



Spatial development governance : institutional co-operation networks

Gouvernance territoriale: les réseaux de coopération institutionnels

Yerevan, Armenia, 28-29 October 2004
Erevan, Arménie, 28-29 octobre 2004

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**Opening speeches/
Allocution d'ouverture**

Aram Harutyunyan
Minister of Urban Development
Armenia

Respectable Ladies and Gentlemen!

Allow me warmly to greet all participants in the International Seminar of the European Conference of Ministers responsible for Spatial Planning of Council of Europe Member States (CEMAT), co-organised by the Council of Europe and the Republic of Armenia.

Such a seminar takes place in Armenia for the first time and, as it was mentioned in the foreword to the Seminar, it involves the participants of the Council of Europe Member States, which are united for one general purpose that is the provision of the sustainable spatial development of the European continent.

Mentioning the importance of this covering field of human activity I should note that being a sphere requiring large investments in spatial planning it is necessary to avoid mistakes wherever possible as these are in the practice nearly incorrigible. Therefore it should be programmed and managed in the best way.

The guidelines of sustainable spatial development are multifactor and require the use of complementary and consequent measures, which is not easy, in particular for Armenia being in a transition phase.

At the same time the above mentioned considerations are closely interrelated and in case of necessity they should be discussed from the point of view of effective implementation of the efforts directed to increase country competition, integration of a worldwide society, formation of favourable investment climate, creation of new workplaces, provision of accessible social and engineering infrastructures for all levels of the population.

In recent years investments increased considerably in the field of main construction in our country, bringing an essential increase in new workplaces during the realisation of urban development activity, together with use possibilities of work and benefits related to the exploitation of the already built structure. On this occasion it is also evident to regulate and foster daily increasing investment tendencies in the mentioned field in the context of efforts made to reduce poverty in our country.

It is also necessary to mention the derivative influence of urban development activity on the increase of living conditions of the population.

Regarding the programmes implemented by the Council of Europe I also should like to mention the Programme for management of historic cities and institutional capacity building, which is implemented with the Director of Culture and Cultural and Natural Heritage of the Council of Europe (DGIV) Mrs Catherine Roth who is present, and with the Urban Development Ministry of Armenia, the Nature Protection Ministry of Armenia, the Ministry of Culture and Youth Affairs of Armenia. Recently at the International Seminar held in Yerevan best practices of rehabilitation of European cities were presented as well as problems of the Goris, Gyumry and Ashtarak cities included in the project and measures planned to solve them. Steps being implemented in the further stages were also discussed.

The programme “Armenia as Innovation bridge in Networks of CEMAT Model Regions” is realised under the umbrella of the Council of Europe, on behalf of the Ministry of Transport, Construction and Housing Facilities (Economy) of the Federal Republic of Germany, whose representative Dr. Welf Selke is today with us. The main purpose of this programme is to support the sustainable and balanced spatial development of the Republic of Armenia, its harmonious integration in the European society through the implementation of “The Guidelines of sustainable spatial development of the European continent”.

Dear friends,

The spatial development problems are general for all countries and, at the same time, for each country with its specific characteristics. The nations and the states have solved these problems originally. Many of today’s states for development of such programmes address the contribution of such international structures which have great experience in development and implementation of programmes like these.

The co-operation with the Council of Europe in the above mentioned problems will especially support subsequent steps undertaken by Armenia in order to ensure the sustainable development of our country.

Dear Ladies and Gentlemen, I wish you all fruitful work and I thank you for your attention.

Maria-José Festas

Chair of the Committee of Senior Officials of CEMAT

[Basic document prepared by Prof. Dr João Ferrão (Instituto de Ciências Sociais, Universidade de Lisboa)]

1. Territorial governance – reasons for a new approach to territorial government and management

The term “governance” is intended to reflect new forms of governability, in which the modern state’s traditional role has given way to more complex, open and participatory approaches.

This development has a number of relatively distinct causes:

- the growth of public decision-making systems in which national governments are increasingly influenced by supranational and regional bodies. In both theory and practice, this multi-layered decision-making tends to centre on the subsidiary principle, requiring more flexible and exacting forms of vertical co-ordination;
- the increasing openness of states and regions to the outside world, which is based on the growth of tangible and intangible networks, and on inter-regional and transnational co-operation strategies, and requires broader and more effective forms of horizontal co-operation;
- the shift from a hierarchical state, deciding and acting directly, to an entrepreneurial, facilitating state, which leads to “business-type government”, with public services increasingly operating like private companies, and to greater business and civil society involvement in public affairs; one result of this trend is the ever growing emphasis on partnerships;
- the emergence of a better informed, more media-literate and more participatory society, where public opinion and active citizen involvement are key factors in democracy and the success of public policy;
- the fact that many of our modern societies’ most pressing problems can be solved only by building consensus or devising conflict management strategies which strike a negotiated balance between interests; this approach relies on certain instruments, such as strategic and shared spatial planning (e.g. the ESDP);
- the need to manage strategic aspects of territorial units which are functionally important, but have no political or administrative status (e.g. geographical areas or districts, functional urban regions (RUF), frontier regions, Euro-regions, etc.).

In short, the new systems of governance imply:

- a broad range of players (public, private, associations, interest groups, individuals, etc.);
- more complex forms of organisation, management and co-ordination;
- more participatory approaches to framing and implementing policies, programmes and plans;
- more stringent accounting, monitoring and assessment of public policy.

2. Territorial governance – keys aspects

The main aspects of governance in the regional planning field (not, of course, formally part of the EU's remit) are:

- development of supranational guidelines and long-term spatial plans based on informal, intergovernmental consensus-building and agenda-setting (identifying priorities);
- vertical co-ordination of strategies, policies, programmes and plans: levels involved (supranational, national, regional, local), type of operator (public-sector -both sectoral and territorial-, private-sector, etc.), forms of co-ordination (informal, partnership-based, contract-based, etc.), fields of activity;
- horizontal co-ordination of strategies, policies, programmes and plans: spatial entities involved (countries, national regions, Euro-regions, networks of non-contiguous regions, cities and towns, purely functional local and regional entities, etc.), operators (public-sector, private-sector, associations), forms of co-ordination (co-operation and exchange networks, partnerships, etc.), fields of activity;
- partnerships: type (public-public, public-private, institutional networks, etc.) objectives, fields;
- public participation: type (simple consultation, participation in drawing up, managing, monitoring and evaluating strategies, policies, programmes and plans), geographical level (transnational, national, regional or local), forms of involvement and participation (individuals or interest groups, prompted or spontaneous, etc.), field.

3. Territorial governance indicators

Allowing the nature of the field, the main aim is to measure and compare the impact of certain processes and procedures in each country, to identify the legislative framework, the main organisational approaches adopted, the types of entity involved and the areas in which measures are implemented.

Whatever operational indicators are adopted, it will be hard not to include the following:

- the importance and effectiveness of intergovernmental co-ordination structures in working out regional planning policies and agendas;
- the degree of administrative decentralisation of regional planning policies;
- the importance and success of vertical co-ordination structures linking the supra-national, national, regional and local levels;
- the degree of “business-type government” exercised by public bodies in the regional planning field;
- the importance attached to input from semi-public and private bodies when long-term spatial development plans and strategies are being formulated, and when regional planning policies and programmes are being shaped, planned and implemented (managed and monitored) and evaluated at national, regional and local level;
- the importance attached to public participation and public opinion when long-term spatial development plans and strategies are being formulated, and when regional planning policies and programmes are being shaped, planned and implemented (managed and monitored) and evaluated at national, regional and local level;
- the importance and success of horizontal co-ordination structures linking policies and entities;
- the extent of involvement in territorial transnational co-operation networks (frontier regions, cities and towns, regions, etc.);
- the importance of solutions based on the “meta-governance” of territorial units which are functional, but have no political or administrative status.

Catherine Roth

Directeur de la Culture et du Patrimoine culturel et naturel

Conseil de l'Europe

Monsieur le Ministre,

Madame la Vice-Ministre,

Madame la Présidente du Comité des hauts fonctionnaires de la Conférence

européenne des ministres responsables de l'aménagement du territoire

des Etats membres du Conseil de l'Europe,

Mesdames et Messieurs les membres du Comité des hauts fonctionnaires de la

CEMAT,

Mesdames et Messieurs,

Je souhaite, au nom du Secrétaire Général du Conseil de l'Europe, remercier bien vivement le gouvernement de l'Arménie et vous remercier tout particulièrement, Monsieur le Ministre du Développement urbain, de votre accueil si chaleureux pour la tenue de ce Séminaire international de la CEMAT dans cette belle ville historique de Erevan. Mes remerciements vont aussi à M^{me} Ruzan Alaverdyan, Vice-Ministre du développement urbain, pour sa collaboration très appréciée.

Ce Séminaire se situe dans le cadre des travaux du Comité des hauts fonctionnaires de la Conférence européenne des ministres responsables de l'aménagement du territoire (CEMAT) des Etats membres du Conseil de l'Europe. Il est le premier séminaire organisé depuis la tenue de la 13^e Conférence ministérielle à Ljubljana en septembre 2003. Je souhaiterais ici rappeler l'importance majeure de la Déclaration de Ljubljana sur la dimension territoriale du développement durable qui considère qu'afin d'atteindre l'objectif de durabilité, les politiques de développement du territoire devraient s'inscrire dans une dimension transsectorielle renforcée. Cette approche nécessite en effet la coopération de différents secteurs d'activité, de différents niveaux d'administration et de diverses parties prenantes.

Nous sommes ainsi au cœur même du sujet de notre Séminaire : « Gouvernance territoriale : les réseaux de coopération institutionnels ». Il s'agit, au lendemain de la tenue du Sommet des Nations Unies sur le développement durable, de promouvoir une bonne gouvernance de notre territoire.

La gouvernance est définie comme étant l'ensemble des traditions et institutions par lesquelles le pouvoir s'exerce dans un pays avec pour objectif le bien de tous. La gouvernance comprend :

- les procédés par lesquels les titulaires du pouvoir sont choisis, contrôlés et remplacés ;

- la capacité du gouvernement à gérer efficacement les ressources et à appliquer des politiques solides ; et
- le respect des citoyens et de l'Etat envers les institutions régissant les interactions économiques et sociales intervenant sur eux.

Le territoire n'est-il pas, ainsi que l'indique la Déclaration de Ljubljana, le support et le cadre indispensable de l'établissement et de l'activité de l'homme et par conséquent la base du développement durable.

L'aménagement du territoire est une tâche politique qui nécessite coopération et participation. La grande diversité des mesures structurelles et territoriales requises dans le cadre des politiques d'aménagement du territoire rend nécessaires une intégration interdisciplinaire et une coopération entre les instances politiques et administratives concernées. Leur fonction consiste non seulement à fournir un cadre aux décisions transnationales, interrégionales et interlocales, mais aussi à éliminer les contradictions et à accroître les synergies. Ces mesures doivent être accompagnées d'une consultation des populations et des instances locales. La nécessité de renforcer les relations intersectorielles a été soulignée dans la Recommandation Rec (2002) 1 du Comité des Ministres du Conseil de l'Europe aux Etats membres sur les Principes directeurs du développement territorial durable du continent européen. Le Recommandation préconise, afin de mettre en valeur la dimension territoriale des droits de l'homme et de la démocratie, une meilleure coopération horizontale et verticale et la participation effective de la société au processus d'aménagement du territoire.

Je me réjouis de votre importante participation à ce Séminaire et espère que nos travaux contribueront avec profit à formuler des propositions destinées à préparer la 14^e Session de la CEMAT qui se tiendra au Portugal en 2006 sur le thème : « Des réseaux pour le développement territorial durable du continent européen – Construire des ponts à travers l'Europe ». Je saisis par ailleurs l'occasion qui m'est donnée pour vous faire part de l'intérêt que le Conseil de l'Europe attache à l'organisation de cet événement qui contribuera à promouvoir la coopération au niveau paneuropéen afin de créer une Europe plus équilibrée et plus durable.

First session / Première session

Session chairs / Présidents de session

Ruzan ALVERDYAN

*Deputy Minister of Urban Development,
Representative of Armenia to the Committee
of Senior Officials of the CEMAT*

Karoly MISLEY

*Chair of the Tisza/Tisa Joint Commission on
the sustainable spatial development of the Tisza/Tisa river Basin,
Senior Adviser, Hungarian Office for regional planning,
Representative of Hungary to the Committee
of Senior Officials of the CEMAT*

Ruzan Alaverdyan

Deputy Minister of Urban Development

Representative of Armenia to the Committee of Senior Officials of the CEMAT

Dear Friends,

Ladies and Gentlemen,

Allow me to join the welcome speeches expressed here, to extend my thanks to the participants and the hosts of the event and to wish to everyone all the best and success.

The subject whose title “Spatial Development Management: Institutional Cooperation Networks” is pertaining to such a wide range of vital issues, starting from the matters relating to the improvement of the legal framework and the institutional system, finishing with the matters that relate to the staff administration, qualification and training of the management authorities, which naturally makes it impossible to address all the interdependent problems in a single speech.

Now, what is the primary objective of the sustainable spatial development and what is the unreserved aspiration of all of us that justifies the attainment of that goal? I believe that, in general terms, it should sound like this:

Formation of an environment, which is conducive for the human activities and ensures sustainable growth in the quality of the human life.

The formation of the spatial environment for human life and activities in every country is taking place under such conditions, which are set up by urban development practices, and which, in the course of millennia, undergoes its development and permanently remains as an essential component of the history of mankind, has addressed the fundamental problems relating to the formation of the manmade environment.

The drawing of the principles that define the sustainable development priorities of any state, also including the importance of the territorial dimension, is necessary, particularly, from the perspective of the reinforcement of mechanisms required an efficient management system.

The spatial development and planning aspects contain functions ensuring the organic interdependence of economic, technical, environmental, ethical and a number of other vital factors.

While having to deal with problems in numerous sectors, the challenge is in reality to ensure the coherence between the state, public and private interests, creating such a cultural social environment, where the human being is born and lives, with future generations still to be born and live, by which it gains a key importance along the quality values of the people’s life.

Now, a few words about the existing conditions and the development trends.

The development and formation of the regularities in spatial systems are first characterised by the nature of the social relations created in the specific country and the respective policies run by the Government.

The current spatial system of Armenia has been influenced by factors that characterise the planned economy and the administrative management methods of the Soviet times, while the master plan reflected the redistribution and the resettlement of the production capacities, which were developing in conformity with the role that was given to Armenia in the USSR economic system.

While being considered as a periphery of the huge empire, with the dominating part of the population represented by indigenous people, with centuries of long experience in architecture and urban development, while, on the one hand, being the landlocked periphery of that empire, on the other hand, practically a Republic “without borders”, Armenia, as well, in spatial development area, was managed not as an independent state.

The new situation created in the country by the post-Soviet period has led to the fundamental review of the spatial development policy.

Hence, under the growing tendencies of integration into the international institutions, a primary objective becomes the transition of Armenia to such methods of spatial planning and territorial management, which are in conformity with the Guiding Principles for sustainable spatial development adopted by the United Nations and the Council of Europe.

Under the new conditions, the spatial planning gains very different features, which, of course, were not typical for the former social relations.

The spatial development objectives of the Republic of Armenia should be considered in the light of its independence, the important factor of the country’s geopolitical position and the extent of the relative self-sufficiency required for the human life, with the exploration of all potential resources and the feasibilities for the use of the latter. Based on all the aforementioned, it is essential to choose the best options for spatial development, organisation and improvement of urban development practices.

The spatial planning principle is prevailing nowadays, where the diversity of the ownership forms is taken into account within the application of the market tools, which govern the proprietary, including the land ownership relations. The role of the society in relation with the local government and territorial development is radically growing in the process of the decision-making.

The reforms undertaken in the country serve as a sound ground for such transformations of the spatial systems, which will be consistent with the new social relations, the sustainable and balanced spatial development, the processes of integration of Armenia into the international community.

In the perspective of spatial development policy, formation and implementation, the current existing situation in our country is characterised, first, by the need of addressing the challenges of the transitional phase. In particular, possible efforts are made in the area of drawing and applying such principles, which are consistent with the current requirements, in terms of both legal enforcement and practical application aspects.

There have been a number of urban development policy papers, legislative and agency-based statutes drafted and endorsed in the manner defined. Currently, there are policies under implementation with international co-operation.

In general, there is a tendency observed in the mentioned sector in terms of drawing and implementing development plans.

At the same time, while characterising the situation existing in the sector, it is noteworthy, that:

- although the spatial planning principles are mostly enshrined in the legislation, however, they are in greatest need of refinement and amendment;
- the issues relating to spatial planning are addressed under the lack of the coherence between the stakeholders, often done spontaneously;
- there is a need for the fundamental review of the normative-technical documents to be suitable with the international standards;
- the resource base for spatial planning documents is lacking.

What are those guidelines, based on the “Guiding Principles for sustainable spatial development of the European continent”, outlining the scopes of the solution of the existing problems?

The following considerations should be emphasised among them:

- to see the country as an existent, systematically organised and developing coherent spatial complex and to create favourable preconditions for the completeness of the structure of “urban development environment - natural environment – landscape – national culture – population’s resettlement – redistribution of the production forces – engineering and transportation networks” ;
- to bring the spatial planning functions in full compliance with the system of the market relations, creating favourable conditions for the harmonic interdependency between the development policies of the Republic and the certain elements thereof, pursuing the goal of strengthening the horizontal and vertical bonds, meeting the requirements of the various social groups of the population and improving the living standards;

- to influence, in a target-oriented manner, through the legislation governing the sector, the government policies and projects, on the improvement and the upgrading of the urban development conditions;
- in all the phases of the spatial planning, to consider as a core objective, the resettlement of the population, the efficient and coherent redistribution of the industrial, agricultural, urban development, recreation and engineering and transportation infrastructures for the analysis and the comprehensive assessment of the natural conditions of the country and its separate territorial units, based on the conservation of the natural environment, the multifaceted justification for the boundaries of the projected facilities and the limitations in their use, the perspective development plans of spatial systems and the sustainable use of the existing resources;
- to target the community-based spatial development at the increase of the benevolence of the people widely using and preserving the natural, the historical and cultural heritage, the climate and spa resources, in compliance with the international standards;
- to further improve and promote the public and private sector participation in the decision-making process on spatial planning;
- to support in the development of the fundamental and applied research of science in the sector, the improvement of the system of professional education, viewing it as a pro-active factor in the net of the spatial development programmes;
- to consistently promote the implementation of the processes of integration into the world community, for the purpose of the harmonisation of the whole system with the international standards.

The analysis of the problems existing in the sector allows separating the following priority directions in the spatial development sector of the Republic of Armenia

As a basis of the sector policy, it is necessary to consider the guidelines on the formation of the base of the spatial or urban development policy papers, the improvement of the legal, including, also the regulatory and technical framework, the increase of the level of provision with housing and social-cultural, engineering and transportation infrastructures, the increase of the efficiency of the functions of the local self-government authorities in urban development.

The formation of the base for the spatial planning background papers is the main prerequisite, which, indeed, should be assessed as a basis and guarantee for the implementation of the spatial development programmes and the management functions of any newly independent state. Under the availability of a number of important characteristics

specific to Armenia and under their comparison, the critical importance of drawing the planning documents becomes more explicit.

With your permission, I would like to list some of them:

1. The subject matter concerned is actual for the Republic of Armenia, first in the context of its geopolitical position in the region. Nine of the regions of the Republic are bordering areas, of which there are seven cities and around 200 rural settlements in the borderline zone.

One of the directions of the Law of the Republic of Armenia on the “Bordering Regions” and the “Comprehensive Programme on the Republic of Armenia Borderline Regional Development” is considered to be the establishment of the multifarious co-operation with the neighbouring settlements to ensure the creation of the necessary conditions and the harmonious life and activity environment required for the sustainable development of the bordering settlements.

As an important legal instrument for the implementation of the coherent social, territorial and urban development programme of the bordering zones, serves the “Convention on Transfrontier Co-operation between Territorial Communities or Authorities” (Madrid, 1980), which has also been acceded by the Republic of Armenia.

Indeed, in the area of spatial development, from the perspective of the efficiency of the trans-boundary co-operation, it is important to take into account the specific features of the bordering regions, including:

- the degree of their “open” or “closed” nature, the availability or the lack of the national legal framework that is governing their development, as well as the level of its realisation (resettlement system, number of population, employment, social infrastructure, ecological conditions and etc.);
- the interests of the neighbouring countries in seeking or developing new employment and commodity markets, the preservation of the engineering and transportation, production and social infrastructures, conservation of interdependent economic, social, landscape and cultural heritage, solution of the ecological problems, as well as prevention of the natural and technological disasters, the alleviation of their consequences and others.

2. The need for the consistent solution of the spatial planning problems is also contingent on the characteristics of the natural complex of our country. Around 56% of the total area of the Republic of Armenia is positive for the resettlement. The remaining territories, which are 2200 meters higher from the absolute line, cannot serve the purpose of the population resettlement.

The alpine and mountainous communities amount to around 40% of the country’s communities and are included in the sparsely utilised zones. They are mostly located on the

mountain slopes at 1700-2200 meters of altitude, they have sufficient reserve areas, a huge resource and ecological potential, however, they are characterised by the poor engineering and transportation network, the weak settlement network (at average 5 communities/km²), derelict settlements (176), with low population density (ranging between 13-82 person/ km²).

Such areas are characterised not only by their absolute altitude, but also by the segregated feature of the landscape, disintegration, their location in narrow river valleys, and the poor access to the engineering and transportation infrastructures. Hence, the spatial planning issues also gain an importance in referring to the specific aspects with the consideration of the resource potential and its reasonable utilisation.

At the same time, the territory of Armenia, while seismically endangered, is characterised also by the wide availability of externally born geological processes (landslides, collapses, floods, water logging and etc.). They are causing huge damage to the economy of the Republic, the ecology of the areas, putting the human safety at risk.

Thus, the sole landslide phenomena are observed on around 4% of the country's territory, covering about 122.000 hectares of land, where 233 of the 930 communities, as well as the significant part of the railway and road communications, other infrastructures, historical and cultural heritage, are located in those areas.

3. Armenia, while being a country with exceptionally rich cultural and natural heritage, should take necessary measures to maintain those values, as well as to apply resources that are contributing to the increase of the people's betterment, development of the economic activity and creation of new jobs.

No single area of the cultural heritage of the Armenian people has been maintained in such completeness and diversity as architecture, the thousands of valuable monuments of which represent all the periods of the development of human civilisation, starting from primordial times until nowadays.

A greatest interest and value represent also the natural heritage of our country, where natural complexes representing etalon and scientific value are reflected with the conservation and reproduction of their elements.

4. At the same time, the Republic of Armenia as a country having ratified the European Convention on Landscape underscores the implementation of the ideology which is enshrined in the Convention aimed at observing the principles and ideals shared as a common legacy of the countries that are Member States to the Council of Europe, as well as, ensuring the sustainable development based on the parity and harmony between the interdependent needs of society, economic activity and environment.

Among the three key principles of the landscape policy, i.e. the "conservation", "management", "planning", the latter, in particular, constitutes the indivisible part of the spatial planning functions and assumes the drafting and consistent implementation

of spatial planning projects that are forecasting the long-term development, ensuring the conservation of the cultural heritage and the drafting and consistent implementation of the spatial planning projects, balancing and harmonising the normal development requirements of the society.

5. A critical role in the sustainable development policy of the economy plays the tourism, which is reflected in the process of the solution of the social problems, increase of the living standards of the population, the delivery of the health and other services, information dissemination, conservation of the natural, historical and cultural potential, strengthening of the relations between the various countries and peoples.

The development of the recreation activities (including the tourism), the reasonable utilisation of the recreation resources and areas, may not ensure the systemic commonality and ecological balance of those elements without the assessment of the spatial possibilities.

Which are those main problems, the solution of which is a priority for the achievement of the primary objective in spatial development?

- the whole complex of the sustainable development problems should be considered under the light of the spatial planning of the Republic, the reassessment and evaluation of the communities and the settlements, and they should be undertaken in conformity with the principles stipulated by laws under the broad involvement of the public opinion;
- to reconsider the large urban clusters for the purpose of the proportionate resettlement of the territory of Armenia and to create favourable conditions for the decentralisation. In this regard, it is necessary to bring the main problems pertaining to the under loading of the Yerevan city agglomeration into the centre of special discussions and drafting;
- given the requirements for the proportionate organization of the territory of the Republic, it is necessary to avoid any urbanisations and overloading, and to run a policy on the intensive redevelopment of small and medium cities, on exclusively those areas which are appropriate in terms of seismic reliability and not intended for agricultural activities;
- to make the issues of the harmonious development of the settlements as a basis for the government policy on urban development, while promoting the capital investment target areas for the benefit of the common interests of society, consolidating and encouraging the private initiative, especially in the poorly developed areas;

- to create stable guarantees for the development of the borderline, mountainous and alpine communities, for the purpose of eliminating the social, economic and cultural disparities in those regions and enhancing the integration processes in various sectors performed by the state;
- to emphasise the priorities of the harmonious complementary development of the urban and metropolitan areas, rural and urban settlements taking into account the circumstances and impacts of the changes in the natural and cultural landscapes;
- to further promote the process of the integrated urban-ecological spatial planning in the Republic of Armenia, especially in the areas that are valuable in environmental aspects and are vulnerable in terms of eco-systems;
- to consider as one of the most critical directions, the rehabilitation of the architectural and natural heritage, the management of historical cities and the development of institutional capacities contributing to the conservation of the exceptionally rich cultural heritage of the Armenian nation, and the orientation of those values to the increase of the betterment of the people, development of the economic activities and the creation of new jobs;
- it is necessary that in the process of the review of the community master plans and the drawing of the new ones, one could achieve relatively acceptable and precise solutions through the intensive utilisation of the areas, conservation of the landscapes, historical and cultural heritage and application of the environmental measures. It is necessary to set up an environment, which is conducive for living and working through the zoning of the areas, re-construction of the existing neighbourhoods;
- to consider the development process of the tourism, leisure and health resort complex in the Republic as one of the priorities in the spatial planning, which should be targeted at the sustainable use of the recreation resources, the assessment of the cultural, natural and climate characteristics and opportunities and their compliance to international standards;
- to consider as a key issue in the process of the redevelopment of the rural settlements, to attain the objective of increasing the level of the rural population's social, household and service delivery and other infrastructures to the currently applicable standards for the purpose of ensuring the benevolence of the population and preventing the migration processes;
- the problems of increasing the current level of standards to ensure the well-being of the population and the prevention of the migration processes;
- to implement the system of the industrial and production facilities, to carry out the redevelopment of the formerly built industrial hubs only after the multilateral and

co-ordinated technical-economic justifications, concurring them with the main planning principles to avoid any chaotic relocations and undesired developments;

- for the purpose of the efficient implementation of the spatial development it is necessary to carry out an assessment and analysis of the existing legal framework, to improve the legal framework and the institutional set up of the sector based on the study of the international experience, to develop measures targeted at the optimisation of the management system of the sector;
- to improve the monitoring and supervision over the implementation of the urban development activities, to introduce efficient mechanisms for the establishment and replenishment of the data bank;
- to ensure the streamlining and transparency of the urban development procedures with the condition of unreserved execution of the requirements stipulated by those urban development plans and zoning documents that are approved in the manner defined;
- to put a particular emphasis on the human safety issues during the redevelopment and reconstruction activities, in order to exclude, to the feasible extent, the risks incurring from the potential floods, landslides, fires, and earthquakes.

Summarising all the above mentioned considerations, it is noteworthy that the spatial planning papers are considered as a tool for the detection of the preconditions required for the social-economic development of the regions and the communities, which ensures their smooth transition to the sustainable development.

The decentralisation of the management system, the developing market relations and the transfer of the ownership of the state-owned lands to the communities will greatly contribute to that.

In 2003, “Republic of Armenia Master Plan on Resettlement” was approved, which, on the basis of analysis and comprehensive assessment of the natural resources, social economic factors and ecological limitations prescribes the main directions in spatial development of the country and the measures aimed at the reformation of the spatial setup of Armenia. The implementation of the Plan implies the fulfilment of the following principles:

- the development of areas shall be carried out on the basis of the rational and efficient use of domestic resources, which in general are self-sufficient, while most of them are in excess;
- to apply market mechanisms for the regulation of relationships in order to meet the private, public, and state interests, to promote the economic development and to maintain the environmental balance;

- to ensure the further application of the democratic management methods, the civil participation in all the phases of drafting and implementing the spatial development plans.

The complexity of the ecological conditions and the system of management practices applied during the Soviet period, have led to the inadequate spatial development of Armenia, the unjustified concentrations of population in the valleys and certain low-land regions, the degradation of a number of settlements.

