rassembler les éléments de nos mosaïques territoriales: la Cemate favorise cette perception large et qualitative de l'espace en l'inscrivant dans la durée.

Nos travaux dans ces différents secteurs ne demeurent pas des fins en soi, mais s'inscrivent avec cohérence et complémentarité dans une perspective d'ensemble recoupant les objectifs politiques du Conseil de l'Europe. Il s'agit en définitive de concourir à la stabilité en profondeur du continent européen non seulement dans le respect des droits de l'homme et de la démocratie, mais aussi dans la construction de sociétés plus cohésives et plus humaines, faisant un usage durable des ressources et œuvrant à réduire les tensions par le dialogue et le refus de l'exclusion. On pourrait parler ici d'une nouvelle culture du territoire.

Quel est en un mot l'impact de la Convention de Florence?

Les Etats parties à la Convention européenne du paysage, aujourd'hui 37 – deux autres l'ont aussi d'ores et déjà signée – reconnaissent le paysage comme une composante essentielle du cadre de vie des populations, expression de leur patrimoine commun culturel et naturel, et fondement de leur identité: le paysage est un «bien commun» d'intérêt collectif. Ces pays s'engagent à mettre en œuvre des politiques du paysage visant la protection, la gestion et l'aménagement du territoire et à formuler des objectifs de qualité paysagère avec les moyens d'intervention nécessaires. Cela implique une approche intersectorielle intégrant le paysage dans un large éventail d'autres politiques – environnementales, urbanistiques, agricoles, sociales, économiques, culturelles ou d'autre nature, sans oublier les impératifs d'éducation, de sensibilisation active des publics et de formations professionnelles interdisciplinaires qui s'imposent à tous les niveaux.

A ce stade j'aimerais introduire deux observations.

La première concerne l'effet multiplicateur remarquable de la Convention de Florence. En tant que traité international, la convention implique juridiquement l'adaptation des législations, des politiques et des pratiques pour les pays l'ayant ratifiée. Le cas de l'Italie est particulièrement significatif sous cet angle aussi bien aux niveaux national et régional qu'au niveau local. De nombreux projets témoignent de bonnes pratiques paysagères dans le cadre d'une coopération internationale et transfrontalière en particulier.

Me trouvant en Toscane, permettez-moi de mentionner un exemple intéressant qui associe l'aspect paysager de la convention avec une autre importante initiative du Conseil de l'Europe, les «Itinéraires culturels européens», programme actuellement en cours de renforcement. La région de Toscane réalise à présent un excellent travail de valorisation du parcours et de gestion paysagère de l'itinéraire de la Via Francigena et elle s'est dotée d'un «Master plan» qui prévoit des applications concrètes liées à la gestion environnementale ainsi qu'à des dispositions pour la signalétique et la sécurité du parcours.

Le Prix du paysage du Conseil de l'Europe ainsi que les prix nationaux du paysage ne pourront qu'avoir un effet stimulant sur le développement et le recueil des bonnes pratiques dans l'ensemble de nos pays.

Une seconde remarque porterait sur la mise en place de procédures de participation du public, des autorités locales et régionales, et d'un ensemble de partenaires pour un plein succès des politiques transversales reposant sur la concertation et le partenariat. La Convention de Florence peut être rapprochée de ce point de vue de la Convention-cadre du Conseil de l'Europe sur la valeur du patrimoine pour la société (STE n° 199), dite Convention de Faro, qui entrera prochainement en vigueur et qui introduit le concept de «communauté patrimoniale» et de responsabilité partagée en matière de patrimoine. Ainsi, les deux textes mettent un accent particulier sur l'engagement et la participation des citoyens, en tant qu'individus ou au sein d'associations, dans des logiques collaboratives témoignant du progrès de la démocratie participative sur le terrain.

Un si vaste chantier nécessite de l'attention, de la persévérance et de la continuité. Il s'agit en quelque sorte d'un chemin à emprunter afin de parvenir à une meilleure gouvernance du territoire. A cet égard, la convention préconise le développement de la coopération européenne et transfrontalière, l'assistance mutuelle et l'échange d'informations. Cette intelligence collective se met progressivement en marche et se formalisera à travers le «Système d'information sur la Convention européenne du paysage» en cours d'établissement au sein du Conseil de l'Europe.

Parmi les chefs-d'œuvre qui nous entourent en ce foyer de la Renaissance et de l'humanisme, on aimerait entendre la voix d'Orphée qui invitait les hommes à vivre en communauté, à réaliser l'*humanitas* par excellence, c'est-à-dire la vie dans la cité. S'il est une philosophie de la Convention de Florence, ne serait-elle pas celle de l'harmonie retrouvée, là où culture et nature se rejoignent pour faire que la vie de tous puisse le plus se rapprocher d'une œuvre d'art?

**Mr Sandro BONDI**

Minister for Cultural Heritage and Activities of Italy

Presented by **Mr Mario LOLLI GHETTI**,

Director General for Landscape, Fine Arts and Contemporary Architecture and Art, Ministry of Cultural Heritage and Activities of Italy

As we celebrate the 10th anniversary of the European Landscape Convention, which our country strongly promoted from the start, we face major changes on a global scale: the economic crisis; demographic developments and the needs associated with cultural diversity; new arrangements for local and regional government; environmental and security concerns. Changes which offer new challenges, since, in order to safeguard the cultural heritage and landscape, it is no longer enough merely to defend them, but also necessary to enter the arena where preservation of the legacy of the past is confronted with the changes which our lands must undergo to meet the needs of present-day society.

The fragile beauty of its landscape, natural resources, the values attached to the land, culture: these are a country's rich assets and a precious legacy for future generations. As we face the challenges that arise today, the principles of the convention offer us new opportunities to aim for selective and intelligent growth which will protect this heritage in the long term, thanks to a wise balance between its preservation and development. Thanks to the convention, landscape quality is now recognised throughout Europe as a precondition for stable and lasting economic and social growth consistent with populations' traditions and identity, in keeping with their history and ensuring that places are recognisable and retain their rich and precious diversity. By enshrining the fact that the landscape expresses the identity and the ethical and social qualities of the population settled there, by bringing together the idea of economic well-being and the personal and spiritual fate of human beings, it offers us a fundamental instrument for pursuing effective sustainable growth, whereby the improvement in populations' quality of life stems from a virtuous balance between the promotion of economic development, social equity, respect for the environment and specific intervention.

I am therefore very grateful to the Secretary General of the Council of Europe, the Ministry for Foreign Affairs, the Region of Tuscany, the City of Florence and all who have made a contribution, from local and regional authorities to non-governmental organisations, for having helped us to prepare and offer this outstanding opportunity for international comparisons, bringing together all who have, over these 10 years, contributed to implementation of the convention in Europe, and it seems that this meeting will give renewed impetus to our future activities.



**Mr Enrico ROSSI**

President of the Tuscany Region

Presented by **Ms Anna MARSON**

The President of the Tuscany Region, Enrico Rossi, is unable to be in Florence today as he had prior engagements that could not be postponed, but he too extends a warm welcome to all those present and to all the institutions and all the people who devoted their energies to promoting the European Landscape Convention more than 10 years ago. As regards the institutions, I should like first of all to thank the Council of Europe and all the men and women who were passionately committed to pressing ahead with the convention and encouraging us to regard the culture of the landscape as an essential component of our surroundings, essential to the quality of all our lives.

The Tuscany Region played an active part in promoting the convention at the time, and from that point of view thanks are also due to the regional government led by President Martini.

The Tuscany Region's commitment to the landscape during those years included offering the Villa Medici in Careggi as headquarters for both RECEP-ENELC, the European Network of Local and Regional Authorities for the Implementation of the European Landscape Convention, and the Network of Universities especially dedicated to the implementation of the European Landscape Convention. There are now two reference texts for institutional landscape policies at regional level, the European Landscape Convention and the Code of the Cultural and Landscape Heritage approved by the Ministry for Cultural Heritage in 2004 and subsequently, with some amendments and additions, in 2007.

The European Landscape Convention represented a substantial innovation in the tradition of public landscape policy in Italy, first in that it is a *soft law* instrument, not a prescriptive instrument, and in the matter of landscape – which is primarily a cultural matter – that represents a significant advance on the tradition of Roman law.

The convention speaks of how our very identity as European citizens is in some way based on the diversity and the specific nature of our urban and rural landscapes, which have woven the history of Europe in recent centuries and so formed the basis of our civic identity.

The code provides more specific references and regulatory instruments under which to construct our policies. Reading the convention again today, after an interval of 10 years, one is struck by the prescience and the cultural insight of many passages. The difficult task now is to translate those important suggestions into specific policies that will have a real impact on the land and safeguard our inheritance, and to deal in a coherent way with the challenges posed by the changes we encounter every day.

Reading the text of the convention again, after an interval of ten years, I should like to stress three important aspects. The first is the concept of heritage: seeing land as

heritage, the product of sustained interaction between nature and human culture. Something that is precious, even where a landscape is not “recognised” as “iconic”.

The second passage refers to the landscape as a common resource. In this connection, the representative from the Council of Europe observed that landscape is a heritage which confers a general right but also imposes a general obligation including, even at a time of scarce economic resources, on regional bodies which are required to provide adequate protection. From this point of view, the passage in the convention referring to the landscape as perceived by people, and the importance of dialogue with the people and with their perception of the landscape, imposes a different obligation on the people to protect the landscape, which I should like to mention here.

In all these respects, there is still a long way to go in raising local, institutional and economic players' awareness of the importance of landscape. This meeting provides a good opportunity in this connection.

There is still a long way to go, because we all have to find ways of ensuring that land reform measures will not prove to be measures that degrade the historic landscape as it was handed down to us. In transforming the landscape great caution and wide knowledge are clearly needed, if occasions for change are to be real opportunities for innovation and adaptation in the environment in which we live.

My remit concerns both regional planning and the landscape. Combining transformation measures with appropriate attention to the landscape aspect is no easy task and bears directly on the very subject of this meeting, namely the capacity to improve the quality of public policies. Integrating public policies is not simple, as it requires overcoming the sectoral approach to policy when all public institutions are organised sectorally. It is thus extremely difficult to make policies pay adequate attention to landscape aspects.

In this connection, the economic and financial crisis and the consequent shortage of funds could be seen as an opportunity to review public policies with a view to creating integrated policies.

The one feature that both instruments, the convention and the code, have in common is the invitation, on the one hand, to regard the whole territory as relevant for landscape purposes, for the inhabitants' quality of life and on the other, to tackle the territory issue with policies which, to the greatest extent possible, integrate the various sectoral aspects and the various institutional players and which do not affect the territory.

The landscape may flourish, especially at this time of serious economic crisis, if all those who live and work on the land are committed to caring for it. As to the policies of the Tuscany Region, the objective is to complete the Regional Landscape Plan, that is, the integration of the Regional Development Plan with the landscape part. It is a task that involves extending our present knowledge, interpretation and representation of the land and the landscape, and producing adequate policies to support them. In my view, it is not really a question of introducing new policies

dedicated to the landscape sector, but of ensuring that the various general policies promoted by the regional authorities pay more attention to the landscape.

Article 145 of the Code of the Cultural and Landscape Heritage states that the provisions of landscape plans are compulsory for other (sectoral) planning instruments, but the fact is that an exclusively restrictive concept of landscape planning does not work: the whole of the Italian coast, and not just in Tuscany, is theoretically subject to restrictions, yet we all know how it has been transformed in recent decades by intensive urbanisation and building activities.

The essential aspect of the plans, including the restrictive aspect, must be supported by other policies. Some interesting new approaches are becoming apparent at national level too, in the sense that the Ministry of Agricultural and Forestry Policies may be making a move in the right direction when it promotes a list of historic rural landscapes or a landscape observatory, and, thinking of Tuscany and the important place of the rural landscape in the Tuscan landscape, we shall not get very far if we cannot manage to promote synergies between the various landscape policies, including financial support and use of European Structural Funds.

The other important aspect is clearly that of public participation not only in policy making but also through the monitoring of policies in place and steadfast support for the policies promoted by institutions. In this connection, the Tuscany Region has provided in a regional law for an important institution for the government of the territory; in addition, the Regional Council of Tuscany enacted in 2007 legislation promoting public participation in all public policies pursued by the region. The challenge will be to translate these regulatory ideas into active policies for the landscape at regional level. This is an important challenge, and not an easy one, and we shall see in a few years' time whether we have managed to apply these ideas in Tuscany, starting with the areas that are most in need of restoration. In this connection I am pleased to single out the plan covering the area between Florence and Prato, an area where there is an extraordinary concentration of environmental pressures, an area that is spoiled in many respects including the landscape, an area for which we hope to propose alternatives as part of a network of other European experiments, and here I note that we have with us the directors of Lille Métropole, who presented a very fine project for a similar metropolitan park yesterday.

I am convinced that, thanks to the network of connections with institutions and people who have successfully promoted cases of this kind in other parts of Europe, we shall be able to produce practical proof that the new cultural provisions of landscape policy can be applied in the Tuscany Region.

**M. Antonio MILOSHOSKI**

Ministre des Affaires étrangères, Président du Comité des Ministres du Conseil de l'Europe

*Message lu par M<sup>me</sup> Maguelonne Déjeant-Pons, chef de la Division du patrimoine culturel, du paysage et de l'aménagement du territoire du Conseil de l'Europe*

La Convention européenne du paysage est l'un de ces textes phares du Conseil de l'Europe faisant progresser à travers une approche déterminée les politiques et les pratiques de nos pays au service de la démocratie et des droits du citoyen.

Notre Organisation a pour but de promouvoir les idéaux et les principes qui sont leur « patrimoine commun ». Le premier apport de la convention est de rappeler que le paysage « concourt à l'élaboration des cultures locales, représente une composante fondamentale du patrimoine culturel et naturel de l'Europe, contribuant à l'épanouissement des êtres humains et à la consolidation de l'identité européenne ». L'un de ses principaux autres mérites est de viser l'implication des populations et leur participation active dans le processus de connaissance des valeurs du paysage et de gestion qualitative du cadre de vie.

Depuis dix ans, le Comité des Ministres du Conseil de l'Europe a manifesté son plein soutien à la Convention européenne du paysage et à sa mise en œuvre. Il a tout d'abord adopté la convention à Strasbourg le 19 juillet 2000, avant que celle-ci ne soit ouverte à la signature à Florence le 20 octobre ; il a ensuite adopté la Recommandation CM/Rec(2008)3 sur les orientations pour la mise en œuvre de la Convention européenne du paysage et la Résolution CM/Res(2008)3 sur le règlement relatif au Prix du paysage du Conseil de l'Europe. Le Comité des Ministres examine périodiquement les rapports du Comité directeur du patrimoine culturel et du paysage (CDPATEP) et se prononce sur la remise du Prix du paysage du Conseil de l'Europe. Ainsi, la Convention européenne du paysage continue donc à faire l'objet d'une attention soutenue de notre part.

L'application de la convention implique que des politiques spécifiques au paysage soient définies et que la dimension paysagère soit systématiquement intégrée dans les politiques sectorielles ayant une influence sur les transformations du territoire. Ainsi, de nouvelles formes de gouvernance territoriale deviennent nécessaires avec l'adoption de stratégies transversales associant les divers niveaux de l'administration publique et la société civile. La Recommandation du Comité des Ministres sur les orientations pour la mise en œuvre de la Convention européenne du paysage va dans ce sens.

La convention constitue, avec les documents permettant sa mise en œuvre, une réelle innovation. Elle implique une reconnaissance des droits des populations à jouer un rôle actif dans le processus d'acquisition des connaissances, de décision et de gestion de la qualité des lieux, ainsi que de leurs devoirs. Il s'agit bien de promouvoir une nouvelle culture commune du territoire, associant les populations

au devenir de leur cadre de vie. Cette démarche contribue sous cet angle à la mise en œuvre sur le terrain de principes démocratiques et de promotion des droits du citoyen qui sont aujourd'hui la mission centrale du Conseil de l'Europe. Cette approche intégrative, qui réunit le patrimoine commun et la culture commune du territoire en fonction d'un aménagement du territoire efficace, se matérialise aussi à travers les activités de la présidence macédonienne du Comité des Ministres du Conseil de l'Europe. Je suis convaincu que cette approche sera de plus en plus incorporée dans les activités futures du Conseil de l'Europe.

Comme en témoigne l'événement d'aujourd'hui à Florence, l'engagement de nos pays autour de la Convention européenne du paysage ouvre de nouvelles voies et crée beaucoup d'espoirs pour notre bien-être collectif. Je souhaite en cette date anniversaire le plus grand succès possible à votre réunion et longue vie à notre convention.

**Mr Valeriy SUDARENKOV**

Member of the Committee on the Environment, Agriculture and Local and Regional Affairs, Parliamentary Assembly of the Council of Europe and member of the Federal Council of the Russian Federation

We have all gathered today in this beautiful city and its surrounding region of Tuscany to celebrate the 10th anniversary of the European Landscape Convention – which in itself pays a symbolic tribute to this important and rather unique European legal instrument.

Let me say that in the Parliamentary Assembly of the Council of Europe – which brings together parliamentarians from national parliaments in all 47 member states and represents the second political pillar of the organisation – we have been very closely involved from the outset. We gave our full political support to initiate the convention within the Council of Europe.

Together with politicians at the Congress of Local and Regional Authorities, we recognised the importance that European citizens attach to landscape and the surroundings in which they live. We also recognised the value of having a pan-European instrument which would encompass the variety of European landscapes and create a specific and complete reference to the protection, management and planning of European landscapes.

We also shared the idea that the European Landscape Convention must be a flexible instrument, taking into account the diversity of European landscapes and the different conservation, planning and management traditions in our countries.

Under the European Landscape Convention, landscape became a subject no longer restricted to a circle of experts. It became a “political subject” bringing together the general public, national, regional and local authorities, private sector and all other parties with an interest in the definition and implementation of landscape policies. The convention proved to be a driving force to build partnerships, to increase participation and to better exercise democracy.

As the Assembly rapporteur on “conservation and use of the landscape potential in Europe” back in 2006, I have pleaded on behalf of the Environment Committee for a wider ratification of the convention to cover all our member states, including my own country, Russia.

At parliamentary level, we have also recommended to develop common standards of landscape classification and a model framework legislation which could be used as guidance to transpose the provisions of the convention in our countries. We were therefore pleased to see that the Committee of Ministers adopted in 2008 a set of guidelines to help implement the convention.

We have gathered today not only to look at the past and to make stock of what has been achieved, however remarkable that may be, but also to look at challenges laying ahead of us.

Today, we face the urgent need to address the alarming issues of climate change and biodiversity loss which have immediate effects on landscape and our own well-being.

In my own country, Russia, we had to tackle last summer the unprecedented forest and peat fires due to long months of unusually dry and very hot weather. Other European countries had to deal with floods. These examples show how crucial it is to invest in landscape policies, mitigation and adaptation strategies and risk management – if we want to successfully tackle future threats and preserve not only landscape, habitats and species but also human lives and our economic and social well-being.

As we all know, the European Landscape Convention concerns not only the protection of natural sites and wild landscape but equally urban and semi-urban landscape and in implementing the convention we ought to involve practitioners such as architects, planners and landscape architects.

On behalf of the Parliamentary Assembly, I would like to conclude by saying how important it is to make the best use of the available instruments such as the European Landscape Convention; the Council of Europe Convention on the Conservation of European Wildlife and Natural Habitats (Bern Convention); the Convention for the Protection of the Architectural Heritage of Europe; the European Convention on the Protection of the Archaeological Heritage; the Framework Convention on the Value of Cultural Heritage for Society; and the EUR-OPA Major Hazards Partial Agreement.

We politicians at the Parliamentary Assembly continuously appeal to our governments to sign, ratify and implement those and other relevant Council of Europe instruments; to invest in projects; to engage in cross-border co-operation; and to exchange experience and best practice.

Given a close link between landscape management and territorial planning, we also refer to the work of CEMAT – the Council of Europe Conference of Ministers responsible for Spatial / Regional Planning – and in particular its Moscow Declaration on “Future challenges: sustainable territorial development of the European continent in a changing world” which these ministers adopted in July this year.

In the current process of reform in the Council of Europe, we in the Parliamentary Assembly strongly advocate that the protection of the environment and territorial planning should be regarded as part of the Council of Europe’s “core business”. And we also urge the Committee of Ministers to initiate drafting an additional protocol to the European Convention on Human Rights, so that the right to a healthy and viable environment becomes part and parcel of fundamental human rights granted by the convention.

### Mr Jean-François SEGUIN

President of the Conference of the European Landscape Convention of the Council of Europe

Following the presentations and debates to celebrate the 10th anniversary of the European Landscape Convention held in Florence on 19 and 20 October 2010, we can identify three main findings and three major challenges and opportunities for the future.

### Findings

1. Six years after its entry into force, the European Landscape Convention is being implemented in many Council of Europe member states, including some which have not yet ratified or signed it. The resultant work highlights the wealth and diversity of European landscapes, and tangible effects can already be felt on the individual and collective well-being of Europeans.
2. The vitality of the European Landscape Convention can be gauged by the heavy involvement of the states parties and the increasing support from the general public, local and regional authorities and many other stakeholders for the principles and orientations set out in the instrument. There are very obvious echoes from many quarters, at all levels, to the effect that the European Landscape Convention has become an instrument which inspires action.
3. By responding to the aspirations of different population groups, particularly as regards their participation in developing and implementing landscape policies, the European Landscape Convention is making a major contribution to improving awareness of the Council of Europe’s ideals and principles.

### Challenges and opportunities for the future

This overall assessment is encouraging the States Parties to the European Landscape Convention to:

1. maintain the vitality of the European Landscape Convention by continuing to organise meetings of the Council of Europe Conference on the European Landscape Convention, the Council of Europe Workshops for the implementation of the European Landscape Convention and the work of the Group of Experts. These meetings, which are held under the terms of reference of the Steering Committee for Cultural Heritage and Landscape (CDPATEP), are also intended to strengthen links between the European Landscape Convention and the work of the Council of Europe’s Conference of Ministers responsible for Regional Planning (CEMAT), and other Council of Europe programmes;
2. continue and intensify the identification and qualification of every European landscape by means of transfrontier and transnational co-operation. The



outcome of this work should be accessible to all, particularly the younger generations, in order to consolidate the European identity and the feeling of belonging to a common space and culture. Developing the European Landscape Convention Information System (ELCIS) will help us pursue this ambitious goal;

3. promote even more intensively the understanding of the landscape and public action under the European Landscape Convention. The Florence Convention is still an innovative text, promoting an approach to the landscape simultaneously involving democracy, ecology and aesthetics, and also eliciting combined action in terms of landscape protection, management and development.

### **M. Jean-François SEGUIN**

Président de la Conférence du Conseil de l'Europe sur la Convention européenne du paysage

A l'issue des présentations et des débats qui ont nourri la célébration du 10<sup>e</sup> anniversaire de la Convention européenne du paysage, organisée à Florence les 19 et 20 octobre 2010, il est possible de dresser trois principaux constats et d'identifier trois défis et opportunités majeurs pour le futur.

### **Les constats**

1. Six ans après son entrée en application, la Convention européenne du paysage est mise en œuvre dans de nombreux Etats membres du Conseil de l'Europe, y compris dans certains Etats qui ne l'ont pas encore ratifiée ou signée. Les travaux entrepris qui en résultent mettent en évidence la richesse et la diversité des paysages européens, et des effets tangibles sur le bien-être individuel et collectif des Européens peuvent déjà être identifiés.
2. La vitalité de la Convention européenne du paysage peut se mesurer par l'engagement fort des Etats parties et l'adhésion croissante du public, des autorités locales et régionales et de nombreux autres acteurs aux principes et orientations qu'elle définit. Force est de constater que de toute part arrivent les échos d'expériences à toutes les échelles montrant que la Convention européenne du paysage est aujourd'hui un document qui suscite l'action.
3. En répondant aux aspirations des populations, notamment en ce qui concerne leur participation à la conception et à la réalisation des politiques du paysage, la Convention européenne du paysage contribue de manière importante à une meilleure prise de conscience des idéaux et des principes du Conseil de l'Europe.