The spatial system of Armenia is characterised by the uni-central development. More than half of the urban population of the Republic, most of the economic potential, all the central functions, the most important agencies, scientific and cultural facilities are concentrated in the city of Yerevan.

The planned set up proposed by the master plan of the resettlement is challenged to promote the improvement of the spatial system. The creation of the poly-central spatial system is explained by the institutional changes taking place in society.

The management of the spatial development centralised system has stopped functioning and instead, there are such mechanisms in use, which are leading to the normal transformation of that system.

The spatial development of Armenia and the harmonious interactions between the urban and rural communities constitute the indivisible part of the extended programme on the sustainable development of our country and its integration into the international community.

Within the mentioned context, the future development of the national programmes may not be viewed as isolated from the international programmes implemented in the Member States of the Council of Europe and the applicable principles.

Underscoring the development of the national and regional documents on the top of the hierarchy of the spatial planning agenda, I would like to reiterate the documents approved by the Government of Armenia during the recent years: “Draft Spatial Plan for the Watershed of Lake Sevan” and “Zoning papers for Areas in the Watershed of Lake Sevan for Priority Redevelopment”.

By law, the Watershed of Lake Sevan, with the inclusion of the central and immediate zones, as a single complete system, is considered to be a site for special regulation in urban development terms, given the highly valuable feature of the area and the need for the improvement of the ecologically conflict-bound situation of the Lake.

The plan has analysed the changes in the ecological boundaries of Lake Sevan after the increase of the level of the Lake (in the long-term the threshold mark of the mirror of the Lake is estimated at 1904 m, with the mark of the wave effect zone reaching to 1908 m, which at present amounts to 1896 m). The main purpose of drafting the plan is the rational organisation of the area, taking into consideration the interrelation

between the urbanised and natural environments, having various degrees of utilisation and the generalisation of the diverse urban development, economic, recreation and ecological links, through the creation of the balanced spatial system.

The lands within the boundaries of the “Sevan” National Park are special protected areas, which cover areas of environmental, health, leisure, history and cultural operational significance.

In the designed section of the central zone, a selection of six priority areas, subject to redevelopment, was made.

For each of the spatial section, a zoning design has been drawn, whereby the objective of drafting them is the regulation of the coastal areas of Lake Sevan that are deprived of coherent spatial-planning principles, and are redeveloped spontaneously with objects of different order and belongingness.

Dear Colleagues,

I want to underline the need for the drawing of the community-based or local planning documents, the availability of which, in addition to the above mentioned issues, will greatly contribute to the establishment of the institute of the local self government, since according to the legislation of the Republic of Armenia, all the functions of the regulation of the urban development activities shall be carried out by the community leaderships.

The development of the local spatial planning documents, i.e. the elaboration of the master plans and zoning papers, while being considered as a mandatory responsibility empowered to the community by law, under the lack of the adequate local self-government institute and the absence of the necessary financial resources, has become an objective that is hard to attain particularly, when one can observe in a number of communities unregulated redevelopment practices going on, which is putting the universally known objective for setting up a favourable and harmonious environment in the settlements of the Republic of Armenia and outside of them, at risk.

The overwhelming majority of the communities in the Republic of Armenia, in terms of the drawing or review of the master plans badly need upgrading, under the lack of which the functions of undertaking urban development activities, in essence, becomes more complicated.

The lack of the local or community-based spatial planning documents is creating a fertile ground for making subjective decisions, which is full of undesirable consequences, including also the hindrance of the investment making processes in the area of urban development.

In the communities, from the perspective of the investment attraction, as a priority objective, first and foremost, is the drafting and approval of the respective planning

and zoning documents, as a “constitution” specific for the spatial development of the community.

It is particularly necessary to underscore the importance of adopting master plans and zoning documents for the communities from the perspective of establishment of the basic democratic principles and the fundamental human rights values in the country.

Within the scopes of drawing the planning documents for the communities, an immediate and universally recognised primary significance carries the consideration given to the wide civil participation and its collective opinion. The title “People’s Participation in the Decision-Making” plays a dominant role in the procedures on the adoption of such documents, starting from the drawing of the drafting tasks ending with the approval of the plan.

On the basis of the community based master plans and zoning documents, the regulation and streamlining of the functions in the urban development sector would be carried out, targeted at the decrease of the level of bureaucratic wilfulness and all types of corruption deriving thereof.

As mentioned, the drafting of the community-based spatial plans is viewed as a mandatory authority of the community leadership. However, taking into consideration the shortage of the community budgets, as well as the fact, that not all the community leaderships assess by merit the need for that, the state budget of the Republic of Armenia has financed twelve community documents this year, ensuring the full participation of the local self government bodies, as well as the proactive civil participation in all the phases of the work. Moreover, by the decision of the Prime Minister of the Republic of Armenia, there is an Inter-Agency Commission established for the coordination of those activities, which shall consider the activities performed in every phase. The first phase of the works has already been discussed and accepted.

The master plans and the zoning documents of the three major cities of Armenia, i.e. Yerevan, Gyumri and Vanadzor, as well as Ashtarak city and the adjacent five rural communities are in the drafting process.

While concluding my speech, allow me to state a quote from the “Guiding principles for sustainable spatial development of the European continent” drafted by CEMAT (European Conference of Ministers responsible for regional planning in the member states of the Council of Europe):

The implementation of the Guiding Principles requires close co-operation between spatial planning and sectoral policies which influence through their measures the spatial structures in Europe (spatial development policy). They aim, in particular, at bringing the economic and social requirements to be met by the territory into harmony with its ecological and cultural functions, and therefore contributing to long-term, large-scale and balanced spatial development.

Thank you for attention.

Spatial planning and sustainable development

Audun MOFLAG

Senior Officer

Representative of Norway to the CEMAT

In the Ministry I am working mainly with

- spatial development and various aspects of county planning and inter-municipal planning, and
- now also with the implementation of the European Landscape Convention in Norway.

Today, I am very pleased to address you at this international Seminar, organised by the CEMAT (Council of Europe) in co-operation with the Ministry of Urban Development here in Armenia. In Norway, we regard the CEMAT as an important source of information and inspiration.

The work of the CEMAT on the concept of sustainability has been very useful to us in particular how the planning relates to the issue of good governance, democracy and democratic institutions.

The work of the CEMAT is also my approach today – based on:

- the CEMAT Guiding Principles for sustainable spatial development
- and the Ljubljana Declaration (Ministerial Conference 2003)

Approach

The CEMAT Guiding Principles and the Ljubljana Declaration. How we are implementing the principles in Norway

Three key issues:

- politics
- partnerships,
- planning.

In Norway we associate the Guiding Principles with three key issues. These are the three points:

1. Politics

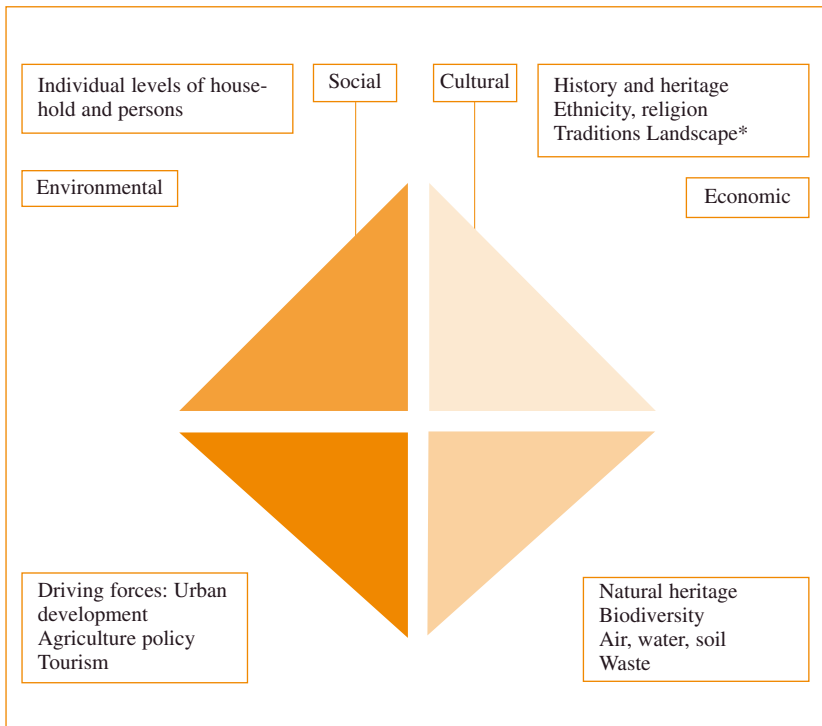
Spatial planning and sustainable development is primarily a field for politicians, in close contact with the citizens and assisted by their expert advisers, not the other way round.

”The other way round” is often the case – at least in Norway: Experts make the policies, consult the citizens and present a completed package to the politicians for adoption.

Then, the scope for decisions is limited to saying “yes”, “no “or” may be”. That does not leave much room for political creativity or innovation!

What do we mean by sustainable development?

Quadrangle of objectives - Some examples



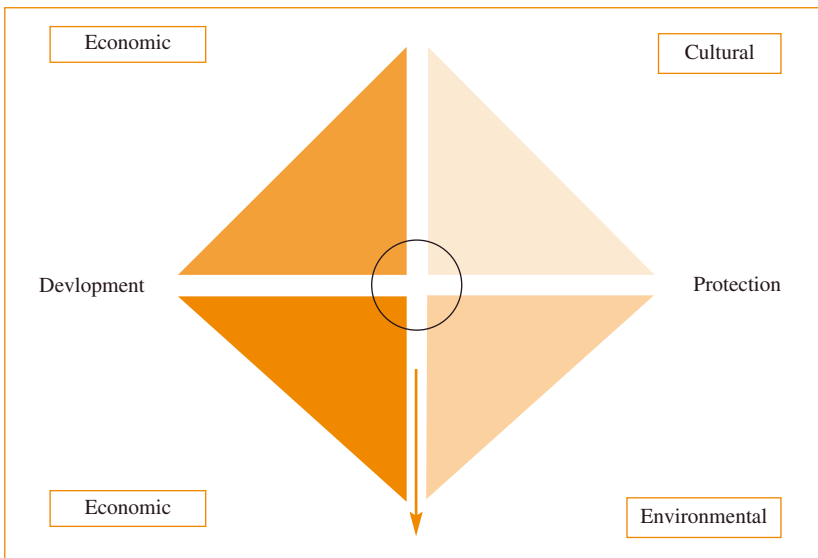
*Landscape is (also) an expression of culture.

In order to be sustainable, the development must be sustainable in several respects:

- economically,
- social,
- culturally,
- environmentally.

Because (according to the European Landscape Convention):

1. Landscape is not just another word for “environment”. Landscape is personal and including, because we make our own impressions on the basis of memories, associations and knowledge. These are the personal experiences that make landscape to a source of excitement and pleasure.
2. Landscape is always changing, according to nature’s own processes and the influence of human activity.
3. The Convention does not aim at preventing such changes, but direct the changes in a way that people want.



Territorial impact assessments

- how to achieve synergy, and
- avoid incoherence?

Regional balance

Economic and social development within the territory must be harmonised with the cultural and ecological functions of that territory.

Examples:

The attractiveness of the rural countryside needs protection. The major threat is land speculation and urban sprawl:

- in the old “west”: The use of private cars encourages land speculation and urban sprawl;
- in the old “east”: Public transport contained the cities.

I.e. in Norway we are trying to promote sustainable modes of transport (also for this reason). Agricultural support (e.g. CAP) is changing the landscape. Are these changes in accordance with what we actually want?

Synergies

Conservation and protection should add to the development and become a development strategy in itself.

Example: City marketing often refer to their natural value. Natural and cultural heritage should be promoted as assets for economic development. It is very important to come out of the present defensive attitude.

Awareness-raising and participation

Expert knowledge and methods are required. However, policy making is the role of politicians and civil servants. Improved involvement of the citizens contributes to transparency, greater equality and responsibility.

Examples:

A major problem was observed at an ESPON seminar 11-12 October in Nijmegen. There is much focus on research models and methods, and hardly any on the political issues. Policy making is the field of politicians, assisted by their civil servants (who are not participating in the ESPON work). This gap should be bridged.

Politics should however, not be left to the politicians alone. A strong public opinion in the local population and media will encourage transparency and political innovation. By information, participation and debate the citizens also get better trained in expressing the views of the local population.

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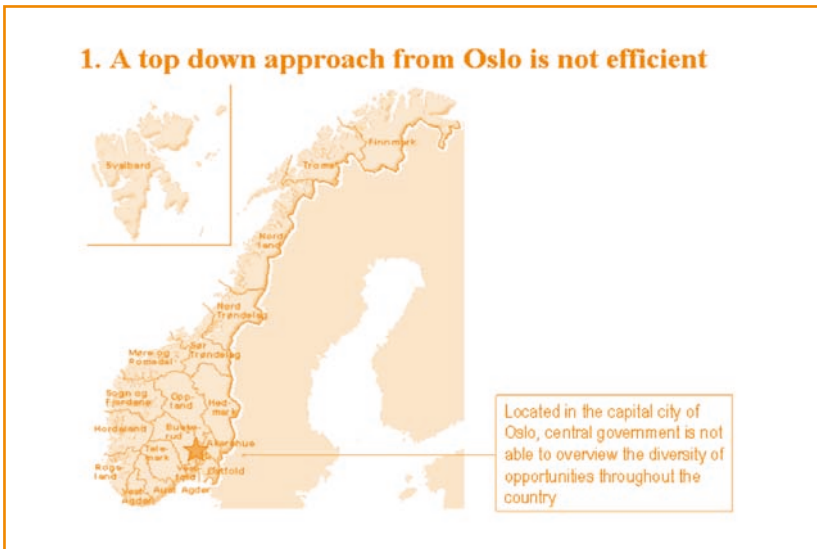
Partnerships

Politicians are not likely to achieve their political goals – all by themselves

They have to establish alliances and partnerships with those, who are the actual stakeholders and actors.

This may seem rather obvious.

However, I will present two examples from a central government point of view:



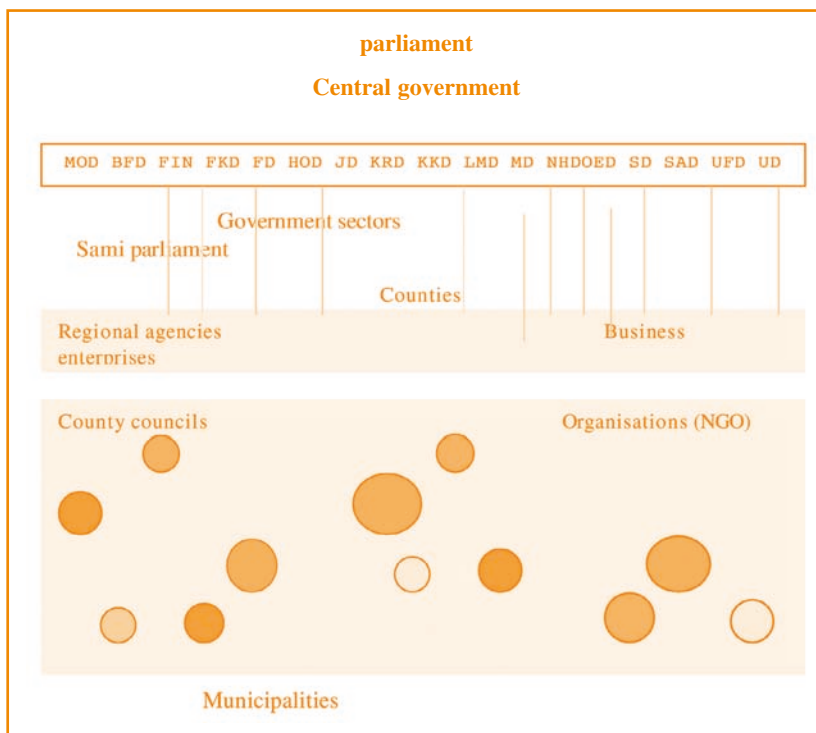
It has become apparent in ever more countries that a top-down approach alone is not very efficient:

- it does not identify or cope with (rapidly) changing demands at local level;
- it does not make use of local resources, people or the emergence of local initiatives.

In turn, this leads to the kind problems that we experience also in Norway:

- out-migration of young, active people,
- ageing and loss of vitality in the peripheral areas,
- dismantling of basic community services,
- deterioration of rural landscapes,
- reduced attractiveness for tourism.

2. Central government has no regional perspective



In Norway, we have:

- 17 ministries at the central government level. The ministries have very different fields of responsibility. The sector approach is dominating. Therefore, it is hard to establish co-operation between government sectors at the central level.

- The Sami Parliament. The Sami people are the indigenous people of the North (Norway, Sweden, Finland and parts of Russia). In Norway, the Sami parliament is promoting Sami culture and ways of life.
- 18 counties (19 incl. Oslo). The counties are governed by county councils (elected bodies) and county governors (appointed by the central government). Additionally, there is a number of central government agencies at regional level (varying administrative areas).
- 435 municipalities (total population 4,6 millions). The municipalities vary a lot in size (200 – 500 000 inhabitants), geography and economic basis.

In sum, the central government management is highly sectorised and fragmented: focused on sector activities, but missing a regional or local spatial perspective.

1. Municipalities must deploy involvement and creativity

However, it is not sufficient to produce social services and deliver according to the requirements of central government.

People also expect that the municipality take on responsibility for developing good local communities and an attractive environment for the life of all citizens of the community.

Often too small: in issues concerning e.g. business development, housing, planning for land use and transport the territory of each municipality is usually too small. It takes efficient co-operation across municipal borders at regional level – at which municipal key issues are regionalised and related to those of neighbouring municipalities.

2. Thus, the regional level is very important. This is the first level where central government spatial policies are implemented. Furthermore, Ministries as well as municipalities may use the spatial impacts on the territory as their common point of reference. This is also likely to strengthen relations between the ministries at central government level.

In Norway, the county councils are responsible for making regional partnerships and organise their co-operation and joint county development planning.

Central government therefore needs dynamic development agents at local and regional levels ...

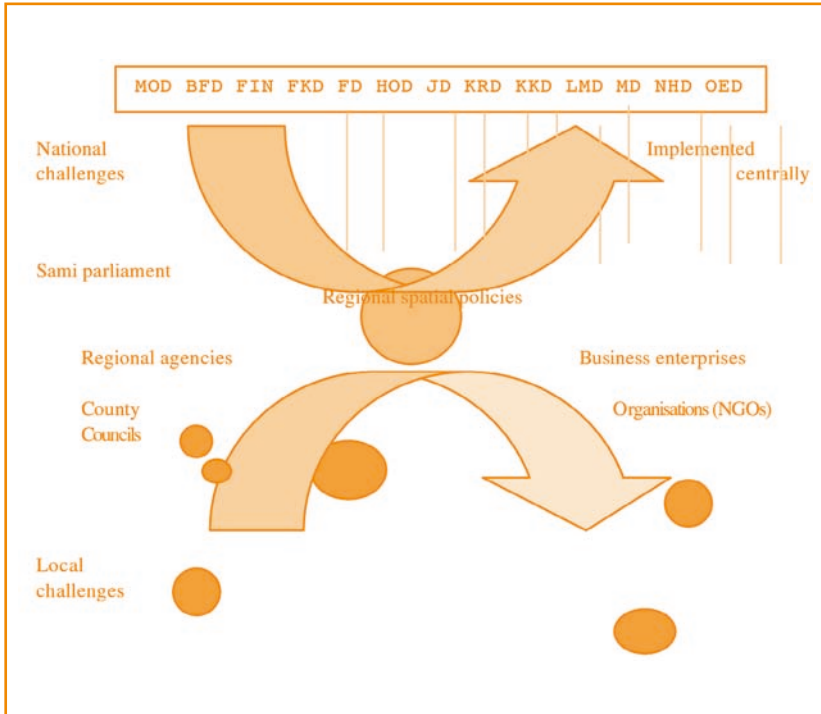
Self propelling engines

Those are able to identify problems, find solutions, take the initiatives and actions required.

- Municipalities that deploy involvement and creativity
 - however, the municipalities are often too small,
 - it takes efficient co-operation across municipal borders at regional level.

- County Councils that take the lead in regional partnerships: municipalities, government agencies, business enterprises.

... and a common meeting ground and point of exchange.



The county council:

- creates a regional arena, comprising
 - government sectors,
 - municipalities,
 - private sector¹ and NGOs
- organises processes, in which those involved jointly
 - agree on how to avoid contradicting actions and achieve orchestration and synergy,
 - establish co-operation on the implementation of their agreements.

1. Public-private partnerships

There are many reasons for active co-operation between public and private actors: often public authorities do not have enough resources themselves, and enter into joint funding with private actors and voluntary organisations. It is equally important that public authorities neither can nor should perform all tasks in society.

In many instances municipalities reduce their own capacity and let the private sector take over, for example in development planning and building and construction. Then it is crucial that the municipality outlines an adequate framework, and have staff that can communicate with the developers.

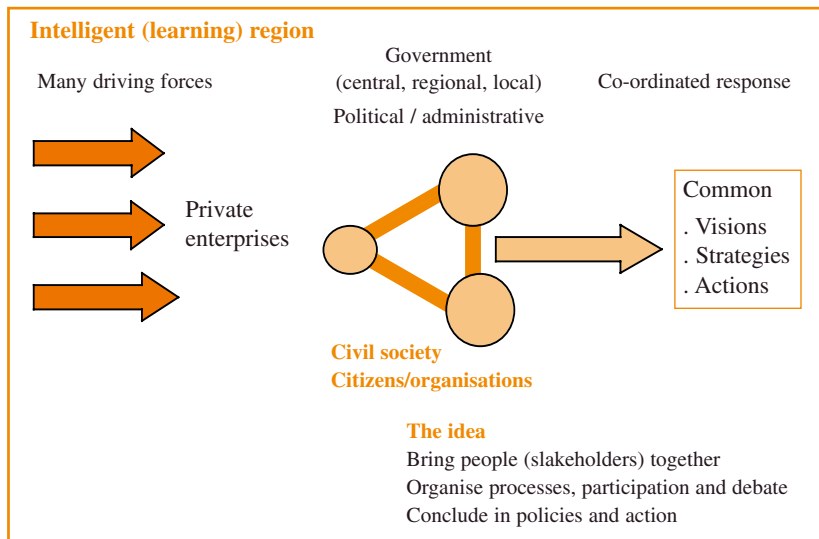
If private developers are involved in the development strategies themselves, the municipality should very much strengthen its own capacity and skill in order to design the premises, negotiate and assess the results.

Planning

Politicians must make use of planning to evolve joint policies and deliver the results. In Norway, they have looked at planning as a constraint:

- everything laid down in rules and procedures,
- nothing left for the imagination or unexpected opportunities.

This attitude we are hoping to turn, making spatial planning into a major playing ground for political activity.



The CEMAT Guiding Principles:

In a broad co-operation spatial planning provides a common framework for analysis and debate, where the participants can:

- agree on sustainable visions and strategies
- commit themselves to agreements and standards that ensure that the actions they have agreed on also are implemented.

Therefore, this way of planning implies that the stakeholders commit themselves to a shared vision. And it combines public, private and voluntary sector action.

The tools

Spatial planning provides the arena and the instrument:

- the processes
 - reveal agreement and disagreement (in analysis – implications – policies – actions),
 - act (only) on basis of agreement, resolve disagreement as soon as possible.Techniques Democratic dialogue, negotiations, mediations, etc.
- process underestimated
 - today they are expert dominated (ESPON experience),
 - policy making however, is the responsibility of politicians (unlike legal issues, that may be left to lawyers and court decisions),
 - do we have experience in the interpretation – successfully linking science and politics?

Back to the starting point:

- spatial development is primarily a field for politics;
- it provides new opportunities for local and regional politicians.

Frustration at the ESPON¹: Seminar 11-12 October 2004 in Nijmegen (The Netherlands):

- not enough interaction between projects and the policymaking side;
- great attention on research models and methods, hardly any on the political implications.

1. ESPON - European Spatial Planning Observatory Network.

One reason: research is an academic issue, not politics. Drawing the policy conclusions is the role of civil servants and politicians (not however, involved in the ESPON work).

What kind of results or proposals should the projects produce? Some recommendations have to come up from the projects. These could for instance take the shape of arguments from the researchers that policy makers in the next turn, may try on the regional or national level.

The importance of interpretation – linking science and politics – should therefore be stressed. This brings me back to the starting point (CEMAT).

CEMAT

We are not actually doing all this in Norway – it is more what my department in the Ministry of Environment think we should be doing.

In our opinion, it is therefore very important that Council of Europe and the CEMAT:

- keep on organising international exchange of knowledge and experiences on the Guiding Principles, and also,
- explore the new opportunities for politics and politicians provided by spatial planning at local and regional levels.

The experience of Slovenia as candidate country to the European Union

Margarita JANČIČ

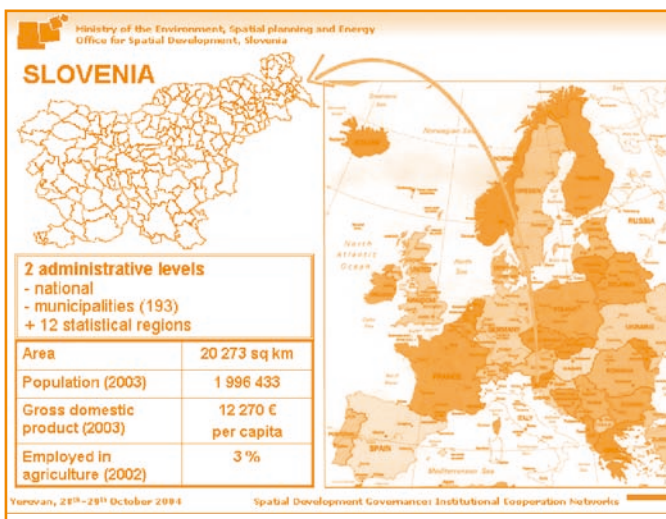
Counsellor to the Government, Slovenia

Former Chair of the Committee of Senior Officials of the CEMAT

Ladies and Gentlemen,

It is an honour and a great pleasure for me to be in a position to present the Slovenian experience in this conference.

First of all I should like to start by introducing Slovenia, a country located in Central Europe geographically at the crossing of the Alpine, Dinaric-Karst, Panonian and Mediterranean (Adriatic) regions. The Republic of Slovenia has almost two millions of inhabitants and a surface area of 20,256 km², North-South distance about 248 km.



Slovenia borders four countries: Italy, Austria, Croatia and Hungary. The longest common border length is with Croatia (670km).

The Republic of Slovenia occupies a significant geographical position on the Barcelona-Kiev axe as a door between Eastern and Western cultures, on the other side access to the sea and a port of Koper provides a good position and access to Central

Europe. Slovenia is relatively densely populated (an average population density of 98 inhabitants/km²). Urban population is about 92,6%, 7,4% is rural population. Almost 60% of the Slovenian territory is covered by forest, 2,7 % are built areas, 1,1 % is under infrastructure, the rest is arable agricultural (34%), water (0,7%) and open areas.

Slovenia has a polycentric urban structure with more than 6,000 settlements. The capital and the biggest city is Ljubljana with 275,000 inhabitants.

From the end of the seventies we have been involved in cross-border and interregional co-operation in the field of spatial planning.

Since 1st May 2004 Slovenia has been a member of the European Union. Until 1991 Slovenia was part of Yugoslavia. As a Republic in a federal state we had our own spatial planning system. The whole territory was covered with long and medium term social plans (economic, social and territorial dimension) on the Republic level and on municipality level. The last generation of comprehensive plans was approved in the early 80's.

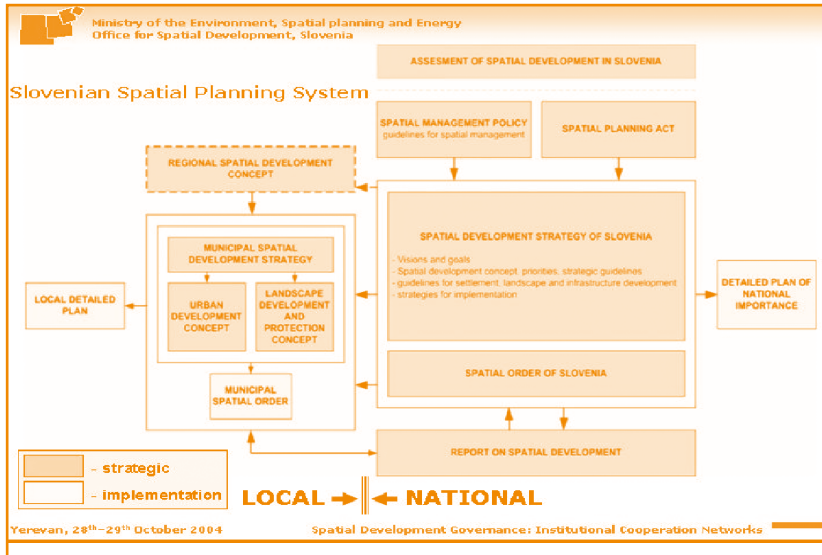
After gaining independence in 1991 Slovenia has redesigned the entire spatial planning system aiming at providing a legal frame for balanced and sustainable development of the Slovenian territory. The process was influenced by different factors, in particular by the degree of societal development and the associated system of values developed by the Slovenians and current wide area trends which directly or indirectly affected all segments of life, indirectly the definition of a new system.

A new approach to spatial development in Slovenia

The new spatial planning system had to adapt the administrative solutions and approaches to a parliamentary democracy, market economy, new meaning of private property, establishment of the local government, and incorporation into European integration process.

The reforming of standards and organisational aspect of spatial planning established new rules, especially with regard to the nature of spatial planning documents and their contents, due to the introduction of market instruments in the area of spatial planning, new roles in spatial planning for local communities, and respecting private property as one of the basic constitutional categories. With these changes Slovenia was also implementing the principles of European guidelines for sustainable spatial development (CEMAT's Guiding Principles for sustainable spatial development of the European continent; EU – European spatial development perspectives).

In designing the new spatial planning system, a lot of stress was put on public participation, as well as vertical and horizontal co-operation, as a condition for effective planning. Significant efforts were also made to improve spatial planning legislation



The new spatial planning and management system in Slovenia is now in process of being implemented, since the document setting up the new system, the Spatial Planning Act (Bulletin of the National Assembly of the Republic of Slovenia, N°110/2002, Ljubljana), was adopted and enforced in January 2003. This document determines the responsibilities and procedures in spatial planning, and among others, also defines the types and contents of spatial documents at the national and local level. At the national level these documents are Spatial Development of Slovenia, Spatial Order of Slovenia, and detailed Plan of National Importance, and at the local level, these are the Municipal Spatial Development Strategy, Municipal Spatial Development Order, and the Local Detailed Plan. The law also introduces a new document, the Regional Spatial Development Concept. With this national – local partnership document, the local communities have an opportunity to co-ordinate their strategic development issues. This is an optional document, and it is filling the gap between national and local planning level until the formulation of some form of administrative regions in Slovenia.

National spatial planning documents

Prior to the new spatial planning law, in December 2001, the Slovenian government adopted two documents: the Assessment of Spatial Development in Slovenia and the Spatial Management Policy of the Republic of Slovenia (The Government of the

Republic of Slovenia adopted the Spatial Management Policy of the Republic of Slovenia at its 55th regular session on 20 December 2001, Bulletin of the National Assembly of Republic of Slovenia, n° 8/2002, Ljubljana). These were the first spatial documents since Slovenia's independence.

The Assessment of Spatial Development in Slovenia was a temporary document for the period before new Spatial Planning Act was adopted and will later be substituted by the Report on Spatial Development (According to the Spatial Planning Act, the government has to present to the Parliament the Report on spatial development every four years. The report has to contain analysis of spatial development, report on the implementation of spatial documents and a proposal of measures; Spatial Planning Act; Bulletin of the National Assembly of the Republic of Slovenia, N° 110/2002, Ljubljana). It was needed to serve as the basis for all other spatial development or spatial management documents. The Assessment of Spatial Development highlights the principal characteristics of Slovenian space and its most urgent problems pertaining to spatial development and the existing spatial planning system. It briefly presents and deals with all the main activities affecting spatial management. The Assessment has been formulated on the basis of numerous materials produced in the recent past and with the collaboration of other ministries, and has been amended several times using inter-ministerial co-operation procedures. Many spatial planning experts took part in the preparation of the materials, and a number of professional discussions have been organised. As such it served as the starting point for:

- the formulation of the basic spatial development objectives and guidelines,
- the enforcement of an effective spatial management system, and
- the preparation of a uniform methodology with criteria and indicators for the continuous monitoring of spatial development, which will be the basis for preparing periodic Spatial Development and Management Reports.

The Assessment of Spatial Development in Slovenia presents the most outstanding characteristics of spatial development and describes the current spatial planning system through the following spatial development factors: demographic and economic development, polycentric development, settlement, transport network, infrastructure, rural areas, nature conservation, agriculture, land use, waste management and spatial planning process.

The Spatial Management Policy of the Republic of Slovenia (Policy) was designed on the basis of the Assessment of Spatial Development. The Policy is the first spatial document that represents the attainment of the long expected consensus on the fundamental spatial management objectives, as well as on the methods and instruments for their achievement at the national, regional and local levels. At the same time it also offers a framework for co-ordinated and interconnected implementation of all activities and actors in the spatial planning process at all levels of decision making. It has been

formulated for a number of years with the co-operation of many experts in this field, and on the basis of professional discussions and inter-ministerial co-ordination among all the bodies that influence spatial management.

The policy points out the trends in Slovenian spatial development, which have a fundamental influence on spatial planning and development, and need to be tackled as soon as possible. It further states the basic principles and objectives to be taken into consideration in the management of Slovenian space and draws up guidelines on how to attain them. An issue of particular importance in the Spatial Management Policy is the request for integrated treatment of settlement, infrastructure and landscape. Emphasis is placed on those guidelines which refer to the polycentric development of cities and other settlements.

Policy defines main objectives as:

- to enforce our comparative advantages in European integration processes, and to protect our national identity,
- to promote a balanced development of all regions,
- to reintroduce and define polycentric urban network development, enabling good transport links and access to knowledge,
- to promote the modernisation of agriculture and the preservation of cultural landscapes when restructuring rural areas,
- to promote the economically viable use of space,
- to ensure conservation and the active management of the environment, as well as natural and cultural values, and
- to improve the institutional system for spatial management.

The Policy is also setting the system of implementation measures and policy proposals to be taken into consideration in further spatial development documents and other policies. These are in the areas of:

- legislative and institutional systems (high-quality legislation and its consistent enforcement);
- financial and economic measures (providing adequate financial resources and other economic measures);
- development of the profession and information system (education of technical personnel and an improved information system);
- public participation (public involvement throughout the planning process).

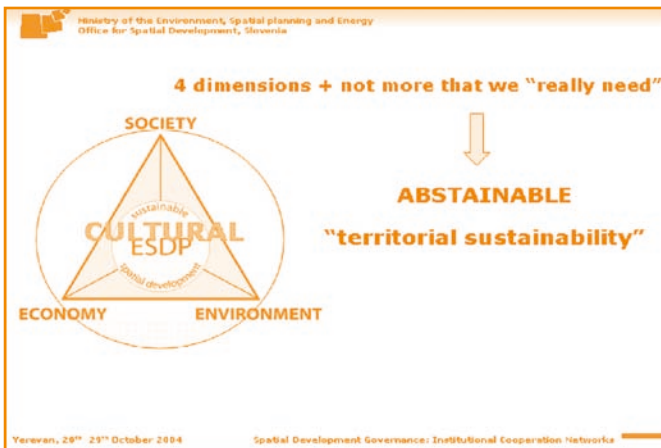
The Spatial Management Policy is a framework for:

- co-ordination of sectoral spatial development policies,
- reform of spatial planning and management system,

- and at the same time it is also the basis for preparing the Spatial Development Strategy of Slovenia.

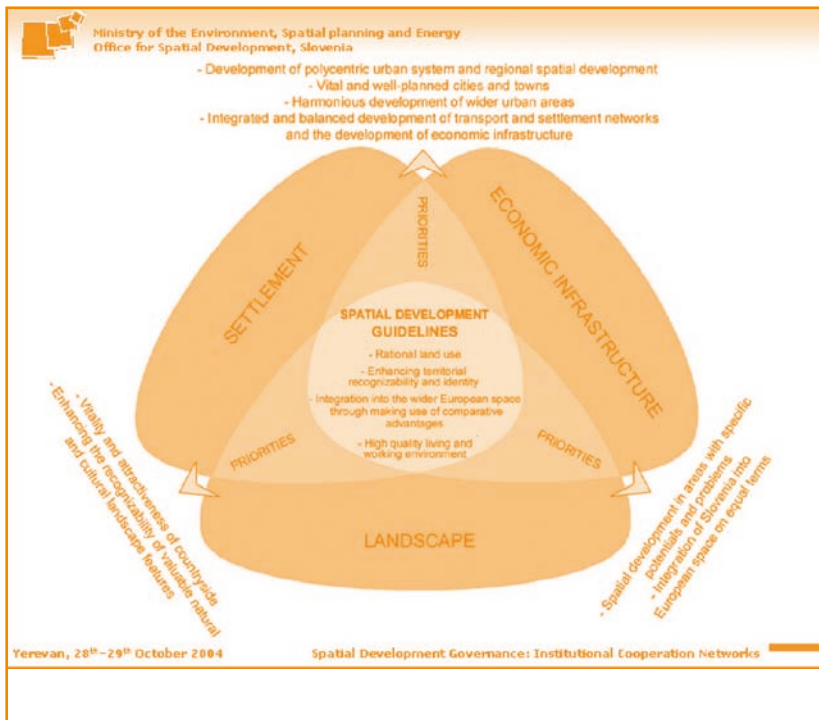
According to the Spatial Planning Act, national spatial planning and development guidelines are determined by two major spatial planning documents: Spatial Development Strategy and Spatial Order of Slovenia. The Spatial Development Strategy sets guidelines for a long term spatial development of Slovenia, while the Spatial Development Order sets general standards for spatial planning and general regulations with regards to urban design. Spatial Development Strategy was adopted by the Slovenian Parliament in July 2004. The Spatial Order, a novelty at the national level of documents, must be, according to the Act, adopted by the government one year after the adoption of the Strategy. The document is in the final stage of the preparation and we expect the approval in the next months.

Slovenia is implementing new approaches to spatial planning at the national level primarily through the Spatial Development Strategy of Slovenia. Together with the Slovenian Economic Development Strategy they are the basic policy documents for guiding national development, and along with the National Environmental Protection Programme the main strategic documents oriented toward sustainable development. Spatial planning is no longer seen just within the state borders, but it is considered in the context of the wider European space. Planning is seen as a continuous process where it is crucial to have a good set of criteria to guide the spatial development, rather than traditional planning, oriented toward pre-set solutions that might be unable to manage the continuously changing needs. The emphasis of the strategy is therefore on flexibility of planning with the principle that problems should be tackled where they exist. It is the main document implementing balanced and sustainable development principles and a comprehensive approach.



Through the Spatial Development Strategy, Slovenia has also undertaken the implementation of the recommendation from European spatial development documents, which are enforced in the preparation of all laws and national programmes in the area of sustainable development. Such two main documents are among others, the Guiding Principles for sustainable spatial development of the European continent (CEMAT, Hanover, September 2000), and European Spatial Development Perspectives (ESDP, Informal Council of Ministers, responsible for spatial planning, Potsdam, May 1999). Slovenia is implementing the recommendations from those documents also through the participation in INTERREG III and CEMAT activities.

The concept is based on a long term vision which sets the general strategic goals for spatial development. It defines the priorities for spatial development with strategies and guidelines on how to achieve these goals. Through concepts for settlement, infrastructure, and landscape development it also sets the instruments for the implementation.



Spatial planning and regions: the Spanish experience

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1. Introduction – Spatial Planning: an activity linked to the administrative decentralisation

In Spain spatial planning is a relatively new public function in relation with the surrounding countries which was enshrined in the Spanish Constitution of 1978. Prior to the Constitution, regional and urban planning was a single, unified concept, governed by the Land Use Act. Their current development is linked to the political and administrative decentralisation created by the Spanish Constitution.

The status of spatial planning as a new public function and the adaptation of the country's legislative corpus to the new political and administrative situation has the common denominator of a greater role for planning, within the framework of the principle of subsidiary.

The exact content of regional planning is not specified in the Constitution, but the meaning approximates it to the concept given in the European Regional/Spatial Planning Charter of the Council of Europe (Charter of Torremolinos, 1983). In concrete:

- the spatial planning as a public task and responsibility and as an administrative function;
- spatial expression of the integrated approach of the urban, sector and economic policies;
- demand of public participation;
- European dimension of the territorial affairs;
- and the specificity of special areas such as urban, rural, mountain or coastal.

The spatial planning system has undergone an intense transformation. The decentralisation of Spain in the early eighties, with the creation of the Regions – the Autonomous Communities – has given this new political/administrative tier wide-ranging powers and has given rise to the current three-tier political and administrative system: National Administration; Regional Administration (Autonomous Communities) and Local Administration.

In this way, the national Government has intensified its sector policies. The Autonomous Communities have legislated in the field of regional planning in order to regulate the planning instruments which fall within their responsibility and there has

also been a significant increase in the town planning carried out by the municipalities, which have become much more active in the field.

After more than 20 years, the results are not completely satisfactory. Despite the efforts made, all the regions do not yet have the same degree of development in this matter. The co-ordination with sector policies is still difficult and there is a lack of a framework or a mechanism for co-ordination at the national level.

The reflection undertaken by the European institutions – European Union and Council of Europe – on spatial planning or territorial development constitutes a new and innovative reference and establishes an operative basis for a renovation of both concept and contents of the spatial planning in Spain.

The purpose of this presentation is to describe the key aspects of spatial planning in Spain and the basic characteristics of the planning instruments used to achieve the objectives and to implement the decisions of regional plans and management.

Three main aspects:

- political and administrative State organisation and the distribution of responsibilities;
- main common elements of the Spanish instruments for spatial planning;
- and the analysis of the current situation and perspectives.

2. Political and administrative State organisation and the distribution of responsibilities in Spain

The 1978 Constitution brought a transcendental change in the State organisation. In fact, Spain changed from a strongly centralised State to one of the most decentralised States in Europe. This decentralisation has solved historical problems. It has created a regular model of co-operation between General (Central) Administration and regions and it also has contributed to reducing the considerable regional disparities existing in the 70's.

The creation of the Autonomous Communities, with generous self-governing powers, has deeply changed the entire system. Within the framework of this transformation, a process of consolidation of regional planning began, and is still currently under way.

The essential aspects established by the Constitution with respect to spatial planning are as follows:

- Spatial planning is a public function entrusted to the Autonomous Communities (Article 148.1.3 of the Constitution). The Constitution does not explicitly define what spatial planning involves, leaving this open to the definition of the function established by their Statutes of Autonomy, within the limits imposed by the

division of responsibilities between the National Administration and the Autonomous Communities.

- All the 17 Autonomous Communities have taken on this function with full powers: to legislate, regulate and execute (that is, to enact laws, provide detailed regulations and to carry out the effective implementation).
- Spatial planning is one more responsibility among many, different and differentiated from others, whether they are horizontal, such as urban planning, environmental planning and economic planning, or sector ones, such as infrastructures or hydrological planning.
- It is completed by the local/urban planning of the municipalities

Territorial and administrative organisation

The Spanish territory is divided into municipalities, provinces and autonomous communities. The municipalities and provinces make up the local administration.

The autonomous communities are the regional entities of the State which are recognised by the Constitution.

- There are 17 autonomous communities and two cities (Ceuta and Melilla) which have the special status of autonomous city.
- They acquire this status by enactment of their Statutes of Autonomy, which establish their areas of responsibility within the constitutional framework.
- The organs of self-government in the Autonomous Communities are the Parliament, the Council of Government and the President of the Autonomous Community. The regional Administration is organised in Regional Ministries with functions similar to those of the national Ministries within the framework of the responsibilities of the Autonomous Community.

The municipalities are the smallest territorial units in the political and administrative organisation of the State. In Spain there are more than 8.000 municipalities. The Constitution guarantees their autonomy. Their government and administration are the responsibility of their respective Town (or City) Council. The municipalities may voluntarily form associations of Municipalities for the joint execution of works and services that fall within their areas of responsibility, or even management of the metropolitan areas, between others.

The main characteristics of the spatial planning system are:

- planning is established as a required instrument to guarantee the integration of public activities which have a spatial impact and the co-ordination of the corresponding responsibilities;
- linking of public and private activities with spatial planning;
- precedence of spatial planning on sector planning and urban planning.

The objectives are: to produce balanced development; to preserve the physical environment and regional assets and resources; and to improve the quality of life.

In parallel, the State has the responsibility of the national administration and the following functions related to spatial planning:

- definition of the basis and the co-ordination of the general planning of economic activity to attend to collective needs, to balance and harmonise regional and sector development and to stimulate the growth of incomes and wealth and their fair distribution;
- exclusive responsibility in sectors with important spatial repercussions, such as national defence, ports and airports of national interest, territorial infrastructures (railways and roads) that pass through more than one Autonomous Community, water resources and exploitation when the water flows through more than one Autonomous Community, public works in the general interest or which are for more than one Autonomous Community and defence of the natural, artistic and architectural heritage
- basic environmental and land use legislation.

Responsibilities

The responsibilities between State and Autonomous Communities in the different matters with spatial impacts on the territory can be complete or shared. Responsibility is shared when competence in the matter corresponds partly to one level of Administration and partly to another. In these cases, the State defines the basic system, and the Autonomous Communities have the responsibility for the development and execution or only for execution.

Mechanism of co-ordination between central Government and regions

Political authorities have a considerable degree of autonomy in their decisions on the programming and location of their operations, both at national and regional level. The wide political and administrative powers vested in the Autonomous Communities and the necessary co-ordination between the three Administrations have made necessary to establish new mechanisms for collaboration and procedures to regulate inter-administrative relations. The main ones are:

- sector Conferences between the national and regional ministers responsible in the corresponding organs of the Autonomous communities to solve shared policies (transport, housing, environment...);
- co-operation Agreements and Conventions on plans and programmes and Consortiums for public services management.

3. Main common elements of the Spanish instruments for spatial planning

The Spanish spatial planning system is always supramunicipal and it is based on planning techniques. Consequently, spatial planning laws are basically “instrumental” that regulate the planning instruments and the mechanisms for co-operation and co-ordination between administrations for the implementation of the plans.

According to the general regional legislation, the main basis could be as follows:

- in legal terms, the plans have a dual nature: they are binding for both the Public Administrations and for individuals, and in other cases they are simply guidelines for the Administrations. The plans establish different degrees of specificity and scope (Rules, Directives or Recommendations);
- these regional spatial planning instruments establish stipulations whose content allows specific action proposals to be acted upon in a flexible manner. The regulations are also flexible, and so these will depend on the level of technical detail included in the analysis and proposals made;
- the greater or lesser degree of detail contained in the specifications depends on the subject matter being regulated. For example, the plans usually determine the criteria for the location of infrastructure and facilities, and so their specific situation has to be concrete by means of other planning instruments. However, where protected areas are concerned, criteria are not established for the location of infrastructure, as they are defined in the plans themselves; that is to say, they have the status of a directly applicable rule from the moment of approval of the Plan;
- regional spatial planning plans are approved by law at the Parliaments.

In short, regional plans are very flexible instruments, but at the same time, they are technically very complex, due to the extremely varied range of aspects they have to contemplate.

Regional Planning Instruments: Regional Planning laws establish a wide variety of planning instruments, which can be classified into three main types:

- regional plans: they affect the whole region. Their different names (directives, or by a more traditional name, plan) do not, in practice, indicate any substantial difference in their content:
- sub-regional territorial plan: they are designed for the different main territorial units (metropolitan or main urban areas included), coastal areas, etc.
- sector plans: for the physical environment; infrastructures, etc.

The most usual contents established by the plans, as can be seen in the already approved documents and the provisions of spatial planning laws can be summarised as follows:

- definition of the territory and the three main systems to articulate it:
 - the urban system, with an indication of the urban nuclei which are to act as district capitals and counterbalances to regional or provincial capitals, infrastructure and protected areas;
 - criteria for the location of infrastructure and supramunicipal facilities;
- definition of areas to be protected, due to their natural, agricultural, forestry or landscape value;
- definition of territorial units to be developed, delimitation of the geographical areas for the application of sub-regional territorial plans;
- definition of strategic areas to be promoted for specific uses as tourism, transport centres, enterprises and logistic centres, commercial centres, rural or mountain areas.

4. Analysis of the current situation and perspectives

This general basis has been modified within the practical implementation and the recent experiences. The current situation could be characterised by:

- as negative aspects: in general, the spatial planning does not have the required means to develop it and the spatial planning instruments are not able to co-ordinate sector plans.
- but, at the same time, there have been positive aspects such as:
 - the Plans have provided a strategic reference for policies. They have been designed as development plans exploiting existing activities and attracting new ones;
 - they have designed new formulas for materialising public and private proposals through agreements and co-ordination mechanisms.

New perspectives

Two European documents provide new elements that have changed the perspective of plans:

- The ESDP (European Spatial Development Perspective) as the main reference: both political options and criteria on co-operation have been used. The results could be seen in the adoption of objectives on regional and sub-regional level and with a more strategic approach for co-operation mechanisms as well.
- The future Strategic Environmental Assessment Directive also implies important changes on Plans methodology and in its operative management

New emerging themes

According to current experiences some new emerging themes also appear, usually linked with sector matters and instruments. The new integral requirements to cope with could reinforce the future approach of spatial planning Plans as more adequate instruments than the former sector plans:

- water resources management (former hydrological planning);
- natural and technological risks;
- landscape (European Landscape Convention);
- agriculture and forestry spaces;
- tourist areas;
- coastal areas (Integrate Management for Coastal Zones);
- spaces for innovation: structural and strategic plans for specific areas (technological parks, transport centres; leisure and thematic centres...);
- and, of course, metropolitan and functional urban areas, clusters of cities, etc.

All these new matters did not clearly appear on spatial planning regulations. However they are actually the new challenges to manage through spatial planning instruments.

In many cases they also constitute structural or strategic themes for a renovated transnational co-operation.

Second session / Deuxième session

Session chair / Président de session

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Polycentrisme et relations urbain-rural en France

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Les enjeux historiques de l'Aménagement du territoire français au moment de la création, auprès du Premier Ministre, de la Délégation à l'aménagement du territoire et à l'action régionale (DATAR) en 1963 par le Général de Gaulle, portaient en grande partie sur la volonté de rééquilibrage régional et notamment sur ce que Jean-François Gravier dans un ouvrage célèbre avait qualifié de « Paris et le désert français ».

Aujourd'hui, nous n'en sommes plus là : les lois de décentralisation de 1982-1983 créant des régions élues et les dotant de compétences spécifiques ont amorcé un rééquilibrage national et contribué au développement des métropoles régionales, symboles du dynamisme des régions ; de même les réflexions sur l'espace rural sont évolutives, prenant en compte les évolutions différenciées des territoires ruraux.

Dans cet esprit et parallèlement, la procédure des « contrats de plan » entre l'Etat et les régions, mise en place en 1988 (nous en sommes à la quatrième génération 2000-2006) représente un outil de bonne gouvernance entre les niveaux national et régional. Elle permet d'articuler sur un même espace géographique des ambitions de développement économique au travers d'actions transversales.

Les territoires sont en effet la porte d'entrée de la politique d'aménagement du territoire : ne parle-t-on pas en France de « territorialisation des politiques publiques » ? La différenciation de ces territoires, leurs spécificités géographiques et/ou économiques font l'objet d'approches adaptées à chaque contexte.

Si donc les politiques mises en place sont spécifiques pour les milieux urbains et ruraux, il n'en reste pas moins que l'interpénétration est évidente et que les politiques s'articulent, à l'instar de la stratégie mise en place dans le Schéma de développement de l'espace communautaire (SDEC) pour guider le développement du territoire de l'Union, à travers ses trois principes directeurs :

- le développement d'un système urbain équilibré et polycentrique et une nouvelle relation ville-campagne ;
- l'assurance d'une parité d'accès aux infrastructures et au savoir ;
- le développement durable, la gestion intelligente et la préservation de la nature et du patrimoine culturel.

La politique française d'aménagement du territoire s'inscrit dans la volonté du SDEC, pris en compte par les schémas nationaux et régionaux d'aménagement, bases de réflexion pour le développement régional.

Les principes énoncés depuis 1999 (Loi d'orientation pour l'aménagement et le développement durable du territoire, Loi sur l'intercommunalité, Loi sur la solidarité et le renouvellement urbain...) traduisent une philosophie nouvelle dont le point fort est de rompre avec une logique pure de redistribution. Aux territoires axés sur la redistribution financière en faveur des zones défavorisées, doivent se substituer des projets émanant des acteurs locaux, soutenus par les échelons supérieurs dans le cadre de contrats, qui deviennent des outils de bonne gouvernance. Autrement dit, nous disons aux acteurs des territoires «Organisez-vous et l'Etat vous aidera».

L'un des grands messages du SDEC sur le développement de stratégies intégrées et endogènes se traduit en France par cette formule : «Un territoire, un projet, un contrat».

1. Les métropoles : un territoire enjeu majeur du développement

a. Les métropoles constituent un moteur de l'économie française à plusieurs titres :

- i. En termes démographiques, aujourd'hui plus de 60% des Français résident dans une aire urbaine¹ de plus de 100 000 habitants, contre 53% en 1954.

L'aire urbaine rend compte de l'agglomération comme espace vécu; elle prend en compte le cœur aggloméré des territoires urbains et les communes péri-urbaines voisines, dans un zonage souple.

Selon la définition des aires urbaines, on en compte 354 en France :

– Paris	1
– 500 000 habitants.....	13
– 100 à 500 000 habitants.....	64
– 50 à 100 000 habitants.....	59
– 25 à 50 000 habitants.....	89
– < 25 000 habitants	128

L'évolution de la population de ces 354 aires urbaines montre une expansion exceptionnelle pour toutes ; en 50 ans, la moitié des aires urbaines s'accroît au moins de 50%, la moitié d'entre elles voit leur population au moins doubler.

Ce sont les aires urbaines inférieures à 100.000 habitants qui ont la progression la plus importante pendant cette période (1954-2000). La plupart des méro-poles régionales ont cru plus vite que Paris (notamment dans le Sud Est du pays et plus récemment dans l'Ouest).

1. La définition INSEE (Institut national de la statistique et des études économiques) de l'aire urbaine précise qu'il s'agit d'un pôle urbain c'est-à-dire une entité urbaine d'au moins 50 000 emplois, et d'une couronne périurbaine comprenant des communes dont au moins 40% des actifs résidents vont travailler dans le pôle urbain ou à proximité. Cette définition est une approche de la notion de bassin de vie.

L'évolution des villes françaises fait apparaître deux tendances de fond :

- un effet « boule de neige » lié à la taille : la plupart des grandes villes croissent plus vite que les autres ;
- un effet régional : depuis 1990 par exemple, les villes de l'Ouest ont une croissance démographique importante, indépendamment de leur taille. De même les plus grandes métropoles suscitent un dynamisme dans les aires urbaines de plus petite taille qui leur sont proches (ainsi autour de Paris, Lyon, Marseille).

Pourtant en termes de migration, les très grandes villes ne sont plus aussi attractives qu'elles ont pu l'être : dans les quatre plus grandes villes de France 600.000 personnes sont parties et leur croissance démographique n'est portée que par leur solde naturel : c'est en particulier le cas pour Paris. En revanche, les villes de 100.000 à 500.000 habitants enregistrent des soldes migratoires positifs élevés.

Nous avons donc en matière de démographie un fort dynamisme global, qui concerne surtout les plus grandes aires urbaines.

- ii. Les méthodes anticipent les mutations de l'économie française. Que ce soit Paris mais aussi les plus grandes villes, on note un phénomène de tertiarisation important marqué depuis une quarantaine d'années par le développement des services spécialisés¹, plus rapide que dans les autres villes.

Cette évolution liée à l'économie du savoir et de l'information apparaît comme l'émergence d'un nouveau cycle économique dont les villes sont porteuses en tant que lieu privilégié d'anticipation des innovations.

On est donc en train de passer d'un système économique de productions de biens à une économie des savoirs, qui passe en premier lieu par les métropoles.

- iii. Les emplois métropolitains supérieurs : ils représentent 32 % de la croissance de l'emploi depuis 1990. Ces emplois métropolitains sont qualifiés par l'INSEE (Institut national de la statistique et des études économiques) dans 11 branches d'activités qui emploient des ingénieurs et des cadres dans des fonctions d'animation, d'encadrement et de direction : art, banque et assurances, commerce, commerce industriel, gestion, information, informatique, recherche, services aux entreprises, télécommunications, transports.

L'analyse de ces emplois permet de mieux repérer ce qui caractérise les grandes villes des moins importantes ; elle permet également de mesurer le niveau de rayonnement économique des territoires.

En mars 1999, l'emploi métropolitain supérieur concerne 7,9 % des emplois (soit 1,806 million d'actifs sur environ 23 millions).

1. Par services spécialisés on entend les services à destination des entreprises : conseil et assistance, ingénierie, publicité... auxquels s'associent la finance, l'assurance et l'immobilier. C'est ce que les anglo-saxons appellent FIRE (Finance, Insurance and real Estate).