### **Les « défis et opportunités pour le futur »**

Ce bilan incite les Etats parties à la Convention européenne du paysage :

1. à entretenir la vitalité de la Convention européenne du paysage en continuant d'organiser les réunions de la Conférence du Conseil de l'Europe sur la Convention européenne du paysage, les Ateliers du Conseil de l'Europe pour la mise en œuvre de la Convention européenne du paysage et des travaux de groupes d'experts. Ces réunions, organisées dans le cadre du mandat du Comité directeur du patrimoine culturel et du paysage (CDPATEP), visent aussi à renforcer les liens entre la Convention européenne du paysage et les travaux de la Conférence du Conseil de l'Europe des ministres de l'aménagement du territoire (Cemat) et d'autres programmes du Conseil de l'Europe ;

2. à poursuivre et à approfondir l'identification et la qualification de chacun des paysages européens grâce à la collaboration transfrontalière et transnationale. Les résultats de ces travaux doivent être accessibles à tous, en particulier aux jeunes générations, afin de consolider l'identité européenne et le sentiment d'appartenance à un espace et à une culture communs. Le développement du système d'information de la Convention européenne du paysage (ELCIS) contribuera à cet objectif ambitieux ;
3. à promouvoir plus encore la compréhension du paysage et de l'action politique portée par la Convention européenne du paysage. La Convention de Florence est encore aujourd'hui innovante en invitant, d'une part, à une approche du paysage simultanée par la démocratie, l'écologie et l'esthétique et, d'autre part, à des actions conjuguées de protection, de gestion et d'aménagement des paysages.

## **Statements by representatives of member states of the Council of Europe**

### **Interventions des Représentants permanents des Etats membres du Conseil de l'Europe**

#### **Intervention des représentants de la Belgique – Région wallonne: La mise en œuvre de la Convention européenne du paysage en Belgique**

##### **M<sup>me</sup> Mireille DECONINCK**

Attachée, Service public de Wallonie, Direction générale opérationnelle de l'aménagement du territoire, du logement, du patrimoine et de l'énergie, Direction de l'aménagement régional de Belgique

##### **M<sup>me</sup> Ghislaine DEVILLERS**

1<sup>re</sup> Attachée, Département du patrimoine, Service public de Wallonie

##### **M. Jacques STEIN**

Direction de la nature et de l'eau, Département de l'étude du milieu naturel et agricole, Service public de Wallonie

La Belgique figurait parmi les Etats qui ont signé la Convention européenne du paysage le 20 octobre 2000. La complexité institutionnelle belge est telle que la convention a été ratifiée le 28 octobre 2004.

Le paysage relève, en effet, à la fois de la compétence des Régions et des Communautés (volet enseignement). Ces institutions ont anticipé l'entrée en vigueur de la convention et ont multiplié les actions et les expériences.

Avant de présenter la situation en Wallonie, je voudrais évoquer le Prix du paysage, qui est organisé pour la première fois dans notre pays. Sa mise en œuvre est le résultat d'une fructueuse collaboration entre les Régions et les Communautés qui, en s'inspirant du règlement du Prix du paysage du Conseil de l'Europe, ont défini un règlement équivalent dans les trois Régions et ont adopté le principe d'une rotation dans l'organisation. La Wallonie a été la première à organiser ce prix dont le lauréat sera le candidat belge au prochain Prix du paysage du Conseil de l'Europe.

La Wallonie a voulu mettre en œuvre un maximum d'articles de la convention. Ainsi, nous avons réalisé un travail d'identification des paysages wallons, ce qui a donné naissance à la publication *Territoires paysagers de Wallonie*. Cette première approche est suivie d'une opération de qualification et de gestion concrétisée par les Atlas des paysages de Wallonie dont 3 des 13 volumes sont publiés. En dix ans, le paysage a été mentionné dans divers articles de la législation wallonne, nous ne les passerons pas en revue, mais nous voudrions souligner plus particulièrement le décret de 2008 concernant les parcs naturels, qui impose la réalisation d'une charte paysagère pour le territoire des parcs naturels.

Au niveau supracommunal, des activités sont également entreprises par le biais de différentes structures. Ces actions concernent tant la sensibilisation que la qualification, mais aussi la gestion et l'aménagement. Sans prétendre à l'exhaustivité, nous mentionnerons la réalisation d'expositions, de topoguides, de routes paysagères, de « plan paysage », de dégagements de points de vue ou encore la mise en place d'un Observatoire citoyen du paysage.

Les acteurs du paysage en Wallonie sont donc multiples : les administrations mais aussi les universités, qui sont les chevilles ouvrières des atlas, des parcs naturels également, des groupes d'action locale du programme Leader (cofinancé par la Commission européenne), des contrats de rivières, des associations de citoyens, etc.

Pour assurer l'échange d'informations entre ces acteurs et mettre leurs activités en cohérence, nous avons mis en place une plate-forme d'échange et de mise en cohérence, qui, deux fois par an, réunit les représentants des structures locales, des universités et de l'administration.

Les actions de la Wallonie s'inscrivent également dans un cadre supranational et international. A l'échelon local, on évoquera le parc naturel transfrontalier du Hainaut, résultat d'une longue collaboration entre le parc naturel régional Scarpe-Escaut en France et le parc naturel des Plaines de l'Escaut en Wallonie. D'autres exemples pourraient être cités.

Au niveau international, M. Seguin a déjà évoqué les ateliers transfrontaliers auxquels la Wallonie participe activement. Nous n'y reviendrons donc pas.

D'autres collaborations ou échanges d'expériences sont menés.

Les références plus complètes de ce bref aperçu peuvent être consultées sur le site internet du Service public de Wallonie à l'adresse suivante :

<http://mrw.wallonie.be/dgatlp/dgatlp/Pages/DAU/Pages/Paysage/default.asp>.

## Statement by the representative of Croatia

**Ms Mirna BOJIĆ**

Nature Conservation Directorate, Ministry of Culture, Republic of Croatia

We wish to express our appreciation for the invitation and the privilege to participate in the celebration of the 10th Anniversary of the European Landscape Convention.

Recognising the importance of landscape heritage, we wish to stress that the Republic of Croatia signed the convention in Florence 2000, and ratified it in October 2002. With this decisive step, we wanted to give encouragement to the convention and its more recent entry into force.

Croatia has three strategic documents that concern landscape policy: the Strategy on Physical Planning, Biological and Landscape Diversity in Croatia – National Strategy and Action Plans (1999, 2008), the National Environmental Strategy, and the National Environmental Action Plan (2002).

Since Croatia is undergoing a process of amending its entire legislation, we have to integrate the issues governed by the European Landscape Convention into new laws, that is, the Law on Nature Protection, the Law on Environmental Protection and the Law on Physical Planning.

In the last decade, expert administration on nature conservation and conservation of cultural heritage have been significantly strengthened on the county level, where they, together with already established spatial planning institutes, form a quality base to implement the landscape into the regional policies. In this respect, it should be noted that individual counties stand out in activities related to the landscape, such as Dubrovnik-Neretva County, Istria County and Zagreb City.

In order to improve awareness of the society of the landscape, we have to undertake organisation of the presentation of the convention, reporting from the conferences of the convention to the experts, supporting presentation of landscape projects on county level and presentation of the convention to the non-governmental organisations.

We have supported multidisciplinary programs such as the Summer School of Architecture 2001, 2002 and gave organisational and financial support to the International Symposium on Maintenance of Open Spaces, Brijuni 2008, organised by the Society for Culture of Landscape, the Croatian Chamber of Architects and Engineers and the Agriculture Faculty.

Croatia and Hungary prepared the nomination for the Transboundary Biosphere Reserve Mura-Drava-Danube, to promote transfrontier co-operation on landscape. Also, we are ready to help countries in the region to prepare for the signing and ratification of the convention.

Regarding higher education, at the University of Zagreb, there are several faculties that deal with landscape: Agriculture Faculty, Architecture Faculty, Natural Science Faculty, Department for Geography and Philosophy Faculty, Department for Sociology. It should be noted that only the Agriculture Faculty has a special study on landscape architecture.

Certain professions and sectors use different methods and criteria for the identification and assessment of the landscape. Despite several attempts at ministerial level, we did not achieve a consensus on a unique method.

In order to improve implementation of the convention, the Ministry of Culture and Ministry of Environment, Physical Planning and Building has formed an inter-ministerial working group on landscape. This group's task is to analyse the current situation, to detect the problems and to recommend further activities to the authorities, in order to have co-ordinated steps on implementation of the convention.

Taking into consideration Croatia's wealth in terms of landscape diversity, as well as our responsibility for proper landscape management, Croatia is determined to undertake every further effort, together with other member countries, to manage the landscapes successfully.

## Statement by the representative of Cyprus: the Cyprus landscape mapping project

**Mr Phaedon ENOTIADES**

Department of Town Planning and Housing, Ministry of the Interior, Cyprus

There is increasing recognition at a European level of the need to manage landscapes in an integrated and sustainable way. As a signatory to the European Landscape Convention, Cyprus is required to demonstrate compliance, including:

- to recognise landscapes in law as an essential component of people's surroundings, an expression of the diversity of their shared cultural and natural heritage, and a foundation of their identity;
- to establish and implement landscape policies aimed at landscape protection, management and planning through the adoption of certain specific measures;
- to establish procedures for the participation of the general public, local and regional authorities, and other parties with an interest in the definition and implementation of landscape policies;
- to integrate landscape into regional and town planning policies and cultural, environmental, agricultural, social and economic policies, as well as any other policies with possible direct or indirect impact on landscape.

One of the first steps undertaken by Cyprus, through the collaboration of central government and NGO stakeholders, was a programme of work to initiate the mapping of landscape character across the whole island of Cyprus. The work has grown out of a proposal developed during a training workshop on the techniques and application of Landscape Character Assessment (LCA) at the initiative of the Laona Foundation, held in a village of Paphos District in November 2007. Government officials from the departments of antiquities, forests and town planning participated in the workshop as well as representatives from four NGOs. The conclusion reached was that it would be extremely useful for Cyprus if a work programme was undertaken to map the landscape character across Cyprus.

As a result, the Department of Town Planning and Housing invited the Landscape Mapping Group based at the University of Reading to lead a workshop for all government departments whose work relates to the Cypriot landscape to demonstrate how the interdisciplinary process of LCA is put into practice. According to the characterisation process proposed by the British academics, the process of landscape character assessment involves a number of distinct stages:

- Stage 1. Characterisation;
- Stage 2. Evaluation of areas emerging from stage 1;
- Stage 3. Decision making: responding to the pressures affecting each of the different landscapes by for example developing landscape strategies; developing



management guidelines; assessing the capacity for landscape change; assessing the degree of protection to conserve landscape distinctiveness.

This first action concentrated on the characterisation component of landscape character assessment (stage 1), which involved the process of identifying and mapping areas of distinctive character and describing their key characteristics in the following four steps:

*Step 1:* Defining the scope – the purpose of the LCA determined the scale and level of detail of the assessment and the resources required. The scope of the landscape mapping project was determined following a discussion between the stakeholders involved. Given the availability of resources, the decision was made to first map the character of the landscape at the regional level scale (1:250 000). The mapping was supported by a reconnaissance level field survey to develop a meaningful classification of visually significant attributes to define landscape character types for Cyprus. The assessment of visual and cultural associations to define landscape character areas was left for a later project, to be carried out at a more appropriate scale (1:50 000).

*Step 2:* Data collection and analysis – this stage involved a review of all relevant background reports, existing mapped information and other data sets used to subdivide the study area into a series of land description units (LDUs). The desk study involved expertise in the analysis of digital map data within a GIS (Geographical Information System), combined with an understanding of the elements of the landscape that define its character. Mapping was undertaken visually and involved an understanding of the historical evolution of different landscapes within the context of their physical setting. Methodologically, a series of map overlays at approximately 1:100 000 scale were produced for the whole island using the spatial data derived from digital maps provided by the departments of lands and surveys and geological survey. These maps were used to assist in the identification and description of relatively homogenous units of land, termed LDUs, each with a similar pattern of physical, ecological and historical attributes, which are the building blocks of the landscape and form the framework on which all subsequent description, classification and evaluation is based. The Cyprus LDUs were defined by a series of definitive attributes (topography, geology, soils, land cover and settlement pattern). The systematic analysis of map overlays enables broad patterns to be distinguished and mapped. The first step in the characterisation process of the Cypriot landscape was to collate all the relevant, readily available information onto a series of simplified map overlays. These included *physiography* (combined geological structure and landform), ground type (combined geological rock type and soils), land cover, as well as the scant available information on cultural elements, mostly settlement patterns, from topographic maps. The end result was a thematic map at a scale of approximately 1:100 000 divided into a series of discrete land description units.

*Step 3:* Field survey – field data are collected to validate and describe each of the land description units defined by the desk study. A number of reconnaissance field visits were undertaken to explore the variations in the character of Cypriot landscapes. During these visits, University of Reading experts were accompanied by Cypriot specialists in ecology, geology, forestry and heritage. More than 100 points were sampled and key landscape features were recorded, including dominant vegetation communities; landform; geology and specific cultural features (land cover and settlement pattern). A field photograph and GPS (Global Positioning System) were also recorded at each point.

*Step 4:* Classification and description – the final step is to classify and describe the character of each type/area. A critical component of landscape character assessment is the amalgamation of individual land description units into landscape types. Landscape types share similar natural and cultural patterns and are described according to their shared character attributes. From the analysis carried out by the experts, based on available information and field observations, seventeen landscape types have emerged (excluding large urban areas).

We are generally pleased with the results, while the involvement of stakeholders from the non-governmental sector was instrumental to the successful completion of this first main action. It must be stressed, however, that this is no more than a provisional conclusion, and the finalisation of the Cyprus Landscape Map will heavily depend upon the success of ongoing efforts to secure funding for follow-up projects. The good thing is that we now have a solid basis to build upon, through the input of additional expertise with a more intimate knowledge of the island and, most importantly, a more thorough consideration of cultural elements and cultural landscapes.

## Statement by the representative of the Czech Republic

### Ms Julia TOBIKOVA

National representative to the European Landscape Convention, Ministry of the Environment of the Czech Republic

I am very honoured to speak in the name of the Czech Republic about the European Landscape Convention on the occasion of the 10th anniversary of the opening of the convention for signature here in Florence.

As you may know this year was a year of parliamentary elections in the Czech Republic. On the basis of a mandate from citizens given to the Chamber of Deputies of the Czech Parliament in these elections, the coalition government created its policy statement. This government policy statement contains the vision and tasks of the government, which is aware of its responsibility for the period of its four-year mandate. Herein the government has set out a series of important tasks, each of which is significant and is irreplaceable and connected to an important issue. One such issue is the landscape of the Czech Republic. Its importance is highlighted in some articles, other articles link to it.

The Government of the Czech Republic:

- is conscious of its responsibility for the cultural heritage of the Czech Republic, including the cultural aspect of care for the landscape, and is prepared to create favourable conditions for its identification, protection, conservation and presentation to the public;
- emphasises the need to retain the values of our natural and cultural heritage even in times which are economically difficult. In ecological measures the government sees not a hindrance, but an opportunity for economic development;
- emphasises preserving the natural and cultural spirit of the Czech landscape;
- will support the development of ecological agriculture, will support its role in conserving the nature of the landscape, the increased water retention capability of the land and in the production of organic food;
- will support the protection, management and planning of landscape as a whole with the principles of the European Landscape Convention, with the aim of achieving permanently sustainable life for the population of the Czech Republic;
- will therefore support high-quality care for nature and the landscape in accordance with the economic, environmental and social interests within a territory.

At the beginning of October 2010, seven ministries responsible for landscape issues together organised a ministerial seminar/workshop on the topic of implementation of the European Landscape Convention and landscape management in the Czech Republic. Deputy ministers and higher directors from these and two other

ministries participated as guests, together with representatives of committees of the Parliament, professional organisations and NGOs.

The goal of this meeting was to strengthen the interest in the sustainable use of landscape in the context of the European Landscape Convention at the higher institutional level to make the landscape topic a priority after 2011. A discussion about the cooperation and co-ordination of ministerial attitudes, interests and needs connected to landscape, and the methods of information exchange in this field was open during the meeting. Participants had to define the obstructions that inhibit co-operation.

The first part of the seminar was dedicated to presentations of honoured guests and the organising ministries presented their interests, politics and visions in and about the landscape, as the landscape presents a major link between all the ministries.

In the second – working – part of the seminar, participants were split into working groups and had to demonstrate their will to co-operate, to define their problems and the will to make compromises to reach unity and to fulfil the interests of all.

At the end of the seminar the proclamation of the representatives of the ministries responsible for the implementation of the European Landscape Convention in the Czech Republic and other ministries involved in it was presented to the participants. As landscape creates the basic environment in which different interests and activities encounter one another, it is a perpetual challenge to find a compromise and the right balance to satisfy all the parties involved. The ministries will consistently strive for sustainable use, responsible management and planning in landscape in the context of the ELC, which was adopted by the Czech Republic in 2004. Bearing this in mind, we see the landscape as the natural and cultural heritage as a space for economic development, while improving the quality of life and strengthening the ecological stability of landscape.



This proclamation stated that together we will pursue the sustainable use and responsible management and planning in landscape in the context of the convention. We will strive for the effective use of the existing legislative, strategic, conceptual and economic tools already created for this purpose and their improvement on the basis of new cognitive science and experience. We will give greater attention to the awareness of the general public about the importance and values of landscape and ensure the continual education of public administration, professionals and the general public in the landscape issues, its management and sustainable use.

The proclamation is an open document and its discussion is ongoing among the ministries and other representatives of the professional organisations and NGOs. The concrete steps contained in this proclamation will be guidance for our ministerial co-operation in landscape issues in the following years. We believe that with these small steps and in the close co-operation with scientific experts, professionals and all stakeholders we are going in the right direction and that we can reach our goal of living quality lives in healthy and beautiful landscapes.

## **Statement by the representative of Finland: the European Landscape Convention and Finland**

**Mr Tapio HEIKKILÄ**

Environment Counsellor, Ministry of the Environment

My presentation will look at the convention from the Finnish point of view, covering three time periods: past, present and future. The past I qualify as the time before Finland ratified the convention on the 1 April 2006. By present, I mean the era after ratification, but before this celebration. And future, of course, is just beginning after this anniversary, and I hope it will be a very long period of vitality.

### **The past: the European Landscape Convention and the ratification process**

In the late 1990s Finland took part, to some extent, in the preparations of the European Landscape Convention, but we were not a central actor in the procedure. We were, however, in agreement with the aims and principles of the convention. Thus, Finland was among those countries who signed the convention immediately when it was opened for signature here in Florence ten years ago.

The ratification process was also quite smooth in Finland. But why was it so easy for Finland to ratify this convention?

I think the main reason was that the previous two decades were a quite fruitful period in our landscape policies – there was much work in developing points of view, regulations and projects concerning landscape management, planning and conservation.

At the beginning of 2000 our Land Use and Building Act came into force. The objective of the act is to ensure that the use of land and water areas and the building activities on them create preconditions for a favourable living environment and promote ecologically, economically, socially and culturally sustainable development. The act lays down a system of planning which takes into account cultural values and also provides opportunities for public participation. Additionally, the act includes the National Land Use Guidelines, which require that all nationally important landscape areas, cultural-historical environments and archaeological monuments and sites with their neighbouring areas must be taken into account in regional plans, which are used to guide the local planning process.

Our Nature Conservation Act from 1996 also includes provisions on landscape protection. This act aims to protect nature and the landscape as a whole. Under this act it is possible to establish special landscape conservation areas. These can be established to preserve and manage a natural or cultural landscape of outstanding beauty, historical interest or other special value.

In addition to these two important acts, there are also provisions that concern landscapes and their management in several other acts. The most important are the Antiquities Act, the Act on the Protection of Buildings, the Land Extraction Act and legislation on agriculture.

Besides the above-mentioned legislation, the Finnish Government carried out several broad-ranging inventories of landscapes in the late 1980s and early 1990s.

In 1993 a working group of the Ministry of the Environment described valuable landscape areas representing rural cultural landscapes. In January 1995, the government declared 156 landscape areas as nationally valuable landscapes, and it also issued policy guidelines for landscape management.

In 1993 the Ministry of the Environment and the National Board of Antiquities completed a report focusing on the built environment. About 1 800 nationally important cultural-historical environments were identified. These sites varied from individual buildings and urban blocks to more extensive cultural landscape areas.

### **The present: landscape actions after ratification**

It was a simple issue to ratify the European Landscape Convention because we already had legislation in place and some inventories had already been done. In other words, all essential conditions for ratification had been fulfilled.

The next step after ratification was to pursue new achievements in the field of landscape management. What has happened in Finland during the last four years after ratification of the European Landscape Convention?

This is very difficult to evaluate. Superficially, it would appear like we are continuing to work on the same issues as before the ratification. Whether this is exactly the case or not, several very important achievements have been reached in the landscape sector in the last few years.

The National Board of Antiquities has recently updated the list of nationally important cultural-historical environments, a task that took nearly 10 years. And just this year the Ministry of the Environment has begun updating the list of nationally valuable landscape areas, an effort which in turn will take about five years.

So far, five landscape conservation areas have been established in Finland. Mostly, they include countryside landscapes with traditional rural settlements, fields and meadows. A very important goal is to keep these villages alive and give the local people information about the values of their landscapes and tools to help them manage these areas through conventional means and traditional livelihoods such as farming. The most recent landscape conservation area was designated last April in Lapland, in the Kairala and Luiro villages. Another area in Lapland was established three years ago, and it is located in the municipality of Salla. The participation of the inhabitants and local farms has been a very important part of the preparation process.

Maybe all of these actions and many others, too, would have come about in spite of the convention, at least to some extent. But, as a civil servant, I can confirm that the European Landscape Convention has definitely helped by serving as an essential background support in strengthening our landscape policies at the ministry, and in the whole of government, as well. A practical example is competition for resources for different landscape projects. I am sure that without the convention, the results would have been essentially worse in many cases.

Now, because of the landscape convention, every landscape project or initiative is evaluated in connection with it. And every success helps to fulfil the goals of the convention, and, at the same time, our landscape policies, too.

### **The future: new actions in the landscape field**

Finally, I would like to give a brief summary of new activities and thoughts that came about because of the European Landscape Convention.

One very important feature is that the convention helps to promote general and public discussion on landscape issues. A very simple, but effective, example is the European Landscape Award, which will now be granted for the second time. We recently ended, one week ago, a competition for “The best landscape project in Finland”. Twelve applications were submitted for this open competition. The minister of the environment declared the winner, which now will be the Finnish entry for the European Landscape Award.

All twelve projects promote the convention’s goals. These projects and the public interest in the competition and its results are likely to reinforce the importance and objectives of landscape management, while, at the same time, making the convention more well known.

Another very important element which the European Landscape Convention offers us is theoretical and practical opportunities for international dialogue and co-operation in landscape issues. And this is what we are successfully carrying out here, at this celebration.