Les trois branches d'activité les plus représentées, et qui représentent à elles seules 58% des emplois métropolitains supérieurs sont :

- les services aux entreprises (30,6% des emplois supérieurs) ;
- la recherche (15,3%) ;
- le commerce (11,9%).

Ensemble ces trois branches ont accru leurs effectifs de 15,9 % depuis 1990 soit environ trois pour cent au dessus de la moyenne des emplois métropolitains supérieurs.

Toutefois les variations relatives les plus fortes viennent des branches d'activité à faibles effectifs mais marquées par l'innovation. Ainsi les télécommunications, l'art et la recherche.

Les grandes villes sont le lieu d'accueil privilégié des emplois supérieurs. Paris concentre 45 % des emplois supérieurs du pays et les 77 autres aires urbaines supérieures à 100000 habitants en regroupent 39%. Ces emplois représentent donc une part importante de l'emploi total urbain, puisque les 354 aires urbaines concentrent la quasi-totalité des emplois métropolitains supérieurs (92,8% de leurs effectifs nationaux).

En dehors des plus grandes métropoles les parts d'emplois supérieurs dans l'emploi total chutent rapidement, comme le montre le tableau suivant.

Part des emplois supérieurs dans l'emploi total selon la taille de l'aire urbaine

	Emploi total	Emploi supérieur	Part emploi sup./ emploi total
Aire urbaine de Paris	5 089 179	815 552	16 %
Aires urbaines > 100 000 hab. (hors Paris)	9 527 092	701 991	7,4 %
Hors aires urbaines	3 915 176	157 910	4 %
France entière	22 800 616	1 806 083	7,9 %

L'importance de ces emplois supérieurs est d'autant plus grande qu'ils ont représenté environ 1/3 de la hausse du nombre d'emplois en France depuis 1990 (rappelons qu'ils ne pèsent que 7,9% de l'emploi total) et qu'ils ont augmenté dans toutes les régions.

Les emplois métropolitains supérieurs dans l'emploi total

1999		Variations 1990-1999		
Effectifs		Absolue	Relative	Part dans la croissance
Emplois supérieurs	1 806 083	234 530	13 %	32 %
Emplois autres	20 994 533	495 764	2,4 %	68 %
Total emplois	22 800 616	730 303	3,2 %	100 %

Il est intéressant de noter qu'alors que l'emploi total s'est accru de 3,2 % les emplois métropolitains se sont eux accrus de 13%.

Au delà de ce qu'ils représentent dans l'emploi total, ces emplois supérieurs connaissent une augmentation plus significative dans les aires urbaines supérieures à 100000 habitants (+ 15,2 %) que dans celles inférieures à 100000 habitants (+ 10,6%). Ces chiffres confirment bien que les fonctions les plus qualifiées sont davantage attirées vers les grandes villes et y ont un rôle moteur.

En revanche, les villes moins peuplées présentent un meilleur dynamisme de leur emploi total mais il est appuyé sur une moindre proportion d'emplois supérieurs.

Evolution 1990-1999 de l'emploi total et des emplois métropolitains supérieurs selon la taille de l'aire urbaine

	Evolution de l'emploi total	Evolution des emplois supérieurs	Part des emplois supérieurs dans l'évolution de l'emploi total
Aires > 100 000 hab.	3,6 %	15,2 %	39,4 %
Aires < 100 000 hab	4,6 %	10,6 %	8,8 %
France entière	3,2 %	13 %	32,2 %

b. Les métropoles dans le contexte européen

Toute cette analyse des métropoles françaises n'acquiert sa véritable signification qu'en se plaçant à l'échelle européenne. Et là, on s'aperçoit vite que les grandes villes françaises, à l'exception de Paris, n'ont pas le poids démographique de leurs homologues européennes. Hors Paris il n'y a pas de ville dans les tailles supérieures à 2 millions d'habitants.

Par rapport à ses voisins la France dispose d'un très faible maillage par les villes inférieures à 100.000 habitants : nos voisins ont beaucoup de villes de cette taille et relativement proches les unes des autres ce qui n'est pas le cas en France.

Pour élaborer une stratégie de soutien à l'offre métropolitaine, il faut comparer les villes françaises à leurs homologues européennes sur des critères autres que la démographie et miser sur un rayonnement supérieur au poids de leur population.

Une étude réalisée pour la DATAR en 2003 porte sur une analyse comparative de 180 villes européennes. Elle fait apparaître les villes françaises dans une position singulière :

- Paris est le fer de lance européen avec Londres, dans la compétition des villes mondiales ;
- les villes françaises, hors Paris, n'ont pas le poids démographique des très grandes villes européennes ;
- aucune d'elles n'atteint le niveau de rayonnement des principales métropoles européennes. Lyon, 2^{ème} ville française se classe 17^{ème} parmi les 180 villes étudiées, Marseille et Toulouse se classent respectivement 23^{ème} et 28^{ème} ;
- pourtant les villes françaises ont des points forts : accessibilité plutôt satisfaisante, importance des sites culturels et des grandes manifestations, présence estudiantine importante, activité industrielle globalement diversifiée ;
- le rayonnement scientifique, hors Paris, reste encore modeste malgré leur fort potentiel universitaire ;
- les faiblesses sont encore plus marquées dans les domaines liés à l'économie (présence de grands groupes, banques internationales, foires et salons internationaux...).

Ces constats et ces analyses ont conduit le gouvernement à engager une stratégie nationale destinée à conforter le rayonnement des métropoles françaises au niveau européen.

Cette stratégie s'appuie sur :

- un renforcement du rayonnement économique : création de nouveaux quartiers d'affaires, politique foncière volontariste, accueil de sièges sociaux, congrès... ;
- un renforcement de l'enseignement supérieur et de la recherche, en favorisant par exemple l'accueil plus systématique d'étudiants et de chercheurs étrangers ;
- un renforcement du rayonnement culturel et artistique ;
- la poursuite de l'implantation d'emplois publics dans les grandes métropoles ;
- une meilleure accessibilité par la poursuite du développement des TGV (train à grande vitesse), l'amélioration des dessertes aériennes et de l'accès aux grandes plates-formes aéroportuaires.

Pour cet ambitieux programme, le Comité interministériel d'aménagement du territoire (CIADT) propose à ses partenaires villes et régions une démarche en 3 phases :

- un appel à projet afin d'identifier les projets structurants et de soutenir la constitution d'ingénierie à l'échelle métropolitaine ;
- un projet métropolitain préparé par les collectivités, dans une démarche partenariale avec les acteurs concernés ;
- un contrat métropolitain s'inscrivant dans une nouvelle relation contractuelle entre l'Etat et les régions, à signer après 2006 ;

On retrouve donc bien dans cet exemple des métropoles et de leur évolution une démarche qui part du territoire ; les constats que l'on peut faire conduisent à privilégier la réflexion sur un projet, lequel s'inscrit dans une démarche partenariale devant aboutir à un contrat.

Comme pour les contrats d'agglomérations, on retrouve là tous les ferments de promotion d'une gouvernance urbaine ; l'affirmation d'un projet comme support des politiques publiques (qu'elles soient contractuelles, institutionnelles ou planificatrices), la consultation des acteurs pour l'élaboration du projet, les modalités de la négociation financière du contrat et l'identification des partenaires.

2. Les espaces ruraux : un monde en mutation

Traditionnellement perçus comme espaces essentiellement agricoles, peu perméables aux courants du progrès, ils représentent aujourd'hui des territoires porteurs de valeurs liées à la qualité de la vie, à la préservation de l'environnement, à une alimentation plus saine...

Ces espaces changent et impliquent une approche plus différenciée dans leur traitement.

Le constat que l'on en fait aujourd'hui montre des ruptures par rapport à la vision classique du monde rural. Trois types de ruptures sont identifiés :

- Une inversion du mouvement démographique. Aujourd'hui l'espace rural regagne de la population, contrairement à la période précédente. Ces gains de population sont essentiellement le fait des phénomènes migratoires ; si donc la population n'a pas diminué, sa composition sociale n'est plus la même.
- L'agriculture continue à structurer le milieu rural, mais celui-ci est de plus en plus multifonctionnel. Le rural ne se conçoit plus comme une simple référence au secteur agricole.

Quatre fonctions définissent aujourd'hui les territoires ruraux.

- Une fonction productive qui s'affirme et se diversifie : la croissance de l'emploi est avérée en milieu rural. Depuis 1990, c'est en effet dans les communes périurbaines qu'elle a été, et de loin la plus élevée (+ 16 % contre +3,5 % au plan

national). Si l'on fait abstraction de l'emploi agricole, la progression est beaucoup plus nette : de l'ordre de 8 %. La croissance de l'emploi rural compense donc la chute des emplois agricoles.

Le secteur agricole a désormais une place relative dans l'activité économique. Entre 1970 et 2000, le nombre d'actifs agricoles a été divisé par deux et la productivité du travail multipliée par quatre. Ce n'est donc plus l'activité dominante en termes d'emplois et de valeur ajoutée, même si cette activité continue à structurer le milieu rural et assure l'occupation majoritaire du territoire (les 664.000 exploitations agricoles utilisent environ 30 millions d'hectares sur les 55 millions du territoire national).

L'activité industrielle a un poids significatif : le rural est plus industriel et ouvrier qu'on ne le croit : l'emploi industriel (excluant les industries agro-alimentaires) dans les bassins de vie ruraux est aujourd'hui en moyenne deux fois plus important que l'emploi agricole et agro-alimentaire. Les industries de biens intermédiaires et de la construction sont bien représentées mais ce sont les emplois et activités directement liés aux populations (services aux particuliers, services éducatifs et de santé, commerces de détail) qui fournissent aujourd'hui plus de 50% des emplois ruraux et assurent la majorité des nouveaux emplois dans ces zones.

- Une fonction résidentielle dont le développement est spectaculaire : les campagnes ne sont plus, pour la majorité d'entre elles, des terres d'exode. La dynamique démographique y est positive dans tous les types d'espace et deux phénomènes peuvent être relevés : une logique de périurbanisation, amorcée depuis la fin des années 60, qui s'accroît. Entre 1990 et 1999 la population résidant dans le périurbain est passée de 8,8 à 12,25 millions d'habitants. Ce phénomène est à la fois lié à l'accession à la propriété des urbains et au développement de la maison individuelle. La fonction résidentielle se diffuse dans les espaces à dominante rurale. Depuis 1990 et pour la première fois depuis un siècle, la population s'accroît dans les espaces ruraux, ceci essentiellement par l'arrivée de nouveaux résidents, alors que le bilan naturel y est négatif. Cette dynamique résidentielle se retrouve également chez nos voisins européens (Grande-Bretagne, Allemagne, Italie).
- Une fonction récréative et touristique en pleine croissance : les espaces ruraux constituent une destination touristique majeure : avec 320 millions de nuitées en 2000 et une croissance régulière de la fréquentation, la campagne est le deuxième espace touristique des français avec 35 à 40 % des destinations touristiques. L'attrait confirmé pour cet espace de nature, de liberté, de calme, sa meilleure accessibilité, le morcellement du temps libre et le développement des loisirs de proximité, la crainte grandissante en termes de sécurité vis-à-vis du tourisme international, expliquent ce phénomène. Le tourisme est devenue une activité structurante de ces milieux ruraux.

- Une fonction de nature : l'espace rural répond aux grands enjeux actuels de nos sociétés qui sont la protection des ressources naturelles, le maintien de la biodiversité, la protection contre les risques naturels et le maintien d'un cadre de vie équilibré.

3. Des territoires ruraux très différenciés

Les fonctions qui viennent d'être décrites s'organisent et se combinent différemment. Leurs configurations permettent de repérer trois types de France rurale :

- les campagnes des villes, nouvelle forme du rural : il s'agit d'espaces situés sur le pourtour immédiat des villes moyennes et grandes, caractérisés par une démographie dynamique à fonction résidentielle et productive dominante ;
- les campagnes les plus fragiles, marquées par un recul démographique et économique : elles représentent une part très significative des espaces ruraux et environ 1/3 du territoire national. Ces espaces sont caractérisés par une faible densité de population, une tendance à la mono-activité et une évolution démographique défavorable. On les trouve plutôt dans le Massif central et certains contreforts pyrénéens, en Bretagne centrale et dans l'extrême nord de la France. Il s'agit soit de territoires vieillissants, peu denses et à dominante agricole, soit d'espaces ruraux ouvriers et traditionnels dont le tissu industriel est en déclin. Dans tous les cas ce sont des espaces que l'on quitte ;
- les nouvelles campagnes en recherche d'équilibre : ce dernier type d'espace rural concerne des territoires ruraux aux fonctions productives plus diversifiées, et déjà fortement tertiariés. Ils bénéficient de la mobilité et constituent des espaces d'accueil dans lesquels se développent les loisirs et le tourisme. On les trouve géographiquement plutôt dans le Sud-est de la France et dans la bordure littorale de l'Ouest. C'est un des enjeux des politiques publiques que de contribuer à donner une orientation positive à leur évolution. Les décisions prises en fonction de ces constats ont été exprimées dès 2002 par le gouvernement.

Comme pour les espaces urbains et métropolitains, les politiques publiques se sont réorientées vers la compétitivité des territoires : on ne redistribue plus les richesses, on cherche à en produire ; en d'autres termes, moins de solidarité et plus de production de richesses. Tous les territoires doivent participer à la richesse et à la compétitivité nationale.

Le Comité interministériel d'aménagement et de développement du territoire (CIADT) du 3 septembre 2003 a précisé les axes prioritaires d'action pour l'avenir :

- actions de rénovation de l'habitat et de développement de l'offre de logements locatifs, accueil de nouveaux actifs ;

- aider à la création d'emplois pour stimuler le développement économique, notamment des mesures spécifiques en faveur de la reprise d'entreprises en milieu rural, d'accompagnement des nouveaux créateurs ou repreneurs d'activité ;
- amélioration de l'accessibilité des services en milieu rural pour répondre aux besoins des populations (aussi bien des personnes âgées que des populations jeunes et des enfants).

Ces axes majeurs devront faire l'objet, là aussi de projets de territoires, appuyés par les politiques publiques. Les nouvelles relations villes-campagne se traduisent par l'association des communes à l'échelle des pays, territoires « présentant une cohésion géographique, historique, culturelle, économique ou sociale » sur lesquels les acteurs locaux (élus, socioprofessionnels, population) bâtissent un projet de développement. Ils ont vocation à fédérer espaces ruraux, villes petites et moyennes, afin de créer les conditions du partenariat ville-campagne.

Lorsqu'un pays aura adopté son projet de développement, il pourra signer un contrat avec l'Etat et la région dans le cadre du volet territorial des contrats de plan Etat-Région, ce qui permettra de dégager les financements pour son projet de développement. Les pays qui comprennent une agglomération devront développer une synergie entre le contrat d'agglomération et le contrat de pays.

On voit donc à travers ces deux exemples se mettre en place une approche publique de bonne gouvernance qui, nonobstant la différence des constats sur ces espaces, fait intervenir la même logique et des outils méthodologiques identiques, au service d'une volonté affirmée de développer la compétitivité économique. En partant des territoires, qui ne sont pas des entités opposables mais dont la complémentarité est permanente. Ils doivent se valoriser les uns les autres :

- en s'inscrivant dans une géographie fondée sur des « espaces vécus » ou « espaces pertinents » dans lesquels chacun peut se reconnaître, sachant que les pays, les agglomérations ne constituent pas un échelon administratif ou une collectivité supplémentaire ;
- en mobilisant l'ensemble des acteurs et des utilisateurs dans une démarche partenariale et participative. Il s'agit d'associer de manière horizontale des organismes, des personnes différentes autour d'un projet commun de développement. Sur le plan local, les conseils de développement des agglomérations et des pays représentent la diversité des acteurs ;
- en concrétisant cette approche dans un projet de territoire discuté, négocié et approprié par les différents acteurs. Ce projet assure, à partir d'une approche bottom up de manière verticale, la cohérence et la synergie des politiques publiques, des collectivités et le cas échéant de l'Union européenne. Il met les multiples acteurs et les territoires en situation de débattre horizontalement et verticalement ;

- en s’engageant collectivement, publics et privés à travers une procédure contractuelle, nouvelle pratique de la négociation territoriale.

Les territoires vécus sont en eux-mêmes des acteurs, ils supplantent désormais les territoires conçus d’en haut et la logique purement administrative. C’est autour d’eux que la France se recompose. Dans cette approche l’aménagement du territoire devient instrument de cohésion économique et sociale.

Guidelines for a sustainable development in Moscow oblast

Alexander Frolov

Vice-Chair of the Committee of Senior Officials of the CEMAT

Konstantin Ananichev

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It will not be an overstatement to consider territory as the main resource that any nation possesses. But, like it is with any natural resource, its amount is limited – even in such a vast country like the Russian Federation. In this context, the main task of spatial planners is to provide for the most reasonable and rational ways of its use. Improving living standards, developing infrastructure, protecting and enhancing natural and cultural heritage, we take care not of ourselves only, but of those who will live after us as well.

In this connection, international and interregional exchange of experience is of great importance. And elaboration of a unified attitude towards spatial planning issues plays a vital role. This attitude was successfully elaborated by joint efforts of all European nations and formulated in the Guiding Principles of sustainable spatial development for the European continent, adopted in Hanover.

Recommendation 1 of the Committee of Ministers suggests that all the nations of the continent imply the Guiding Principles as a base in all planning and spatial development measures they undertake. I hope that this Assembly shares the point of view that any development which does not involve spatial planning is careless and inhuman and – in the final analysis – manifests itself in the notorious saying: “Après nous le déluge!”

Today we discuss the issues of networking to provide for co-ordination of spatial development in various countries and regions of Europe. In this context, it is a pleasure for me to remind you of the events, preceding this Seminar and the results already obtained in the Russian Federation – in particular, in one of its regions.

Following the 12th Session of CEMAT in Hanover, the German delegation put forward the idea of a Model Region of sustainable spatial development. The project stipulated for further voluntary transfer of experience and know-how gained in such a region to other areas within Central, Eastern and South-Eastern Europe. The idea received support in Russia and several Russian regions were proposed as candidates. The two so-called “metropolitan regions” were selected, namely Moscow and Leningrad Oblasts.

The report on the implementation of the first stage of the project was distributed at the 13th Session of CEMAT in Ljubljana. To our great pleasure, Russian experience was

acknowledged in the Conclusions of Ljubljana meeting. Moreover, it was recommended to be implied in the new CEMAT project – the network.

If we try to formulate preconditions for participation in an interregional network, I think that a candidate region should meet the following basic requirements:

- the principles of sustainable spatial development shall enjoy the status of a law. This is crucial, first and foremost, for the so-called “transition economies” where centralized planning is often abandoned together with all other planning and decision makers wait for some “market self-regulation”;
- institutional provisions and support of spatial-planning measures is vital at all levels: national, regional and municipal. It is also important to provide legally for inter- and intra-regional co-operation and co-ordination;
- it is necessary to provide for public participation in elaboration and debate on all spatial-planning policies and projects. All economic actors shall be involved, as well as all local residents and their associations.

Now I would like to say a few words about the spatial-planning activities carried out in Moscow Oblast both within and beyond CEMAT project.

On the first stage the current situation and basic trends in the Oblast development were analysed. The analysis revealed the main problems and challenges in the region. Some of them were common for most of Russia’s regions, while others resulted from the nearness of Russia’s largest city:

- concentration of population and economy in the central part of the region. This trend is extremely dangerous as it results in formation of vast built-up spaces deprived of recreational and ecological functions;
- spatial disparities in the level of social-economic development. Rapid growth in the centre hampers development of outlying areas;
- structural changes in regional economy. The fast growing service sector gradually forces material production out of the central areas;
- gradual changes in spatial – economic configuration: a broad investment/ business corridor stretches across the region from North-West to South-East. It coincides with the so-called “New National Development Axis” that links Western Europe with Central Asia;
- existing gaps in the quality of life in large, medium and small cities;
- territorial stratification of different social groups. Those who enjoy higher official status or higher personal income tend to segregate themselves from less prosperous groups in most comfortable cities and prestigious cottage settlements;
- seasonal sub-urbanisation. In summer time and on weekends population of the region almost doubles as millions of city dwellers move to countryside. This migration lays additional pressure upon the infrastructure and aggravates social

tension. The increasing number of private cars, centre-oriented configuration of the road network and insufficient capacity of transversal highways multiply transport problems and affect environment.

On the whole, spatial development in the region is seriously influenced by reconstruction of numerous settlements, modernisation of physical and transport/communication infrastructures.

Complex reshaping of the settlement network in Moscow Oblast requires for classical upgrading methods, namely: qualitative improvement of functional indices up to modern standard requirements. Qualitative changes will be accompanied by development of new territories as well. In order to find optimal solutions, basic frameworks were investigated, including: natural, historical and cultural, transport and communication and settlement frameworks of the Oblast. Along with main factors of impact exerted by neighbouring regions, federal and Pan European transport systems.

Superposition of the frameworks and external factors helped to formulate the main priorities in spatial development and indicate the points or, as we call them, the nodes of accelerated sustainable development.

The overall list of those priorities and nodes is given in the document called “The Guidelines for sustainable spatial development in Moscow Oblast” elaborated under the Regional Development Task Programme.

What is to be mentioned about this document? It was the first regional action plan in Russia that officially implied and officially rested upon the provisions of the Hanover Document. Moreover, even the adoption procedure was organised in compliance with “The Guiding Principles”, its approval by the regional Government was preceded by public debate. “The Guidelines” were awarded the Golden Diploma of the Eleventh International Architecture Festival.

The time given for this report is too short to name here all the proposals concerning spatial development in the region. Nevertheless, I would like to draw your attention to the project, implementation of which could not only provide for solutions for many spatial problems but form the image of the region and define its position in the Greater Europe. As you may know, two of the proposed Euro-corridors will pass through the territory of Russia, namely Corridors numbers Two and Nine. On the map, they simply intersect in the point named “Moscow”.

However, in real life, they will imply the existing ring roads around Moscow and load them with additional traffic. In order to answer that challenge, radical modernisation of the so-called Greater and Lesser Automobile Ring Roads has been started as it is planned to include some of their sections into the new Central Ring Road. Both for regional and federal transport networks, the Central Ring is an instrument designed to protect the head sections of main federal motorways going in radial directions. The

Central Ring will become a factor of both transport and spatial development. Its intersections with radial highways will serve as sites for new nodes of accelerated development. Those new nodes, in their turn, will serve as the base for future development in outlying districts of the Oblast.

Immediate formation of the new ring, in combination with the new nodes of rapid development, will foster construction of transversal high-speed roads, reconstruction of transfer railway stations, optimise the use of main pipelines.

On the whole, the proposed planning measures will help to create over five hundred thousand new jobs. I hope, you admit that it is a sound figure for the region with a population of six millions inhabitants.

The work is not limited to conceptual proposals. Right now, elaboration of a detailed territorial plan of the region is being elaborated. It comprises detailed plans of local settlement networks like the one shown on the following slides. This is the district of Klin in the north-west section of the Oblast. The maps show the geographic position, natural historical/cultural heritage, landscape-architecture analysis and planning layout.

In the long run, the proposed measures are destined to answer the main challenge of spatial planning that is to provide for gradual growth and equalisation of living quality on the whole territory of the region. This will be the main precondition for better social cohesion both in the region itself and in interregional contacts. The two maps show the present and planned levels of social economic development in Moscow Oblast.

Implementation of the regional Guidelines also stipulates for further strengthening and enhancement of co-operation with other nations of Europe including CEMAT activities. In November, together with our German colleagues we plan a working meeting to discuss opportunities for linking together activities under “Network” and “Euro-corridors” projects.

For Russia, the participation in Pan-European projects is an additional opportunity to improve co-ordination of spatial development in its own regions. We take a great interest in the achievements of our European colleagues. In our turn, we would be glad to share positive results, gained in our country.

I would like to conclude by expressing our thankfulness to all who rendered their support and consultancy in the implementation of CEMAT project and other activities somehow related to the elaboration of the Guidelines for sustainable spatial development in Moscow Oblast.

Spatial planning as a response to environmental impacts

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Summary

We have been developing spatial and urban planning activities for a long time in “the Former Yugoslav Republic of Macedonia”. The main document for spatial development for the country is the Spatial Plan (1982, 2004). The document is accepted under the Law of Spatial and Urban Planning (RM no 4/96, 28/97, 18/99, 53/2001, 45/2002) and has a mandate for 20 years. The Spatial Plan has a directive function for the future development in all sectors as well for future land use and environmental management and protection. This Plan is used also as a directive for the preparation of spatial plans for regions, municipalities and national parks. Several documents and strategies (such as the water management plan, the energy strategy, the plan for forest management and others) are reconciled within the Spatial Plan of the Republic. As a strategic document for future land use and sustainable nature resource management, the spatial plan is a very important document for “the Former Yugoslav Republic of Macedonia”. The methodology of spatial planning provides inclusions of the principles for sustainable spatial planning and the key principles of Strategic Environmental Assessment (SEA). The spatial plan also serves as a suitable instrument for environmental impact assessments. A mechanism to analyse the environment and to evaluate the possible/expected effects of future development has been established. Therefore the suggested decisions and directives of the Spatial Plan can be seen as responses to environmental impacts. In the article the principles for sustainable planning and the main directives of the Spatial Plan (2004) of “the Former Yugoslav Republic of Macedonia” are presented.

The legislation of Serbia concerning spatial planning

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1. Introduction – legislation concerning spatial planning

Democratic changes in the Republic of Serbia and development of legal and executive power were accompanied by the development of a new legislation and its harmonisation with relevant EU requirements. In the previous period several laws were enacted in Serbia and one of them is the new Law on Planning and Construction.

The Law was prepared based on main EU principles and requirements, but also on the current situation in Serbia and the need for its gradual and realistic improvement. The Law can be considered as a stage between regulation of a chaotic situation in the field of spatial planning and use of territory on the one hand, and functioning of the spatial planning system and construction in the way that its functioning exists in developed European countries on the other. The Law is based on the legal system, market mechanisms and development of the Republic and these principles are obligatory for all actors in the planning and construction process.

The Law introduces several basic changes.

Spatial Planning Agency

An important change that the law introduces is the institutional one: establishment of the Republic Agency for Spatial Planning, which is an independent organisation of the Serbian Government. The main aim of its work is to create conditions for an efficient implementation and improvement of the spatial planning policy in the Republic of Serbia.

The Agency is responsible for several activities. It will prepare the Spatial Development Strategy for the Republic and monitor its implementation, participate and co-ordinate the preparation of spatial planning schemes for selected fields, prepare and propose for adoption by the Government regional plans and plans for specific areas, establish and maintain an information system of the territory of the Republic and register planning documents, carry out international co-operation in the field of spatial planning, provide expert assistance in spatial plans preparation, etc.

New spatial planning system

The law on Planning and Construction defines the new planning system with several types of spatial planning documents. The new spatial planning documents are as follows:

- spatial Development Strategy of the Republic of Serbia that will be prepared by the Agency and replace the Spatial Plan of the Republic. It will define long-term spatial planning goals in accordance with economic, environmental, social and cultural development, and areas and forms of trans-border and international co-operation in the field of spatial planning;
- spatial development schemes will be prepared by responsible ministries and the Agency as national planning documents that will define spatial development of selected fields, based on the Strategy. Nine schemes will be prepared, for high-school education and scientific research, culture, health and social protection, information and communication, multi-modal infrastructure, mining and energy production, economy, natural and rural areas and sport and recreation;
- spatial plans for specific areas that are prepared for national significant areas, such as national parks and other natural values, cultural heritage, water accumulations, tourist areas, mineral exploitation, etc;
- regional spatial plans that are to be prepared for areas defined by the European nomenclature for statistics and/or by future regional governments;
- municipal spatial plans will be prepared and adopted by municipalities and will serve as basic instruments for protection of local interest and as important elements in local strategic development. Because this type of plan did not exist in the previous planning system, local government did not have competences related to spatial, only to urban planning.

The new Law requires preparation of spatial plans for areas defined by the European nomenclature of territorial units for statistics (NUTS) created by the European Office for Statistics (Eurostat) in order to enable single and coherent structure of territorial distribution.

Therefore the law requires the strategy to be prepared for the Republic, which corresponds to NUTS 1, regional plans for areas that correspond to NUTS 2 and 3, and municipal plans for areas that correspond to NUTS 4.

New content of spatial plans

The Law defines new, flexible and realistic content of spatial planning documents with new methods and techniques that will enable spatial planning documents to define strategies, policies and guidelines for a proper use of territory and the protection of public interest.

Regulation on Planning documents content and drafting procedure defines the content of spatial planning documents as follows:

- background (borders, requirements posed by existing relevant plans, basic conditions, potentials and restrictions, etc.);

- spatial development goals (general goals and sectoral tasks);
- use, arrangement and protection rules for a territory (including natural resources, infrastructure, urban schemes, economy, environment, etc.);
- implementation (list of prior activities, measures and instruments, actors and implementation contract).

This content will enable spatial planning documents to be the base that provides opportunities for spatial development and to serve as the instrument that will protect public interest but also will allow market mechanisms to regulate spatial development in the most efficient way.

Public participation and new planning procedure

The Law defines new elements that enable simpler and shorter planning procedure and enhance its democratic nature.

The first new element is the public participation that is incorporated into the entire planning procedure. Public participation now exists from the beginning, in the preparation phase of a programme that defines the way in which a spatial planning document will be drafted, through expert control and verification of a spatial development strategy as the first phase in the drafting procedure, when opinions of local communities and citizens are to be taken into account. A draft spatial planning document is subject to public consultations for thirty days and includes written comments from the public that have to be taken into account and properly replied. The public participation procedure ends after the adoption of a spatial planning document, when the implementation contract is signed by various actors, including local communities.

The second element is the simpler and shorter planning procedure with defined phases, time frames, responsible authorities and actors for each phase.

2. Results achieved through the implementation of the Law

Significant results have been achieved concerning the implementation of the Law during the previous eighteen months.

The Agency prepared the draft versions of the Decision on the preparation of the Spatial Development Strategy of the Republic of Serbia (hereafter called: “the Strategy”) on the basis of the Programme for the preparation of the Strategy (hereafter called: “the Programme”). The Programme is part of the Decision and defines the way in which the Strategy will be drafted. According to the Law the Decision will be adopted by the Government of the Republic of Serbia.

The Programme defines the object, main goals and basic principles, phases of preparation, as well as its organisation, dynamics and estimated financial funds for the preparation of the Strategy. The main goal of the Strategy is to define the policies of

planning, organisation, use and protection of the territory of the Republic of Serbia. The policies' implementation provides sustainable spatial development conditions as well as conditions for arrangement of the activities of common interest. The main goal will be developed through the objectives in particular fields. The implementation of defined policies will contribute to solving fundamental problems of the development process in Serbia. The most expressive problems in Serbia are a decreasing number of inhabitants, distinct interregional disparities, fall in productivity undeveloped infra-structural systems, insufficient exploitation of natural and created potentials and resources, insufficient protection of natural and cultural goods of national importance, etc.

The opinions of different governmental institutions and ministries concerning the "Strategy" are in the process of co-ordination, instantaneously. Upon the harmonisation of opinions of different governmental institutions, the Decision will be sent to the Government of the Republic of Serbia for adoption. The approximate period for the preparation and adoption of the Strategy is twenty months.

The preliminary activities include the establishment of a methodology for analysis and estimation of the present situation regarding the spatial development of the Republic of Serbia, formation of working teams, defining co-operation between different institutions involved in the preparation of the "Strategy", estimation of the Spatial Plan of the Republic of Serbia and other developing documents, etc. The quoted activities have recently started.

The implementation of the Law provides a more efficient procedure for the preparation, control and adoption of spatial planning documents. Real time limits for the preparation of spatial documents are defined by the preparation of the Programme for drafting a planning document. The Law defined the concrete time limits for expert control of planning documents, public presentation and discussion and editing a planning document.

The Republic Agency for Spatial Planning is responsible for achieving the procedure of preparation and adoption of the planning documents adopted by the Government (the National Assembly for the Spatial Development Strategy). Local self-government is responsible for the procedure of the preparation and adoption of the municipal spatial plan.

The most important institutional change introduced by the Law is the establishment of the Republic Agency for Spatial Planning as an independent, inter-ministerial governmental institution. The law recognised the Agency as the holder of the spatial planning system in Serbia that provides the financial funds and stipulates the agreements on the preparation of spatial planning documents, performs the duties of experts' control of the spatial planning documents, harmonises the opinions of different governmental institutions, conducts the procedure of public participation, and takes care of

democratisation of the whole process, and finally proposes and elaborates the spatial planning document for the Government of the Republic of Serbia.

The Agency achieved significant results in co-ordination between relevant governmental institutions and organisations through the process of spatial planning documents preparation, as well as in increasing the transparency and democratisation of the spatial planning process.

In addition to the previous mentioned phases of the process of the spatial planning document's preparation, the Agency forms the professional expert's commission. The members of the commission are employees of the Agency, experts in different fields engaged in professional institutions, as well as representatives of governmental institutions. The Agency appoints new members of the commission for every new spatial planning document, obliged to follow up and to control the whole process of preparation, professional control and adoption of the spatial planning document.

The quoted results of the Republic Agency for Spatial Planning and implementation of the Law on Planning and Construction are satisfactory. The spatial planning system in Serbia has been set in a realistic frame, for the first time in the last two decades. The Government of the Republic of Serbia has adopted more spatial plans during the last eighteen months than during the previous ten years. The new approach to the preparation, methodology and contents process of spatial planning documents is more and more accepted by the professional institutions and individuals. Besides numerous difficulties, spatial planning documents in Serbia have become realistic and applicable aiming to conduct spatial activities according to the principles of sustainable development, instead of rigid, unreal and detailed plans of physical structures in the space.

The Agency is responsible for providing expert assistance through the preparation of municipal spatial plans. According to the Law, municipalities are obliged to elaborate municipal spatial plans in a limited time. Concerning the lack of personnel, organisational and financial capability of the local-self governments in Serbia, the Agency organises professional seminars and workshops, publishes professional publications and guiding principles, and sometimes participates in the preparation of the municipal spatial plan, aiming to help the local-self governments.

3. Problems concerning the implementation of the Law on Planning and Construction

Through the implementation of the Law satisfying results are achieved. The process of preparation, professional control and adoption of spatial planning documents is more efficient and more transparent, nowadays. The results are:

- a higher number of prepared and adopted spatial planning documents;

- a higher level of public participation and co-ordination between different actors in the spatial planning process;
- implementation and development of the principles of sustainable development, etc.

Besides the results the spatial planning system in Serbia is burdened with numerous problems.

The fundamental problems in Serbia are political instability and weak horizontal and vertical co-ordination in the spatial planning system. The work of governmental institutions and other spatial planning actors is directly influenced by frequent political changes resulting from the process of transition in Serbia and Montenegro. Governmental institutions frequently and groundlessly change their working methodology, goals and priorities, which result in discontinuity in their work and an inability to plan, perceive and define future development. The preparation of the most important strategic development documents is either missing or developed with breaks and frequent conceptual changes.

Documents that should define national development strategy, socio-economic development strategy, sustainable development strategy, etc. have not yet been elaborated and adopted. Thus the spatial planning process and preparation of the Spatial Development Strategy are developed in really severe conditions.

Horizontal co-ordination that understands linked and harmonised work of governmental institutions on the national level is insufficient and weak. With the establishment and the professional work of the Agency, as an interministerial governmental institution, the co-ordination between mentioned institutions on the national level is improved regarding the procedure for the preparation of spatial planning documents.

Vertical co-ordination and co-operation between the local, regional and national level must be developed for an adequate development of the spatial planning process on all levels. The fundamental problem in Serbia and Montenegro is the lack of regional level, which means lack of regions as administrative units with established authorities. For example, there are two provinces, 29 districts and 189 municipalities in Serbia. However, the 29 districts that should represent the regional level and a link between the national level and municipalities are actually just administrative sections of the national (republic) government. In Serbia there are no constituted regions as electoral units with their own authorities and defined prerogatives.

According to previous procedure, vertical co-ordination in the process of spatial planning develops directly between national and local level. That way, some special activities and responsibilities evidently belonging to the regional level can't be accomplished either on national or local level. Individual strategic solutions defined in national documents can't be directly applied and developed on local level. Nowadays,

the spatial planning process on the local level is developing with a lot of difficulties concerning the lack of personnel, technical, organisational and financial resources.

Insufficiently harmonised legal framework is one of the most important problems. Democratic changes in the Republic of Serbia and the development of legal and executive power were accompanied by a development of a new legislation and its harmonisation with relevant EU requirements. Besides the positive changes, the problem of insufficiently harmonised legislation is still of current interest, for the following reasons:

- the new legislation concerning the environmental protection and the protection of cultural goods is under preparation, while the valid legislation is not well co-ordinated with the Law on planning and construction, and
- the lack of legislation that would oblige the preparation of the strategic development documents, as well as the contents of those documents.

Numerous of illegal constructed objects in Serbia, built during the last two decades, caused a lot of problems frequently solved through legalisation of existing situation and simultaneously by setting conditions that should be satisfactory.

Implementing spatial planning documents is a crucial problem in Serbia. Upon completing the procedure for the preparation and adoption of the spatial planning document individual actors involved in the planning process are trying to avoid obligations defined by the adopted document.

4. Conclusion

Numerous changes in the process of spatial planning are defined by the new legislation. The Law on planning and construction accepts and defines tools for further development of sustainable spatial development principles.

The new Law introduces actual institutional changes, especially by establishing the Republic Agency for Spatial Planning, and individual professional bodies responsible for monitoring the process of spatial planning on the local level. The law introduces a new kind of spatial planning document as the Spatial Development Strategy of the Republic of Serbia and municipal spatial plans. The preparation of spatial planning documents is more efficient and of higher quality with significant public participation. The co-ordination between actors involved in the planning process in Serbia is improved, but still not good enough.

Certain results achieved through the implementation of the new Law during the last eighteen months, confirm the quality of the new legislation, and oblige the continuation of its implementation.

Established system of spatial planning must be developed continuously in the future. As central institution in this system, the Republic Agency for Spatial Planning will

continue to implement the Law and to solve crucial problems in spatial development, according to the defined responsibilities and with the co-operation of other actors in spatial planning in Serbia.

The political efforts for a more rapid integration with the European courses must from now on be intensified. The activities defining and directing spatial development according to the European regulation will be aimed towards EU integration.

La «Conception Paysage Suisse» et la «Stratégie Paysage 2020»

Enrico Buergi

Président de la Conférence des Etats Parties contractantes et signataires de la Convention européenne du paysage

Suisse

1. Paysage – définition et interprétation

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

Le paysage, c'est ...

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

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

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

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

... un espace de découverte car le paysage représente davantage qu'une banale toile de fond se déroulant sous nos yeux. Le paysage reste ancré dans notre mémoire: une vue depuis un sommet, la halte à l'ombre d'un tilleul, une baignade dans un lac sont des expériences uniques que même un monde virtuel ne peut nous procurer ;

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

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

2. L'instrument de référence au niveau européen: la Convention européenne du paysage

A l'échelle internationale, la Convention européenne du paysage représente l'instrument de référence. Se basant notamment sur les expériences acquises par la pratique des politiques paysagères de différents Etats européens, le Congrès des pouvoirs locaux et régionaux du Conseil de l'Europe a élaboré un premier projet de Convention européenne du paysage. Le texte final de la Convention a été adopté par le Comité des Ministres le 19 juillet 2000. La Convention a été ouverte à la signature à Florence, en Italie, le 20 octobre 2000. Au 29 octobre 2004, elle a été signée par 29 Etats et ratifiée par 14 d'entre eux. Elle est entrée en vigueur le 1er mars 2004.

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

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

En adhérant aux principes et aux objectifs de la Convention, les Parties contractantes s'engagent à protéger, gérer et aménager leurs paysages. Au niveau national, elles s'engagent à mettre en œuvre les mesures suivantes :

- la reconnaissance juridique du paysage en tant que composante essentielle du cadre de vie des populations, expression de la diversité de leur patrimoine commun, culturel et naturel, et fondement de leur identité ;
- la définition et la mise en œuvre des politiques du paysage visant à la protection, à la gestion et à l'aménagement des paysages ;
- des procédures de participation du public, des autorités locales et régionales, et des autres acteurs concernés par la conception et la réalisation des politiques du paysage ;
- l'intégration du paysage dans les politiques d'aménagement du territoire, d'urbanisme et dans les politiques culturelle, environnementale, agricole, sociale et économique, ainsi que dans les autres politiques pouvant avoir un effet direct ou indirect sur le paysage ;
- 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 ;
- promouvoir la formation de spécialistes de la connaissance et de l'intervention sur les paysages ;
- formuler des objectifs de qualité paysagère et mettre en place des moyens d'intervention visant à la protection, à la gestion et à l'aménagement des paysages ;
- encourager la coopération transfrontalière aux niveaux local et régional, élaborer et mettre en œuvre des programmes communs de mise en valeur du paysage.

3. Le niveau opérationnel de la Convention européenne du paysage en Suisse

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

« *La Conception Paysage Suisse* » (CPS)

La « Conception Paysage Suisse » a été approuvée par le gouvernement helvétique en 1997. Dans ses lignes de force, elle est en parfaite cohérence avec les buts visés par la Convention européenne du paysage. Elle détermine d'abord des objectifs de qualité pour les valeurs naturelles et culturelles du paysage, ainsi que des objectifs de développement durable en ce domaine. Ensuite elle fixe des objectifs sectoriels dans treize domaines d'activités de l'Etat, tels que l'énergie, les transports, la politique du développement régional, l'utilisation du sol et, domaine essentiel, l'aménagement du territoire. L'application de critères paysagers à des cas concrets n'est possible que si le facteur « Paysage » est intégré au bon moment, c'est-à-dire lors des phases de planification et de prise de décision. Dans ce but, il est essentiel de formuler des critères

« Paysage » pour chacun des champs d'activité de l'homme ayant des répercussions, directes ou indirectes, sur le paysage, son évolution et la qualité de vie. Un élément central de cette démarche – d'ailleurs en cours dans différents Etats européens – réside dans l'élaboration et l'application de directives spécifiques, appropriées aux situations concrètes de chaque Etat et dans chaque domaine. Ces directives favorisent l'intégration du paysage dans la mise en œuvre des principes du développement durable aux niveaux national, régional et local ; elles instaurent et renforcent de « bonnes pratiques » dans chacune des activités humaines ayant des répercussions sur le paysage. Il s'agit donc de mettre l'accent en premier lieu sur l'élaboration et la mise en œuvre de directives paysagères, pour chacune des politiques sectorielles à incidence paysagère. Elles devront ainsi couvrir le secteur primaire (activités agricoles, gestion des forêts), les installations et infrastructures, la mobilité, le tourisme, les loisirs, etc.

De telles directives paysagères doivent satisfaire à plusieurs exigences :

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

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

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

En plus, la CPS invite les instances décisionnelles à effectuer un reporting régulier de l'avancement de la mise en œuvre dans l'exercice de leurs activités ; ce volet est

important puisqu'il stimule le processus d'application.

L'état de mise en œuvre ainsi que des exemples concrets sont régulièrement mis à jour et peuvent être consultés en tout temps via internet (<http://www.landschaftskonzept.ch>).

« *Paysage 2020* »

Ce second outil majeur de la mise en œuvre en Suisse de la Convention européenne du paysage définit les principes directeurs qui régissent l'action de l'organe administratif en charge du paysage à l'échelon national : l'Office fédéral de l'environnement, des forêts et du paysage (OFEPF). Elaboré en 2003, ce document dessine l'évolution du paysage lorsque les changements qui l'affectent sont basés sur les principes du développement durable. « *Paysage 2020* » décrit l'état souhaité du paysage suisse dans une vingtaine d'années au moyen de repères concrets, qui sont autant d'objectifs de qualité à viser. Les principes directeurs « *Paysage 2020* » composent la stratégie de l'OFEPF dans le domaine de la Nature et du Paysage ; c'est sur cette base que l'OFEPF fonde sa politique de la Nature et du Paysage, qui se veut globale. Elle s'articule en huit champs d'action, qui sont cohérents avec les champs d'action englobés dans la Convention européenne du paysage. Chaque champ d'action s'accompagne des instruments et des mesures permettant en priorité d'atteindre les résultats escomptés (programme).

Ces champs d'actions sont les suivants :

- paysage et utilisation du sol : les points forts sont de coordonner la gestion des espaces agricoles et forestiers – étroitement entremêlés et interdépendants –, d'appliquer une sylviculture naturelle, de délimiter des réserves forestières ; la gestion durable des alpages et les surfaces de nature à laisser dans la zone agricole en font aussi partie ;
- paysage et politique du territoire : en priorité vient le renforcement du rôle de l'aménagement du territoire ; un autre point fort réside dans la politique des agglomérations qui doit prévoir des espaces libres de construction ; au chapitre des loisirs il y a lieu d'accorder tourisme, pratique du sport et paysage ;
- paysage et cours d'eau : la politique se décline en trois points : laisser davantage d'espace aux cours d'eau, leur laisser suffisamment de débit et renforcer leur rôle patrimonial et social ;
- espèces et milieux naturels : les points forts correspondent aux activités usuelles, mais très importantes à poursuivre, de protection de la nature (espèces à protéger, habitats), auxquelles s'ajoutent la création de parcs naturels et la préservation (et restauration) d'un réseau écologique national ;
- la façon dont le paysage est perçu et vécu par l'être humain : on met ici l'accent sur la prise de conscience des citoyens(nes) de la valeur du paysage, du cadre de vie et des égards à prendre lorsqu'on le modifie ;

- participation : les modifications importantes du paysage sont toujours davantage déléguées à un cercle restreint de techniciens et de décideurs. Il s'agit de redonner au reste de la population l'envie et la possibilité d'intervenir dans la gestion du paysage ;
- instruments économiques et utilisation des ressources : les points forts sont la promotion de nouveaux instruments institutionnels permettant d'utiliser de façon économe les ressources du paysage telles que le sol, les matériaux, etc. On peut aussi examiner quels peuvent, parmi les instruments existants, avoir des effets pervers sur le paysage et les réformer ;
- recherche et prospective : il s'agit d'agir en connaissance de cause ; pour cela on a besoin de programmes de suivi et monitoring, de recherche appliquée et d'une formation performante.

Ces principes directeurs constituent une référence à l'appui des décisions de l'OFEPF. Ils s'appliquent à la collaboration avec les organes de l'Etat chargés des politiques sectorielles, ainsi qu'avec les associations, les institutions de recherche ou de formation, ou les groupements d'usagers de la nature et du paysage.

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

4. Le rôle charnière de l'aménagement du territoire

L'aménagement du territoire est un acteur clé de la qualité paysagère, à tout niveau: les instances chargées de l'aménagement du territoire ont en effet un rôle charnière. Elle sont impliquées et ont une responsabilité majeure dans tout processus favorisant le développement durable et l'amélioration de la qualité de vie, à toute échelle spatiale – qu'elle soit transfrontalière, nationale, régionale ou locale – et pour toute activité ayant des répercussions sur le paysage et placée sous la responsabilité des pouvoirs publics. Ce rôle est encore renforcé par le fait que beaucoup de législations nationales attribuent à l'aménagement du territoire le mandat de favoriser le développement de la qualité du paysage, au même titre que de favoriser le développement de l'économie nationale. L'aménagement du territoire devrait sans doute assumer un rôle de coordination encore plus marquant dans l'élaboration de directives sectorielles. Le rôle charnière qu'assume l'aménagement du territoire en faveur de la qualité du paysage est encore appelé à s'accroître avec la montée en importance de sa fonction d'organe pilote des lignes directrices et des conceptions de développement territorial.

L'aménagement du territoire occupe donc une position stratégique, et on peut d'ailleurs observer dans maints Etats européens des efforts considérables dans le sens

d'une prise en compte du paysage dans l'exécution de ses tâches. Ces efforts devront cependant encore se renforcer à l'avenir.

Mentionnons en particulier :

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

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

The role of engineers and professionals in territorial governance

Kapka Pancheva

Executive Secretary

Chamber of Engineers in the Investment Design, Sofia

Bulgaria

At their 13th Session, (Ljubljana, Slovenia, 16 and 17 September, 2003), the Ministers responsible for regional planning of the members states of the Council of Europe, discussed the measures for the implementation of the Guiding Principles for the sustainable spatial development of the European continent.

My colleagues spoke about the legislation and the collaboration between state, regional and municipal authorities concerning spatial planning.

I would like to draw attention to the measures undertaken by the Bulgarian Government for strengthening of partnerships between institutions and NGOs and the effective participation of professionals in the processes of spatial planning and construction.

I want to put the accent above all on the importance spatial planning policy, which must take into account the negative impacts on the environment's quality, more particularly on landscape (nature scenery), standard of life etc.

Large projects such as railways, airports etc. can produce a significant dynamism in the field of economic development in the surrounding areas. This applies in particular to various infrastructure and service fields like transport, energy, telecommunications, water supply etc. Housing construction is, together with the renewal and modernisation of the existing housing stock, one of the most important investment sectors in the economy. Urban systems and urban functions should be developed. The strengthening of towns' networks increases the complementarity of these towns.

Integrated strategies taking into account the various transport modes and -on equal basis- spatial planning policy requirement are necessary. The lower environmental impact of railways, waterways should be taken into account in doing this.

Telecommunications networks should be improved and extended to cover the whole area.

Integrated strategies for managing water resources should include, among others, the protection of surface and ground water, sewage treatment and so on. It is essential that any expansion in water supply networks be matched by an equivalent increase in drainage and sewage treatment and disposal facilities.

Spatial development policy supports the promotion of renewable energy sources as coherent, environmentally friendly systems and the completion of energy transport networks. Particular attention should be paid to developing the transport of oil and gas.

Priority must be given to more efficient use of energy and facilities already available. The efficiency of conventional power stations should be improved and air pollution reduced.

Spatial development policy can contribute to protecting landscapes. The integration of landscape development into spatial planning as well as into sectoral policies such as those related to the economy, infrastructure and urban development, also to the environment, which all have direct or indirect effects on the development of landscapes.

Strategies must be developed, which are adapted to the local context and aimed at overcoming the effects of economic restructuring, controlling the expansion of urban areas, limiting trends towards suburbanisation by increasing the supply of building land in towns and cities, activation of gap sites and use of space-saving building methods, developing building land near traffic nodes and railway stations, promoting inner urban development, raising the quality of living and housing conditions in urban areas, which includes the conservation of existing ecosystems and the creation of new green areas and biotopes.

Spatial planning policy must give support to preventing or mitigating various kinds of environmental harm, by encouraging more environment-friendly forms of transport and energy systems, regenerating derelict urban areas, creating integrated strategies for managing water resources, creating more balanced conditions for transport access, controlling the suburbanisation etc. Carefully managing the urban ecosystem, particularly with regard to open and green spaces water, energy, waste and noise, the development of urban systems, etc.

In order to achieve all these objectives the Parliament of the Republic of Bulgaria adopted in March 2003 the Law for the Chambers of Architects and Engineers in the Investment Design.

What is the reason for the creation of the two Chambers? To have a diploma and the title of engineer is not sufficient to be a good specialist and a good designer. Before the changes in 1989 we had some very important research and design institutes, every one with more than 1000 designer architects, engineers and technicians. There the young engineers had the possibility to learn from the old stagers who had know-how and the experience. After the theoretical study they had their practical study.

In the transition period these institutes disappeared and many small designer offices of architects and engineers were created. The law of competition did not give the possibility for young colleagues to learn from their experienced ones. Now the market economy and competition for low prices are very important for investors and they

mostly work with designers without experience. After 15 years the society has to understand that design is not only new beautiful buildings. Architecture can respond to the requirements of investors only if the engineers are creating conditions to implement architectural ideas, assuring comfort – light, heating, and water supply but also security of construction.

The high priorities of the two Chambers in investment design are:

- to collaborate in the creation of a national policy for the development of designers' works in Bulgaria, as independent partners to the legislative and executive authorities;
- to defend the interests of society in the field of investment design and sustainable spatial planning and construction, making projects of high quality;
- to help the designers to have prestige in society;
- to work against monopoly, for a loyal competition and an equal position of the Chamber's members;
- to create conditions for the client to have a free choice of engineers;
- to help designers to defend their author's rights for projects and practical realisations as designer.

The Chambers closely collaborate with the Ministry of Regional Development and Public Works, the Ministry of Transports and Communications, the Ministry of Environment, the Ministry of Energy, etc. They actively participate in the realisation of laws and the acts to spatial planning, investment design, construction, etc. They present their points of view concerning laws and acts and support competition in the design to choose the best projects.

The Chambers work closely with universities to ensure the training of future architects and engineers and organise qualification courses, postgraduate qualifications and courses for professional training, also including European regulations and standards.

The Chambers determine the rules of work and assure the stage of the new designers in their first three years of practice.

They award certificates and publish every year in the Official State gazette the list of architects and engineers with license, the list of engineers having the license as supervisor of structural projects. The list of engineers evaluating the engineers' projects and spatial planning projects is also published.

The Chambers assure the control of execution of the members' professional obligations.

The Chamber of Engineers is a national organisation of 6,000 engineers from all specialisms carrying out investment design in the field of construction. The members have eight professional sections:

- civil engineering structures;
- transport engineering – construction of motor and highways, railways, ports, airports and other constructions like bridges, tunnels, etc.;
- water engineering for the water supply and sewerage networks, reservoirs, water and wastewater treatment plants, etc.;
- geodesy, applicant geodesy and landscape engineering;
- mining engineering and geotechnics;
- applied electrical and communications engineering;
- heating, ventilation and climatic engineering, central heating, networks for petrol and gas;
- technologies.

According to the purposes and aims the two Chambers provide experts to take part in the ministerial and municipal councils of experts in the field of spatial planning and sustainable development of the territories and investment design in the field of the construction notably.

The Chambers are the organisations which work maintaining architects and engineers who have their qualifications recognised by the public.

This is the way to elude the weaknesses, passes and problems noted during the fifteen years on realisation of spatial planning and investments' projects and to respond to the requirements of the Guiding Principles for the sustainable development of the European continent, for the implementation of their objectives on the territory of the Republic of Bulgaria.

The Chamber would like to collaborate with institutions in Bulgaria and in other countries for the implementation of the objectives.

Third session / Troisième session

Session chair / Président de session

Petr KALIVODA

Deputy Director

Department of Spatial Planning of the Ministry of Regional Development

Representative of Czech Republic

to the Committee of Senior Officials of the CEMAT

The point of view of local authorities on spatial development governance

Ruben Sinoyan

*Committee on Sustainable Development
Congress of Local and Regional Authorities
Council of Europe*

Mr Chairman,
Ladies and Gentlemen,

I am very pleased and honoured to represent the Committee on sustainable development of the Congress of Local and Regional Authorities of the Council of Europe at this Seminar. I should like to thank its organisers for providing me with the opportunity to speak to you and to record our attachment, in the Congress, to the ideas of co-operation with the Committee of Senior Officials of the CEMAT.

The Congress of Local and Regional Authorities of the Council of Europe as one of the main consultative bodies of the Council of Europe is a major pan-European forum where local and regional elected representatives discuss problems, pool their experience and express their views on the issues that fall under their competences to governments of the Member States. The Congress meets three times a year at its plenary and spring and autumn sessions, whereas its work in between those large gatherings is organised around four statutory committees. Among them is the Committee on Sustainable Development.

It should be noted that our Committee has been closely co-operating with the Committee of Senior Officials of the CEMAT for quite some time, making its own contribution to its deliberations on a raft of issues. This Seminar offers once again an excellent opportunity for its participants to exchange information and views on various aspects of spatial development governance from a perspective of institutional co-operation networks. Good bearings for our deliberations, from my point of view, can be found in a number of very important legal instruments underpinning the work in this area, first of all the Torremolinos Charter (European Regional/Spatial Planning Charter) (1983), the Guiding Principles for the sustainable spatial development of the European continent (2000) and the Ljubljana Declaration on the territorial dimension of sustainable development. But also the European Landscape Convention (2000) as an excellent example of an innovative legal instrument which has its clearly set place in the international legislation dealing with the principles of sustainable development.

The concept of sustainable development brought for the first time to the fore by the 1987 Brundtland Report, *Our Common Future*, has considerably evolved over the years: the initial understanding stressing the need for closely linking economic development,

social progress and environmental protection has been complimented in the Guiding Principles by a fourth pillar, cultural. The concept has since gained significant momentum and popularity and has been through at least two major summits, in Rio in 1992 and in Johannesburg ten years after.

The Rio Earth Summit was a significant milestone that set a new agenda for future actions on sustainable development across the globe. Local and regional authorities have been key actors in affecting real change and implementation of its aims and goals. In the past ten years more than 6,000 local governments and their partners have embraced Local Agenda 21 as a framework for good governance and advancing sustainable development. The vast majority of LA 21 processes worldwide are in Europe, where 5,292 LA 21 processes, accounting for over 80 % of the global level, were reported. Numerous national campaigns and regional associations have nurtured much of this growth. The European Sustainable Cities and Towns Campaign, for example, has encouraged over 1,400 municipalities to commit to sustainable development. National campaigns carried out in a number of European countries have been extremely successful. In many countries of Europe, local and regional government leaders, staff and citizens were working in partnership to accelerate the transition to sustainable, equitable and secure communities.