The Nordic countries (that is, Finland, Sweden, Norway, Denmark and Iceland) have a long, close and rich history in extensive co-operation with each other. We have already had several joint projects in landscape issues within the framework of the Nordic Council of Ministers. The latest initiative is now coming about in Lapland and northern Scandinavia, where the regional authorities are planning a co-operation project on landscape issues in the North Calotte area. This part of our continent is remarkable in Europe for many reasons, but one of the most significant features is that it is the Sami peoples’ home region. The Sami are our own indigenous people and they are still maintaining their traditional culture and livelihoods, such as reindeer management.

Because of a very tight inter-relationship between nature and its use, the Sami people have a different conceptualisation of the culture landscape, at least to some extent.



I am sure that their view will enhance our discussions about landscapes and related phenomena. And without a doubt, we Nordic colleagues from Sweden, Norway and Finland as representatives of the European Landscape Convention are doing our best to support implementation of this kind of project.

It might be obvious that an essential basis of success for the European Landscape Convention will be international discussions with all possible varieties and dimensions. The convention should be seen as a long-term process, rather than as a quick decision or definition of correct contemporary landscape policies. This first decade of the convention has only planted the seeds of the groundbreaking tasks we have ahead us.

European cultural landscapes have been shaped during centuries and millennia step by step, through trial and error. I myself would hesitate to claim that this process has even reached the midpoint yet. The landscape convention offers us a multidimensional tool for understanding our multifunctional landscapes and the processes that extend beyond their formation. It is also important to recognise the substantial variations in our European landscapes and to maintain these differences, while developing methods for managing these landscapes, so that they will continue to shape our personal identities and, at the same time, contribute to the enrichment of our multicultural identities.

There is also another factor that is worth exploring. Immigration is a growing phenomenon both inside Europe and into Europe from other continents. The concept of landscape and landscape as a realistic cause and effect process can be one solution in helping the immigrants to comprehend and accept their new residential environments.

Landscape is a lifelong learning process for everyone. The European Landscape Convention can, at its best, be a progressive process of learning about and understanding our landscapes, as well as a process for promoting responsible landscape management.

## **Intervention de la représentante de la France : Mise en œuvre en France de la Convention européenne du paysage**

**M<sup>me</sup> Aude LEDAY-JACQUET**

Adjointe au chef du bureau des paysages, ministère de l'Écologie, de l'Énergie, du Développement durable et de la Mer, en charge des technologies vertes et des négociations sur le climat

La Convention européenne du paysage est entrée en vigueur en France le 1<sup>er</sup> juillet 2006 (publication au *Journal officiel* le 22 décembre 2006). La Convention de Florence a donné une impulsion nouvelle à la politique du paysage dont le ministère de l'Écologie, de l'Énergie, du Développement durable et de la Mer est responsable au sein du gouvernement.

En accord avec l'article 4, la répartition des compétences dans le domaine du paysage entre les différentes autorités publiques est organisée par la loi relative à la répartition des compétences. Les communes, les départements et les régions sont responsables et garants de la qualité du territoire qui relève de leur compétence et coordonnent leurs politiques du paysage avec celle mise en œuvre par l'État.

Pour ce qui concerne la mise en œuvre de l'article 5, le paysage est reconnu juridiquement, notamment par une loi spécifique, relative à la protection et à la mise en valeur des paysages. Il est aussi pris en compte dans différents codes : Code de l'environnement, mais aussi Code de l'urbanisme, Code du patrimoine, Code rural, Code forestier, Code minier, Code des postes et des communications électroniques, lois sur l'énergie... Ainsi, le paysage est intégré dans les politiques d'aménagement du territoire et d'urbanisme, et dans les politiques culturelle, environnementale, agricole, sociale et économique, ainsi que dans les autres politiques pouvant avoir un effet direct ou indirect sur le paysage. Sur ce dernier point, l'ensemble des projets d'aménagement, publics et privés, sont soumis à une évaluation de leurs effets sur le paysage : qu'il s'agisse du « volet paysager » des permis de construire, des études d'impact ou de l'évaluation des incidences.

Une politique nationale du paysage a été définie. Son objectif est de « préserver durablement la diversité des paysages français ». Elle est mise en œuvre à l'échelle nationale ainsi qu'aux échelles régionale et départementale par les services déconcentrés de l'État.

Des procédures de participation du public, des autorités locales et régionales et des autres acteurs concernés par les politiques du paysage sont définies par la loi. Elles s'appliquent à toutes les étapes des projets d'aménagement des territoires sous forme de débats publics, de concertations préalables et d'enquêtes publiques. Ces procédures ne sont pas spécifiquement réservées au paysage, mais concernent tout aménagement ayant notamment une incidence sur le paysage. En outre, les décisions

réglementaires de l'Etat et de ses établissements publics sont soumises à participation du public lorsqu'elles ont une incidence directe et significative sur l'environnement.

Pour ce qui concerne l'article 6, sept établissements d'enseignement supérieur, publics et privés, forment environ 200 paysagistes de niveau mastère chaque année. Par ailleurs, de nombreux mastère universitaires intègrent le paysage dans l'enseignement de la géographie, de l'écologie, de l'environnement ou de l'aménagement du territoire.

La politique du paysage du ministère de l'Ecologie a pour objectif de préserver durablement la diversité des paysages français. Pour être en mesure d'avoir une perception exacte de cette diversité, il est nécessaire d'identifier et de qualifier chacun des paysages qui composent notre territoire.

En application de la définition du paysage inscrite dans la convention, chacun des paysages est étudié au travers de ses aspects biophysiques, de ses représentations sociales et de ses dynamiques d'évolution. C'est l'objet des Atlas de paysages. Ils sont aujourd'hui publiés ou en cours de publication sur 80 % du territoire et ont déjà permis d'identifier près de 2 000 paysages singuliers. Ces Atlas de paysages et les inventaires particuliers d'éléments de paysage sont mis à la disposition de tous les publics grâce au Système d'information sur la nature et les paysages, accessible par internet.

La méthode de réalisation des Atlas de paysages, dont la première publication date de 1994, est en cours d'actualisation. Cette actualisation se fonde sur les enseignements de cinq ateliers transfrontaliers que le ministère de l'Ecologie a initiés depuis 2005 avec la Wallonie, l'Espagne, l'Italie, le Royaume-Uni et la Catalogne. Il est également prévu d'enrichir cette méthode en y incorporant des « indicateurs sociaux sur l'évolution des paysages ».

Ces travaux méthodologiques sont réalisés par le laboratoire Ladyss, du CNRS (Centre national de la recherche scientifique). La recherche est d'ailleurs très mobilisée pour apporter des informations, des concepts et des méthodes en appui à la politique du paysage. Deux programmes de recherche scientifique ont été financés par le ministère de l'Ecologie. Le premier, lancé en 1998, était intitulé « Politiques publiques et paysage ». Ce programme a permis de financer 24 projets de recherche et a été à l'origine de deux colloques nationaux.

Le second, engagé en 2005, est intitulé « Paysage et développement durable ». Ce programme a une forte dimension européenne puisque non seulement la Convention européenne du paysage est un des thèmes de recherche proposés, mais aussi parce que le conseil scientifique de ce programme est composé d'experts venant de sept pays européens et que les équipes de recherche financées sont elles aussi européennes. Pour exemple, ce programme a financé la constitution du premier consortium européen sur l'économie du paysage, qui regroupe des chercheurs de neuf pays européens. L'objectif de ce consortium est de mettre en place une

plate-forme commune de recherche permettant de croiser différentes thématiques en économie du paysage.

Pour suivre les transformations du paysage, un Observatoire photographique du paysage a été mis en place au niveau national. Plus de 800 points de vue sont régulièrement photographiés, constituant un fonds de plus de 4 000 photographies afin d'analyser les mécanismes et les facteurs de transformation des espaces ainsi que les rôles des différents acteurs qui en sont la cause. A cet observatoire financé directement par le ministère de l'Ecologie, il faut ajouter tous ceux qui sont mis en place par les collectivités locales, les parcs naturels régionaux en particulier. Les photographies de l'Observatoire photographique du paysage sont accessibles sur le site web du ministère. Un colloque européen, organisé à Paris en novembre 2008, a permis de comparer les méthodes et les résultats d'expériences européennes dans le domaine de l'observation photographique des paysages.

Ces grands programmes constituent ou complètent la connaissance des paysages sur tout le territoire français, qu'ils soient remarquables, du quotidien ou dégradés. Cependant, la connaissance n'est réellement utile que si elle permet de définir concrètement les actions de protection, de gestion et d'aménagement du paysage, dans l'objectif d'élever le bien-être individuel et social de nos concitoyens.

Ces interventions ont également pour but de répondre à des évolutions non souhaitées des paysages. Ces évolutions correspondent souvent à la banalisation ou à la standardisation de certains nouveaux quartiers d'habitat, de commerce ou d'industrie, urbains ou périurbains, à la simplification de certains paysages ruraux due à la déprise agricole ou à l'intensification des cultures, au développement des énergies renouvelables, en particulier les éoliennes.

Pour répondre à ces enjeux, le ministère de l'Ecologie promeut la réalisation de « plans de paysage », qui ont pour objectif de formuler les objectifs de qualité paysagère à l'échelle de chacun des paysages identifiés dans les Atlas de paysages. Ce sont les collectivités locales qui sont à l'initiative de ces plans de paysage, le ministère de l'Ecologie met à leur disposition une méthode d'élaboration et les services régionaux du ministère peuvent aider les collectivités dans leur effort en apportant une aide technique et/ou financière.

Parce que les plans de paysage formulent des principes généraux, des stratégies et des orientations qui permettent ensuite d'élaborer des programmes d'intervention, ils sont de fait des politiques du paysage définies à l'échelle de chacun des paysages, en accord avec le principe de subsidiarité inscrit dans l'article 4 de la Convention européenne du paysage. Ces plans de paysage ont été imaginés dès 1993, année de publication de la loi « paysages ». L'entrée en vigueur de la convention dans notre pays nous a conduits à actualiser cette démarche, en tenant également compte, d'une part, de l'expérience accumulée dans les quelque 250 plans de paysage déjà élaborés et, d'autre part, des nouvelles lois dites « Grenelle », qui renforcent la place du paysage dans la planification territoriale.

Pour ce qui concerne la coopération européenne, différentes initiatives ont déjà été mentionnées : ateliers transfrontaliers sur les Atlas de paysages, programmes de recherche ouverts aux laboratoires européens et colloque sur l'observation photographique. Des échanges bilatéraux sont une pratique presque quotidienne, de manière ponctuelle ou plus durable.

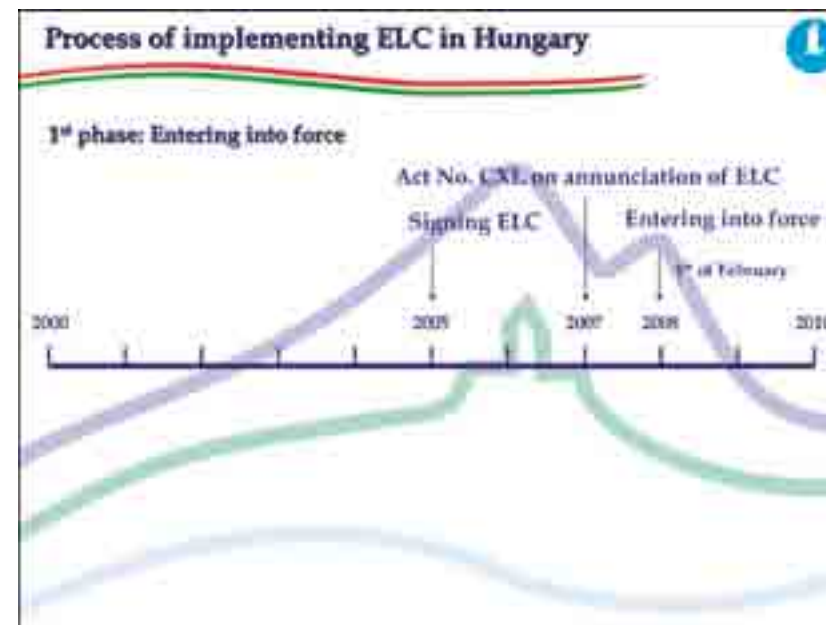
La coopération transfrontalière se développe, comme en témoignent le parc naturel transfrontalier du Hainaut, avec la Wallonie, le jardin transfrontalier des Deux Rives, avec l'Allemagne, la Charte des paysages lémaniques, avec la Suisse, la coopération entre le parc national du Mercantour et le parc des Alpi maritimi, en Italie, la mise en place d'une gestion transfrontalière du site de Gavarnie-Mont Perdu avec l'Espagne.

Pour ce qui concerne le Prix du paysage du Conseil de l'Europe, le ministère de l'Ecologie a modifié en 2004 le grand prix national du paysage pour le conformer aux dispositions de l'article 11 de la Convention européenne du paysage. Ce grand prix national du paysage a été décerné à quatre reprises et l'un des lauréats a été distingué en 2009 par le premier Prix du paysage du Conseil de l'Europe. Il s'agit du parc de la Deûle, réalisation de la communauté d'agglomérations Lille Métropole, dans le nord de la France.

## Statement by the representative of Hungary

**Mr Gabor KISS**

State Secretary for Environmental Protection and Nature Conservation,  
Ministry for Rural Development of Hungary



### Process of implementing ELC in Hungary

**2<sup>nd</sup> phase: Implementing ELC**

➤ **Establishing organisational frames**

**National Co-ordination Committee for European Landscape Convention**  
 Joint order No. 18/2009 of Ministers of Environmental Protection, Culture and Landscape Development

Chairman:  
**Dr. András Balcz**  
 Deputy Secretary for Environmental Protection and Nature Conservation

Deputy of Minister responsible for Spatial Planning

Delegates of Ministers responsible for Environmental Protection and Nature Conservation

Delegates of Ministers responsible for Culture

Deputy of Minister responsible for Landscape Development

### 2<sup>nd</sup> phase: Implementing ELC

➤ **Working out Strategy for Implementing ELC**

**Draft Strategy for Implementing ELC**

Working out with participation of National Working Group of Experts for ELC

Accept by National Co-ordination Committee for ELC

### 2<sup>nd</sup> phase: Implementing ELC

➤ **Establishing organisational frames**

**National Working Group of Experts for European Landscape Convention (in progress)**

### 2<sup>nd</sup> phase: Implementing ELC

➤ **Awareness-raising**

**Website of the European Landscape Convention in Hungarian**  
[www.termeszetvedelem.hu/tajvedelem/tajvedelemny](http://www.termeszetvedelem.hu/tajvedelem/tajvedelemny)



**2<sup>nd</sup> phase: Implementing ELC**

➤ Awareness-raising

- Newsletter on ELC
- Articles (in layman terms) and studies on ELC
- Books on ELC
  - For preserving landscape heritage of Hungary. European Landscape Convention and Landscape Award of the Council of Europe (2009)
  - Hungarian landscape – Hungarian heritage. Implementing European Landscape Convention in Hungary. (in manuscript)



**2<sup>nd</sup> phase: Implementing ELC**

➤ Awareness-raising - Landscape Award of the Council of Europe

- 2008 National Call for Projects for the Landscape Award of the Council of Europe
  - Pro Vértés Public Foundation - Hungarian applicant for Landscape Award of the Council of Europe
- 2010 National Call for Projects for the Landscape Award of the Council of Europe

**Hungarian Landscape Award**  
Decree No. ... /2010 of Minister of Rural Development, Agriculture and Fisheries

**2<sup>nd</sup> phase: Implementing ELC**

➤ Awareness-raising - Landscape Award of the Council of Europe

- 2008 National Call for Projects for the Landscape Award of the Council of Europe
  - Pro Vértés Public Foundation - Hungarian applicant for Landscape Award of the Council of Europe (2009)

Holme of Óbuda (1999 Széchenyi Park)



**2<sup>nd</sup> phase: Implementing ELC**

➤ Awareness-raising

- Mobile exhibition titled "European Landscape Convention and Landscape Award of the Council of Europe"
  - With introducing applicants for national landscape award



**2<sup>nd</sup> phase: Implementing ELC**

- Training and education
  - Participation in higher education of landscape studies
  - Workshops for European Landscape Convention




**2<sup>nd</sup> phase: Implementing ELC**

- Integration landscape policy into other sectoral policies
- Compiling Landscape Strategy of Hungary
- Independent act on landscape and related orders
- .....
- .....

**2<sup>nd</sup> phase: Implementing ELC**

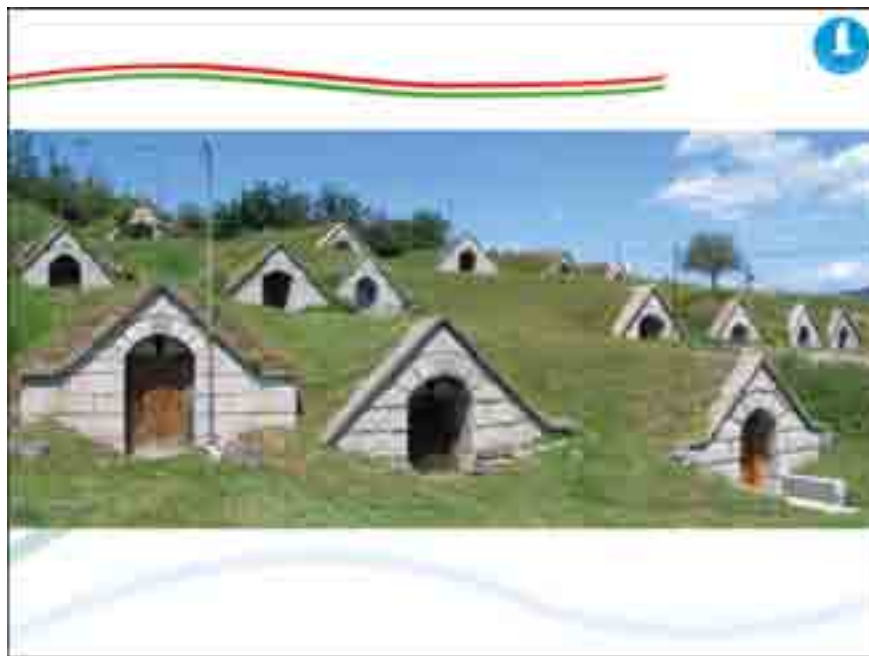
- Identification and assessment
  - Methodological studies on classification of Hungarian landscapes
  - TÉKA (Cadastrating Landscape Heritage of Hungary) project
    - Integrating cultural aspect into landscape classification



**Classification of Hungarian landscapes from the point of view of landscape preservation**













## Statement by the representatives of Ireland

Mr Conor NEWMAN  
Mr Michael STARRETT  
The Heritage Council



At the Heritage Gateway  
The Heritage Council

### STEPS TAKEN TO IMPLEMENT ELC

- 1999 – 1<sup>st</sup> International Landscape Conference
- 2000 – new land use planning legislation
- 2002 – new policy and priorities proposed in Irish Government
- 2002 – Irish Government signs and ratifies the European Landscape Convention
- 2004 – European Landscape Convention in Force

At the Heritage Gateway  
The Heritage Council

### Ireland has agreed to

- promote landscape protection, management and planning
- define landscape quality objectives
- fully involve the people in decisions
- develop landscape specific training

At the Heritage Gateway  
The Heritage Council

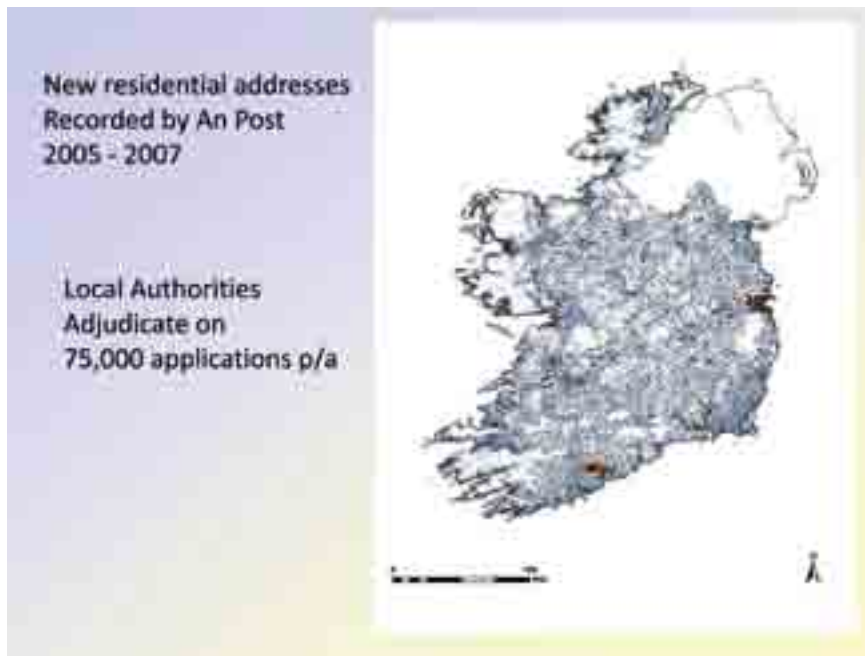
- 2007 – Irish Government commitment to develop National Landscape Strategy
- 2008 – Minister establishes expert advisory group
- 2009 – 2<sup>nd</sup> International Landscape Conference
- 2010 – Recognises Landscapes in new Planning Act and National Monuments Bill  
- inclusion of ELC definition
- 2010 – National Landscape Strategy to be released

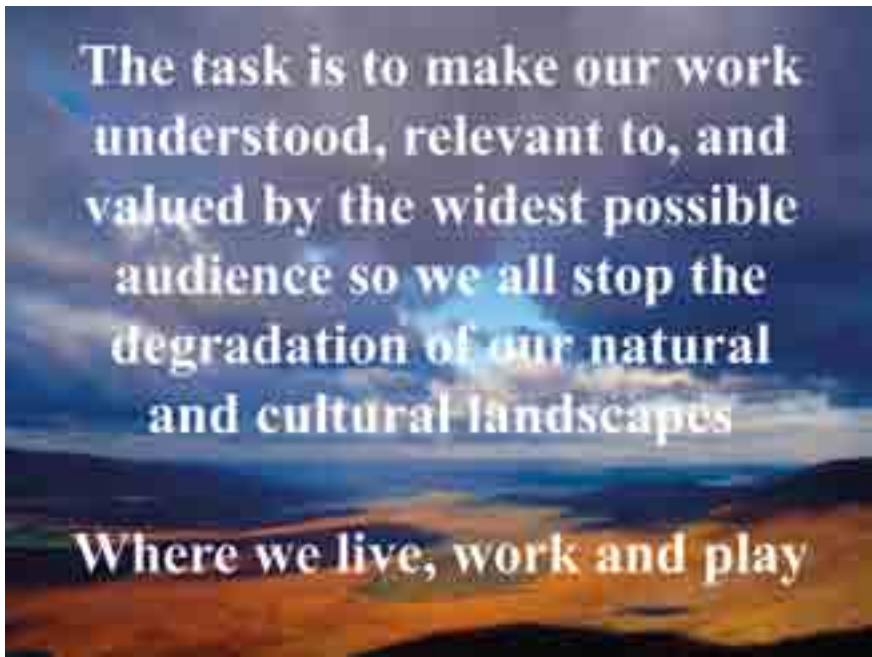
At the Heritage Gateway  
The Heritage Council

### Slide to illustrate size of task in Ireland

New Postal addresses 2005-2007







## Statement by the representative of Italy

**Ms Maria Maddalena ALESANDRO**

Responsible for the implementation of the European Landscape Convention – Ministry for Cultural Heritage and Activities

When Italy signed the European Landscape Convention, in October 2000, the Minister of Cultural Heritage and Activities fully perceived the great potential it presented for landscape preservation and enhancement.