From a global perspective, however, the environmental condition of our world is just as alarming and the results of the measures taken in Rio were disappointing. The situation is scarcely better with regard to sustainable development: cases of inequality and utter destitution are on the increase. Advances in production techniques and practices as well as more general global economic changes have in many cases led to degradation, debasement or transformation of landscapes, which in turn have an adverse effect on the quality of life of European citizens. Also the decline of biodiversity indicates that limits must be set on human intervention. In this context, the Committee finds it important to continue the work on the draft European Charter on General Principles for protection of the environment and sustainable development that is pursued by the Council of Europe structure.

Having regard to this negative assessment made of the follow-up of the Rio Summit, it can be asserted that the Johannesburg results go beyond those obtained in Rio, in that the Governments in Johannesburg decided on a number of undertakings and tangible objectives for actions to achieve the goals set.

Ten years on from Rio the concept of sustainable development has matured to impregnate not only the policies but also general public expectations, although the concept of sustainability still remains somewhat vague. Local authorities were an essential player in contributing to the evolution of the concept as reflected in Johannesburg Summit outcome. Priority local sustainable development issues were reflected in the Declaration that the Congress adopted just before the World Summit, calling on the

different tiers of government to implement concrete actions directed towards sustainability and to accelerate the transition toward secure, equitable and sustainable communities. The high profile of local authorities during the World Summit process was clearly strengthened by successful event, such as the Local Government Session. The session adopted the Johannesburg Call that included, inter alia, the proposal to re-label 'Local Agenda 21' (LA 21) as 'Local Action 21'.

The Johannesburg Call provided an important mandate for the Congress, especially its Committee on Sustainable Development, in taking forward its own current and future programmes of work. At its 2003 April session, the Committee put to scrutiny the follow-up activities to the World Summit which included, among other things, a number of studies undertaken by the Committee designed to produce policy recommendations for local authorities in the field of sustainable development. Last year, for example, after seven years of gruelling work, the representatives of the mountain regions in the Congress saw finally their efforts crowned with success. The European Charter on Mountain Regions was adopted and transmitted to the Committee of Ministers with a view to preparing a recommendation to Member States. The 2004 Congress Plenary Session approved recommendations on transnational transit traffic and the quality and quantity of drinking water prepared by its Sustainable Development Committee. At present, the Committee is working on the preparation of a number of very important and topical policy papers focusing on such problems as coastal management, renewable sources of energy, regeneration of mining and industrial areas. This week, on 25 October, the Congress Committee has held in Strasbourg the hearing on local government's policy with regard to natural disasters and emergencies.

These policy papers have the aim of alerting local and regional authorities to the importance of their role in dealing with the current problems and challenges of sustainable development. As part of this process the Congress is supporting broad co-operation with varying institutional networks at local, national and international levels. We believe that such co-operation will help improve regional and local authorities' decision-making capacities in their respective spheres and in conjunction with central governments, particularly in the areas of spatial planning. On the other hand, in order to ensure that daily decision-making at the local level contributes to local sustainability, local authorities in Europe need to be given true powers and adequate resources to implement sustainability. They should build up stronger networks and frameworks and, if necessary create new institutions, bring about creative solutions, as well as engage local partnerships. The networks themselves should have an open structure accessible to all. So active involvement of broad layers of society, together with changes in the current institutions and systems is crucial for achieving the goals of sustainable development in our countries. In other words we should put people at the heart of sustainability governance rather than on the outside of the "select club".

The results of their work should be shared by the maximum number of local and regional authorities concerned in practical spatial development governance, in close co-operation with relevant academic and voluntary organisations and bodies. It is essential to maintain and strengthen a system that allows a wide-ranging exchange of experience and expertise between various forms of territorial organisation in the Council of Europe member states. In this context, the Congress and other structures of the Council of Europe have a key role to play by providing a forum for dialogue between local and regional authorities and help them to co-ordinate their sustainable development policies with various national and international partners. From this perspective it is important to continue fruitful co-operation that has developed between the Congress Committee on Sustainable Development and the Committee of Senior Officials of the CEMAT.

In order to send out a clear message to governments undertaking to implement the Guiding Principles for the sustainable spatial development of the European continent and other international legal instruments underpinning activities in this area, the Council of Europe must make it clear that from both the environmental and cultural standpoints monitoring of relevant conventions is one of its priorities. This will help to strengthen the Council of Europe's role and visibility in such very important sectors as sustainable development, regional and spatial planning, transfrontier co-operation and decentralisation. As a pioneer in environmental matters and the leading proponent of human and social rights the Council of Europe has all the assets needed to become the driving force for sustainable development in Greater Europe. With this in view, further progress in the work on the new Council of Europe's Convention on Regional Self-Government is essential.

As neither local communities nor regions are islands, regional sustainability cannot be achieved without caring for global impacts of our local resources use and our export of impacts, it is therefore crucial for us to take responsibility for the negative aspects of our actions on the global environment and co-operate with local and regional authorities in other parts of the world. We need to work more actively for partnerships for good territorial governance which go well beyond the limit of the public sector and involve civil society. From a European perspective, it is necessary to enlarge the scale of territorial co-operation, specific programmes are badly needed for a number of regions, such as the Caucasus or South East Europe to provide support to local and regional authorities and civil society in deprived urban and rural areas in order to generate initiatives, self-confidence and income, in other words, their sustainability, which in its turn can help to create a positive, cumulative effect on environmental, economic and social conditions.

The Congress of Local and Regional Authorities of the Council of Europe and its Committee on Sustainable Development is committed to make its own contribution to more effective territorial governance and to a change in political and administrative culture, being convinced that spatial development policy is a vital tool for achieving the sustainable development objectives.

I thank you for your attention.

Legislation of spatial planning in Ukraine

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Ukraine has a rather developed legal and institutional system of territorial planning, which was formed during a long period on the basis of wide national and international experience. Among the main reasons for the importance and achievements in this field are the diversity and the scale of our country, some tradition including strong planning system at the previous time. Ukraine is one of the largest countries in Europe. Its territory is 603,7 thousand km² (5,7 % of the European continent). Total length of the borders is 7014 km, including 1352 km of coast.

In terms of population Ukraine is one of the largest countries in Europe (2004 - 48,5 millions). More than 120 nationalities are represented.

Different parts of the country have a long history of separate development inside other states. That gives regions with historical, cultural, religious and many other particularities.

Ukraine is a unified state. The administrative territorial system is formed by the Autonomous Republic of Crimea (as an autonomous unit), 24 Oblasts (regions), Kyiv and Sevastopol as cities with a special status, 452 other cities, 490 rajons (districts), 118 rajons (districts) in cities, 888 town settlements and 28,619 villages (January 2004).

The diversity of natural conditions and landscapes of Ukraine is determined by its location in several natural zones – zones of mixed forests, forest-steppe, steppes and subtropical zones, as well as Carpathians and Crimea mounting systems. Forests cover more than 16 % of the country. Biological diversity is very high. There are more than 25 thousand species of plants and more than 45,000 species of animals including 400 species of birds and 108 species of mammals. The Red Book of Ukraine (national list of rare and endangered species) was established in 1976. The most recent editions were published in 1994 (Animals) and in 1996 (Plants).

Ukraine is characterised by a highly developed and concentrated industry, including mining, steel, chemistry, machinery, agriculture and transport branches.

Therefore effective regional policy and planning is very important for reaching the sustainable development, improvement of economic, social and environmental situation in the country.

1. General policy in the field of sustainable spatial planning and development

Ukraine has accepted the principle of sustainable development since the Report “Our Common Future” and its adoption by the United Nations General Assembly in 1987. Our country participates in the activity of the United Nations Commission on sustainable development, and various forms of international co-operation and meetings including the Summits of Rio de Janeiro (1992) and Johannesburg (2002).

Such principles have been kept in mind at the time of drafting the Constitution of Ukraine and national laws, the decisions of the President, Parliament, Government, regional and local authorities, making up of the system of institutions for their implementation.

Sustainable development of territories and exploitation of natural resources have been declared as one of the most important subjects for international co-operation. Since 1991 Ukraine has been Party to the main international agreements in this field.

After the adoption in 2000 of the Guiding Principles for sustainable spatial development of the European continent (GPSSDEC-CEMAT) provisions of this document become a subject of professional discussion between specialists, scientists at national and regional levels with the aim of better implementation in Ukraine. It was recognised that the basic position of the national legislation was in line with the GPSSDEC. Some problems in this field mostly exist regarding the implementation of the norms of national legislation, education and training of the specialists in this field.

2. System of legislation

The legal base for the implementation of the General Policy in the field of sustainable spatial planning and development was mostly developed during the independence period since 1991. At this stage our country took a chance to save and develop all our achievements from the previous period and fully implement the best experience of other countries, recommendations of the international organisations as well.

According to the Constitution of Ukraine (adopted by the Parliament in June 1996) the system of government is built on the distribution of power between legislative, executive and judicial state bodies.

President of Ukraine is Head of the State and acts on behalf of his name. The President of Ukraine is the guarantor of the state sovereignty and territorial integrity of Ukraine, the observance of the Constitution of Ukraine, human rights and citizens’ rights and freedoms. Verkhovna Rada is the Parliament of Ukraine and works as the sole body of legislative power. The system of executive power consists of the Cabinet of Ministers (Government), ministries and other central executive bodies, regional

and district state administrations. The judicial system includes the Constitution Court, the Supreme Court, the system of highest courts among courts of general jurisdiction.

Local self-government is recognised and guaranteed in Ukraine at the Constitutional level as well as by the councils of cities, towns' settlements and villages. For the presentation of their common interests the councils of districts and regions are working as well.

The constitution of Ukraine, international agreements, signed by our country, general principles of sustainable development, GPSSDEC formed the base of special legal act's system in the field of spatial planning and development.

President of Ukraine on 25 May 2001 adopted the Conception of the state regional policy. The policy is aimed to create better conditions for the dynamic and sustainable development of Ukraine and its regions, improving living standards of the citizens, providing social services to all citizens regardless of their place of residence. Further development of the market economy on the basis of more efficient utilisation of the capacity of regions, strengthening of governance, improvement of the activity of governmental and self-government authorities are very important tasks outlined by the Conception.

This act becomes a methodological background for the law drafting in the field of territorial planning and regional policy in Ukraine.

There are a lot of legal documents adopted by the Parliament. The most important are:

- “Law on basis positions of city building”, adopted on 16 November 1992, amended on 8 February 2001; according to this law among the main tasks of the activity in city building are drafting the city building documentation and investment programmes for settlements and territories, protection of the environment and historical heritage, prevention of its damage, development of information systems for citizens; provisions of this law including requirements for integration of the public, private and other sectors' interests, public participation, environment expertise and saving the traditional surroundings in the process of city building; a separate article of the law is devoted to the special aspects of the sustainable development of the settlements;
- “Law on planning and building up of the territories”, adopted on 20 April 2000; this law has divided the planning into three levels – national, regional and local – determined strong requirements on context, tasks, methods etc. responsible of the various authorities at different levels of planning, procedure of public participation and citizens' information, ways to integrate public and private interests;
- “conception on the sustainable development of the settlements”, adopted on 24 December 1999, determines main provisions of the state policy on the sustainable development of industrial and rural settlements, legal, economical instruments for its implementation;

- “Law on natural environment protection”, adopted on 26 June 1991, amended in 1993-2003; this law was the first in the national legislation where principles of sustainable development were realised in provisions, tools, decision making system etc.;
- “Law on natural reserves fund of Ukraine”, adopted on 16 June 1992, establishes classification of special protected territories, their regime of protection, obligations and rights of land and other natural resources owners and users and other requirements; location of such objects on the territory should be described on the territory using plans; network of such territories was founded as basis of ecological network;
- “Law on ecological expertise” was adopted on 9 February 1995. The main aim of this law is to create a legal basis for one of the most effective instruments on preventing the environmental damage; such procedure is in principle very similar to the Environment Impact Assessment and Risk Assessment; all city building and territorial planning documents are subject to such expertise; among the main principles of such expertise are its independence, scientific character, public openness etc.; there are two types of ecological expertise - state and non-governmental;
- “Law on protection of cultural heritage”, adopted on 8 June 2000 provides classification of the cultural heritage, responsibility of authorities including in the field of territorial planning, information, public participation, integration of the cultural, environment, other sectors interests, property rights etc.;
- “land Code” adopted on 25 October 2001, this code forms a legal basis for solving problems of lands’ categories, planning in land use and protection, development of national and regional programmes of use and protection of lands, natural and agricultural zoning as well as important issues related to land organisation, optimisation of land use;
- “Law on state programme of formation of Ukraine's national ecological network for 2000-2015” adopted on 21 September 2000. This law defines general tasks for the creation of the national ecological network, conceptual requirements for the activity in this field;
- “Law on ecological network” adopted on 24 June 2004 by the Parliament of Ukraine. These acts establish strong legal instruments and procedures for the creation of the national ecological network as part of the European ecological network, including planning the development of such a territorial scheme;
- “Law on ecological audit” adopted on the same day by the Parliament as a new instrument for implementing the environmental policy taking into account international experience of such kinds of activity.

Among legal acts in the field of territorial planning the law on General Scheme of Planning of the Territory of Ukraine adopted by the Parliament on 2 February 2002

has a special role. This Scheme establishes priorities and conceptual decisions of the planning and use of the territory, improvement and sustainable development of the settlement system, economic, social, engineering and transport infrastructure, for the creation of the national ecological network. This document is in full compliance with GPSSDEC and recommendations of the UN Conference Habitat II.

The main principles and aims of the Scheme of the territory planning are:

- promoting territorial cohesion through balanced sustainable social and economic development of different regions;
- encouraging the development of urban functions and improving the relationships between urban and rural areas;
- promoting a more balanced accessibility of the territories;
- developing access of the society to information and knowledge;
- reducing environmental damage;
- enhancing and protecting the resources and the natural heritage;
- enhancing the cultural heritage as a development factor;
- developing energy resources while maintaining safety;
- encouraging high-quality and sustainable tourism;
- limitation of natural disasters' impact.

All intentions and necessities of the use of different territories in the government, regional and local programmes of economic and social development, schemes for the development of various branches of the economy should be determined according to this law. The law requires as well the necessity of a considerable increase in the importance of nature protection, recreation, health care, historical and cultural purposes on territorial planning, housing and public building.

The existing and perspective zoning of the territory is proposed by the scheme with the recommendation of the most effective economical activity in each zone, including the development of transport corridors, social infrastructure, ecological network. Additional special instruments established for the governmental support of better using the territories which are the main values from economical, scientific, environment issues.

Taking into account the European Charter on Local Self-Government and the European Agreement on transborder co-operation a lot was done by central and local authorities in Ukraine for a better development of the Euroregions. Until now the system of such Euroregions is established with Poland, Slovakia, Hungary, Romania, Belarus, Russia, Austria, France and Germany. Governmental Programmes on the Euroregions Development and Commission for its implementation were adopted by the Cabinet of Ministers on 29 February 2002.

Great importance is attached to regional territorial plans. Among them are:

- regional programmes of land reform;
- regional programmes of land protection against erosion and other kinds of land degradation;
- regional programmes on land melioration development and improvement of ecological status of irrigated and drained lands;
- regional programmes of environment protection, sustainable use of natural resources and ecological safety;
- regional programmes on engineering protection of rural settlements and agricultural lands against land slides and abrasion;
- programme of complex flood protection, etc.

Now a new law concerning the support for regional development, a better co-operation between central, regional and local authorities is under preparation at the Parliament. This act creates new possibilities for territorial planning at different levels.

Institutions

The main central institutions responsible for governance in the field of sustainable spatial planning and development in Ukraine are the Cabinet of Ministers, the Ministry of Economy and European Integration, the State Committee of Building and Architecture and the Ministry of Environment.

One of the main tasks of the Cabinet of Ministers is to promote territorial cohesion through sustainable social and economic development of the different regions and branches over the whole territory.

The Ministry of Economy and European Integration is responsible for the development and the implementation of state policies in the field of sustainable development on the whole territory and regions, for preparing the forecast of such development.

The State Committee of Building and Architecture is involved in preparing and conducting the expertise of regional planning and city building documentation.

The Ministry of Environment is responsible for the protection of environment, environmental safety, rational exploitation of natural resources, regulation of activity in this field, ecological expertise, environmental audit and control.

In February 2003 the National Commission for sustainable development was created by the President of Ukraine for a more active and effective formation and implementation of national policies in the field of sustainable planning and development, for the co-ordination of activities in the field of different governmental and local self-governmental authorities, scientific and non-governmental authorities. The President of Ukraine

became Chair of this Commission. It is a new step for the institutional development. This Commission began to work as the Governmental Commission for sustainable development under the chair of the Vice-Prime-Minister.

A very important institution in the field of territorial planning is the National Council of the co-operation between central, regional authorities and local self-government under the chair of the President of Ukraine, with the Head of the Parliament and the Prime Minister working as Vice-chairs.

In Ukraine we look at different co-ordinative bodies as a very important instrument for a better development of territorial planning. And at the same time territorial planning is more and more a main tool for the integration of the sector interests, a wider co-operation between different authorities.

Further institutional development we see in better cooperation between relevant authorities, increasing the activity of institutions responsible for the development of scientific research, geographical information systems, standards, norms and other regulations, access to information in the field of territorial planning, formation of wider contacts among authorities for transfrontier co-operation. For Ukraine it is also very important as well to create territorial planning documents for the improving of the administrative territorial system, reforming the territorial organisation of power.

Questions for discussion

- Best national and international experiences, information on the institution system in the field of territorial planning;
- Role and effective instruments for co-operation between planners, governmental authorities, scientific and non-governmental organisations for a better preparation of territorial planning documents, integration of the sectors interests;
- Perspectives for increasing the legal status of territorial planning documents.

Le projet de principes généraux relatifs à la protection de l'environnement dans le cadre du développement durable

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Permettez-moi de vous faire part de quelques réflexions personnelles en commençant la présentation de mon rapport. Je suis chercheur et enseignant, habitant Strasbourg depuis 1952. Au cours de ce demi-siècle, j'ai pu suivre les activités du Conseil de l'Europe de très près. En effet, je lui ai consacré quelques douzaines d'articles parus dans des publications juridiques et ai travaillé comme consultant dans le cadre de différents projets, sans mentionner la participation à de nombreuses réunions. C'est ainsi que je me permets de vous soumettre l'impression d'ensemble que je retire de cette cinquantaine d'années depuis mon poste d'observation, avant de rentrer dans le détail du rapport.

Quel est le principal rôle du Conseil de l'Europe ? Pour moi c'est en premier lieu la confrontation d'expériences nationales, la réflexion, l'étude. Comme cela se doit il s'agit de la première étape d'une action pouvant être plus ou moins longue. Elle peut se dérouler de différentes façons, partant le plus souvent du Secrétariat, passant par des comités d'experts et/ou des réunions intergouvernementales pour prendre la forme de résolutions de l'Assemblée parlementaire qui aboutissent sur la table du Comité des Ministres. Dans de nombreux cas il en est sorti des réalisations concrètes sous forme de conventions européennes. Nous en avons à l'heure actuelle pas loin de 200, dont l'instrument phare est la Convention européenne de sauvegarde des droits de l'homme et des libertés fondamentales de 1950. Les résultats des travaux du Conseil de l'Europe ou d'organismes dont il a suscité la création peuvent, toutefois, aussi prendre la forme d'autres documents comme les Principes directeurs pour le développement territorial durable du continent européen, issus des travaux de la CEMAT.

En résumé, le Conseil de l'Europe constitue un laboratoire d'idées sans équivalent parmi les organisations régionales, laboratoire dont les travaux peuvent toutefois, aussi aboutir à des réalisations concrètes. Dans certains cas le résultat des efforts peut être d'inciter d'autres institutions régionales à agir. Un exemple concret particulièrement significatif était l'adoption, dès 1968, à la naissance même des préoccupations pour l'environnement, de la Déclaration de principes de la lutte contre la pollution de l'air et de la Charte européenne de l'eau. Ces deux instruments ont incité en particulier la Communauté économique européenne à se préoccuper de ces deux secteurs de l'environnement, le Conseil de l'Europe ayant constaté lui-même – j'ai personnellement assisté à la réunion d'où a découlé cette décision – que Bruxelles avait des

moyens d'action dont Strasbourg ne disposait pas pour mettre en œuvre les principes formulés.

Pourquoi est-il nécessaire d'insister sur le rôle d'initiateur, de laboratoire d'idées du Conseil de l'Europe, à côté de ses autres fonctions, législatives et judiciaires – je pense ici, bien entendu, à la Cour européenne des droits de l'homme ? L'histoire montre que tout commence par la réflexion, les idées qui en surgissent, et leur propagation. En matière d'environnement un rôle d'initiateur nous manque cruellement à l'heure actuelle. On pouvait parler depuis la fin des années 1960 d'un « leadership » américain dans ce domaine. Il s'est progressivement effacé depuis les années 1980 pour laisser la place à des orientations plutôt négatives dans ce domaine. Or, il est essentiel que l'impulsion soit donnée au niveau international, sinon par un Etat particulièrement important, du moins par une institution internationale ayant l'autorité que lui confère l'histoire. Il semble bien que c'est donc le Conseil de l'Europe et les organismes qu'il a suscités qui ont vocation, sinon l'obligation historique, d'assurer ce rôle.

Cette longue introduction peut expliquer l'importance de projets tendant à formuler des principes généraux relatifs à la protection de l'environnement dans le cadre du développement durable. Il s'agit, en fait, d'identifier et de formuler des principes communs aux Etats européens représentatifs des valeurs communes, liées à la démocratie et aux droits fondamentaux dans le domaine de l'environnement. Leurs éléments s'inspirent de nombreuses conventions européennes adoptées entre 1950 et 2000 ainsi que des résolutions, recommandations et des déclarations des organes du Conseil de l'Europe. Il y a lieu d'ajouter les résultats de conférences ministérielles et du Congrès des pouvoirs locaux et régionaux du Conseil de l'Europe. Une place particulière doit être reconnue aux Principes directeurs pour le développement territorial durable du continent européen (Recommandation Rec (2002)¹ du Comité des Ministres aux Etats membres, adoptée le 30 janvier 2002). Effectivement, désormais la protection de l'environnement se place de plus en plus dans le cadre général du développement durable dont elle est un des piliers : c'est même un des principaux messages à transmettre aux décideurs européens d'aujourd'hui. En somme, les principes généraux ainsi formulés entendent être la synthèse de tous les actes déjà adoptés par le Conseil de l'Europe en matière d'environnement et de développement durable.

Le premier des principes ainsi préconisé est l'indivisibilité des valeurs fondamentales. Il n'est point besoin d'insister sur le fait que les valeurs fondamentales que sont la paix, le respect des droits de l'homme et la préservation de l'environnement, ne sauraient être séparés l'une de l'autre.

Le deuxième principe reconnaît l'existence d'un patrimoine commun européen. Depuis les premiers instruments que le Conseil de l'Europe a adoptés dans le domaine de l'environnement, il a été reconnu que l'eau, l'air, le climat ne connaissent pas de frontières. Ils s'y sont ajoutés d'autres composants de l'environnement, comme la faune et la flore sauvages, leurs habitats, les paysages. Il est particulièrement important

d'y inclure les cultures dont les diverses formes « ont façonné les paysages, les villes, les établissements humains, ainsi que le patrimoine construit de l'Europe », le tout formant un potentiel inestimable pour un développement territorial durable (Principes directeurs, n° 16). Qu'il soit permis de mentionner ici que, de son côté, le Code français de l'environnement avait déjà reconnu tous ces éléments comme faisant partie du patrimoine commun de la nation (Art. 110-1-1).

Le troisième principe propose l'application d'une méthode intégrée pour appréhender les problèmes concernant l'environnement. En fait, cette méthode correspond à l'évolution de la protection de l'environnement qui d'abord s'est préoccupée de la préservation des principaux secteurs de l'environnement - les eaux continentales, le milieu marin, l'air, la flore et la faune sauvages – puis a étendu son action aux causes physiques et chimiques de la détérioration de notre milieu de vie, pour finir par reconnaître qu'en réalité toute activité humaine doit être examinée pour voir si elle ne porte pas préjudice à l'environnement, à court, moyen ou long terme.

Les Principes Directeurs fournissent de nombreux exemples à l'intégration du point de vue de l'environnement dans de nombreuses activités. Ainsi, il y est question de stratégies intégrées pour la gestion des ressources en eau (n° 39), de la protection des écosystèmes, y compris des réseaux écologiques, en prenant en compte divers éléments écologiques tels que les zones de proximité naturelle ou les ressources en eau (n° 40). Il est reconnu que l'intégration de l'aménagement paysager dans celui du territoire et celle cherchant à construire un réseau écologique cohérent dans les politiques sectorielles, notamment celles relatives à l'économie, à l'agriculture, à l'environnement et au développement social conduit à prendre un ensemble de mesures appropriées en matière de protection des paysages (n° 50). De même, il est proposé de renforcer la politique d'aménagement du territoire en vue du maintien de l'équilibre parmi les nombreuses dynamiques qui affectent les zones rurales en matière de protection de la nature (n° 53). L'instrument rappelle aussi que la protection et les développements des régions de montagne ainsi que la gestion de leurs ressources naturelles comprennent obligatoirement de nombreux aspects environnementaux intégrés (n° 55 et 57), comme d'ailleurs le montre l'exemple de la Convention pour la protection des Alpes du 7 juillet 1991 et de ses nombreux protocoles. Il est également proclamé, en ce qui concerne les régions côtières et insulaires, que l'amélioration de la qualité de l'environnement en tant qu'élément stratégique de l'identité locale et de la compétitivité régionale et internationale a une importance particulière (n° 60). Des conséquences pratiques sont tirées de ces principes : il est nécessaire d'améliorer la qualité de l'environnement en tant qu'élément stratégique, installer des eurocorridors, multiplier les études d'impact environnemental pour les plans, des programmes et des projets, respecter tout particulièrement les espaces protégés (n° 61). Des conflits entre les diverses fonctions des bassins fluviaux doivent être anticipés et atténués par l'aménagement du territoire intégré, en particulier par la protection des écosystèmes particulièrement fragiles et la protection préventive contre la pollution de l'eau (n° 64).

Une des fonctions de l'aménagement du territoire est de réhabiliter l'environnement des anciens sites militaires et industriels en régénérant l'environnement des zones qui ont été endommagées par des activités industrielles polluantes (n° 65). Enfin, les Principes directeurs insistent aussi sur la nécessité d'une coopération horizontale entre politiques sectorielles qui ont des impacts territoriaux forts et importants, comme la politique des transports, la politique agricole, la politique de l'environnement, sans oublier les politiques économiques, financières et sociales dans leur ensemble (n° 75).

Le droit à l'environnement, quatrième principe, doit être interprété comme techniquement parallèle au droit de propriété. Dans ce sens il ne signifie pas nécessairement avoir droit à un environnement déterminé qui, par ailleurs, serait difficile à définir dans des termes judiciaires, mais disposer du droit à ce que son environnement soit protégé. Il est bien évident, que la nature spécifique de l'environnement, à la fois bien public et bien privé, conduit à mettre l'accent sur les procédures qui permettent le plus opportunément une telle protection : le droit de chacun d'être informé des actions projetées ou en cours qui peuvent mettre en cause son environnement, le droit de participer à la prise de décisions concernant ces actions et le droit d'avoir des recours si cet environnement a souffert des dommages ou si les procédures prévues n'étaient pas respectées.

En réalité, l'obligation de reconnaître ces droits existe à la charge de la plupart des Etats membres du Conseil de l'Europe : 41 des Etats membres de cette institution ont signé le 25 juin 1998 la Convention d'Aarhus sur l'accès à l'information, la participation du public au processus décisionnel et l'accès à la justice en matière d'environnement, et plus des deux tiers l'ont ratifiée. Il importe d'imposer les obligations qui en découlent à tous les Etats membres du Conseil de l'Europe. Il en est ainsi d'autant plus que la jurisprudence de la Cour européenne des droits de l'homme n'est pas suffisamment constante dans l'application de droits garantis, comme le droit à la vie, le droit à la protection de la vie privée ou le droit à la propriété, à des questions mettant en cause l'environnement.

Le cinquième des principes est la gestion commune des ressources partagées. Il en est ainsi, en vertu de nombreux engagements internationaux entre Etats européens, en ce qui concerne, notamment, les eaux continentales. Les Principes Directeurs renforcent et généralisent ces obligations en y ajoutant la prise en compte des exigences de la protection de l'environnement par le biais d'études d'impact environnementales suffisantes (n° 22). Un paragraphe spécial préconise des stratégies intégrées pour la gestion des ressources en eau, incluant la protection des eaux de surface et des eaux souterraines, ainsi que le contrôle des activités agricoles en matière de fertilisation et d'irrigation et le traitement des eaux usées (n° 39). La coopération doit aussi comprendre la conservation transfrontalière et l'utilisation durable des ressources naturelles, en particulier dans le cas des régions de montagne, des zones côtières, les forêts, des zones humides et des ressources en eau (n°67).

Le principe de prévention est une des normes les plus fondamentales de la protection de l'environnement et plus particulièrement du droit de l'environnement. Très souvent exprimé dans des instruments internationaux, il est à la base de la presque totalité des engagements internationaux intervenus dans ce domaine : à de rares exceptions près ils obligent tous les Etats à s'abstenir de certains actes ou à surveiller des activités déterminées ayant lieu sous leur juridiction, afin d'éviter la détérioration de l'environnement. La généralisation des études d'impact – qui sont très présentes dans les Principes Directeurs – montre l'importance majeure d'une technique au service de la prévention. Par ailleurs, ce document mentionne aussi explicitement la protection préventive contre la pollution de l'eau par la promotion de la coopération pour une gestion intégrée et durable des bassins fluviaux transfrontaliers et transnationaux (n° 64).

Le principe de précaution a émergé dans le champ international il y a une quinzaine d'années à peine et a été formulé par un nombre croissant d'instruments internationaux et communautaires. Au terme de son expansion, une recommandation 95 (2001) du Congrès des pouvoirs locaux et régionaux du Conseil de l'Europe sur les stations de téléphonie mobile l'a proclamé dans les termes suivants:

En cas d'incertitude scientifique sur les effets graves et irréversibles d'une activité ou d'un produit, le principe de précaution impose aux Etats de prendre des mesures juridiques de prévention même si le risque futur n'est pas avéré pour l'homme ou pour l'environnement.

Il est bien évident que ce principe doit jouer un rôle fondamental dans les processus d'aménagement du territoire. Il en est ainsi, en particulier, au sein du Conseil de l'Europe, car l'institution européenne entend ouvrir un large champ d'écoute et d'activités à la société civile composée d'individus et d'entités privés – organisations, mouvements, entreprises – et à leurs représentants ou porte-parole. Or, la société civile joue un rôle majeur dans le fonctionnement du principe de précaution. A partir du moment où les autorités publiques doivent elles-mêmes prendre certaines décisions, sans pouvoir s'appuyer sur des certitudes qu'auparavant trop souvent leur ont semblé apporter des scientifiques, les réactions de l'opinion publique prennent une grande importance, à condition, bien entendu, que cette opinion soit éduquée et informée. Par ailleurs, c'est par ce biais que les scientifiques reviennent dans le jeu, en tant qu'éducateurs, informateurs et conseillers du public, étant entendu que ce dernier prend une très large part dans les décisions.

L'éducation, la formation et l'information en matière d'environnement, obligations de principe devant s'imposer à tout Etat membre du Conseil de l'Europe, conditionnent non seulement le bon fonctionnement du principe de précaution, mais aussi celui de la plupart des autres comme celui de la démocratie tout court. Compte tenu des derniers développements, il y a lieu d'étendre leur champ d'action au processus de développement durable – un tel élargissement est au fond une des applications du principe d'intégration. Il est permis d'ajouter que ce principe implique aussi l'acquisition des données

scientifiques qui s'imposent et leur inventaire par un effort de recherche qui peut ne pas être négligeable.

Il convient de mentionner, enfin, le principe de responsabilité qui doit être interprété dans un sens large, comprenant, en dehors de la prévention et la précaution, la réparation des dommages écologiques et l'imputation de leur poids aux auteurs, qu'ils soient personnes physiques ou personnes morales. Le principe de responsabilité doit comprendre, le cas échéant, non seulement la réparation des dommages et la réhabilitation de l'environnement détérioré, mais aussi, si besoin, des mesures compensatoires, ainsi que l'éventuelle responsabilité pénale des auteurs, y compris celle de personnes morales. La responsabilité ne saurait être exclusivement juridique, elle doit être aussi morale ou économique, ayant recours, au besoin, à des principes tels que le pollueur payeur ou l'utilisateur payeur.

En utilisant une image on peut dire que les principes qui viennent d'être rappelés sont comme l'or dans certains pays de légende : le noble métal apparaît partout dès qu'une mince couche du sol est écartée. De même, les principes généraux relatifs à la protection de l'environnement et au développement durable transparaissent à travers la longue pratique du Conseil de l'Europe et des institutions qu'il a créés à la lecture d'innombrables instruments européens. Il appartient aux responsables à les faire luire dans un monde qui en a bien besoin.

CEMAT Regions of Innovation Project: a basis for institutional co-operation networking

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On behalf of the German Federal Ministry of Transport, Building and Housing (BMVBW) and the German Federal Office for Building and Regional Planning (BBR) under the umbrella of the Council of Europe carried out by the *Ost-Euro Beratungs- und Betreuungsg GmbH*.

Purpose of the project

Exemplary implementation in European regions of the Guiding Principles for sustainable spatial development of the European continent (CEMAT Guiding Principles) and creation of a Pan-European Network of CEMAT Regions of Innovation constituting pilot examples for other European regions (cf. Resolution n° 2 on Training of Authorities Responsible for Sustainable Spatial Development).

Lessons learned so far

- formal planning instruments and informal planning instruments;
- identifying strategic key projects for regional/local development;
- strengthening local self government;
- enhancing public participation / supporting creative milieus;
- focusing – if possible – on cross-border regions (EUROGIOs);
- thematic co-operation of CEMAT Regions of Innovations (i.e. culture).

Working principle

- More action and projects besides programmes and plans.



Experiences from Armenia:

National level:

- implementation of the CEMAT Guiding Principles;
- spatial development strategy for the Republic of Armenia.

Regional and local level:

- regional and Local development concepts;
- lighthouse projects for regional and local development.

Experience from Oblast Moscow

- elaboration of a development concept for the Pan-European Transport Corridor II (Berlin – Moscow – Nizhny Novgorod) combining transport and urban settlement planning for the benefit of all communes;
- support for expert council.



Experience from Oblast Kaliningrad

- local Development planning in communes of the Pilot Ravon Bagrationovsk as preparatory phase for further implement the new Russian communal law;
- support from expert of Volosti Prigorod (competition winner) on the spot.

Experience from Oblast Pskov

- establishment of the EUREFIO PSKOV-LIVONIA in border regions between Estonia, Latvia and the Russian Federation;
- integration in the New Neighbourhood Programme of the European Union;
- support for Association of European Border Regions (www.aebr.net).

Conclusions

- institutional co-operation networking constitutes the working basis;
- short term perspective: personal networking (i.e. creative milieu, ...);
- long-term perspective institutional networking;
- multi-step approach necessary (considering specific circumstances);
- building bridges to e.g. EU Programme wherever possible.

Urban region of Győr: a case study of urban rural relations in Hungary

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This case study focuses on the changes of economic structure and land use aspects in the Region of Győr, Hungary.

The purpose is to demonstrate that in the specific political and socio-economic context the processes of spatial change and urban-rural relations were different in Eastern from Western Europe. Since 1990 convergence – assimilation to the West-European processes – has been a dominant tendency in the East European regions, marked with features associated with a fast and in many cases excessive liberalisation.

1. Context

As an introduction the following needs to be stated.

During the period 1950-1990 industry-led urban development was the typical process in Hungary like in all East-European countries. This meant in short that all developments were connected to the growth of industry, particularly to iron and steel industries and the production of heavy machinery, which in turn were located in urban centres. The cities were places of industrial production as well as the residence of the industrial workforce. The labour-intensive growth of heavy industries involved the concentration of people in cities to be housed in large housing estates. The source of the growth of industrial labour force was first of all migration from the rural areas. This process (typical for the period in early industrialisation in the West-European countries), which resulted from an arbitrary state and international control, was dominant in Eastern Europe almost throughout the whole period until 1990. The settlement pattern was thus characterised by growing industrial centres surrounded by the rural hinterland. The rural (or more precisely non-urban, non-industrial) settlements were declining. The only exceptions were the settlements around Budapest, where the migrants from rural areas settled down because of the housing shortage in the capital.

In Hungary, during the years after 1980 this tendency was somewhat changing to give way to a diversification of both urban and rural economies. Nevertheless, this process was not powerful enough to change to evolved centre and hinterland relations.

The political and socio-economic changes were robust and far-reaching in Eastern Europe. With the collapse of the formerly overall dominant Soviet (Russian) market, the centres of heavy industries lost their reason of existence (in spite of the consecutive governments' efforts to avoid large-scale unemployment), so did the farming cooperatives.

The economic structure at the national as well as regional and local levels underwent fundamental change. The income distribution got polarised. Thousands of industrial workers lost their jobs, became unemployed or were forced to early retirement or to vulnerable self-employment. On the other end of the scale a growing group of successful entrepreneurs, employees in multinational companies, banks, local and national governments are beneficiaries of the new socio-economic system.

There have been changes in the control of settlement development too. In accordance with the Law LXV of 1990 the local self-governments (there are over 3,000 altogether) have gained political independence and control over the land of their administrative area. This independence has given them flexibility, which however, is limited by the shortage of financial resources.

All these have resulted in notable changes in the spatial distribution of population. Since the 70's, the population of Hungary has been steadily declining. The process had different impacts in the consecutive decades. In the 70's all settlements were declining, the smaller the settlement was the higher the rate of decline, only the major cities were growing. In the 80's the tendency remained the same, and the cities were also declining, the rate of decline higher in the small settlements and less in the larger ones (negative concentration). After 1990 (the tendency could be traced already in the first half of the decade) the number of population decreased in all elements of the settlement system, except in the settlements around Budapest, around the large cities and industrial centres.

The motivation of out-migration from the cities was of two kinds. Most of the movers preferred out-of town location, away from the urban pollution and from the gloomy housing estates and deteriorating inner cities. Many other families and individuals left the city because they had lost their urban industrial workplace, and could no longer afford the increasing costs of privatised housing, so they moved to the adjacent rural settlements. This has been a typical choice of the former industrial workers, whose skill was no longer relevant in the new context.

Győr, a county seat and the largest city in the West-Transdanubian Region has had a specific history. It was and has been a major industrial centre. The leading industries were the manufacturing of vehicles (trucks), of textile and food. While the latter two industries shrank a great deal, the production of vehicles is still surviving and growing, owing to its up-to-date and continuously updating technology. Besides, Győr is located in the growth corridor along the railway and motorway connecting Budapest and Vienna, and is a gateway city near the north-western national border of Hungary. The industrial base of Győr is thus still an active employment centre, attracting a labour force not only from the surrounding county, but also from south-west Slovakia.

Győr has a tradition of being a working class city (in contrast to the other major city of the County, Sopron, which is a cultural and educational centre). So far Győr has succeeded in maintaining this position and maintaining the rate of development at the same time. Up until recent years the local government insisted on preserving the industrial profile, and development in the service sector was limited to commercial and technical

services. The development of knowledge based economy became intensive in the last five years only. The chief elements of the quaternary sector are three major research centres (two of them newly established) and the University established on the basis of the former Polytechnic. All these institutions are growing now rapidly both in terms of size and output.

Before 1990 the relationship between the city and its surrounding ring of settlements evolved in the classical centre – hinterland manner. The city provided the region with services and workplaces, whereas the rural region was the source of labour. In 1970, in the framework of the concentration policy of the state, the communities which were closely linked to the city were annexed to Győr. Thereby the population of the city increased by five thousand (to reach the 100,000 level) and its administrative area increased threefold.

After 1990 the political independence and the decreasing need for unskilled or semi-skilled labour changed the urban-rural relations. Each settlement (municipality) was concerned with shaping its own future. For the municipality of Győr the provision of the rural area with services (ranging from hospital services, secondary education to water supply) was a burden on the local budget, while the rural municipalities rejected the dominance of the city. Inter-municipality, and especially urban – rural co-operation was unlikely. This situation may explain why it was an achievement that in 2001 Győr and the municipalities in the region agreed to form an association.

The consensus is the result of the consolidation of the economic base. The firms have survived the tribulations of privatisation and restructuring, and now a variety of jobs are available for a large labour market area. Several new firms have been established in the municipalities neighbouring Győr, and there is a growing demand for housing and housing sites.

The Urban Region of Győr is in north-west Hungary, part of County Győr -Moson-Sopron (NUTS3) and of the Western Transdanubian Region (NUTS2). Győr is a county seat, one of the major cities of Hungary.

	Area, km ²	Population, 2001	Density, pop/km ²
Urban Region of Győr	1,124.56	195,471	173.8
City of Győr	174.61	124,556	713.3
Győr-Moson-Sopron County (NUTS3)	4,088.70	428,542	104.8

The population of Győr is 63.7 % of the Urban Region, the area of the city is 15.5 % of the total area of the Urban Region.

2. Trends, patterns, drivers of change

a. Land-use

The land-use shown by Corine Landcover of 1991 is of the following pattern:

	km ²	%
Built up area	16,7	13,3
Agricultural: arable land	510,3	47,5
Agricultural: meadows	124,4	16,6
Residual: woodland, water surface	296,3	13,4
Total	1,073.3	100

The main land-use in the Region of Győr is agriculture. The farmland is of good quality. There are also extensive nature conservation areas in the region. The landscape is particularly attractive in north and south, south-west of the city.

During the last 10 years the built-up area increased by at least 50 % occupying agricultural (mainly arable) land. The conversion of “wilderness” to build up area is limited by nature conservation regulations.

b. Population, employment structure

Between the census years 1990 and 2001 the population in Hungary decreased by and the population of the County Győr –Moson–Sopron increased by 1.5 %. There was a slight decrease (0.1 %) in the city of Győr, whereas in the urban region of Győr growth was 5 %. It was higher in the direct neighbourhood of the city: 8.9 %.

Migration gain was the main source of growth in the communities neighbouring Győr, varying between 4-8 %. In several communities the density of population increased by over 6 %.

In regional employment industry is still an important sector, though services already have a higher ratio. In Győr – Moson – Sopron County (NUTS 3) 39.3 % of the employees work in industry (their average income is the highest in comparison with the other counties), and 55 % in the service sector. In the Urban Region of Győr the

share of industry is 41.4 %, the share of services is 55.4 % in the composition of employment.

The majority (66 %) of the employees of the Urban Region of Győr have a job in the city. 70 % of the employees living in the communities around Győr are commuters to the centre. There are, however, over 4500 employees who live in Győr and work outside the city, in the neighbourhood. The communities adjacent to Győr and the small towns (local centres in the Urban Region of Győr) are growing (though still small) employment centres. After 1995 the growth of the number of firms was particularly significant in the communities adjacent to the City, along the main transport routes. The new firms are connected to the industries of the City, and attract commuting employment from communities lying outside the Urban Region.

It is worth noting too that the river harbour of Győr (providing access to water transport on the Danube) is outside the city boundaries (within the Urban Region of Győr), and so is the regional airport. This latter is essential for the transport service to the multinational companies. Earlier there was a local airport in the industrial area of the City, but the growing air transport demand made airport development necessary, which was only possible outside the city on the site of a former military airport.

In the field of educational services Győr is by all means the main centre, but there are also secondary schools of high prestige and growing importance in three other communities.

In the diversifying economic structure the manufacturing firms have survived the difficult years of privatisation and restructuring. While the ownership of firms has changed several times, the manufacturing of vehicles gradually expanded and relocated into other towns still in the same County (NUTS3), but outside the Urban Region of Győr. The foreign (multinational) companies moving into Győr and the Urban Region of Győr brought their own management and offered only low-level jobs to the local workforce. By the end of the century the situation changed gradually, and with the improvement of confidence more and more managerial positions are filled with local experts. The Philips Company has also established an R & D centre in Győr.

The City of Győr is a regional transport junction with access to the international railway and motorway lines between Vienna and Budapest, Bratislava and Budapest and to adjoining auxiliary lines towards several directions. Győr was also an important node of water transport at the crossing of three rivers, though water transport is no longer significant. The position at river, road and railway crossings has always made Győr a transport centre, and employment in the transport sector is still significant.

Tourism is an important activity in the Urban Region of Győr, though statistical figures are not available to support this fact. In the City the theatre, the music and arts

centre as well as the historic environment of the downtown attract visitors. In addition to its shopping facilities and restaurants, the City is also a major sports centre with facilities for waters sports, canoeing, cycling. Tourism has good potentials in the whole Urban Region of attractive landscape, precious historic monuments and assets for sports and wine tourism.

The gradual improvement of the profitability of local industry has involved the growth of commercial services. The turnover of shops is growing, and the regional attractiveness of the city's commercial facilities indicates that Győr is maintaining its historical role as a market place. Commercial services have 15 % share of the employment structure. The railway and bus stations are in the downtown, and owing to this, the inner city shopping area is still surviving, though threatened by the development of out of town shopping centres. These latter are at the outer edge of the administrative area of the City.

Focus on the development of R&D and higher education is still at an initial stage. Therefore the relevant figures (number of R&D personnel and number of university students) are still low even in national comparison. (Here it should be noted that in Hungary, up until the middle of the 1990's admission to universities was very strongly restricted.)

Another area, where the development of the City and the Urban Region of Győr is inadequate, is financial services. It is partly explained by the position of Győr at midway between Vienna and Budapest: both major financial centres are within easy access. Nevertheless, the size and importance of the local economic base would need growth in this sector.

Employment in education and medical services is restricted by the scarcity of national resources for these services. Total employment in these services together amounts to the number of employees in the commercial sector. Primary as well as secondary education are services, in which the share of the communities outside the City of Győr is considerable. There are three private secondary schools, two of national importance, in the local sub-centres of the Urban Region.

The last ten years have brought about significant growth in economic services, especially property services. This is due to the fact that the Urban Region of Győr, both the city and its surroundings, have become attractive as residence and workplace as well as for speculative investment.

Some 20 years ago the people in the Urban Region of Győr, outside the city had two employment possibilities. They were either employed in local agriculture or were commuting, physical workers in the industrial firms of the city. The ratio of commuters has not changed, but the employment structure of commuters has become more diversified. Nowadays there is no longer a difference between the City and the

surrounding ring communities in terms of the employment and income structure. Furthermore, owing to the availability of a greater variety of local workplaces, the choice of employment outside the City has become broader.

Agriculture is no longer the chief employer even in the outer circle of ring communities surrounding the city. Nevertheless, wine and fruit production is important and the related firms are profitable in the south-south-eastern edge of the region. The production of wine and fruit (bio-fruit) is part of the tourist attraction in the area.

The industrial firms are the most dynamic both in terms of growth and technological advancement. The local centre of small and medium-size enterprises in the south-western, less developed part of the region attracts employment from the outer communities. The majority of service firms are engaged in commercial and transport services.

c. The transport issue

As a result of the increasingly mutual interaction of the City and its surroundings, the Urban Region of Győr has become a contiguous urban region, or rather, it would have become “a region of high urban integration” if the transport system had been appropriate. The inadequacy of transport connections is the chief obstacle of integration.

The accessibility of the City from the rest of the Urban Region is a major determinant of the spatial structure. Access to Győr from the directly adjacent communities is of course easy and travel time is short. Public transport, however, is more complicated and the service is not frequent enough. Transport connections to Győr of the communities, which are somewhat further (10 km) away from the City, are much less favourable because of the inadequate capacity of the roads and because all roads cross the central parts of the communities. The traffic bottlenecks are obstacles of access and disturbing for the everyday life of the communities. The communities lying at greater distance from the City have even greater difficulties of access, to such an extent, which imposes serious restriction on daily commuting. From the Southern edge of the Region of Győr (at 18 km distance from the city) for instance, net travel time is over 45 minutes by car and over an hour and a half by public transport, which in addition, is of low frequency.

Another major problem of the transport network is the absence of appropriate lateral connections within the region. Therefore the communities are connected to one another through Győr only, which makes access to the local centres tiresome and complicated.

Housing and land-use

Growth in the number of dwellings is of higher rate than population growth. The building sector is flourishing, so is the turnover of property.

The typical new residents in the settlements of the Urban Region, outside the City of Győr are either young people, owners of first homes, or people moving out of the small dwellings in the prefabricated housing estates of the City.

Between 1990 and 2001, the number of dwellings increased by 8.5 % in the City, and by 11.4 % in the whole urban region. Particularly great was the rate of growth (over 20 – 30 %) in the settlements next to the City and along the main transport routes. The new dwellings are in the majority single family homes.

The growth of housing is an explanation for the growing share of property services in the employment structure and also for the growth of the built up area in the land-use structure.

The increase of the property market is only partly due to migration into the ring settlements and outskirts of the City of Győr. Another factor is – both in the Urban Region of Győr and the Wets Transdanubian Region as a whole – is the growing land speculation. A recent survey of the demand of housing sites indicates the growing foreign interest in buying land (building site) in Hungary. The negative effect of this is the growth of land prices, and the scarcity of affordable property for local home seekers. This is the main reason why the area zoned for housing has been increasing at the cost of farmland and forests. Another consequence of growing land prices is that the possibility of migration from the regions of Hungary in need of jobs is seriously limited.

3. Policy issues

The Urban Region of Győr is a relatively prosperous part of Hungary. This relative prosperity means that in comparison with most other parts of country the local economy is stable, employment is secure, and there are further potentials for development.

The latter however, is crucial for the Urban Region to maintain its position. So far the City has been satisfied with a “follower’s status” in the action area and in the shadow of three capital cities.

During the 90’s privatisation and the influx of foreign capital benefited several cities in the western regions of Hungary. Owing to the arrival of multinational companies the workforce living in the cities and their labour-market area were provided with jobs. Incomes were generally higher than in other parts of the country.

This process was beneficial for the local workforce, and was less beneficial for the urban physical structure. The new industries occupied greenfield, while the older industrial areas became derelict.

The footloose industries, however, left as fast as they came. When the period of tax-exemption was over, and when the cost of labour became higher, the companies

moved further. In some cases (for instance, the closure of IBM in Székesfehérvár) the process resulted in quite dramatic situations.

The City of Győr has been more fortunate. There have been changes in the ownership of some of the leading companies, but the final closures were avoided. Furthermore, some of the local companies seem to think in long term, which is due partly to the industrial background and to the advantageous geographical position of the City. Further advancement and the maintenance of the achieved status will not be possible without the appropriate training and education of the local labour, without significant development of the transport and accessibility pattern, and without significant environmental improvement.

In the recent years, after a period of the efforts to survival, the City as well as the County have decided in favour of a more pro-active policy.

In relation to the Urban Region of Győr the City has initiated, with success, an association with the communities in its surroundings. Furthermore, the establishment of the new University has been a major step towards the development of knowledge based economy. The civil environmental organisations are at last given support for the consistent protection and enhancement of the natural heritage. Finally, the development of the transport network has started with road extensions and the opening of an east-west connection.

These are only initial steps, but as part of a consistent strategy, they appear to be a breakthrough.

Human settlements

Guennadi Vinogradov

Human Settlements Officer, United Nations Economic Commission for Europe (UNECE)

Distinguished Delegates,
Ladies and Gentlemen!

On behalf of the UNECE secretariat of the United Nations Economic Commission for Europe I would like to thank the Government of Armenia and the Secretariat of the Council of Europe for having organised the Seminar and for the opportunity to participate in its work.

I would like to inform you briefly on the major activities of the UNECE Committee on Human Settlements, which are relevant to the topic of the Seminar. In September this year in Geneva, the Committee held its 65th annual session. The Committee has three major areas in its working programme: housing development, improvement of urban environmental performance (including spatial and urban planning) and land administration (real property cadastre and land registration).

Every four years the Committee holds conferences on urban and regional research. The Committee agreed that the 10th Conference will be organised in the Slovak Republic in 2006 and invited the ECE secretariat and the delegation of Slovakia to seek co-operation with the Council of Europe in preparing the programme and organising this Conference.

The Committee also agreed to prepare a study on planning at the local level. The aim of the study is to exchange information on spatial planning systems in the ECE Member States and improve the functioning of the planning systems in countries of South East Europe, Eastern Europe, the Caucasus and the Central Asia region. The Committee also outlined the main issues and problems facing countries in transition in the area of spatial planning, as well as the main topics for study on spatial planning systems as follows:

- a. need for a common professional terminology in spatial planning;
- b. maximum flexibility to meet the interests of all parties;
- c. diversification of financial sources for the implementation of territorial plans;
- d. institutional arrangements;
- e. need for good data for planning and links to geographical information systems (GIS) and other databases, national statistics and indicators;

- f. need for an appropriate framework and mechanisms to encourage local authorities to draw up master plans;
- g. clear legal status of territorial planning documentation within the national system of legislation;
- h. degree of obligation of the master plan's provisions for governmental/municipal bodies and institutions;
- i. sequence of territorial planning documentation at different levels;
- j. influence of modern information technologies on territorial planning documentation;
- k. transparency of territorial planning process and accessibility of documentation for the general public;
- l. public participation in the decision-making process, taking into account the existing level of urban consciousness of citizens;
- m. terms and rules for updating planning documentation;
- n. rights of appeal against certain planning decisions;
- o. terms and procedures for the certification and licensing of master plan developers; and
- p. issues of copyright on territorial planning documentation.

The Committee also endorsed the proposal of the Polish delegation to organise a workshop on spatial planning systems in Warsaw in 2005. Co-operation with the Council of Europe on these activities would be also very helpful.

I am pleased to inform you that the Committee on Human Settlements has recently achieved a number of activities in Armenia. The study on the Country Profile of the Housing Sector was achieved and published this year. The study was implemented on request of the Ministry of Urban Development and it contains conclusions and practical recommendations on improvements to be made in the sector.

Two workshops and a study on Land Administration were set up on request and in co-operation with the State Committee on Cadastre of Armenia.

At the end I would like to express my gratitude to the Ministry of Urban Development and the Council of Europe for the excellent organisation of the Seminar, and the speakers for their highly professional presentations.

Thanks.

General conclusion/ Conclusion générale

Session chair / Président de session

Aleksandras GORDEVIČIUS

*Head of Spatial planning and Regional Development Division
Representative of Lithuania
to the Committee of Senior Officials of the CEMAT*

Claude ROUGEAU

Council of Europe expert

Representative of the International Federation for Housing and Planning (IFHP) and of the NGO Liaison Committee of the Council of Europe

Many thanks to the Council of Europe for organising this international seminar as part of the activities of the European Conference of Ministers responsible for Regional Planning (CEMAT) in co-operation with the Ministry of Urban Development of the Republic of Armenia, whose warm, indeed lavish, hospitality we greatly appreciated. The theme of our discussions has been: “Spatial development governance: institutional co-operation networks”.

The seminar’s main objectives were:

- to promote the implementation of Committee of Ministers Recommendation Rec (2002) 1 to member States on the Guiding Principles for sustainable spatial development of the European continent (GPSSDEC-CEMAT) and the resolutions adopted at the 13th session of the CEMAT in 2003;
- to help draw up proposals for the 14th session of the CEMAT to be held in Portugal in 2006 on the subject of Networks for sustainable spatial development of the European continent – Building bridges across Europe;
- to help implement the actions identified by the Summit on sustainable development held in Johannesburg in 2002;
- to support the integrated approach to spatial development and good governance.

According to the United Nations Programme for Development (UNDP), governance includes the state, but transcends it by taking in the private sector and civil society. The state creates a conducive political and legal environment. The private sector generates jobs and income. And civil society facilitates political and social interaction – mobilising groups to participate in economic, social and political activities. Because each has weaknesses and strengths, a major objective of our support for good governance is to promote constructive interaction among all three.

As underlined by Ms Maria José Festas, Chair of the CEMAT, spatial development governance implies changes in the traditional role of the modern state. These changes derive from various relatively autonomous factors:

- the influence of the supranational and regional levels;

Claude ROUGEAU

Expert du Conseil de l'Europe

Représentant de la Fédération Internationale pour l'Habitat, l'Urbanisme et l'Aménagement des Territoires (FIHUAT) et du Comité de liaison des ONG du Conseil de l'Europe

Un grand merci au Conseil de l'Europe d'avoir organisé le Séminaire international dans le cadre des travaux de la Conférence européenne des ministres responsables de l'aménagement du territoire (CEMAT) des Etats membres du Conseil de l'Europe, en coopération avec le ministère du Développement urbain de la République d'Arménie dont nous avons apprécié l'accueil chaleureux et même somptueux. « Gouvernance territoriale : les réseaux de coopération territoriale » en est le thème.

Les principaux objectifs du Séminaire ont été :

- de promouvoir la mise en œuvre de la Recommandation Rec (2002) 1 du Comité des Ministres aux Etats membres sur les Principes directeurs pour le développement territorial durable du continent européen (PDDTDCE-CEMAT) ainsi que les résolutions adoptées lors de la 13^e Session de la CEMAT de 2003 ;
- de contribuer à l'élaboration de propositions en vue de la 14^e Session de la CEMAT qui se tiendra au Portugal en 2006 sur le thème « Des réseaux pour le développement territorial durable du continent européen – Construire des ponts à travers l'Europe » ;
- de contribuer à la mise en œuvre des actions identifiées en 2002 par le Sommet sur le développement durable tenu à Johannesburg ;
- de soutenir l'approche intégrée de l'aménagement du territoire et une bonne gouvernance.