Adhesion to the convention was an undertaking for the entire state administration, since all of its development policies impact on the territory, and particularly for the Ministry for Cultural Heritage and Activities, which is directly and institutionally responsible for landscape preservation.

This is an area that is ever more difficult to manage, due to the rapidly changing succession of needs for interventions in the territory, themselves the consequences of equally rapid changes in social needs, accompanied by attacks from local interests that are opposed to activities for preservation, which they consider as paralysing for economic development. This situation escalated during the mid-20th century, with the initiation of trends towards peak exploitation of lands, accompanied by negative implications for all those features that give Italy’s territories their cultural identity.

These tendencies are contrasted by the convention, which reiterates the unavoidable need for preservation of the landscape and the values it embodies, at the same time as indicating the responsibilities of public and private actors for the preservation of these values and for the enactment of strategies and measures that will create a new culture of landscape.

With its contents, the convention is a sort of “gospel” that addresses the human conscience, and indicates every individual’s right to call for the preservation of *his* landscape, which is part of *his* cultural heritage.

The convention is the first occasion in which the landscape, with its essential values, is the object of an international treaty that identifies strategies for economic development that are capable of melding the preservation of the characteristic features of places with the necessary territorial transformations. This has produced positive responses within the Ministry for Cultural Heritage and Activities, initiating with profound reflection on the concepts of landscape and preservation that have matured over centuries, becoming rooted and fixed over recent decades. There is a recognition that changing times impose reconsiderations, for effective preservation of cultural heritage that is capable of responding to multiple social realities.

The Law for Cultural Properties and the Landscape (42/2004) demonstrates these reconsiderations, enacting the contents of the convention, and particularly reiterating the necessity of co-operation among all stakeholders in managing places. This is a strategy for “active preservation” of cultural heritage, replacing the rigidity



of “passive preservation”, which did not offer sufficient guarantee of administrative action.

The environment and landscape are considered as a scenario with a series of superimposed settings that reflect the passage of time, where territorial features and plans are the witness of community events and history.

In the current years we are planning the settings of the future, in a manner that expresses changing economic and social events in a new geographic configuration of places.

The Ministry for Cultural Heritage and Activities intends to play a proactive role in these events, particularly in choices for implementing national policies in sectoral development, in a manner such that landscape preservation is no longer considered as an impediment but as a tool capable of guaranteeing sustainability in interventions, and so that enhancement of heritage is understood as an opportunity for economic development.

This involves enactment of understandings, agreements and joint planning mechanisms with other administrations, social representatives and private actors, with the objective of finding shared measures and actions for a wise use of lands. These must realise the potential of planning to serve as a form of preventive preservation, as well as permit a role for the population in choosing actions, since the lack of their involvement would lead to their dissociation from the landscape, their alienation from the role of “guardian” and a loss of identification with the values it embodies.

Considering the treaty as an instrument open to evolution in keeping with changing socio-economic realities, of which we can only observe the current trends, the Ministry for Cultural Heritage and Activities hopes for further reflections that will support the ever stronger implantation of the convention in Italy and in Europe.

The following considerations are offered as contributions to such reflections.

### **The concept of identity**

Understood as a value of universal relevance, this concept must be considered as a reality composed of elements shared at local, national and supranational levels, which are expressed in characteristics specific to each territory.

These tangible and intangible expressions of identity testify to the relationship of the people with their territory over the course of history, and to the knowledge passed from generation to generation. Such characteristics are represented in particular territorial places that express local culture, but are also traceable to broader cultures, whether of rural or urban character, or of sea-going traditions.

True landscape preservation is possible only if the measures enacted can increment the local community’s knowledge regarding the values identified in their landscape and stimulate their feelings of belonging to its places.

### **The policies for implementing economic development**

It is opportune to initiate negotiating tables that enable harmonious rapport between contrasting interests, in which concerns for landscape preservation are necessarily considered as indispensable for the livelihood and quality of life of the peoples. This aim must be supported by direct and indirect activities concerning awareness of landscape and the history of the populations. Our conviction is that it is only through co-operation at all levels, including local and European, that it is possible to reach the objectives set by the convention. Thus, in defining plans and programmes that involve landscape interventions, preservation and enhancement must be considered as added assets towards activation of sectoral policies. The quality of any plan guarantees its effectiveness, and for landscape plans, this quality is embodied in “preventive conservation”, in contrast to uses of territory that would negatively affect the landscape.

### **The practice of “active preservation”**

Such a practice must become a reality through a capacity to anticipate the trends under way, in which strong economic components risk prevailing over landscape. Agreeing on useful planning principles can have a positive impact on the quality of projects, particularly when planning interventions of particularly intrusive territorial impact, by guaranteeing the compatibility of the works with the context of the intended landscape.

The Ministry for Cultural Heritage and Activities has played a significant role, together, with the Ministry of Economic Development and Ministry of the Environment and Territory in the “Guidelines for Authorisation of Facilities Fuelled by Renewable Sources”. The text, first approved in the National Conference of Regions, has now become state law.

### **The promotion of good practice in management of places**

It is opportune to take appropriate and effective action towards diffusion and awareness of landscape values, including fostering national competitions in contemporary architectural planning. Such actions should also encourage scientific research and creativity and identify possibilities for recognition, including symbolic recognition, of exceptional actions by public and private actors towards sustainability in projects.

The positive experience gained from such actions could be exportable, serving in further critical landscape situations. An example is seen in the competition procedures that the Ministry for Cultural Heritage and Activities is conducting with the Mare Vivo cultural association, in order to minimise the potential landscape impact caused by solar power installations on small islands.

It is desirable that activities directed at development of a culture of landscape in the current generation be activated as early as the pre-school and school years,

identifying didactic techniques that stimulate involvement in these themes, including family involvement. The Ministry for Cultural Heritage and Activities has gained important experience with schools through the “*La Via Francigena*” project, and through more recent projects in Campania, in situations of social and environmental damage. The projects in Campania are based on the conviction that positive effects can come from an awareness of the quality of life that springs from landscape. It would be useful to develop models for officially recognising the results obtained from activities with the younger generation.

### **The modification of the territory**

In projects that change the territory, it is indispensable to guarantee quality in architecture, and to consider all measures necessary for optimising the insertion of new works and the minimisation of negative intrusion. Greater attention must be given to cases of territories where the distinguishing characteristics have been erased or altered by use or neglect of places. It is important that lost characteristics are recovered, reinterpreting the model offered by the disciplines of restoration of cultural property, fields where Italy leads in research and action.

The landscape, as “artwork”, presents “losses”, inappropriate layering, reworking and disruption of components, as well as surviving elements of distinctive value. This approach is based on the conviction that landscape restoration, with its attendant sociocultural re-actuation and enhancement, presents important economic potentials.

### **The efforts to avoid the dissociation of peoples from their landscape**

It is essential that people share in choices for implementation of policy concerning their territory. Participation in planning and programmes, with full awareness of their roles and participation in the choice of actions, makes the people actors responsible for their own future. As part of enacting the Aarhus Convention, these measures must guarantee maximum social involvement, including active roles for the associations that have the aims of preserving and enhancing the environment and landscape.

### **The science of geography**

Geography is recognised as having an important supporting role in identifying local identity. Territorial analysis, with the aim of identifying strategies for its management, must take account of the realities that represent particular identifying characteristics. Such identity, witnessed by practices, customs and tradition, is generated by the history of socio-economic development specific to the individual peoples. The fragility of the heritage is proportionate to the rate of increase in pressure for economic exploitation of places. The “marine culture” presents particular fragility. This is the culture in which coastal communities identify,

as demonstrated by the numerous museums along the Italian seaboard: a culture expressed in religious, culinary and working traditions, and also in knowledge documented in artistic expression. The destruction of this identity, still widely diffused in Italy due to the notable extent of coastal regions, is being accelerated by the continuous and insistent pressure of inappropriate use of coastal lands for tourism and industrial purposes.

### **Lots of intervention**

Intervention may take place where the coast is being artificially expanded into the marine environment, and even so far off-shore as to visually and environmentally alter the typical context of coastal regions. The protection of the landscape for future generations is a task to which all are called: the “testimony” offered by our great cultural heritage must be passed on in the best manner possible, inclusive of both its ancient and modern values.

This document is a synthesis produced from an encounter with regional administrations during a National Day of Study held in preparation for the 10th anniversary celebrations of the opening for signature of the European Landscape Convention. The preparatory day was organised by the Direction General for Landscape, Fine Arts, Architecture and Contemporary Art, Service IV “Landscape Protection and Quality”, and was held at the historic Complex of San Michele in Rome, on 1 October 2010.

## Statement by the representative of Latvia: tendencies and challenges for outstanding areas of nature, landscape, culture and history

**Ms Inguna URTANE**

Director of Spatial Planning Department  
Ministry of Regional Development and Local Government

It is a pleasure and honour for me to welcome you all to the celebration of the 10th anniversary of the Europe Landscape Convention.

Landscape policy is one of the topics to be co-ordinated by our institution – the Ministry of Regional Development and Local Government of Latvia. Landscape concerns both territorial planning, land policy and sustainable development. Dealing with landscapes certainly arises at various levels – international, national, regional and local scale.

The landscape agenda has emerged to become a serious national objective through Latvia's ratification of the European Landscape Convention and its entry into force in 2007. Thus we have confirmed the principles declared by the convention and are now in the process of implementing them. Currently we are working on development of the National Guidelines for Landscape Policy.

Landscapes have been recognised as one of the most valuable components of Latvian cultural and natural capitals. It is underlined in a recently (June 2010) approved, first and main long-term planning document for the country – the Sustainable Development Strategy of Latvia up to 2030. Its spatial development perspective defines preservation of natural and cultural heritage and landscapes as one of the main targets to be achieved. The strategy includes directions and actions aimed towards maintenance of diverse, unique and characteristic types of Latvian landscapes.

Of special value in Latvia is its natural and semi-natural rural landscapes. In comparison with other European countries, Latvia is one of the greenest and least urbanised countries with excellent diversity of species, natural habitats and landscapes. The status of special area of conservation has been determined for many nature territories. By interaction of both natural factors and traditional management types and settlement structure, territories with high aesthetic, ecological and cultural and historical landscape value have been formed. They serve as a precondition and potential for the economic development of these territories.

At the moment, there are two main pressures impacting landscapes in Latvia. The first is urban sprawl and the second is the overgrowing of previous agricultural areas.

Recently, with increasing urbanisation pressure, the reduction and fragmentation of the natural environment has taken place in the neighbourhoods of the largest cities. Due to the disappearance of the traditional way of rural management, the transformation and degradation of valuable cultural landscapes is occurring. We consider that local governments and communities can ensure the most appropriate protection, planning and management of landscapes. Municipalities increasingly recognise values in natural, untouched landscapes. Use of economic potential of these areas is a challenge for politicians and spatial planners. Nevertheless, unique and specific landscapes are under state protection, while everyday landscapes need particular attention and additional measures.

### Specific actions

In order to preserve biodiversity and unique nature and cultural and historical landscapes typical of Latvia, which are the preconditions for a living environment of quality for its inhabitants, measures for the preservation of viability of rural territories should be implemented. This should be done via rural development support schemes and other available resources.

### Main tasks settled by Latvia's long-term strategy – 2030

In order to implement the European Landscape Convention, integration of landscape planning and nature protection in sectoral policies, legislation and spatial development planning should be ensured. Typical and unique landscapes of Latvia should be identified, a catalogue produced and proposals for landscape management and monitoring of the processes developed.

Measures for rural landscape enhancement have to be developed and enforced through local planning by close co-operation between the public sector and land-owners and land managers.

Requirements and conditions for natural and cultural landscapes and recreation areas significant for the public should be determined by planning documents.

Educating the public and involving them in natural and cultural landscape management should be set up.

Finally, I would like to mention that recently – in August this year – the University of Latvia hosted PECSRL (The Permanent European Conference for the Study of Rural Landscape) European scientific landscape conference “Living in landscape: knowledge, practice, imagination”. All together about 200 participants from 33 countries attended. A finding of the conference recognised by researchers and decision makers was the necessity to integrate landscape planning and management and planning of financial instruments.

I would like to underline that Latvia being a country committed to the European Landscape Convention, will continue to raise awareness of landscape protection at all decision-making levels.

## Statement by the representative of Norway

**Bjørn CASPER HORGEN**

Deputy Director General, Ministry of the Environment

I am very pleased to give you a short statement on the landscape policy in Norway.

I will focus on how we see the implementation of the European Landscape Convention as a strategy in local and regional community planning and development.



First some general facts and figures about the country.

The land area of Norway (except Svalbard) is 324 000 km<sup>2</sup>, the population is about 4 900 000 (2010).

Towards the sea we are facing Skagerrak, the North Sea, the Norwegian Sea and the Barents Sea. The overall coastline is 2 532 km. Including all fjords, inlets and islands it amounts to 80 000 km. You will understand that building and development along the coastline is one of the main landscape challenges in Norway.

Norway shares borders with Sweden, Finland and the Russian Federation.

In a European context, we have a big territory and a small population. Apparently, this gives us plenty of room with only 15 persons per km<sup>2</sup>. However, the larger part of the country is not really suited for human settlement. Of the total territory, forests make up 20%, mountains, bogs and lakes 75%, arable land 3% and build-up

areas the remaining 2%. Here, with a few exceptions, people live on narrow strips of land along the coast and fjords and in the valley bottoms.

Norway signed the European Landscape Convention in October 2000, and ratified it one year later. The Ministry of the Environment's planning department is now responsible for following up the convention.



As part of the Nordic co-operation supported by the Nordic Council of Ministers, the Nordic countries – Iceland, Sweden, Denmark, Finland and Norway started already in 2001 making a common report on challenges and priorities in incorporating the landscape convention in the Nordic countries. It was decided that landscape should be part of the Nordic co-operation within nature, outdoor life and cultural environment, and also that the convention must be given its place in the Nordic planning co-operation between the planning ministries.

Norway was in 2004 host for a seminar with experts from all the Nordic countries. The main conclusions was: yes, we need to know more about landscape, but certainly we need even more to use what we know – in practical planning and politics. Sweden was host for a Nordic seminar in 2007, and next year we look forward to coming to Iceland.

As we hope all the Nordic countries will soon ratify the convention, we look forward to an even more fruitful co-operation in the future. It is important to be aware that neither Iceland nor Norway is a member of the European Union, and that this co-operation also gives us as a region a common experience with European co-operation and interaction.





**Nordic cooperation**

**2003** – Nordic report

**2004** – Nordic seminar – integration of landscape in local and regional planning, Norway

**2007** – Changing landscape, seminar in Sweden

**2011** – Seminar in Iceland  
Projects, network

**NORDIC LANDSCAPES**

www.norden.org

The graphic features a stylized tree with branches extending to the right, symbolizing cooperation. The background shows a landscape with water and mountains.



Nature... peace and tranquility ...

We have a lot of magnificent nature and beautiful landscapes

The image shows a dark car parked on a paved area in a lush green valley with mountains in the background.

We also have breathtaking tourist magnets – like here in Geirangerfjord, being a World Heritage site since 2005. It is among the worlds longest and deepest fjords, and among the most scenically outstanding anywhere. The state-owned company Innovation Norway is very active in forming landscape policies in Norway, aware that most tourists are coming to see the landscape – then the tourism itself must not destroy these qualities.



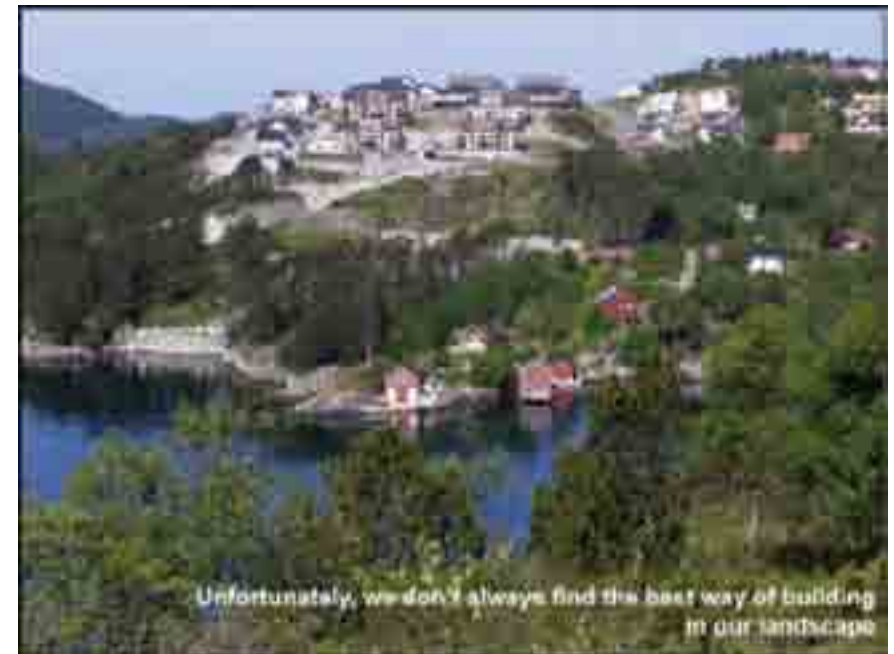
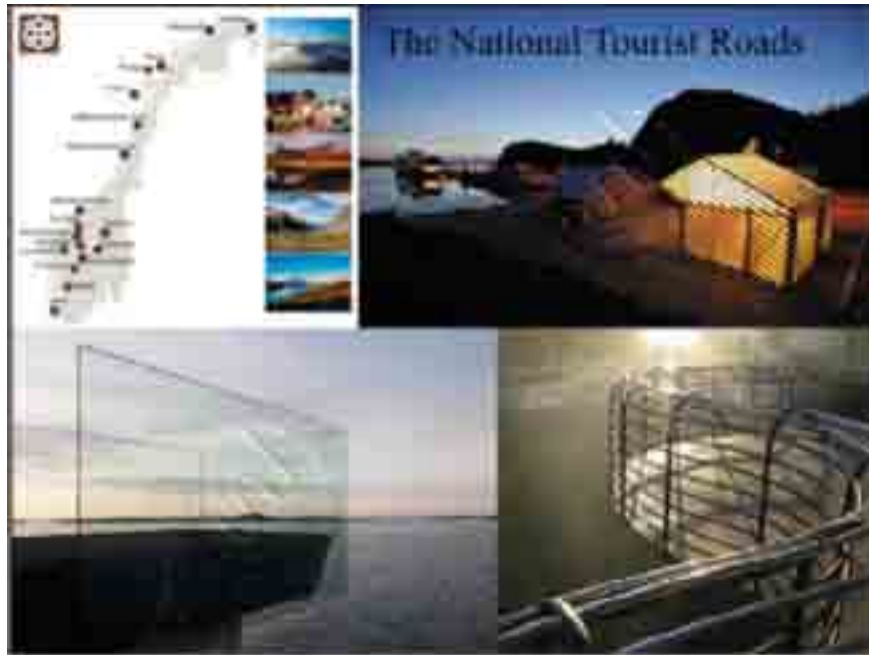
The National Tourist Roads, a project mainly financed by the state, focuses on how we experience the landscape along the road. I consider this as the most successful public landscape project in Norway at the moment. And, even better, this project seems to increase interest in modern architecture as part of the landscape, and is high quality both in public and private buildings in general. The project focuses on views and highlights along the road.

With a lot of demand for building ground and strong private interests, it can sometimes be difficult for local authority planners, if they exist, to find a good solution. It is a problem that many local authorities don't have architects and planners.

Many Norwegian towns and villages look like a casual collection of houses and streets. There is, however, a rising discussion on the connection between quality in surroundings, health and well-being. We have for many years had programmes focusing on better city development.

First, the convention defines the entire national territory as landscapes. All places are landscapes, whether 100% man-made or (almost) 100% natural. Along this scale, only the extent of human interaction varies.

Then, the notion of “landscapes” is no longer limited to outstanding scenery and beautiful countryside outside our towns and cities. They also include the everyday or even degraded landscapes, in which most people live and work.







Second, the convention emphasises the landscape as living environment for people. Landscape is defined as an area, as we perceive it on the basis of our experiences and knowledge.

Our perception goes far beyond visual aesthetics – ugly or beautiful. We perceive the landscape by all our senses – eyesight, hearing, smell, taste and touch. This in turn giving rise to emotional associations and personal identity: like sense of belonging, pride, self-confidence, security, recreation and coping with stress.

Not only does the landscape stimulate our senses. In any given situation, our environment is also presenting physical opportunities and obstacles, influencing where and how we choose to go, and what we will happen to experience (or not).

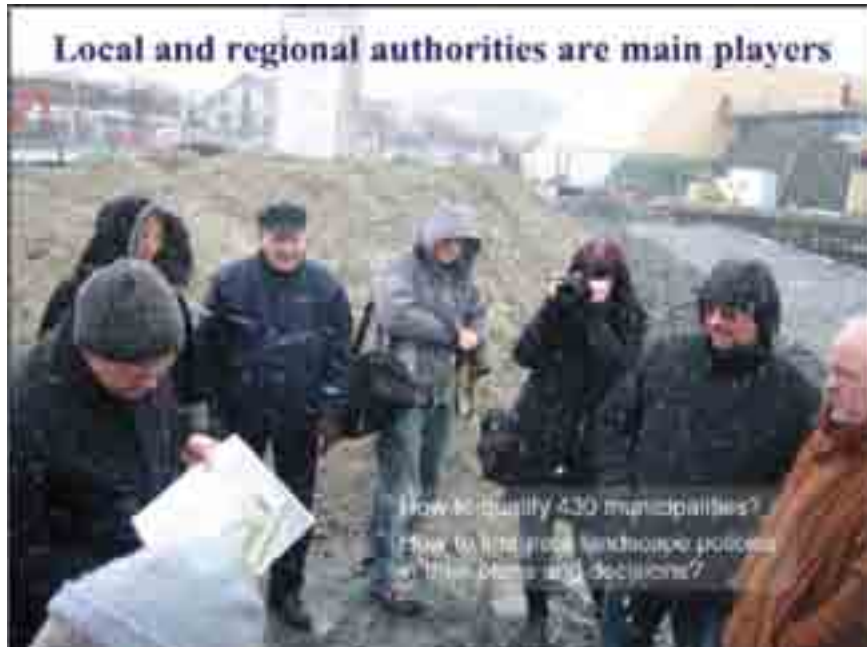
Therefore, to us the convention is not so much about preserving nature and landscapes of outstanding beauty. We choose to turn our main focus to the everyday landscapes – the strips of land where people actually live and work.



Third, the convention accommodates the fact that the landscape is always changing. The changes may be due to nature's own processes – such as wind, rain and snow, flooding, landslides and fires – or the impact of humans.

By far, most changes are caused by human activities. The driving forces may be forestry and agriculture, urban development, industry, energy production, transport infrastructure and so forth.

The convention does not aim at preventing such changes or freezing any particular landscape. On the contrary – the convention can help us in turning the changes that are bound to occur, into a direction that we positively want.



### Local and regional authorities are the main players

In Norway, 14% of the national territory is assigned as national parks and other protected areas. The remaining 86% the municipalities is controlled by through the Planning and Building Act.

At present we have 430 municipalities, ranging from 200 to 575 000 inhabitants. The municipalities are all, regardless of size, equally responsible for local planning and development issues, primary services, land use decisions, municipal engineering and building permits. We have 19 county councils. The county councils are responsible for regional planning and development issues, secondary education and public transport within the county. They are also helping the municipalities with their planning. At national level there is no comprehensive spatial planning.

This implies that local and regional authorities carry the main responsibility for managing land use and landscape on behalf of the nation. It also implies that central government authorities must achieve the national goals by means of local and regional planning, besides specific instruments they may have within their own sectors.

Our main challenge is: How do we qualify 430 municipalities, of very different size and capacity, in dealing with landscape issues according to the European Landscape Convention?

How do we integrate landscape policies in comprehensive regional and municipal plans and land use decisions?







In conclusion,

Despite these encouraging results, the project reveals a great need for concrete advice and guidance. Landscape is a theme easy to catch, but very wide and hard to concretise. Today, our knowledge and skills are still quite insufficient.

There was a national conference on this project in 2009, bringing together politicians and practitioners at municipal and regional level, central government agencies and research institutions. Also, the County of Hordaland presented their project at the 8th meeting of the Council of Europe workshops for the implementation of the European Landscape Convention, in Malmö (Sweden), October 2009. By doing this, the county is getting in touch with municipalities and regions in other European countries, who may be interested in sharing knowledge and experiences in this challenging field.

As you can understand, we would like to see more people-to-people co-operation on how the European Landscape Convention may be implemented – particularly by comprehensive regional and local policies and planning.

This boy in the photo below is really living in the landscape – he is wearing a traditional costume from Telemark. Telemark is, as you understand, not only an elegant way of skiing downhill, it is also a landscape in Norway. I will call it an optimal way of adapting a landscape in cultural, commercial and social development. I think the answer on how to succeed in implementing the landscape convention is how we can get this boy to understand more of what is happening around him.



## Statement by the representative of San Marino

**Mr Gian Carlo VENTURINI**

State Secretary for Natural Resources and the Environment, Agriculture and Relations with State-owned Enterprises, Republic of San Marino

It is a great honour for the Republic of San Marino to be attending and addressing this meeting today to celebrate the 10th Anniversary of the European Landscape Convention.

The Republic of San Marino was one of the first countries to sign and ratify the European Landscape Convention, and in November 2003 it began implementing the principles and provisions set out in this instrument, being keenly aware of the value and importance of the landscape for a small country like ours.

The profile of Mount Titano looming over the Romagnola plain, the towers, the districts and institutions of the republic are all part of a system of landscapes which together form a unique image that has characterised the State of San Marino for centuries, but which has also crossed borders to resonate worldwide.

The country boasts not only a landscape of major environmental and ecological importance but also a series of historical, cultural and economic assets which have grown up harmoniously over time to enrich the awareness of San Marino citizens and the many tourists who visit the Republic of San Marino each year.

The landscape, according to the highly appropriate definition given in the preamble to the convention which we signed 10 years ago, “is an important part of the quality of life for people everywhere” and “a key element of individual and social well-being”.

Over the last few years, determined efforts have been made in San Marino to safeguard and enhance the most important internationally recognised heritage on our territory. We persevered in this endeavour until the red-letter day of 7 July 2008 when San Marino was included on the Unesco World Heritage List.

Continuing on from the provisions of the European Landscape Convention, Art. 1 a) of which reads as follows: “Landscape’ means an area, as perceived by people, whose character is the result of the action and interaction of natural and/or human factors”, the Unesco Declaration of Exceptional Universal Value recognises the intangible heritage of San Marino deriving from the harmonious interaction of usages, customs and traditions, as well as its tangible heritage based on its historical urban structures, its public monuments and the natural habitat of Mount Titano.

Furthermore, it stresses the values of integrity and authenticity, whereby:

Integrity is the link between the history and urban structure of the historic centre of San Marino, taking account of the administrative and institutional role which the latter has always played as the capital of the republic.

Authenticity relates to the special location of the City of San Marino and the relationship which it maintains, alongside Mount Titano and the historic centre of Borgo Maggiore, with the surrounding landscape, extending beyond the borders of the republic.

I am also pleased to be able to report on another step forward taken by the San Marino authorities in honouring the commitments which they entered into on signing the convention.

I am referring to the general measures set out in Art. 5, which invites the states “to integrate landscape into its regional and town planning policies and in its cultural, environmental, agricultural, social and economic policies, as well as in any other policies with possible direct or indirect impact on landscape”.

The Republic of San Marino recently approved a number of detailed plans, which are town planning instruments laying down measures and actions to develop significant sections of the national territory. One of these was the Detailed Plan for Protected Natural Areas, which areas cover around one-third of San Marino’s territory. After an in-depth analysis of the landscape features of these areas, we defined the operational standards for not only protecting the existing landscape and its environmental, historical and cultural characteristics, but also to fostering its further development and establishing the linkages between its various components.

Nevertheless, while acknowledging the major progress that has been made over the last ten years in pursuit of the objectives of the convention, much remains to be done in terms of specific measures, especially in the fields of training and education.

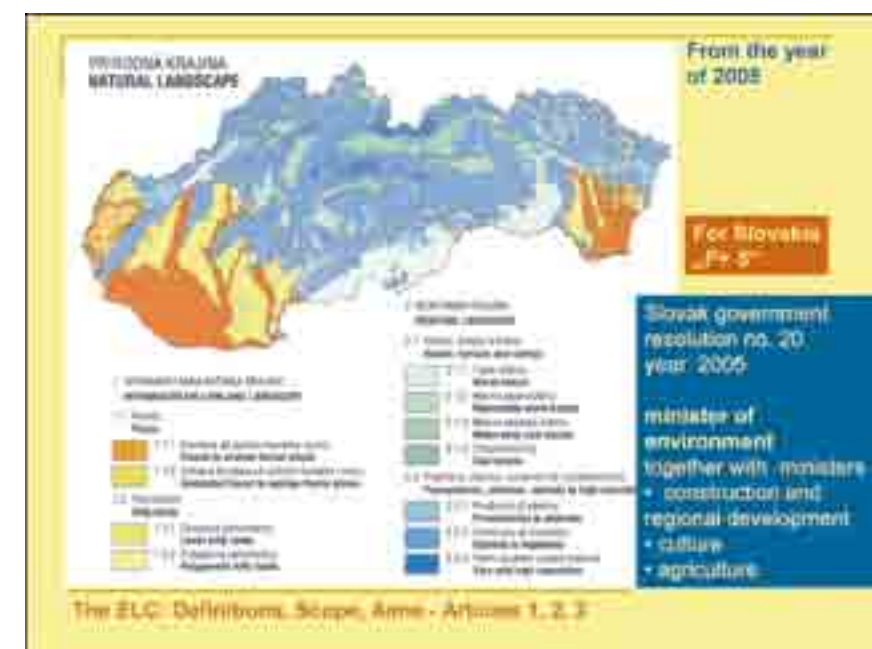
This is why the Republic of San Marino has been prioritising the educational front. The main area to be addressed over the next few years in terms of the concrete implementation of a sustainable development approach to the landscape as a fundamental factor in the quality of human life will involve devising a mode of cultural promotion capable of formulating and conducting actions and policies to encourage all citizens, particularly the younger generations, to shoulder their responsibilities in this sphere.

The small and ancient republic which I have the honour of representing here reaffirms its readiness to co-operate on several levels, from the international organisations to local authority level, and especially with our neighbour Italy, with an eye to implementing joint programmes on the landscape.

## Statement by the representative of the Slovak Republic

**Pavlina MISIKOVA**

Ministry of the Interior, Slovak Environmental Agency, Ministry of Culture and Tourism, Ministry of Agriculture, Environment and Rural Development





LEVELS: • International • National • Regional • Local with various stakeholders	MS	RECEP RECEP	LEP LEP	CIVIL CIVIL
	AT	X	-	-
BE	-	-	-	-
BU	-	-	-	X
CZ	-	-	-	X
FR	X	X	X	-
DE	-	-	-	X
IE	-	-	-	X
IT	-	-	X	X
PT	-	-	X	-
RO	X	-	-	-
SI	-	-	X	-
SK	-	-	X	X
SE	X	-	-	-
NL	-	-	X	-
UK	-	-	-	X

The ELC: Division of (the responsibilities) - Article 4

**Awareness-raising**  
Since 2005  
**Landscape Campaign**



**Training and education**

Landscape in High education at various Slovak Universities

Village Renewal School 2000: Education about values of rural landscape and rural settlements

National Competition Village of the Year

Village Renewal Programme  
13 years  
80% villages involved

**Identification and assessment**

2010, Methodology on identification and assessment of landscape characteristics

2010, Methodology on Landscape Typology of Slovakia



The ELC: Specific measures - Article 5

**to recognise landscapes in law**

- 1978: Act on spatial planning and building code in later amendments
- 2001: Act on the protection of Monuments and historic sites in later amend.
- 2002: Act on nature and landscape protection
- unsuccessful proposal of Act on landscape planning (2003 - 2006)

**to establish and implement landscape policies**

- 1998: Village Renewal Programme
- 2006: the National Programme for the ELC implementation (draft)
- 2007: State Tourism Policy of Slovakia

**to establish procedures for the participation**

- conference Landscape - Man - Culture
- 2008: Act on cooperation in force in Slovakia

**to integrate landscape into policies with possible direct / indirect impact**

- 2010: Methodology on visual assessment impacts of windmill farms on landscape
- 2010: Standards and limits for the location of windmill farms in Slovakia

The ELC: General measures - Article 5

**UNESCO World Heritage Sites**

– synergy with the ELC

- supporting the Management Plans and establishing of the management groups and systems
- identifying the values which create cultural landscape
- trying to establish models of monitoring systems for the sites
- supporting the involvement of public and young people into the protection of the both cultural and natural values

Example: town Baranya Slavica and its Technical Monuments – integrity, authenticity





The ELC: International policies and programmes - Article 7

**2009 International CEMAT Seminar on:**  
 "Sharing responsibility for our region: redefining the public interest for territorial development"  
 Organized by the UN Commission for Europe (UNECE) and the CoE – in co-operation with the authorities of the Slovak Republic

**Landscape missions in Slovakia: 2009-2010**  
 - former director of RECEP/ENELC  
 2010  
 - Director of UNISCAPE

**Landscape in town town in landscape**  
 September 17-20, 2010  
 Bratislava, Slovakia

**The ELC: Mutual assistance and exchange of information - Article 8**

**The national level: at the occasion of Florence + 10 - the questionnaire on effectiveness of Slovakia in protection, sustainable coordination and wise planning of landscape and its use. Four groups of independent respondents:**  
 1) NGOs 2) representatives of cities and towns 3) university landscape departments 4) university students of landscape ecology, environmental sciences, geography and spatial planning

**RESULTS:** a high level of criticism concerning the contemporary treatment of landscape in Slovakia. The negative examples is more than two times higher than the positive; but answers brought an extensive set of very inspiring recommendations how to improve the situation in the ELC implementation.

**The international level: Steering committee for cultural heritage and landscape**  
 Slovakia: 2 members

since 2008 Slovakia has a representative in CD/PATE bureau

in May 2010 Slovakia has approved to be a volunteer country in steering. The information system of the CoE of the ELC - ELCIS

**The ELC: Monitoring of the implementation of the Convention - Article 10**

**GEOPARKS**

Period of 2006 - 2010

- 2008, Policy on Geoparks Development in Slovakia
- Preparation of 3 geoparks with the activities: preparation of the strategic documents, management plans, leaders and managers training, education, geoparks development, protection and management of natural and cultural heritage

**Novohradský Geopark**  
 8 member of the European Geoparks Network and Global Geoparks Network - UNESCO patronage as a first crossborder Geopark in Slovakia

Period of 2010 +

- Establishment of the National Geoparks Network
- Review of the Policy on Geoparks
- Preparation of the other areas to become the international geoparks
- Preparation of new areas suitable for geopark ideas
- To ensure the appropriate financial model of the whole Geopark system

**The ELC: Transfrontier landscapes - Article 9**

**1st National Competition in 2010: LANDSCAPE AWARD of SLOVAKIA**

**award Ceremony on 20th Nov 2010**

**3 candidates:**

- the municipality - Suchbátka Farnosť
- NGO - Bratislava's Regional Association for Nature Conservation
- NGO - Ekopark Foundation

**The ELC: Landscape Award of the Council of Europe - Article 11**



[www.landscape-ecology-europe.org](http://www.landscape-ecology-europe.org)



European Association for Landscape Ecology  
IALE-Europe

- Founded on July 13th 2009 in Salzburg as the European chapter of the International Association for Landscape Ecology
- The goal of IALE-Europe is to coordinate the common interests of landscape ecologists at the European level and become a professional partner for all those influencing the development of the European landscapes.

Contact:  
Secretary General: **Veerle Van Eetvelde**  
[veerle.vaneetvelde@ugr.nl](mailto:veerle.vaneetvelde@ugr.nl)

## Statement by the representative of “the former Yugoslav Republic of Macedonia”: brief review of progress in the implementation of the European Landscape Convention in “the former Yugoslav Republic of Macedonia”

**Ms Valentina CAVDAROVA**

Head of Division for spatial planning in protected areas and geodiversity, Agency for Environment, Department of nature, Ministry of Environment and Physical Planning, “the former Yugoslav Republic of Macedonia”

It is my great pleasure to address you in my capacity of national co-ordinator for implementation of the European Landscape Convention of the Republic of Macedonia,<sup>31</sup> and congratulate the 10th anniversary of the opening of the European Landscape Convention for signature.

As a national co-ordinator I avail myself of this opportunity to express my pleasure in being part of the joint efforts of all Council of Europe member states towards achievement of the basic goals of the convention, that is protection, management and planning of the European continent.

### Introduction

“The former Yugoslav Republic of Macedonia” is a small country occupying the central part of the Balkan Peninsula with a total area of 25 713 km<sup>2</sup> and a population of around 2 million inhabitants. This relatively small area hosts 3 tectonic lakes, more than 30 glacial lakes, 15 mountains, 15 valleys and around 35 major and minor rivers. Natural conditions (geological composition, relief structure, climate, hydrology) qualifies our country in the group of European countries with a rich diversity of habitats and flora and fauna.

The cultural map of the republic, which is diverse, counts around 11 200 immovable monuments of nature (churches, monasteries, mosques, inns, fortresses, archeological sites) of outstanding cultural and historical values confirming the identity and continuity of Macedonian people in this area.

Most of the rural structures and structures of immovable cultural heritage are built in areas of exceptional natural values reflecting an indissoluble link between natural and cultural heritage.

For the purposes of protection, management and planning of natural, cultural and rural areas existing as a result of action and interaction of natural and human

<sup>31</sup> The use in this text of the term “Macedonia” is for descriptive purposes and the convenience of the reader; it does not reflect the official position of the Council of Europe.

**2010+**

- more societal pressure
- political support
- high level involvement
- strategy
- new legislation
- financial tools
- practical projects
- EU involvement

**SLOVAKIA**  
**NEEDS THE SYSTEM OF COMPLEX LANDSCAPE VISION**

**Pavlína Šišáková**  
Ministry of Interior  
Slovak Environmental Agency  
Ministry of Culture and Tourism  
Ministry of Agriculture, Environment and Rural Development



factors, the Assembly of “the former Yugoslav Republic of Macedonia” ratified the European Landscape Convention on 3 June 2003 (Official Gazette of RM, No. 44/03).

By the act of ratification of the European Landscape Convention, the republic, as its party, has undertaken to carry out certain activities, within its constitutional principles and institutional arrangement, towards achievement of the goals of the convention, namely protection, management and planning of the landscape.

The Ministry of Environment and Physical Planning is a carrier of the national activities concerning the implementation of the European Landscape Convention, which in co-operation with the Ministry of Culture, Ministry of Agriculture, Forestry and Water Economy and Ministry of Transport and Communications, integrates landscapes in its policies, programmes, plans and strategies.

### **Legislation**

In order to regulate the landscape in the national legislation, the Law on Nature Protection (Official Gazette of RM No. 67/04, 14/06, 84/07) and the Law on Cultural Heritage Protection (Official Gazette of RM No. 20/04 and 115/07) were adopted in the period between 2003 and 2007, specifying and addressing the terms “protected landscape” and “cultural landscape”.

### **Level of implementation**

According to Article 6 of the convention on “training and education”, as of 2004, the curriculum of the University St. Cyril and Methodius – Skopje has introduced three new subjects dealing with the aspects of protection, management and planning of the landscape. Namely, for six years now, the Faculty of Agricultural Science and Food holds lectures in the subject “Landscapes and parks planning and management”, while the Biology Department at the Faculty of Science and Mathematics hosts the subjects “Ecology and landscapes” and “Environmental aspects of spatial planning”.

In order to enable inter-sectoral co-operation in decision making in relation to priorities in the area of landscape protection, management and planning, at the initiative of the Ministry of Environment and Physical Planning, a national committee for the implementation of the European Landscape Convention was established in November 2006, consisting of 18 representatives of the relevant bodies of the state administration, scientific institutions and non-governmental sector.

In line with the guidelines for the implementation of the European Landscape Convention defined in the Recommendation of the Committee of Ministers of the Council of Europe adopted on 7 February 2008 (Recommendation CM/Rec(2008)3), the Government of “the former Yugoslav Republic of Macedonia” adopted the Decision for development of Methodology for identification of protected area under the category of “protected landscape”, in October 2008.

Identification of landscapes as resources facilitating man’s well-being and consolidation of the European identity will provide guidelines for their appropriate treatment in national policies aimed at landscapes protection, management and planning.

### **Current activities**

The procedure for revalorization of one of the largest national parks (78 000 ha) included elaboration of a study on landscapes’ valorisation and management in the National Park of Mavrovo (2010).

Within the procedure for valorisation of natural values of Sdhar Planin, Osogovo Mountains and Jablanica, identified as areas expanding the system of protected areas in Macedonia, identification of landscapes was made and their landscape types were determined.

In the framework of the post-graduation programme at the Faculty of Architecture, a new subject entitled “Landscape architecture” was introduced.

As part of environmental impact assessments, there are continuous efforts towards analysis of the impact of planning and project activities on landscapes, their degradations and transformations.

It is evident that “the former Yugoslav Republic of Macedonia” is making slow, but certain steps towards achievement of the goals of the European Landscape Convention. Today, in this modern world of urbanisation and industrialisation with the accompanying infrastructure, we face the challenge of identification and prevention of landscapes transforming pressures. With this we are going to preserve the common heritage of the European continent – the landscape.

## Statement by the representative of Turkey

### Mr Yaşar DOSTBİL

General Director of Nature Conservation and National Parks, Turkey

As is known, with a view to promote European landscape protection, management and planning and organise European co-operation in this area, the European Landscape Convention was adopted in Florence on 20 October 2000 and came into force on 1 March 2004.

The convention was signed on 20 October 2000 by our country and ratified by the Grand National Assembly of Turkey on 16 June 2003 with the law number 4881.

Recognising our commitments indicated in the convention, dispositions to which we attach importance, the Landscape Conservation Division was created within the General Direction of Nature Conservation and National Parks on 2003. The division functions are to:

- meet obligations concerning landscape areas in terms of the international conventions, pursue international developments and co-ordinate between ministries, institutions and establishments with a view to assure the required works of the convention;
- identify the objectives, principles and strategies or national legislation on landscape conservation and co-ordinate in this matter;
- execute the actions on the awareness, information and presentation in its mission subjects.

At the same time, the division is the national and international focal point of the convention. In this context I would like to mention some studies effectuated just today by the Landscape Division:

- as co-ordinated by our ministry four study groups were constituted by the representatives of the ministries, institutions, establishments and universities with a view to execute and co-ordinate the studies and works concerning the European Landscape Convention and the country landscapes;
- in accordance with Turkish-French co-operation on environment, an information meeting concerning the French landscape policy and its implementation by the participation of the French representative of the landscape division, Mr Seguin, took place in Ankara;
- an international attended symposium on the European Landscape Convention and its implementation in Turkey was organised on 17-20 May 2007, co-ordinated by the Ministry of Environment and Forestry and the Chamber of Landscape Architects and with the support of the Department of Landscape Architects in the Agricultural Faculty of the Ankara University and the Scientific and Technological Research Council of Turkey and its final declaration and communiques were published.

In the final declaration of the symposium, the studies on landscape classification with the liaison of landscape planning was foreseen by a pilot study. In this context a project area entitled the training and studying pilot project, analysing and commenting the different landscapes for the “Landscape Planning Process”, which represents diversity with natural and cultural landscape components, was selected and approved by the State Planning Organisation;

- a project on “Landscape Conservation, Management and Planning was started for three years in 2008 in the 74 000 ha areas for analysing and commenting the different landscapes for the “Landscape Planning Process”, which represents diversity with natural and cultural landscape components;

This Project consists of:

- the education and formation for the concerned representatives of the ministries, institutions, establishments and non-governmental organisations on “Landscape Conservation, Management and Planning”,
- the analysis and evaluation of the natural and cultural landscape components,
- the preparation of the landscape protection and management strategies,
- and Landscape Planning.

This project aims at:

- the approach of methodology in the landscapes classification in national level explicating the methodology on the identification and evaluation of the landscape characters in parallel with the implementations of the party countries to convention,
- the landscape planning (landscape analysis, evaluation and management) identifying landscape planning process,
- the place of landscape planning in territorial planning and its importance in management of sustainable natural resources.

In 2009 we submitted to the Council of Europe Landscape Awards the “Biological Diversity and Natural Resources Management Project”:

- started on 1 June 2010, the Project on the Identification of the Landscape Character Areas and its Evaluation for the Recreation and Tourism which has been accomplished by the Department of the Architectural Landscape of the Ankara University and has been executed by the co-ordination of the Ministry of Environment and Forestry will obtain:
  - identification of the Landscape Character Areas,
  - preparation of the guide for the Identification of the Landscape Character Areas,
  - its integration in the Provincial Environmental Plan.
- with the collaboration of the German Federal Agency of Nature Conservation and the Ministry of Nuclear Safety and Nature Conservation we have realised

the 2nd Pan-Caucasian Workshop on Landscape Policy, Planning and Conservation of Biological Diversity in Ankara.

- I will mention another prepared project which will be implemented in 2011 entitled “Project on the Return to Nature of the Degraded Poplar Plantation Area. This project will assure:
  - the conducting of studies concerning landscape restoration for the return to nature in the poplar culture area on the river coast,
  - the preparation of the national technical guide that covers the landscape survey and its evaluation along river corridors.

Finally, our objectives are:

- the introduction of landscape planning in national planning and its integration in national planning legislation;
- the preparation of the “National Landscape Strategy and Action Plan”;
- public participation and awareness of all parts of the society on landscape protection, development and management;
- the constitution of the landscape database of Turkey and its listing;
- identifying Turkish landscapes, preparation of a Landscape Atlas;
- exchange of information and experiences with other countries.

## **Statement by the representative of the United Kingdom: presentation notes on “Quality of Landscape – Quality of policies”**

**Ms Tina BLANDFORD**

Department for Environment, Food and Rural Affairs (Defra), United Kingdom

The United Kingdom boasts a wide range of landscapes that are formed by many factors, including the underlying soils, climate, habitats – and human influence, both past and present.

Whilst the United Kingdom government has an overview of the implementation of the European Landscape Convention, the devolved arrangements of the United Kingdom place day-to-day responsibility for landscape in Scotland, Wales and Northern Ireland on the devolved administrations of each of those countries.

### **Landscape protection and management**

Landscape protection and management is addressed in a wide range of United Kingdom legislation and policy documents, but most comprehensively within the spheres of spatial planning, environmental protection and designated landscape.

### **Planning**

In England, we will be consolidating the various national planning policy documents into one National Planning Policy Framework. Within this overall national framework, local communities and local planning authorities will be able to produce their own distinctive plans and policies to create sustainable and attractive communities.

The government is also committed to maintaining the Green Belt, Sites of Special Scientific Interest and other environmental protections, and creating a new designation to protect green areas of particular importance to local communities.

Natural England and English Heritage have jointly and separately promoted many aspects of the European Landscape Convention including developing guidance for those working in the planning sector, such as Natural England’s Guidelines for Integrating the Intent of the ELC in Plans, Policies and Strategies.

In Northern Ireland, land use planning powers are devolved to the Department of the Environment which issues planning policy in the form of Planning Policy Statements and also prepares local development plans for different parts of the region. These consider and, as appropriate, integrate landscape issues into their policies and proposals.



In Scotland, a National Planning Framework provides an overview for spatial planning purposes, and identifies a number of national infrastructure projects. These include a Central Scotland Green Network, a strategic network of woodland and other habitats, watercourses and waterways that provide and enhance setting of active travel routes, green space links and development. A single Scottish Planning Policy statement sets out government policy on nationally important land use planning matters, including landscape, historic environment and the natural heritage.

Over the last year the Countryside Council for Wales and Cadw have focused on informing spatial planning, exploring the main forces for change in the Welsh landscape and the likely impact these will have. This work will provide scenarios for a short- and medium-term (10-20 yr) timescale and will help Wales to look forward and be realistic about the changes that are occurring in the landscape and the drivers that can and should be influenced.

The Natural Environment Framework which is currently out for consultation will provide a framework for all the action on environment, the countryside and sea for government agencies and NGOs in Wales and will inform the spatial planning process.

### Environmental protection

In England, the need to enhance landscape character is one of the central aims of Environmental Stewardship.

In Northern Ireland, there are policies derived from the Nature Conservation & Amenity Lands (NI) Order 1985 for specific areas of nature conservation interest including landscape features, as well as agri-environment management policies.

The Scotland Rural Development Programme includes specific measures designed to benefit landscape management, including, in particular, measures to support the management of farm hedgerows, hedgerow trees and field walls, repair and reuse of traditional vernacular buildings and other historic landscape features; as well as measures permitting the management and maintenance of archaeological features as part of the cultural landscape.

In Wales, the historic landscape is actively considered in the new agri-environment scheme, Glastir, which provides for the protection of historic landscapes and features, and for their sympathetic management.

### Protected landscapes

Nationally important landscapes are protected through legislation. Following post-war movements to protect the English and Welsh countryside, areas were given protective designation under the National Parks and Access to the Countryside Act 1949, for example. This Act set out to conserve and enhance certain areas for their natural beauty, with areas designated either as national parks or areas of

outstanding natural beauty. Local authorities' landscape strategies and National Park and AONB management plans define landscape quality objectives.

There are also non-statutory designations such as Heritage Coasts.

In Scotland, there are Acts such as the National Parks (Scotland) Act 2000, the Land Reform (Scotland) Act 2003 and the Planning etc (Scotland) Act 2006, which relate to protected areas and access to the outdoors. Requirements include the preparation of a plan for National Parks addressing the area's natural and cultural heritage, and for special attention to be given to the character of National Scenic Areas.

Northern Ireland's "Shared Horizons" is a statement of Policy on Protected Landscapes. It promotes and proposes management of those areas designated under the Nature Conservation and Amenity Lands Order.

### Historic landscape

The historic environment makes a particular contribution to the character and value of all landscapes.

English Heritage's Historic Landscape Characterisation programme has established an evidence base for landscape policy making in specific areas of the country. This subsequently informs case work, particularly with regard to renewable, transport infrastructure and urban expansion. The programme now covers over three quarters of the country, cities as well as countryside, and most recently at and under the sea as well. HLC has its equivalents in Wales and Scotland, notably the Welsh Register of Landscapes of Historic Interest which fosters awareness of the historic landscape as well as informing national, regional and local agencies involved in its management, and Historic Scotland's and the Royal Commission on the Ancient and Historical Monuments of Scotland's Historic Landuse Assessment (HLAMap and PASTMAP).

The principles of the European landscape convention are fully embedded in Scotland's Historic Environment Policy.

Scottish Ministers emphasise the contribution made to a sustainable Scotland by good stewardship of the historic environment and ensure close links between the historic environment and wider land-use and nature conservation policies that sustain a healthy landscape, diverse ecosystems and vigorous rural communities.

The Countryside Council for Wales is drawing up conservation management plans for four of the most heavily pressured historic landscape areas that are on this register. Cadw is developing a characterisation programme for urban areas. The Strategic Statement for the Welsh Historic Landscape recognises characterisation as a key to capturing distinctiveness to inform regeneration projects.

Throughout Northern Ireland much work continues to promote the protection of heritage interest and its value to the tourist industry is well recognised. Studies of historic features and landscapes continue and heritage features are protected

through a regional Planning Policy Statement PPS6. Many individual sites and local areas are identified in, and designated through, development plans.

### **Monitoring and understanding**

Monitoring and understanding how the character and qualities of all landscapes are changing is needed at a national and local level. This monitoring informs choices and policies about the direction of landscapes in the future.

Better recognition by policy and decision makers of the environmental, economic and social services that different landscapes provide means that landscapes are planned, protected and managed to provide a range of benefits.

In England, one of Natural England's roles is to influence policy makers to consider the different types of landscape character of rural, urban and coastal landscapes, when taking decisions.

Natural England advocate the use of a landscape character approach, which can be used to underpin local and national policies and actions, ensuring that landscapes remain distinctive and highly valued.

The Character and Quality of England's Landscapes (CQuEL) is Natural England's principal integrated monitoring project. This will provide place-based evidence about the character and function of landscapes, and the provision and quality of selected ecosystem services delivered by England's natural environment.

In Northern Ireland there is not as yet a systemic way of monitoring change in landscapes, however, it is being looked into.

In Wales, "landmap" is the national landscape information resource, providing information on the geological, ecological, visual, historical and cultural aspect of landscape. Work is currently ongoing on trialling a high-tech method that uses remote sensing to detect where and when the landscape is changing. If successful, this can be used to assist in the development of a set of landscape indicators.

The Wales landscape character map will go to an online public consultation next year and when completed has the potential to be linked to broad-scale strategic (national and regional) landscape quality objectives.

Scotland completed its country-wide coverage of regional landscape character assessments in 2000. To provide the framework for these detailed assessments a new national map of Scotland's distinctive regional landscapes is currently being prepared by Scottish Natural Heritage. As in England, a landscape character approach is advocated to deliver national and local policy objectives, with revised guidance on undertaking and applying LCA currently in preparation.

To promote attention on, and effort for, landscape, SNH has recently launched Scotland's Landscape Charter, which invites all of those shaping Scotland's landscapes to support its vision and commit themselves to the actions it proposes.

### **Conclusion/future**

The United Kingdom has embraced the convention's approach to landscape, and will continue to work within the framework it provides. Its approach has a good fit with the future landscapes which will continue to be influenced by changes in climate, agriculture, housing and development needs, and by progress towards a low carbon society.

Success will be measured by demonstrating that all the UK's diverse landscapes are valued and well looked after, providing a sense of place and identity relevant to people's lives. The aim is for all landscapes to be more effectively planned, well-designed and sensitively managed with people in mind.

## Statement by the representative of Serbia

**Ms Biljana FILIPOVIC**

Senior Advisor for International Co-operation and the focal point for the European Landscape Convention, Ministry of Environment and Spatial Planning

**Serbia towards ratification  
of European Landscape  
Convention**

Biljana Filipovic  
Senior Advisor for International Cooperation and the focal point  
for the European landscape Convention  
Ministry of Environment and Spatial Planning

This slide features a white background with a blue and black decorative wave at the bottom. The title is in large, bold, black font, and the speaker's name and title are in a smaller red font below it.

**Serbia - country of recognisable  
landscapes**

This slide shows a landscape photograph of a grassy hillside under a clear blue sky, with distant mountains visible. The title is centered at the top in bold black text.

- Serbia is a country of recognisable landscapes.
- Over 6 % of the total territory is already protected and 12 % is planned to put under protection until 2012.

This slide contains two bullet points in black text. Below the text is a photograph of a lush green field with a single tree in the foreground and a forested hillside in the background.

**Serbia's protected landscapes**

This slide features the title at the top. Below it are two side-by-side photographs: the left one shows a waterfall cascading over rocks, and the right one shows a scenic view of a lake surrounded by mountains.



## Status of landscapes in Serbia

- Awareness of the value of landscapes has received a great deal of attention in Serbia, especially after Serbia became a Party to the European Landscape Convention, on September 21<sup>st</sup>, 2007.
- Identification and evaluation of landscapes has already been happening in Serbia in past years.
- Common definition of terms, such as "landscape", "landscape policy" and "landscape planning" are included in new laws and regulations in the field of environment and landscape protection.
- The New Spatial Plan of Serbia will appear in the form of Law

## Protection, Management and Planning of landscapes in Serbia

- Three policies: protection, landscape planning and landscape management, required by the European Landscape Convention, were established in Serbia long before the signing of the Convention
- There are 5 ministries involved in the development, protection and management of landscapes:
  1. Ministry of Environment and Spatial Planning
  2. Ministry of Agriculture, Forestry and Water Management
  3. Ministry of Culture
  4. Ministry of Infrastructure
  5. Ministry of Economy and Regional Development
- "Landscape" is defined in the Spatial Plan of Serbia, Law on Nature Protection, Law on Planning and Construction, etc.
- National Strategy of Sustainable Use of Resources has recognized "landscape" as a resource.

- Serbian landscapes are divided into: natural, cultural and urban types. They are distinguished by a remarkably rich diversity, resulting from natural conditions, human impact, land use, historical development and diversity of cultural environments.
- Serbia committed itself to implementing the landscapes policy through the protection, planning and management of landscapes, recognising landscapes in law, evaluating them and including them in education and awareness raising.
- There are no independent landscape documents in the Serbian legal system. Landscape elements are integrated into spatial and sectoral documents. The development, protection and management of landscapes are defined by documents in the field of spatial planning, nature conservation, protection of cultural heritage and rural development

## Other active institutions and organisations operating in the field of landscape

- University of Belgrade–Faculty of Forestry–Department for Landscape Architecture
- Faculty of Architecture
- Faculty of Science–Department of Spatial Planning and Department of Geography
- Secretariat for Environmental Protection, Belgrade.
- The Serbian Association of Landscape Architects
- Faculty of Agriculture
- Chambers of Engineers and LA Engineers of Serbia
- Many NGOs and international organisations (UNEP, IUCN, REC, UNESCO, EFLA, IFLA, UNISCAPE and many others).

## Way forward, towards ratification

- Ratification of the European Landscape Convention was jointly initiated by the two Ministries: Ministry of Environment and Spatial Planning and Ministry of Culture.
- After collecting the approvals of all responsible Ministries, the official phase of Parliament approval and Government adoption is expected by the beginning of 2011. Through diplomatic channels, the document will be delivered to the Council of Europe.
- Due to frequent Government changes after signing the European Landscape Convention by Serbia, September 21, the ratification process has continued longer than was expected.

## Public awareness and education

- In Serbia, the public can participate in the preparation of the spatial document procedures and in planning of the management of natural resources through legally prescribed procedures of public exhibition and with providing public hearing.
- There is an increasing participation of NGO organisations in raising public awareness. In this area, Serbian Association of LA is active, carrying national meetings, workshops, exhibitions and projects, also publishing professional publication.

## The way forward...

- The Serbian Association of Landscape Architects has been very active in the past years. They actually initiated the quicker ratification of the ELC, by inviting the President of the IFLA, Ms Dianne Mensies to visit Serbia and Minister of Environment and Spatial Planning, requesting urgent ratification of this important document.
- The University Belgrade has played an important role by including the landscape in spatial and other forms of planning, an raising awareness in Serbia.
- The Intersectoral working group, for the purpose of ratification and further implementation of the ELC was established three years ago and actively participating in the process of ratification.
- The desired state of landscape in Serbia, must be defined at a strategic level and landscapes should be treated on an equal footing within all spatial planning processes.
- In future, more attention must be devoted to the inclusion of landscape content into spatial planning, policies and programmers within individual ministries.

## NGO "Suburbium"-Vojvodina

- Network for Heritage of Southeast Europe held a conference in 2009, with the theme: "Cultural Landscape and the implementation of the European Landscape Convention in South Eastern Europe – the role of NGOs".
- Conference was attended by network members from the region, representatives of institutions and experts involved in the process of preserving and shaping the cultural landscape in Serbia.
- This approach stressed the importance of interdisciplinary work in addressing these issues, as outlined in the Convention.
- The NGO "Suburbium" from Novi Sad has an active role in promoting the ELC. They made an appeal to all institutions and organizations, especially those dealing with physical planning and protection of natural and cultural heritage, to as much as possible apply the provisions of the European Landscape Convention in the field of protection, management and planning.
- The appeal was addressed to the decision makers and political structures in South Eastern Europe to quickly rejoin the sign, ratify and begin implementation of the European Landscape Convention. They highlighted that, regardless of whether some countries adopted the Convention or not, it is necessary to affect the level of awareness of society about the values of the landscapes and about the importance of adequate protection, management and planning.



## International Co-operation

- The Ministry of Environment and Spatial Planning – Department for EU Integration, International Co-operation and Project management is in charge for international cooperation in this field, with the officially designated focal point to the Convention, that is in charge to cooperate with all other responsible Ministries, organisations, institutions and public.
- International Co-operation involves exchange of experiences among signatory states of the Convention, Parties to the Convention and other institutions and organisations devoted to landscape and nature protection, through international professional conferences and workshops.
- Most events and expert meetings have been organized within the framework of the Council of Europe.

### Statement by the representatives of Sweden: from knowledge making to policy making

**Ms Anita BERGENSTRÅHLE-LIND**

Deputy Head of the Department for Sustainable Management, Swedish National Heritage Board

**Mr Jerker MOSTRÖM**

Senior Advisor, Swedish National Heritage Board

Sweden took an active part in the drafting of the European Landscape Convention and was an early bird regarding its signature. However, the progress of adoption has taken some time and the ratification is still pending. Apart from the fact that Sweden has not yet ratified the European Landscape Convention, the past 10 years have been characterised by a growing activity in the field of landscape policies and an increasing awareness of the importance of integrating landscape into policies and practice. The convention has played an important role to fuel the debate and it has served as a normative framework for the action undertaken. Sweden has adopted the “spirit” of the convention and as such the implementation process is already ongoing.

### Landscape on the agenda

The 1990s was the unrivalled landscape decade in Sweden. Landscape research advanced and several important, thematic works on the Swedish landscape were published. Due to a greater interaction between the research community and government agencies during the 1980s, Swedish agencies for environment, planning and heritage management started to deal with landscape in a more systematic and conscious way. To a great extent, the focus was set on the production of knowledge regarding landscape itself and on raising awareness amongst agencies and public authorities regarding the many-faceted nature of landscape and its functions.

During the 1990s the agriculture landscape was the prime target of interest. In 1996 Sweden joined the EU and within the frame of the CAP new opportunities came about to implement a new, landscape approached programme for conservation and management of the rural landscape. Agro-environmental subsidies were introduced for the first time on a broad scale, aiming at safeguarding the rural heritage of landscape, both in terms of biodiversity and agro-historical structures. The agro-environmental subsidies were also coupled with an information and advisory programme, targeted at farmers. To execute and manage this programme, a large number of landscape officials were recruited and employed at agencies at both central and regional level. Among these officials were agronomists, biologists, geographers, archaeologists and landscape architects.



### From knowledge to policy

The birth of the European Landscape Convention is, as we recognise it, an expression of a shift from a knowledge-oriented perception of landscape to a more policy-oriented concept. The production of knowledge is still a vital component of the ongoing work on landscape, yet awareness of the need to transform knowledge into policies in order to achieve changes is more obvious and accepted today than a decade ago. When looking into several Swedish policy documents today, we will find numerous references to “landscape” and even references to the convention. We will also find that landscape is not only recognised as a target for action but also as a means. Hence, landscape can be a perspective, an approach, a way of perceiving and doing things. In this regard, the use of landscape is an expression of a wish to move beyond strict compartmentalised policies towards more comprehensive and holistic approaches.

### New challenges – New opportunities

In recent years, the challenges of climate change have triggered new movements within the field of landscape. Extensive planning for renewable energy sources, such as biogas and wind energy, has called upon the need to take stock of the landscape and its ability to carry the spatial claims raised by the energy policy. To ensure a more comprehensive assessment of landscape impact due to wind farm establishments, the government has introduced a time-limited planning programme, managed by the National Board of Housing, Building and Planning, to support regions and municipalities in the planning process. The programme has successfully rendered a vast number of planning documents where landscape is held a key position. We are delighted to notice that these planning documents represent a new generation of assessments, addressing landscape in a way that clearly reflects the ambitions of the European Landscape Convention.

The progress within wind energy planning is perhaps the most significant example of the impact of the convention in Sweden, however it is far from the only one. Several initiatives have been launched at regional level to start implementing the provisions of the convention. These initiatives encompass both development of cross-sectoral regional landscape strategies and the organization of thematic conferences.

### The work of the Swedish National Heritage Board

The Ministry of Culture is officially responsible for the convention in Sweden. However the Swedish National Heritage Board (SNHB) has an important advisory role and a strong commitment regarding raising the awareness of the convention. In practice, the SNHB has been a national hub for the convention.

In 2006 the SNHB held an assignment by the government to draft a proposal for national implementation of the convention. In conjunction with this assignment,

several activities were undertaken to initiate a dialogue with other stakeholders regarding the implementation.

In 2008 the conclusions were presented to the government. The proposal contained both a more general assessment of the terms of implementation of the convention and a more specific part dealing with the legislative aspects. Besides a number of actions suggested aiming at a more comprehensive landscape policy in Sweden, the SNHB also proposed legislative changes. In 2009 the government opened the proposal for consultation. Some 60 institutions responded (governmental agencies, regional and local authorities, NGOs, universities etc.) to the call. The responses proved a strong support for the European landscape convention and its implementation.

In October 2009 Sweden hosted the 8th Meeting of the Council of Europe of the Workshops for the Implementation of the European Landscape Convention. The meeting was a joint venture between the SNHB and the Council of Europe. The meeting made an important contribution to spread and establish the underlying ideas of the convention in Sweden.

### Current activities

In December 2009 the government officially announced its intention to ratify the convention; however, no detailed schedule was presented. Concurrently, the government made clear that no legislative changes will be carried out on account of the European Landscape Convention. The government also announced that the SNHB will be tasked with a new assignment in conjunction with the ratification, aiming at setting up the implementation process. The new assignment is officially expected at the end of 2010.

## **Intervention de la représentante de l'Andorre : Avancées et projets d'avenir en Andorre en application de la Convention européenne du paysage**

**M<sup>me</sup> Anna MOLES**

Chef de l'Unité de l'impact environnemental, Département de l'environnement, ministère de l'Environnement, de l'Agriculture et du Patrimoine naturel

Mesdames, Messieurs,

C'est pour nous un grand honneur de participer au dixième anniversaire de la Convention européenne du paysage et nous remercions le Conseil de l'Europe de nous avoir invités à présenter un exposé sur les avancées et les projets d'avenir concernant les politiques paysagères de notre pays en application de la Convention européenne du paysage.

L'Andorre est un petit Etat de 468 km<sup>2</sup> situé au cœur des Pyrénées. Ce territoire de montagne, dont l'altitude moyenne est de 1 900 mètres, est formé de trois vallées principales en forme de Y, au fond desquelles se sont développées les principales zones urbaines des sept communes de la principauté. Pendant des siècles et jusqu'aux années 1950, le pays comptait 5 000 habitants établis dans des petits villages, qui vivaient de l'agriculture et de l'élevage traditionnel de montagne. Dès la seconde moitié du XX<sup>e</sup> siècle, le statut politique singulier du pays, le développement du commerce et du tourisme de neige ainsi que la beauté des paysages et la richesse du patrimoine culturel ont contribué à l'évolution de l'économie traditionnelle vers les services touristiques, l'immobilier et le commerce. La population actuelle est de 80 000 habitants.

Jusqu'en 2004, la croissance du tourisme dans le pays a été très importante et a atteint le chiffre record de 11 millions et demi de visiteurs. Le développement des stations de ski dans les étages alpins et subalpins et la croissance des zones urbaines au fond des vallées ont été très rapides, provoquant de grandes transformations de certains paysages naturels de haute montagne et des paysages ruraux en général.

Conscient de cet état de fait, le ministère de l'Environnement du Gouvernement de l'Andorre a parié sur la mise en place d'actions suivant l'esprit de la Convention européenne du paysage.

C'est ainsi que depuis la mi-2006 deux grandes lignes de travail ont été établies : une première ligne concerne l'identification et la cartographie des paysages d'un point de vue scientifique mais aussi tels qu'ils sont perçus par la population. Il existe une seconde ligne de travail, en matière de sensibilisation et d'éducation sur le paysage, dirigée tant vers les écoliers que vers la population en général.

De 2006 à 2009, nous avons réalisé la carte des unités paysagères du territoire national aux échelles de 1/15 000 et de 1/50 000, correspondant aux paysages

objectifs composés de leurs éléments naturels, physiques et biologiques, et de leurs éléments anthropiques, ainsi que des énergies qui les transforment. Ces travaux ont constitué la base pour introduire les éléments qui leur confèrent leur valeur patrimoniale naturelle et culturelle, scientifique, esthétique, aussi bien matérielle qu'immatérielle.

En 2008, une enquête auprès de la population a été réalisée via le site web du ministère de l'Environnement, à laquelle plus de 800 personnes ont participé. En même temps, quatre groupes de discussion ont été organisés avec des citoyens d'horizons professionnels divers et habitant des paysages différents. Ces consultations ont permis de répertorier les paysages les plus connus et les plus appréciés par la population et de connaître les souhaits de cette dernière pour l'avenir de ces paysages. Les résultats de ces consultations ont été analysés et intégrés dans le Catalogue des paysages achevé en avril 2009, qui débouche sur des recommandations pour la gestion, la préservation, voire l'amélioration ou la mise en valeur des paysages.

Ce sont les paysages humanisés mais avec un caractère rural et traditionnel très proche de la nature qui sont les plus appréciés par une majorité des personnes ayant répondu à l'enquête, qui préféreraient les voir protégés. Les paysages naturels sont perçus comme étant de grande qualité et comme les éléments qui définissent le plus le pays, avec le patrimoine culturel et historique ainsi que les stations de ski et l'offre touristique et de loisirs. Les personnes qui ont participé à l'enquête jugent aussi très positivement l'existence de zones urbaines importantes avec tous les services associés, cela à proximité d'un environnement naturel privilégié. Cependant, l'opinion majoritaire est que les paysages urbains doivent être améliorés ; la construction est perçue comme la plus grande menace pour les paysages andorrans.

En matière de sensibilisation et d'éducation, la principauté d'Andorre a accueilli en juin 2007 le premier Séminaire national sur le paysage, auquel ont participé une centaine de personnes : citoyens et professionnels dans le domaine de l'aménagement du territoire, de l'architecture, de l'urbanisme et de l'environnement. Les conférences furent suivies d'une table ronde sur le futur du paysage et l'opportunité offertes par la Convention européenne du paysage pour l'Andorre.

Nous remercions le Conseil de l'Europe qui a publié les actes du séminaire dans la série « Aménagement du territoire et paysage ». Nous tenons à remercier aussi M<sup>me</sup> Maguelonne Déjeant-Pons d'avoir participé à cet événement et en particulier d'avoir présenté la Convention européenne du paysage à l'ouverture du séminaire.

En 2008 et 2009, le ministère de l'Environnement a organisé deux cours sur le paysage et le territoire en collaboration avec l'université d'Andorre et le Service du paysage de l'université de Barcelone. Une trentaine de professionnels du pays ont assisté à ces cours et ont ainsi pu s'initier à la prise en compte du paysage dans leur travail quotidien, que ce soit dans les projets d'architecture, d'aménagements divers ou d'infrastructures, ou dans les études environnementales.

Le succès obtenu par ces différentes actions a permis l'organisation d'un nouveau séminaire en mai 2009 pour réfléchir au rôle des administrations dans le développement des politiques du paysage. Ce fut l'occasion de présenter la carte des unités paysagères et le catalogue des paysages d'Andorre, qui sont consultables sur internet via la page web du Département de l'environnement, et d'appréhender divers outils pour la prise en compte des paysages tels que les chartes de paysage en France et en Catalogne, les études d'impact et d'intégration paysagère et la réglementation en matière de paysage en Catalogne.

En octobre 2009, le ministre de l'Environnement a inauguré une exposition intitulée «L'Andorre des paysages» dont les objectifs sont de faire comprendre la notion de paysage, de sensibiliser le grand public et les écoliers sur la diversité et les valeurs des paysages de l'Andorre, et de recueillir les avis du public. Cette exposition a été présentée à toutes les communes et a été visitée par 2 355 personnes, dont 715 écoliers.

Actuellement, le ministère de l'Environnement est en train d'élaborer un kit pédagogique pour les élèves des enseignements primaire et secondaire visant à apprendre aux enfants ce qu'est le paysage, les énergies qui le transforment et ses valeurs.

En juillet 2010, à la suite de la proposition du ministère de l'Environnement, le gouvernement a approuvé la réalisation de la Stratégie nationale du paysage qui doit être la base des politiques du paysage sur les dix prochaines années. Il s'agit d'un document proposant des objectifs de qualité paysagère et des actions à engager pour la gestion, la préservation et l'aménagement des paysages. Cette stratégie sera le fruit d'un processus de participation citoyenne qui commencera à la fin du mois de novembre de cette année, avec des représentants des différents secteurs économiques et des acteurs sociaux.

Finalement, nous avons l'honneur et le plaisir de vous annoncer qu'à l'occasion de la célébration de ce 10<sup>e</sup> anniversaire le Gouvernement andorran a approuvé, le 6 octobre, la signature de la Convention européenne du paysage. Il est prévu que l'Andorre signe cette convention prochainement.

Merci de votre attention.

## Statement by the representatives of the Russian Federation

**Ms Marina KULESHOVA**

Russian Institute for Cultural and Natural Heritage

**Ms Tamara SEMENOVA**

Heritage Institute, Ministry of Culture of the Russian Federation

The Russian Federation is not yet a signatory party to the European Landscape Convention, and state representatives are not ready to formally sign it today. However, the convention is widely supported by the Russian specialists, and the strategy and methodology of the national landscape science fully correspond to its principles and approaches. In addition, during last decade many challenges in Russian contemporary life showed the way to recognition of landscape values and their significance as heritage and a human environment.

The European Landscape Convention aims at the “protection, management and planning of all landscapes” and this goal presumes the adoption of a comprehensive landscape policy. Deficit of such policy in Russia could be explained by the on-going transformation of the state management system that is vastly inert and decision-making, even if it is urgent, is delayed. To become a convention party the state is to take responsibilities articulated in Article 5 as “general measures” and in Article 6 as the “specific measures”. General measures give primary emphasis to the recognition of landscapes in law “as an essential component of people’s surroundings, an expression of the diversity of their shared cultural and natural heritage, and a foundation of their identity”. The Law on the Objects of Cultural Heritage of the Russian Federation’s Peoples states that cultural and natural landscapes could be protected as heritage sites (*dostoprimechatel'nye mesta*) – one of the types of the cultural heritage objects. This law within its competence fully complies with the convention’s aims. Another Russian Law – on Strictly Protected Natural Areas – authorises preservation of the most valuable territorial complexes (landscapes) with particular significance for nature protection, science, culture, aesthetics, recreation and health care. The notion of natural landscape as a natural object and component of the environment is in use in the Law On Environmental Protection. Both environment and landscape are understood as components, though the methods of protection are specified exclusively as various sectoral requirements and standards – so this national law does not adequately correspond to the European Landscape Convention obligations. But it is exactly this law that might become the principal legal basis for landscape planning and management and for the embodiment of the convention’s ideas in case it is signed by the Russian state. Spatial planning issues are legally regulated by the Urban Planning Code and have a direct impact on the landscape future. This document specifically authorises infrastructure and capital projects development and does not take into consideration the multifunctional spatial planning that can be legally



established through the introduction of the landscape issues into this policy sphere. It is possible to sum up in conclusion that existing legal provisions are sufficient for the convention's adoption in Russia.

Important requirements of the convention are definition and implementation of landscape policy. Landscape is still perceived by the authorities as an important resource for privatisation, a place for resource extraction and a site for construction investments rather than public good and citizens' living space. Russia's peoples are starting to be united into various citizen movements to regain their lands and ensure access to their "nourishing" landscapes. Russia enjoys enormous landscape diversity stipulated by multinational composition and cultural diversity of the country and the subsequent variety of the landscape management and adaptation types. Power structures are not always aware of landscape values and their significance in decision making, highly relevant to many millions of Russia's citizen's everyday lives.

Involvement of the local population and public participation in landscape policy development is one of the important provisions in the European Landscape Convention. Russian legislation ensures civic participation in decision making through public hearings and social assessments. However, in reality chances to participate in the governance process are low. As a result there occur two main types of social protest: a passive one is manifested in refusing to take part in formal public life (elections, voting etc.); active protest is evident in the legal enforcement and submission of vital demands for desirable changes. Due to conflicts with authorities with respect to the future landscape development the protest public movements have been established to protect architectural heritage in Moscow and St-Petersburg, to conserve the Baikal Lake environment, to protect the wood stands in the North Caucasus (sites of the Sochi Olympic Games) and around Moscow (Khimki Les) etc. The social role of such conflicts is noteworthy in the context of landscape management. There are also examples of preventive measures to preserve landscape as a living place and valuable commodity for the local inhabitants – in the Kimzha settlement (Arkhangelsk region) the local community insisted on the establishment of the heritage site in the village and its vicinities. It is worth mentioning the Soviet legacy too – at present 140 museum-reserves and 40 national parks offer effective protection to valuable cultural and natural landscapes. This form of landscape management has won international recognition – in 2007 the State Museum-Reserve "Borodino Battlefield" received from Unesco the Melina Mercury award for protection and management of the cultural landscape. These forms and structures of territorial protection shall be considered as models for integrated management of the resources and areas as well. Some of the museum-reserves and national parks demonstrate interesting approaches to the economic stimulation of the local communities and their incorporation into the management and planning processes (Kenozero national park, Ugra national park, Kulikovo Battlefield, Mikhail Sholokhov, Yasnaya Polyana museum-reserves).

The convention requires introduction of landscape issues into all relevant policies. In addition, legislation on natural resources plays a major role in landscape affairs

and management, in particular, along with such legal regulations as the Forestry Code, Land Code, Subsurface Resources Law, Hunting and Fishing Laws. Natural resources are the most important components of the landscape but the lack of ethical constraints in their exploration might cause severe degradation of the lands.

Specific measures in the European Landscape Convention are associated with awareness raising, professional training and education, landscape identification and classification, landscape quality objectives and implementation of landscape policy. The major part of these measures is ensured at the local level and at the research and education centres. One of the scientific centres is the Heritage Institute in Moscow that treats the concept of cultural landscape and landscape research as a priority and the mainstream ideology. Heritage is understood as a system of values where landscape represents one of the valuable components, so it is important to reveal and anticipate its evolution into the programmes of local development. Heritage is not a mere cultural activity outcome; it is both the basis for future generation's development and conceptual approach requiring responsible attitude of the citizens towards their place of living and engagement into landscape preservation, management and planning. In the vertical structures of power this approach includes the responsibility to protect the future of the nations dependent on their landscapes. The European Landscape Convention possesses enormous potential in this respect and the Russian Federation is on the way to launching it.

## A comparative look at landscape Regards croisés sur le paysage

### Viewpoint of an economist

Mr Colin PRICE

Professor of landscape economics, United Kingdom

#### Introduction

This is the viewpoint of an economist, please note that: not of *all* economists, or speaking on behalf of the generality of economists. We are a diverse collection of individuals, distrusting one another as much as we distrust other professionals.

Firstly, let us clarify what is our commonly agreed position. Economics is the study of the allocation of scarce resources among competing wants. On the other hand, it has been said that landscape is “the perceived environment which results from the interaction of the earth’s resources and humankind’s needs” (Price, 1978). Or, in the words of the Convention, “an area, as perceived by people, whose character is the result of the action and interaction of natural and/or human factors.”

Those definitions of landscape leave no doubt that it has an economic dimension.

For economists, the essence of landscape as an “economic problem” is the absence of conventional markets (Lifran and Oueslati, 2007). This has two aspects. Firstly, landscape as a product is not generally sold one unit at a time: if it is provided for one, it is provided for all, for as many experiences as its consumers might wish. Secondly, in the absence of conventional competition, no unit price is generated, to offer indicators in ascribing value.

For other professionals, the economic problem of landscape may be seen as economists themselves. In recent decades, when assessment of landscape’s importance has become more formalised, economists have too often tried to “do it on their own”. They have, so to speak, reached over the heads of other landscape experts, instead, making direct contact with the landscape’s clients, customers or consumers, and supposing themselves to be the most reliable interpreters of these stakeholders’ actions and words. This seems contrary to the Convention’s injunctions to interdisciplinary collaboration; although, in a broad sense of the term, it is compliant with the desideratum of public consultation.

Such economists, charmed perhaps with the power of new techniques, have been reluctant to take landscape on its own terms: rather, they have tried to squeeze it into modalities that are amenable to their own forms of analysis, sometimes seeming to be developing techniques in search of a problem.

To be equitable, economists themselves often encounter reluctance to collaborate or to discuss, from disciplines for whom the taint of money destroys the moral content of beauty (Clark et al., 2000).

### Demand

The convention alludes frequently to the value of landscape. From economists’ perspective, what consumers are willing to pay is, under plausible assumptions, a reliable indicator of values and human welfare, provided only that consumers make informed and rational decisions, in which they attempt to maximise their personal satisfaction by choosing a basket of consumption within a budgetary constraint (Little, 1957). And, while landscape does not as a rule fall directly within markets, related prices offer windows into values. These are some of the routes that economists might adopt in the search for a monetary value.

- The effects on production of other priced goods and services are less important for landscape than for environmental services such as water and CO<sub>2</sub> mitigation. Nonetheless, trees planted primarily for aesthetic purposes may provide spin-off benefits, for example through temperature regulation (McPherson et al., 1999).
- Attractive views from hospital wards have been observed to shorten recovery times, returning patients earlier to the productive workforce (Ulrich, 1984).
- Good landscape design of development sites attracts inward investment to municipalities (Ecotec, 2007) – but away from other municipalities.
- Consumers of food and forest products may pay a premium for landscape representations, as emblems of – who knows what? a more wholesome and nutritious product? environmentally friendly processes of production? a traditional mode of rural living? The willingness to pay is clear and real: what is being paid for is less certain, as with (for example) certified forest products (Price, 2006).
- In a more direct fashion, portions of landscape that can legally and physically be enclosed, such as cliff-tops and waterfalls, offer some guidance about what willingness to pay might be for other, less commoditisable aesthetic experiences having comparable quality (Price, 1994).
- Even when landscape is not closed to general access, those who enjoy it may be willing to make voluntary contributions to its upkeep, or subscriptions to organisations identified as defending or creating good landscape more generally. Although economists argue that rational consumers should not so contribute, instead free-riding on the voluntary contributions made by others; nonetheless many humans have a wider conception of enlightened self-interest (Marwell and Eames, 1981).

### Hedonic pricing

Despite this broad collection of routes into monetary values, environmental economists have, usually, focused on a narrower portfolio of techniques, particularly those grouped under the headings of hedonic pricing and contingent valuation.

The values implicit in what people are willing to pay for a house may include premia for structural, market, and locational attributes. Among the locational attributes

are the landscape of which the house gives oversight. Among the preferred features of landscape are trees, water and farmland (Garrod and Willis, 1992; Tyrväinen, 1999; Luttik, 2000; Fleischer and Tsur, 2009). Given a sufficiency of data on house sales, statistical analysis is capable of distributing the price premium among all the attributes, aesthetic and material. It is a technique used for more conventional market goods (Griliches, 1971), and conforms with economists' desire that consumers should authenticate their preferences by laying out real money for them. Such itemised evaluation allows – it is argued – the transfer of the values derived into new contexts: the benefits and costs of change made to a landscape by altering its components may be compiled, from a listing of the additions and subtractions made, and the prices for these as derived elsewhere.

But behind the neat theory lie conceptual problems (Price, 2008). Landscape is not an entity built of clearly and objectively determined features, exerting influence independently. While the process of statistical analysis is objective enough, how and by whom are the relevant features of landscape identified for analysis? The convention lays on “competent public authorities” the duty to identify such features, but I never heard of an economist deferring to their judgements. Next, how are such features measured: by presence or absence, by number of items, by linear or by areal extent in the landscape? What is the form of the relationship: if one pylon detracts from the view by €1, do 50 pylons detract from it by €50? How do components interact: is their overall impact merely the sum of their individual impacts? or – as almost anyone with aesthetic training would argue – is aesthetic composition an essential mediator of landscape's quality? There are, too, technical problems of statistical interpretation (Price, 1976).

Similar to acquisition of views from a house, experience of rural landscape is “purchased” by making expenditures on transportation and accommodation, though here the expenditures are less explicitly attached to a located market. It is hoped by many economists, and believed by a few, that the pattern of transportation expenditures can reveal the value of features travelled to (Hanley and Ruffell, 1993). But here the problem is even more intractable, since those who travel to the countryside may visit many landscapes in the course of one journey, and indeed may have many trip objectives other than experience of landscape. Moreover, those experiences have values not independent of one another: for example through the sequence of views leading to a climactic one.

While displaying the power of economic techniques, hedonic pricing also exposes the discipline to one of the most frequent charges laid against it: its tendency to atomistic rather than holistic conceptions of value.

### Contingent valuation

Contingent valuation seeks, among other things, to answer this charge. When consumers respond to such questions as “what are you willing to pay for *this* state of landscape rather than *that*?” [the two states are represented for inspection] they

value what is *required* to be valued, the actual change envisaged, with all its compositional aspects, in the very context where the change will take place.

Economists have tended by disposition to be suspicious of what people state about their willingness to pay. Among the many, much discussed problems of contingent valuation are strategic biases under which respondents aim to achieve their preferred state of environment, while avoiding actual payment for it in hard cash (Bohm, 1972); part-whole bias in which willingness to pay for an individual landscaping scheme is taken by respondents as symbolic for wider, or even all, environmental conservation (Hanley et al., 1998); expressed willingness to pay for apple-pie-and-parenthood values, in a theoretical purchase of warm glows or moral satisfaction (Kahneman and Knetsch, 1992), not an actual outlay in favour of better landscape. It may even be argued that the valuation elicited is largely an artefact of the process of elicitation (Price, 1999). Intensity of professional discussion of these issues in itself assures nothing: knowing that there is a problem is not the same as achieving a solution.

The strength of contingent valuation, its intended context-specificity, may also be considered as a weakness: for efficiency of application, it is convenient if values derived for one landscape could be transferred to another.

### Choice experiments

To allow such transfer of benefit, choice experiments have become popular (Adamowicz, 1995). Preferences are expressed among packages in which different levels of environmental attributes and different amounts of payment are mixed. By blurring the stark choice between a single sum of money and a single preferred environmental condition, they avoid headlining what might seem to be moral or symbolic choices between “dirty” monetary values, and what are seen as “superior” aesthetic values. Nonetheless, they may elicit willingness to pay for token amounts of attributes which respondents believe will symbolise environmental awareness (Nielsen et al., 2007).

In their attempt to give values to individual attributes, such choice experiments resemble hedonic pricing; and, particularly in an aesthetic context, they replicate its deficiencies (Price, in press).

### The sources of value

Mostly, economists have treated landscape as though it were a single good, characterised ultimately by a summative character that might be termed “degree of beauty” (see Price (1978) for a contrary view). The wording of the convention itself, with its frequent allusion to “quality”, hints at a similar belief.

One can understand that the complexities of economic analysis, as of landscape designation, make such a simplification of the actual product much to be desired. And yet the attachedness of individuals and societies to their patrimonial landscapes



cannot be explained merely through “degree of beauty”. Nor can the insistence of some respondents to questionnaires – that no amount of money would compensate them for loss of their native, ordinary landscape – be dismissed as the exercise of irrational conservatism. There is merit in a distinctive norm of landscape that differs between nations and regions. To a degree the underlying land imposes its norms, but cultures and agricultures overlay this with the human interactions of which the convention so pointedly speaks. A more local sense of individual identity derives from familiarity with a particular landscape in its particular state: an internalised sense of *Gemeinschaft* rather than an imposed sense of *Gesellschaft* – of community, not society. The configuration of land uses, and even the placing of trees, or the lie of the hedgerows, represent an underpinning whose loss destabilises the individual. The English poet John Clare ended his days in an institution for the mentally deranged, and who can say that this conclusion was not hastened by replacement of his beloved open field landscape (Clare, 1827) by the landscape of enclosure? – although this itself is now fiercely loved and protected.

Beyond mere quality too is the wish for variety of experience, as expressed, quantified and monetised in the desire for travel, and increasingly for multiple domicile within Europe. Diversity also satisfies varied psychological propensities.

While praising quality, the convention is clearly cognisant of the benefits of local heritage and regional diversity. But it is far from clear by what means economic valuation, on a place-by-place basis, could capture the consequent supercharge of value: that which embeds itself in individuation of experience in locales, and, contrariwise, in portfolios of difference in the wider landscape of Europe. Benefit transfer, enlightened in aim, threatens the promulgation of an “ideal” landscape built from “ideal” components in “ideal” proportions, even perhaps in an “ideal” composition. But sometimes ideals differ as much as the languages which express them.

### Designations, conventions and portfolios

At its purest, neoclassical economics abhors conventions and directives, which can only stand in the way of resolving resource allocation problems through the market. Even the neoclassical interpretations that recognise the limitations of markets have problems. If cost-benefit analysis is intended to give a due and unbiased account of landscape value, why should it take any note of designated landscape status, other than what the nature of the landscape itself (not its formal designation) would suggest (Price, 1977)? Once again, the instinct of economists may be to circumvent the intentions of legislation and appeal directly to consumers of landscape, to their numbers and to their sense of relative value.

### Supply

When we turn to the supply side, landscape more closely resembles a conventional economic product. The land resource which humans mould to their aesthetic

purposes not only is part (these days) of a fiercely contested financial market, but also has capacity to meet many other demands, of which energy production in its diverse forms once again is clearly extravagant in its requirements, as it was in the days before fossil fuels. Equally, Europe’s prehistoric ritual landscapes patently required huge resources of labour, ones calculated in millions of worker-days, as in later times did formal or naturalistic parks for private pleasure. Engineering of the Industrial Age, even when serving a utilitarian purpose, clearly was undertaken with one eye on dramatic or picturesque appearance. And in modern times massive capital resources of machinery and infrastructure support publicly created or remediated landscapes. At a more intimate scale the *plaisances* and groves and the cultural landscape of farming bear the imprimatur of generations’ input of creative flair, of “evident stewardship” (Sheppard and Harshaw, 2001), and, just as importantly, the recognition and replication of “what works” in aesthetic as much as utilitarian terms.

As well as bringing to account the resource implications of creating beauty, such costly actions – and such denied opportunities – also offer additional routes to valuation of landscape. For, it is argued, if the products had not been worth at least €X to those who financed them, the projects would not have been undertaken. Such an argument is less convincing in relation to public works. What public bodies have been prepared to spend on provision and maintenance of high quality landscape is a less trustworthy source than equivalent expenditure by individuals, since officials are not actually spending their own money on their own delight. Moreover, rationality remains a prerequisite for translating expenditure into value. In the context of urban landscape, those who constructed Seville Cathedral said, according to one translation: “let us build on such a scale, that men will think us mad to have attempted it”. A literal-minded economist would interpret this as showing that the means were known to be irrationally disproportionate to the ends, and thus provided unreliable evidence of values. Even for the less extravagant projects, the equating of benefits with costs assigns a net benefit of zero to all projects, and hence no means of choosing among them. It may also be that there is local opposition to projects of “tidying up” a landscape that is part of the community’s industrial heritage.

Once again, on the supply side, there is danger from a propensity to treat landscape as exclusively an economic problem, to which the solution is to reduce frictions and inertias, and where possible to create and encourage functioning markets for land, including among those who would sponsor aesthetic pleasure. But it would be improper to leave the impression that economists are unalterably immune to the influence of other professions. Under some forms of multiple criteria decision making, economists are given the role of designing costed land use options, among which decision makers choose, thereby giving indications as to the trade-offs made by themselves and by a broader constituency of stakeholders.

### Time, investment and sustainability

The convention's reference to sustainable development, one may be sure, is no mere nod to political fashion and expediency. Clear indications are given concerning "sustainable development, to ensure the regular upkeep of a landscape" and "strong forward-looking action".

In the treatment of futurity, economists have a particular role, potentially hostile to such apparent good intentions. Protocols derived from financial markets have all too often, unthinkingly, been rolled out to landscape, suggesting that futures in landscape are of lesser worth than present-day values, whether those are derived from landscape itself, or from material uses that conflict with conservation of landscape. And yet economists would claim that they do nothing except reflect and respect revealed human preferences, as expressed in limited willingness to invest personal resources for the long-term future, or in impatience to experience acts of consumption. On a higher moral plane, in a future of (assumed) greater material *abundance* less value would be due to an increment of benefit in a society already well-provided-for (Tulloch, 1964; Price, 2003). Yet this line of thinking cannot apply to the increasing *scarcity* of unspoiled natural and cultural landscape (Price, 1993, 2007).

As for human impatience, the evidence of history and prehistory is actually rather equivocal. Those who launched the enterprises of building ritual or formal or naturalistic landscapes probably did not expect to see them completed and matured, though perhaps they understood them as part of the assurance of immortality.

And we too are presently and potentially the makers, as well as the recipients and trustees, of patrimony.

### Resolving issues in an institutional setting

Under the same self-belief by which economists claim autonomous routes into valuation, so they may seek to address the actual process of allocation within an enclosed perspective, offering to decision makers a collated and packaged solution with "choose me!" written alongside one of the available alternatives – in the language of superior achievement of numerical performance measures. Here they intrude on the traditional territory of politicians (Self, 1970), as well as of landscape designers.

Nor do economists – atomistic in their solutions and dwelling in a *ceteris paribus* land, where all else is equal – engage effectively with locality in relation to country and continent. The fragmentation enacted through cultural and legal cycles of inheritance yielded parcels which computer programs, given land use decision rules, can handle. But how is computerised *remembrance* to be achieved, except by mechanical rules which lack aesthetic inspiration and consciousness of wider context?

At the supra-national level, economists' liking for benefit transfer processes favours one-size-fits-all, "most-preferred landscape". This may be unintended. But the tendency needs to be circumscribed by a higher authority; as may a pan-European fanaticism that seeks to make an ideal European landscape everywhere. There is of course a place – subsidiarity underwrites that – for vignettes of other nations' landscape within the national portfolio: Italianate villages on Wales's western seaboard; French chateaux as the domicile of English Francophiles; on a larger scale the landscape of Finland rolled out across the Scottish borderlands. And, reciprocally, the English garden deployed on the German/Polish border – mysteriously, often supported by the habitual rain.

On the other hand, as economists have by-passed other professionals, so apparently public consultation facilitates the by-passing of economists. But this populist mode of decision construction does not efficiently and equitably resolve conflicts between landscape and other environmental preferences versus cost, nor balance differences between stakeholders in their preferences among outcomes. Constitutional and participatory democracy, unlike economic evaluation, offers no plausible vehicle for honestly expressing and accurately interpreting intensity of preference (Price, 2000).

### Concluding comments

When everything has been said, economists address in essence what the problem truly is. Our resources of land and of investment funds are scarce; our many wants place competing demands on them; and it is vapid to suppose that people of goodwill will naturally and equitably agree on how that competition will best be resolved; or that landscape will be accorded the "due regard" beloved of meticulous legislators. And resolved not only for themselves, but for future generations of Europeans and of visitors to Europe. A convention sets the common understandings not just of national perspectives, between which differences exist, but also of professions, between which the differences may be profounder.

So what is it that economists acting on their own might achieve or recommend, and in what ways might these outcomes fall short of desiderata? In what sense, subsequently, does the convention provide the framework within which economists can relate their work to that of neighbouring disciplines? With what understandings and competences might economists operate? How, for the more obdurate economists, can a comprehension be conveyed that the perspectives of a photographer (composition of visual images) or of a psychologist (construction of meanings) or of a philosopher (contemplation of values) are, none of them, alternative and competing perspectives, but ones that should inform an understanding of what it is that people – and perhaps other sentient beings – seek from landscape as a resource, as well as what it is that they can reasonably have.

Very briefly, human mediation has always seemed to me a prerequisite to resolving the problem of how the attributes of landscape compose themselves into landscape

quality (Price, 1978; Price and Thomas, 2001). The role of landscape architects is to proffer composed designs of quality, perhaps of different levels of quality. As a separate role, assessors might rate those levels of quality. The economist's function is to find, by the means already outlined, democratically authenticated values, not for the components of design, but for the constituted quality itself.

This is not an understanding, either, that emerges completely from the case-by-case, brief-by-brief outlook that economists share with landscape designers, and perhaps with the enactors of the land-use decision processes. Needful also is an overview, to set the case-by-case decisions in the context of Europe's portfolio of diverse landscapes. That, and an underview, that has the humility to see landscape in the terms of its inhabitants and visitors: to see what it is that is valued, before attempting to derive – or refrain from deriving – a numerical and monetary representation of that value.

## Viewpoint of an artist photographer

**Mr Gabriele BASILICO**

Photographer

I am very pleased and a little embarrassed to be invited to participate in this event. It is a responsibility to bear witness here as a photographer of architecture and the landscape. It might perhaps have been better to get a historian or a critic to comment on this rich and intense relationship.

On the other hand, I am a photographer and I have been taking photographs for more than 30 years, so I have chosen to offer you a series of images of urban landscapes starting with my first such project (1978-80), dedicated entirely to the area round Milan, the city where I was born and where I live. In the course of these 30 years I have travelled widely in Italy and Europe, in the end producing a comprehensive record, a kind of vast photographic mosaic, comprising fragments of the cities and places I have visited, some of them very far distant.

There is no particular reason for my predilection, or what might be more aptly termed my mad passion, for urban landscapes, except perhaps an interest in architecture acquired during my studies and an admiration for the work of great photographers of the past. There were times, in those years, when I broadened the scope of my projects from the city to the natural landscape, albeit always a landscape marked by human activity. In that respect, my most important project was an assignment for the French Government, the DATAR Mission Photographique (1983-89), on the coast of northern France. These photographic projects, some conducted entirely on my own, others in collaboration with public authorities, led to various cultural and artistic initiatives, accompanied by exhibitions and books.

Before showing projections of my work, I should like to recall the words of Alberto Savinio after the devastating air raid of August 1943, when 2 000 tons of bombs were dropped on Milan.

In the days following the raid, as usually happens in such circumstances, people wandered about the city in a state of shock, searching among the ruins for traces of the daily life that had been so violently interrupted.

Those people included the writer and artist Alberto Savinio, born in Greece and raised partly in Germany and partly in France, who was captivated by the striking vision of the new urban landscape. This is his testimony, published as a final addendum to the last chapter of his book on Milan:

“ ... I wander through the ruins of Milan. Why do I feel so excited? I should be sad but I am filled with joy. I should be brooding on death but my mind is full of thoughts of life, borne in on me like the purest and brightest morning breeze. Why? I feel that new life will be born of this death.

I feel that a stronger, richer, more beautiful city will rise from these ruins.



It was then, in Milan, that I made a silent vow, a vow between me and the heart of the city. To return to you. To make my life with you. Among your stones, under your sky, surrounded by your gardens.

... There is a name over the door at number 30 Via Brera: Impresa Pulizia Speranza – Hope Cleaning Company. What more is there to say? That says it all.”

Many writers have told the story of the city in works of the highest literary merit, works that bear witness to the writers’ subtle insight and admirable powers of historical reconstruction. But Savinio goes to the heart of a central problem of photography: the relationship between ethics and aesthetics, the quest for a balance between beauty and tragedy. For me what is perhaps the most attractive aspect of Alberto Savinio’s work is his unmitigated love for the city, quite apart from its dramatic aspects or its aesthetic value.

The same love that I see reflected today – in the context of planning projects – in the work and ideas of the architect Alvaro Siza. Speaking as one familiar with the feelings of discouragement and despair that may seize anyone who ventures into the increasingly chaotic suburban sprawl surrounding our cities, he helps us to look beyond that, to seek a “strange beauty” not only in the memories enshrined in historical city centres but also in the spontaneous fragmentation of the suburbs.

### Milan and pictures of factories

I should now like to speak about my photographs, and my somewhat mad obsession with the city.

It all started in 1978, when a town planning journal commissioned me to photograph the districts of Milan. I took the first pictures of what was to become perhaps the most significant of my projects, in the Vigentino district. The theme was urban space in the industrial districts. The light was the strong, clear light one gets on windy days, and the atmosphere was marked by the absence of people and a constantly prevailing void.

Those three elements provided the framework and the basis for my longest and most committed efforts during those years: the work on the factories of Milan, in which I was obliged to concentrate more or less exclusively on photography for most of the time, but which also enabled me to understand and rediscover a more direct and solid relationship with the perception of space.

The light on that spring day in 1978 revealed a reality that I had never seen. I remember asking myself where I was and whether this place really was in the suburbs of Milan. The atmosphere was full of subtle vibrations, the silence of the void was perceptible, surrounded by the fragrance of the light air. That magic suspension of the light enabled me to see through a reality that looked very different in its everyday dimension.

During the course of those few days, ordinary buildings, anonymous facades and abandoned sites began to assume the role of protagonists, as if in a fairy story. The

physical structure of the buildings was the same, they had not changed but their visible aspect had, it was altered, different, transparent.

It was the perception of void and absence, the formative experience of light, contrasting with deep and clearly marked shadows, that put me in harmony with space and enabled me to discover a new and different perception of industrial areas.

It has rightly been said of these pictures that they “transform and redesign space”, and, on revisiting places I photographed, I myself have felt I was looking at an imaginary city, even though it was really there before my lens.

In the sharp light, in the ideal atmospheric conditions in which I usually worked at the time, the heat of the sun on my shoulders made me feel absolutely at one with the space on which I was working, and the space ceased to be an inanimate location and became a living thing.

Shadows of a house that fall on a building or alter the shape of the ground, transform facades, redefine distances, bring masses closer together or separate them, changing the perception of buildings.

The foreground of my pictures is often in shadow, not only to hide the pavements, the parked cars, the garbage, but above all to show metaphorically the existential shroud in which urban space enfolds the men and women moving through it.

If a space is lit up, the shadows generate a formal, dynamic effect, similar to the effect created in a theatre when the dark stage is suddenly floodlit. The same thing as happens on a real stage occurs in an urban space when the sun casts its clear, sharp light on the fabric of the buildings.

It fills the forms within the space with light or wraps them in shadow, and, as the light changes, wonderful metamorphoses can be observed in these absolutely immobile forms. There are buildings which, thanks to the skills of their designers and the care of their photographers, assume an anthropomorphic aspect.

Architecture has hidden eyes, noses, ears and lips, faces waiting to speak, and they can speak, it seems, only under the revealing influence of light and in the absence of human beings.

The presence of a passer-by is enough to restore architecture to its role of a backdrop, to give the void a sense of absence, while the absence of human beings removes any hint of anxiety and allows the void to be what it really is. A void that is itself full, a void that becomes a subject.

I photograph the void as a player in its own right, with all its poetry, all its strength, all its civilising ability to communicate, because the void is the structural, the integrating part of architecture.

## Milan and other cities

With time my interest turned to other cities, other places, in Italy and elsewhere. I was particularly drawn to outlying areas, to the outskirts of cities, where there is a mixture of buildings and where a new landscape aesthetic is constantly developing and taking shape. I was also drawn to historic centres, the sites of ancient or modern monuments, the stratification resulting from successive transformations, the periodic changes in urban landmarks, street signs, interior design features, the spectacular advent of advertising. Looking back on all these travels, the towns I have visited, the places where I have been, a constant feature seems to have been the expectation that I would find links and similarities between them.

The willing spirit that guided me in my travels and my natural curiosity prompted me, and still prompts me, to pay no heed to geographical barriers. This does not mean that all cities must necessarily be similar, but it does mean that all cities contain more or less visible features, which are there to be seen by anyone who looks for them, familiar features that help us to bear the sense of loss associated with the new and the unknown, and to rediscover the unchanged bonds of affection and friendship with places.

So I see pieces of Milan, of my story of Milan, as I travel round Europe and, conversely, when I return from some other city I notice similarities or differences in Milan, new things I had not noticed before. It is as though I had taken samples from one culture to transfer them to another, and enjoy seeing what they might have in common.

This subtle dialogue with different countries' architecture and spatial forms lends strength to the idea of place in general as the sum total of particular places, which does not mean the end of individual identity, but leads on the contrary to a more radical awareness and more refined perception.

Seeing becomes a kind of invisible process of redesign, which includes perceiving and understanding the relationship between ourselves and reality.

## Photographing the city

Photographing a city means making typological, historical and emotional choices, and it often means seeking out places and establishing connections with other places, including remote or even imaginary places. They may be streets, buildings, squares, glimpses, horizons or, more rarely, panoramas, which ultimately turn into a journey, a walk through the city. The photographer's task, as I see it, is to work on distance, to take measurements, to find a balance between one thing here and another there, to reorder space, in short to seek a possible sense of place.

If we imagine the city as a large physical body and think, metaphorically, in terms of acupuncture, for example, we know that there are points on the meridians where energy is generated. In the same way, I like to think that I too, as a photographer,

act as though I were seeking reference points in the physical space where I can locate the observation point from which to look out.

It is perhaps presumptuous and illusory to hope that photography may re-educate the way we see places, but a sensitive, thoughtful, focused vision can certainly help to reveal what is before our eyes but is often imperceptible. It is as though I were taking the same photographs over and over again, moved by a wish to establish a special dialogue with the places I choose to photograph, with their history, their nature, and their physical features, and at the same time comparing them with the memory of all the places I have known before.

In my photographs time slips away, in the end becoming suspended altogether. As a photographer, I have long ceased to be a slave to the crucial moment. Time in my photographs is, I think, a long time, a time that cannot be measured, even if that seems to be contrary to the nature of photography and photographic techniques, which are essentially associated with speed.

My constant, almost obsessive, focus is on the contemporary urban landscape, the social and aesthetic phenomenon of the huge, rapid, irrepressible transformations that are taking place in cities all over the world, and I think photography has been, and will perhaps continue to be, a sensitive and particularly effective instrument for recording that phenomenon.

Photographing the city does not mean choosing the best buildings and taking them out of context in order to enhance their aesthetic dimensions; in my view, it means precisely the opposite. It means putting "cultivated" buildings and "ordinary" buildings on the same level, and establishing a dialogue of cohabitation.

Because the true city, the city I am interested in recording, contains this mixture of excellence and mediocrity, centre and suburbs, even in the most recent instances of role-reversal (a vision of urban space that we would once have described, somewhat rhetorically, as "democratic").

I harbour the illusion and the hope that willingness to observe and accept contemporary urban reality may be a good starting point for imagining a better city and a better future. In this obsessive observatory constructed over my long quest for a dialogue with space, I see the city as a living thing, a breathing organism, a great body in the process of transformation. I am interested in capturing the signs of that transformation, just like a doctor who examines changes in the shape of a body and detects its structure in the pauses as it draws breath, in a state of suspended animation as it were.

That state enables me to discern the form. If the city can be seen as a large body to be observed, with almost scientific curiosity, it also meets an expectation – or in other words provides a space to attend to something that is yet to happen, something that is before our eyes, apparently invisible but about to be revealed if we look in the right way. The individual parts of this large and swelling body correspond to particular places which project their "secrets" along the line of vision.

Defining lines, that extend beyond what is visible to the eye and seek to penetrate the inner passages of the urban structure, as in a labyrinth, and the city throwing out other lines in a continuous exchange. The photograph then assembles the traces of these lines in a sensitive, overall vision. This interweaving process can simultaneously bring to the fore two realities, the more objective reality which records a given place and the more hidden, subjective reality which gives energy and identity to the vision. The city can cease to be an alien place, it can become a place where one belongs, one has only to look at it with a “disenchanted” eye.

### The DATAR photographic mission

DATAR (Délégation à l'Aménagement du Territoire et à l'Action Régionale) was established in France in 1963 to organise and co-ordinate spatial development and, among other things, to persuade ministries to think in terms of spaces and to stop thinking exclusively in terms of sectors. France was to change radically in the 1970s and 1980s, with the economic crisis and the redevelopment of industrial sites, and DATAR's role assumed strategic importance. A new manager, Bernard Latarjet, deemed it essential to have a detailed *état des lieux* at a time when things were changing. A life-long amateur of photography, recalling the experiences of the Mission Héliographique and the US Farm Security Administration, he decided to launch the Mission Photographique:

“The broad trends that had shaped the landscape for 50 years were suddenly changing: demographic growth, industrialisation, urbanisation, the development of tourism, the emergence of new services, new transport conditions, etc. There was consequently a concern to take stock of the situation at a time when things were changing.

There was also a deeper concern: a desire to rediscover the actual, physical sense of reality. We labour over statistics, maps, arbitrary proposals, but we have lost the direct experience of the landscape.”

The objective was to add a more specific dimension to spatial development studies and to document this time of great changes. These aims were intimately bound up with the idea of helping to establish photography as an artistic research tool. The foundations were laid for the Mission Photographique: DATAR would first invite 12 photographers to present draft studies of the landscape. The choice of location and the techniques to be employed would be a matter for them. The Mission would keep the work under constant review, and there would be periodic meetings, attended by representatives of the regional authorities, geographers and art historians. Individual assignments would be for 3 to 6 months.

This therefore marked the return and the discovery of a new interest in landscape, in France and in the history of photography, after a long period dominated by press photography and reportage, the famous MAGNUM Agency photographs, and the towering figure of Henri Cartier Bresson. It must also be said that photography was marked by an interest in landscape, particularly in France, from the very beginning (1839) to the second half of the 19<sup>th</sup> century and the early 20<sup>th</sup> century.

### Bord de mer

I had the good fortune to participate in this impressive initiative with a journey along the North Sea coast. The assignment enabled me to produce a book, *Bord de Mer*, but above all it caused me to adopt a new, more “contemplative”, attitude to landscape, and fostered a wish to capture every detail in the picture, including the complexity of the things that could be revealed in a landscape through meticulous observation. Following this experience, I realised that something had changed: I had gradually come to prefer a “long, slow look” to the “crucial moment” that reportage had taught me to expect. I like to think I have learned, as a photographer, to be detached, to eschew an excessively subjective and artificial approach and to present reality objectively, with due respect for things. *Bord de Mer* heralded the advent of a new and different attitude.

The six months allowed for the work under the terms of the contract was a very long time, enabling me to work slowly and radically affecting my own perception of photography. Those places in Northern Europe, with the rough seas, the deep skies, the heavy clouds, the driving rain, the wind, the sun and the ever-changing light opened my eyes to a new and splendid view of landscape.

This was the landscape of painters like Canaletto and Bellotto, or the Flemish painters ... descriptive artists who had shown me how this part of the world, depicted in minute detail, went much further, extending beyond the frame and reaching out to other horizons. I believe I can say now that there are two new concepts that have since become a precious part of my new language: the sense of infinity as observed space, which lies outside the camera and which I had never metabolised before, and the experience of contemplation, which led me to look at things in a hyper-analytical way. I mastered the slow look, the look that sets everything alight, that enables you to capture all the details, to read reality directly: hence the big camera, the tripod, the slower pace, the light just as it is, without filters, all one need do is look. As one contemplates the rich and changing miracle of nature, the photograph may seem to be superfluous, but it is an essential accessory, the only possible way to convey to others what one has seen and understood.

### Le Tréport

There is one picture that records these perceptions perfectly, and that is a photograph I took in 1985 of a landscape at Le Tréport, on the border between Normandy and Picardy. It was a highly important, indeed crucial, transition in my experience in the field. Many things changed after that experience, in that place, at that moment in time: it encapsulates a process of maximum synthesis, it is an ideal photograph because it is a reminder of the place, in all its appeal and entirety. It enfolds you, it reaches out to you: I felt as though I had physically expanded in space when I was there. It was at Le Tréport that I perhaps understood the connection between the broad, detailed landscape depicted in 17th century Flemish paintings and the purely industrial power of photography: a link between modern and contemporary



views of the world. Everything is visible in the panoramic view of Le Tréport: the world is in that photograph, and I was able to master it with a look, calling things by their names. It was on that powerful, classic pattern, in which composition is entrusted – apparently without demur – to the forms of the world itself and any acrobatic playing with forms is rejected, that I built a new way of seeing, a way that I hope I have followed ever since.



Le Tréport 1985  
@Gabriele Basilico



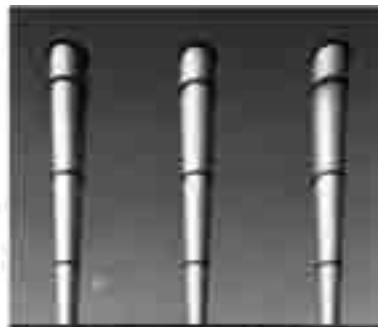
Le Touquet 1985  
@Gabriele Basilico



Merlimont plage, 1985  
@Gabriele Basilico



Milano, Retrati di fabbriche, 1978-1980  
@Gabriele Basilico



Milano, Retrati di fabbriche, 1978-1980  
@Gabriele Basilico



Merlimont plage, 1985  
@Gabriele Basilico



Monaco 2005  
@Gabriele Basilico



Moscow, 2007  
@Gabriele Basilico

## **Closing / Clôture de la cérémonie**

**Ms Maguelonne DEJEANT-PONS**

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

On behalf of the General Secretariat of the Council of Europe, I would like to thank the Ministry for Cultural Heritage and Activities, the Tuscany Region and the Province and City of Florence, for their exceptional welcome here in this magnificent Palazzo Vecchio.

This mythical city, after which the convention is named, itself symbolises the landscape, a sublime landscape. It attracts visitors like a magnet and they come from all over the world to contemplate and soak up its beauty.

I would also like to thank the representatives of the governments for their excellent presentations on the activities carried out over the past 10 years in Council of Europe member states. It has been extremely useful to share this experience, which has taken us through the landscapes of Europe and we will be able to continue doing so through the Council of Europe information system on the European Landscape Convention that is currently being developed.

We welcome the announcements made by the representatives of Sweden, Serbia, Andorra and the Russian Federation concerning possible ratification and signature of the convention. We naturally hope that all Council of Europe member states will gradually become parties to the convention.

Many thanks also to the representatives of local and regional authorities, international governmental and non-governmental organisations and to the “landscape lovers” present here today for their contributions and participation in this celebration.

This event was neither a beginning nor an end. It was an important milestone offering a snapshot of landscape policies, 10 years after the convention was opened for signature.

One of the speakers said that landscape has its dignity. As the outcome of the long history of the Earth and humankind, landscape must be treated with special attention so that it can continue to move and inspire us.

**M<sup>me</sup> Maguelonne DEJEANT-PONS**

Secrétaire de la Convention européenne du paysage, chef de la Division du patrimoine culturel, du paysage et de l'aménagement du territoire, Conseil de l'Europe

Je souhaiterais remercier au nom du Secrétariat Général du Conseil de l'Europe le ministère des Biens culturels et des Activités culturelles de l'Italie, la Région Toscane, la Province et la Ville de Florence, pour leur accueil exceptionnel en Italie, en Toscane, à Florence, dans ce magnifique Palazzo Vecchio.

Il est possible de voir comment cette ville mythique, dont la Convention porte le nom, symbolise à elle seule le paysage, le paysage sublime. Elle attire comme un aimant des visiteurs du monde entier venus la contempler et s'en imprégner.

Je souhaiterais aussi remercier les représentants des gouvernements pour leurs présentations de grande qualité des travaux menés tout au long de ces dix dernières années dans les Etats membres du Conseil de l'Europe. Ce partage d'expériences, qui nous a permis de réaliser un voyage à travers les paysages d'Europe, est d'une grande utilité et se poursuivra au moyen du Système d'information du Conseil de l'Europe sur la Convention européenne du paysage, en cours d'élaboration.

Nous nous réjouissons des annonces faites par les représentants de la Suède, de la Serbie, de l'Andorre et de la Fédération de Russie concernant de possibles ratifications et signatures de la Convention. Nous espérons bien entendu que l'ensemble des Etats membres du Conseil de l'Europe pourront progressivement devenir Parties à la Convention.

Un grand merci également aux représentants des collectivités locales et régionales, des organisations internationales gouvernementales et non gouvernementales et aux « amis du paysage » ici présents pour leurs contributions et participation à la célébration.

Cette manifestation ne constituait certainement ni un point de départ ni un point d'arrivée. Elle a marqué une étape, une étape importante offrant un instantané, une photographie des politiques paysagères, dix ans après l'ouverture de la convention à la signature.

Le paysage a sa dignité, nous a rappelé un des orateurs. Fruit d'une longue histoire de la terre et des hommes, il doit être traité avec une attention toute particulière afin qu'il continue simplement à nous émouvoir et à nous inspirer.

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The European Landscape Convention was adopted under the auspices of the Council of Europe with the aim of promoting the protection, management and planning of European landscape and organising European co-operation in this area. It is the first international treaty covering all aspects of landscape. It applies to the entire territory of the contracting parties and covers natural, rural, urban and peri-urban areas. It concerns landscapes that might be considered outstanding, commonplace or deteriorated. The convention represents an important contribution to achieving the Council of Europe's objectives, namely to promote democracy, human rights and the rule of law, as well as to seek common solutions to the main problems facing European society. By taking into account landscape, culture and nature, the Council of Europe seeks to protect the quality of life and well-being of Europeans in a sustainable development perspective.

Adoptée sous les auspices du Conseil de l'Europe, la Convention européenne du paysage a pour objet de promouvoir la protection, la gestion et l'aménagement des paysages européens, et d'organiser la coopération européenne dans ce domaine. Elle est le premier traité international englobant le paysage sous tous ses aspects. Elle s'applique à tout le territoire des Parties contractantes et porte sur les espaces naturels, ruraux, urbains et périurbains. Elle concerne les paysages pouvant être considérés comme remarquables, ordinaires ou dégradés. La convention représente une importante contribution à la mise en œuvre des objectifs du Conseil de l'Europe, qui sont de promouvoir la démocratie, les droits de l'homme et la prééminence du droit, ainsi que de trouver des solutions communes aux grands problèmes sociétaux de l'Europe. En prenant en compte les richesses paysagères, naturelles et culturelles, le Conseil de l'Europe cherche à préserver la qualité de vie et le bien-être des Européens dans une perspective de développement durable.