Selon le Programme des Nations Unies pour le développement (PNUD), la gouvernance comprend l'Etat, mais transcende celui-ci en englobant le secteur privé et la société civile. L'Etat crée un environnement politique et juridique favorable. Le secteur privé crée des emplois et produit des revenus. Enfin, la société civile facilite l'interaction politique et spatiale, incitant les groupes à participer aux activités économiques, sociales et politiques. Chacune de ces composantes ayant des points faibles et des atouts, notre appui en faveur d'une bonne gouvernance a pour but de promouvoir des interactions constructives entre elles.

La gouvernance territoriale, comme l'a souligné M^{me} Maria José Festas, Présidente de la CEMAT, sous-entend l'évolution du rôle traditionnel de l'Etat moderne. Cette évolution provient de facteurs relativement autonomes :

- le conditionnement par les niveaux supranational et régional ;

- arrangements based on the principle of subsidiary, which involves more flexible and demanding forms of vertical co-ordination and horizontal co-ordination;
- business governance;
- partnerships;
- active public involvement;
- strategic plans;
- shared spatial visions.

The new systems of governance also involve a wide range of players:

- more complex types of organisation, management and co-ordination;
- more participatory methods of shaping and implementing policies, programmes and plans;
- more demanding types of management, monitoring and assessment of government action.

With a view to shaping guidelines for spatial development governance, it is necessary to ascertain and compare the relative impact in each country of certain processes and procedures identifying the respective legislative framework, the main organisational solutions, the types of bodies involved and the fields of application.

To return to the seminar itself:

- Mr Aram Harutyunan, Minister of Urban Development of the Republic of Armenia, opened the seminar and explained the issues in his country.
- Ms Maria José Festas, Chair of the Committee of Senior Officials of the CEMAT, welcomed the fact that the seminar was being held in Yerevan, presented the concept of spatial development governance and introduced the participants.
- Ms Catherine Roth, Director of Culture and Cultural and Natural Heritage at the Council of Europe, spoke on behalf of the Council's new Secretary General, Mr Terry Davis, and underlined the exemplary inter-departmental work done with Armenia. She thanked the Armenian Government for the quality and warmth of its welcome. She set out the three main thrusts of the Directorate of Culture and Cultural and Natural Heritage's activities:
 - a sustainable development strategy including culture (cultural heritage, creative activity and cultural industries);
 - the establishment of a European identity based on common values;

- la structuration autour du principe de subsidiarité impliquant des formes plus souples et exigeantes de coordination verticale et de coordination horizontale ;
- le « gouvernement » d’entreprise ;
- les partenariats ;
- l’engagement actif des citoyens ;
- les plans stratégiques ;
- les visions spatiales partagées.

Les nouveaux systèmes de gouvernance impliquent une grande diversité d’acteurs :

- des formes plus complexes d’organisation, de gestion et de coordination ;
- des formes plus participées de formulation et de mise en place des politiques, des programmes et des plans ;
- des formes plus exigeantes de gestion, de suivi (monitoring) et d’évaluation de l’action publique.

En vue de formuler des indications de gouvernance territoriale, il faut essayer de capter et de comparer l’incidence relative, dans chaque pays, de certains processus et procédures identifiant le respectif encadrement législatif, les solutions organisationnelles prédominantes, le type d’entités engagées et les domaines d’application.

Revenons au déroulement du Séminaire :

- M. Aram Harutyunan, Ministre du développement urbain de la République d’Arménie a ouvert le Séminaire en exposant la problématique de son pays.
- M^{me} Maria José Festas, Présidente du Comité des hauts fonctionnaires de a CEMAT s’est félicitée de la tenue du Séminaire à Erevan, a présenté la problématique de la gouvernance territoriale et a introduit les interventions.
- M^{me} Catherine Roth, Directeur de la Culture et du Patrimoine culturel et naturel du Conseil de l’Europe s’est exprimée au nom du nouveau Secrétaire Général du Conseil de l’Europe, M. Terry Davis, en soulignant le travail interministériel modèle effectué avec l’Arménie. Elle a remercié le Gouvernement arménien pour la qualité et la chaleur de son accueil. M^{me} Roth a défini les trois axes de travail de la Direction de la culture et du patrimoine culturel et naturel :
 - une stratégie de développement durable incluant la culture (patrimoine culturel mais aussi création et industries culturelles) ;
 - la constitution d’une identité européenne fondée sur des valeurs communes;

- a monitoring and follow-up strand based on data from the European Heritage Network (HEREIN) and the Compendium of cultural policies. She also underlined the importance of the 50th anniversary of the European Cultural Convention and of the third Summit of Council of Europe Heads of State and Government, to be held in Warsaw (Poland) on 16 and 17 May 2005.

The experiences of the various Council of Europe member states and the work done both at governmental and non-governmental level were then presented.

The following conclusions may be drawn from the contributions presented:

1. Role of the CEMAT in relation to the European Union

The CEMAT is an essential component of the Council of Europe's activities in the field of sustainable spatial development insofar as it brings together the regional/spatial planning institutions of almost all countries in Europe. It is the only relevant political platform in which both EU and non-EU members can exchange points of view and adopt joint positions on sustainable development issues. The spatial planning institutions of all these states have developed – and are continuing to expand – an intensive process of expert dialogue geared towards supporting decision-making in this area.

In adopting Resolution N° 2 on the training of authorities responsible for sustainable development at the 13th session of the CEMAT in Ljubljana in 2003, the ministers underlined the importance of supporting the process of exchanging information on spatial development issues in future and hence also of achieving common understanding in this area, especially with regard to spatial development training institutions in the Council of Europe's new member states.

The CEMAT is therefore best placed for playing a key role in relation to the European Union, especially at a time when the EU has been joined by ten new members. It is essential to underline the CEMAT's special position so as to facilitate exchanges and debate with the European Union, and official recognition is required in this regard.

2. Monitoring implementation of the Guiding Principles

It is important to support the work being done by the Committee of Senior Officials of the CEMAT with a view to implementing a method for standardising monitoring of implementation of the Guiding Principles for sustainable spatial development of the European continent (GPSSDEC-CEMAT) in accordance with the request made by the

- un axe technique de monitoring et de suivi fondé sur les bases de données du Réseau européen du patrimoine (HEREIN) et le Compendium des politiques culturelles. M^{me} Roth a aussi souligné l'importance du 50^e anniversaire de la Convention culturelle européenne et du 3^e Sommet des chefs d'Etats et de gouvernement du Conseil de l'Europe qui se tiendra à Varsovie en Pologne les 16 et 17 mai 2005.

Les expériences des différents Etats membres du Conseil de l'Europe ainsi que la présentation des travaux menés au niveau tant gouvernemental que non gouvernemental ont ensuite été présentées.

Les Conclusions suivantes résultent des contributions présentées :

1. Rôle de la CEMAT en relation avec l'Union européenne

La CEMAT représente une composante essentielle des activités du Conseil de l'Europe dans le domaine du développement territorial durable, en ce qu'elle rassemble les institutions d'aménagement du territoire de presque tous les Etats européens. Elle constitue la seule plateforme pertinente politique dans laquelle à la fois les Etats membres et non membres de l'Union européenne peuvent échanger leur point de vue et prendre des positions communes sur les questions de développement territorial durable. Les institutions d'aménagement du territoire de l'ensemble de ces Etats – dans le passé et actuellement – ont développé un intense dialogue d'expert en faveur de conseils et de prises de décision politiques.

En adoptant la Résolution N° 2 relative à la formation des autorités responsables du développement territorial durable, lors de la 13^e Session de la CEMAT à Ljubljana en 2003, les Ministres ont souligné l'importance de soutenir dans le futur le processus d'échange d'informations sur les questions d'aménagement du territoire et donc de parvenir à une compréhension commune dans ce domaine, et tout particulièrement en ce qui concerne les institutions de formation en matière d'aménagement du territoire dans les nouveaux Etats membres du Conseil de l'Europe.

La CEMAT est donc la mieux placée pour jouer un rôle essentiel vis-à-vis de l'Union européenne, notamment au moment de l'entrée de dix nouveaux pays. Il est essentiel de souligner la place privilégiée qu'elle occupe afin de faciliter les échanges et débats avec l'Union européenne et une reconnaissance officielle devrait en être effectuée.

2. Suivi de la mise en œuvre des Principes directeurs

Il apparaît important de soutenir les travaux en cours menés par le Comité des hauts fonctionnaires de la CEMAT, en vue de mettre en place une « Méthode de standardisation du suivi de la mise en œuvre des Principes directeurs pour le développement territorial durable du Continent européen (PDDTDCE-CEMAT), conformément à ce

Ministers responsible for Regional Planning at the 13th Session of the CEMAT in Ljubljana.

3. Education and training

It is essential to promote:

- school education of all young people so as to raise their awareness of the European construction process;
- training, which must be suited to each level of responsibility, working from the lowest upwards. It is necessary to train junior public servants and then move up to the highest officials. The training must cover legal, economic, technical and social aspects. Universities, engineering schools and official decision-making bodies should be involved.

4. Solidarity on the part of larger countries

In order to facilitate the implementation of the Guiding Principles for sustainable spatial development of the European continent (GPSSDEC-CEMAT), it will be necessary to call on the solidarity of the larger countries in relation to their counterparts, in technical, legal and economic terms.

The example of the CEMAT Model Regions should be underlined.

Of course, it is essential to respect the history and culture of each country.

5. Proposals based on the contributions presented

The experiences presented gave rise to certain proposals that should foster optimum spatial development governance:

- the setting up in each country of an interdepartmental committee responsible for the Guiding Principles for sustainable spatial development of the European continent (GPSSDEC-CEMAT);
- the setting up of monitoring centres for facilitating spatial management;
- the fostering of all types of co-operation (transnational, transfrontier, inter-regional and inter-local);
- the maintenance of public services in rural areas so as to ensure the survival of rural communities.

It was also indicated that a study of the spatial dimension of natural and technological hazards would be justified in view of the problem of climate change.

qui a été demandé par les Ministres responsables de l'aménagement du territoire lors de la 13^e Session de la CEMAT à Ljubljana.

3. Education et formation

Il est essentiel de promouvoir :

- l'éducation scolaire de tous les jeunes, afin de les sensibiliser à la construction de l'Europe ;
- la formation, qui doit être adaptée à chaque niveau de responsabilité en commençant par la base. Il s'agit de former les agents de l'administration puis de remonter jusqu'aux hauts responsables. La formation doit être tout à la fois juridique, économique, technique et sociale. Sont concernées tant les universités que les écoles d'ingénieurs et les instances officielle décisionnelles.

4. Solidarité des grands pays

Afin de faciliter l'application des Principes directeurs pour le développement territorial durable du continent européen (PDDTDCE-CEMAT), la solidarité des grands pays, à l'égard des autres pays doit être sollicitée, qu'elle soit technique, juridique ou économique.

L'exemple des « Régions modèles CEMAT » est à souligner.

Bien entendu, il apparaît essentiel de respecter l'histoire et la culture de chaque pays.

5. Propositions émanant des contributions présentées

Les expériences présentées ont fait ressortir certaines propositions, tendant à favoriser une gouvernance territoriale optimale :

- la création, par chaque Etat, d'un comité interministériel en charge des Principes directeurs pour le développement territorial durable du continent européen (PDDTDCE-CEMAT) ;
- la mise en place d'observatoires fonciers facilitant la gestion des territoires ;
- l'encouragement de toutes formes de coopération : transnationales, transfrontalières, interrégionales et interlocales ;
- le maintien des services publics dans les campagnes, ceci afin de favoriser la survie de monde rural.

Il a par ailleurs été indiqué que le problème des effets climatiques justifierait qu'une étude traitant de la dimension territoriale des risques naturels et technologiques soit réalisée.

6. Participation of non-governmental organisations

Under the quadrilogue established at the Council of Europe by the Committee of Ministers, the Parliamentary Assembly, the Congress of Local and Regional Authorities of the Council of Europe and non-governmental organisations, the non-governmental organisations now holding participatory status must be involved on the basis of their experience and in agreement with the NGO Liaison Committee.

7. Co-operation with the Council of Europe's Steering Committee on Local and Regional Democracy (CDLR)

Given the studies under way and with a view to the 14th session of the CEMAT to be held in Portugal in 2006, it is desirable to co-operate with the Committee on Local and Regional Democracy and ensure ongoing, constructive dialogue.

8. A draft resolution on spatial development governance and institutional co-operation networks might be drawn up by the Committee of Senior Officials with a view to the 14th session of the CEMAT.

6. Participation des organisations non gouvernementales

Dans le cadre du quadrilogue instauré au Conseil de l'Europe entre le Comité des Ministres, l'Assemblée parlementaire, le Congrès des pouvoirs locaux et régionaux du Conseil de l'Europe et les organisations non gouvernementales, les organisations non gouvernementales ayant désormais le statut participatif doivent pouvoir être sollicités en fonction de leur expérience et en accord avec la Commission de liaison des ONG.

7. Coopération avec le Comité directeur de la démocratie locale et régionale (CDLR) du Conseil de l'Europe

Compte tenu des études en cours et en vue de la 14^e session de la CEMAT qui se tiendra au Portugal en 2006, il est apparu souhaitable de collaborer avec le Comité directeur de la démocratie locale et régionale afin d'avoir un échange de vue constructif et permanent.

8. Un projet de résolution sur la gouvernance territoriale et les réseaux de coopération institutionnels pourrait être élaboré dans le cadre des travaux du Comité des hauts fonctionnaires (CHF) en vue de la 14^e Session de la CEMAT.

Closing speech/ Discours de clôture

Maguelonne Déjeant-Pons

Head of the Spatial Planning and Landscape Division

Council of Europe – DG IV

At the close of this Seminar, I should like to thank you most sincerely, Minister, for your tremendous hospitality and the great amount of work done by the Ministry of Urban Development in holding the event.

I thank Ms Ruzan Alaverdyan most warmly for the decisive support she offers the Council of Europe in our activities in both the spatial development and the landscape fields.

I also thank all the participants for presenting their experiences and ideas, thereby enriching our discussions and enabling us to make great progress in understanding spatial development governance and institutional co-operation networks.

Lastly, my thanks go to Mr Rougeau, who represents civil society on the Committee of Senior Officials of the CEMAT, for presenting the conclusions of the Seminar.

At this final session, I should like to share some thoughts on the subject we have discussed.

The term “governance” has a long history. After being used in old French in the 13th century as the equivalent of “government” – the art and manner of governing – it was taken up by English in the following century with the same meaning, before falling into disuse. It experienced a comeback in the late 1980s at the World Bank, followed by other co-operation agencies such as the International Monetary Fund and the United Nations Development Programme (UNDP). Governance means guiding and directing: it is the process whereby human organisations, whether private, public or civic, take the helm themselves in running their affairs.

As we noted during the Seminar, governance includes the complex mechanisms, processes, relations and institutions through which individuals and groups articulate their interests, exercise their rights and perform their obligations, and to which they turn to settle their differences. Governance, or “good governance” as it is sometimes called, has many characteristics. It is based on participation, the rule of law, transparency, ability to adapt, fairness, effectiveness, efficiency and responsibility, as well as strategic vision.

The Millennium Declaration adopted at the United Nations in September 2000 is the clearest explicit and unanimous commitment to democratic and participatory governance made by United Nations Member States. The heads of state and government clearly affirmed that the achievement of the development goals set out in the declaration required good governance in each individual country and internationally.

It is therefore necessary to increase the consistency of the various sector-based policies, not only in terms of consistency between the planning decisions taken by the different players but also in terms of the links between the decisions and the situation on the ground in the various areas, in their diversity. These decisions must be part of a comprehensive, shared and forward-looking vision of the evolution of societies.

The concept of sustainability means striking a long-term balance between environmental and development concerns. Spatial integration and sustainable spatial development demand a form of thematic integration that transcends sector-based approaches. It is now necessary to strengthen spatial development governance by adopting a multi-level and multi-sector approach that makes public policies more integrated and co-ordinated. We must promote procedures and instruments for co-ordinating the spatial development policies of the Council of Europe's member states.

**Additional contribution/
Contribution additionnelle**

System of state planning of Saint Petersburg

Ekaterina Goloulina

Vice-Chairman of the Committee for Economic Development St. Petersburg City Administration, Russian Federation

The purposes and problems of the system of state planning of Saint Petersburg

Purposes

- maintenance of the steady balanced social and economic development of Saint Petersburg;
- transition from chaotic development of city of the ordered; purposeful development allowing effectively solving an actual problem of social-economic development of the city.

Problems

- ordering of process of financial, spatial, organisational planning;
- formation of the uniform approach to planning and forecasting of development of Saint Petersburg on the basis of construction precise systems of documents of strategic planning;
- creation of continuous system of acceptance of effective administrative decisions at a level of authorities of Saint Petersburg.

Principles of construction of the system of state planning of Saint Petersburg

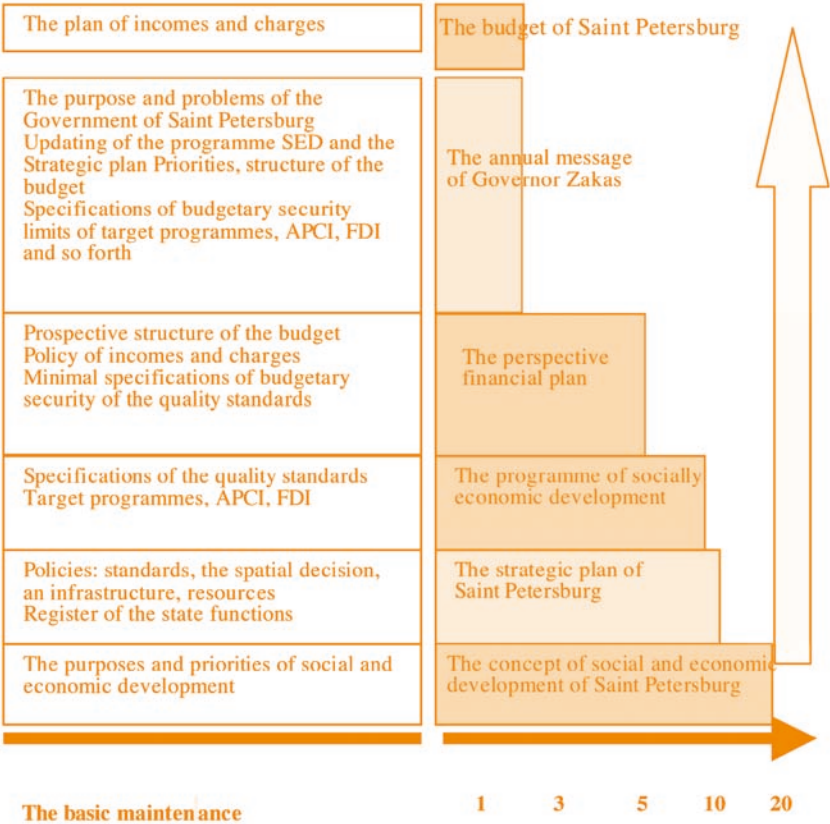
Efficiency assumes, that the system of the state planning provides effective achievement of objects in view in various sphere of a life of Saint Petersburg (growth TRP and doubling of the budget of Saint Petersburg). Includes economic efficiency and social efficiency.

Controllability assumes, that in the system of state planning there is a constant administrative influence on the part of bodies of the government. That is the system fixes state functions on management of economy.

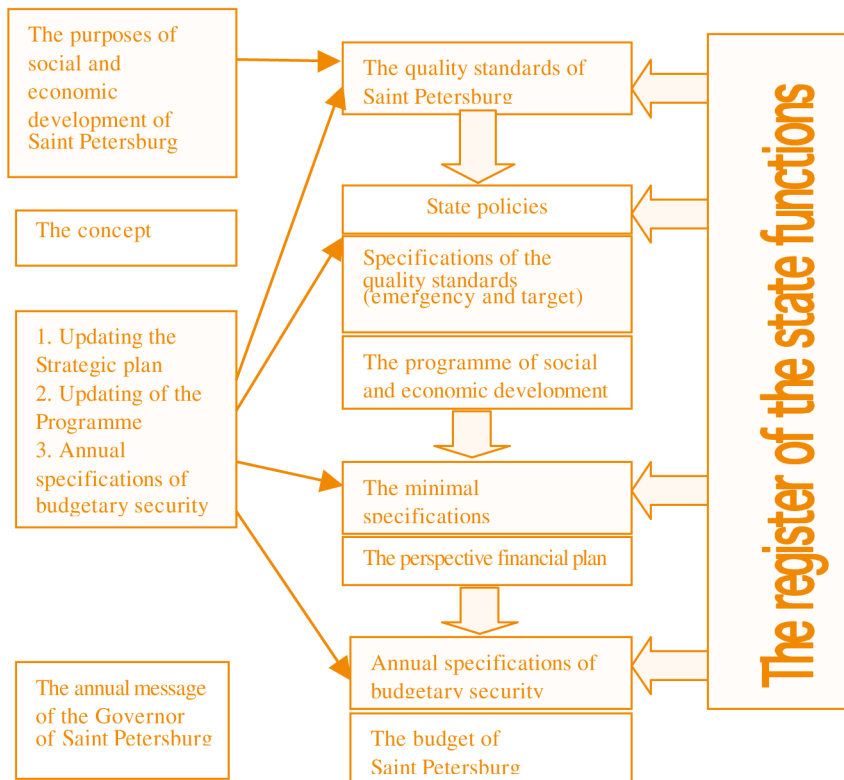
Multi-variant approach and an optimally assumes presence of various variants of development of city, thus the system of state planning allows choosing the best, optimum variant of development.

System approach and integrated approach assumes, that the system of state planning covers all spheres of a life of city and by development of documents of strategic planning all variety of the factors determining development of city is taken into account.

STRUCTURE OF DOCUMENTS OF STRATEGIC PLANNING



THE ORDER OF FORMATION OF THE BUDGET OF SAINT PETERSBURG AT SYSTEM OF STATE PLANNING OF SAINT PETERSBURG



The concept of social and economic development of Saint Petersburg

The main (strategic) purpose – stable improvement of quality of a life of all layers of the population of city.

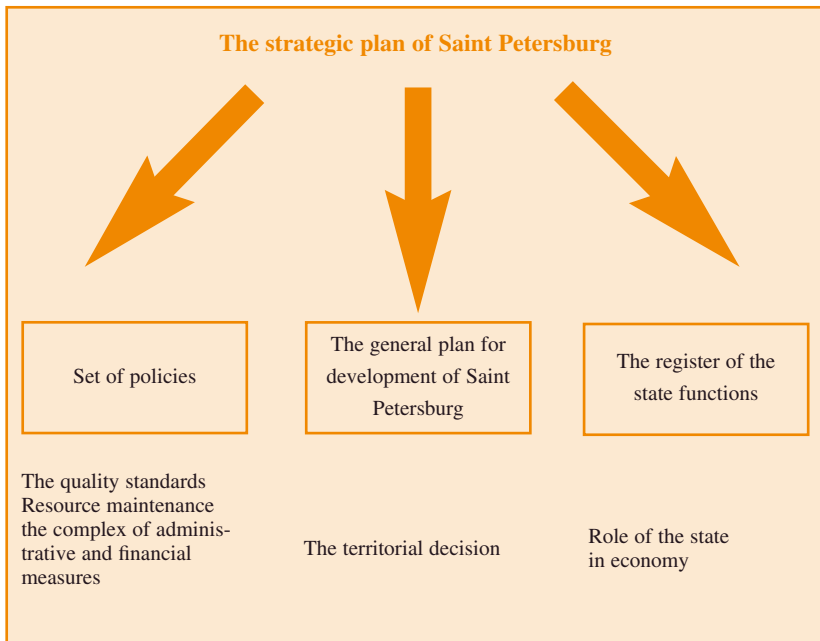
Basic parameters

- in city will live 4.7 millions people;
- expected life expectancy at a birth will reach 73 years;

- the monthly average charged wages will make about 2,000 Dollars. The USA (at part purchasing capacity of the Russian rouble in 2003);
- the share of the population with low incomes will not exceed 10 % from an aggregate number of the population the General standard of living in city will be such that Saint Petersburg will annually involve up to 35,000 migrants – mid-annual rates of growth of total regional product (BPM) will make the qualified experts of able-bodied age not less that 6-8 % a year in structure VPR services (80 %) Direct foreign investments will prevail achieve 2 billions Dollars a year;
- the number of tourists from abroad will reach 8 millions a year, the quantity of place in hotels will grow with 30 up to 150,000.

The strategic plan of Saint Petersburg

The strategic plan – the document representing scientifically-grounded system of the purposes of social and economic development of Saint Petersburg and actions on their achievement. The strategic plan includes the arch of state policies in various areas of ability to live of Saint Petersburg, the General plan for development of Saint Petersburg, the register of the state function of Saint Petersburg and the complex forecast of social and economic development.



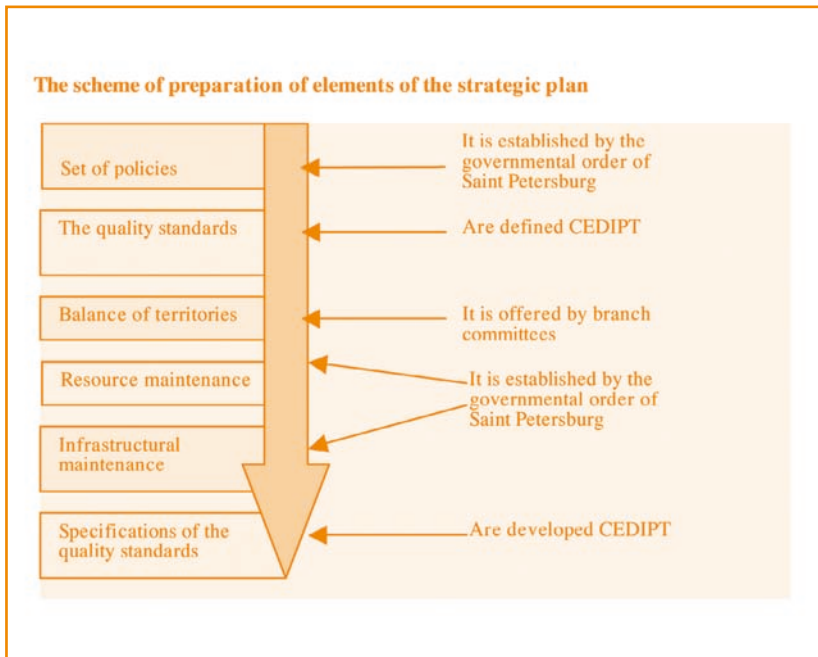
The strategic plan of Saint Petersburg state policies

State policy is:

- system of the basic purposes of development of Saint Petersburg in separate area of ability to live of the city, agreed with the purpose of the Strategic plan;
- the quality standards of Saint Petersburg;
- resource maintenance of achievement of the quality standards of Saint Petersburg in view of spatial-territorial decisions of the General plan of Saint Petersburg;
- an infrastructure of achievement of the quality standards of Saint Petersburg.

The state policy includes:

- the analysis of a situation and the description of the basic problems;
- the quality standards and their substantiations;
- resource maintenance;
- territorial-spatial decisions on maintenance of the quality standards;
- the basic directions of realisation of a policy in view of resource restrictions.



The programme of social and economic development of Saint Petersburg

The programme of social and economic development of Saint Petersburg

The document containing a complex of actions (including target programmes), the substantive provisions of the Strategic plan of Saint Petersburg directed on realisation, maintenance of the minimal standards and achievement of target standards.

The programme of social and economic development includes:

- specifications of the quality standards (target and emergency (threshold));
- the list of target programmes, APCI, FDI.

The address programme of capital investments (APCI)

The programme of constructions of buildings and objects of municipal economy with the instruction of the state customer of Saint Petersburg (further – the state customer), building (in some cases legal) addresses, branches of municipal economy and volume of financing.

Fund of development of infrastructure (FDI)

The fund of money resources formed, since 2003, according to the legislation of the Russian Federation in structure of the budget of Saint Petersburg.

The programme of social and economic development of Saint Petersburg includes the following policies

- a demographic policy,
- a town-planning policy,
- an industrial, scientific and technical and innovative policy,
- a policy in the field of transport,
- a policy in the field of public health services,
- a policy in the field of the information, communications and telecommunications,
- a policy in the field of a science,
- a policy in the field of culture,
- a policy in the field of formation,
- an ecological policy,
- a policy in the field of social protection of the population,
- a policy in the field of housing and communal services,

- a policy in the field of the consumer market,
- a policy in the field of physical culture and sports,
- a policy in the field of development of tourism,
- a policy in the field of maintenance of personal and public safety,
- a policy in the field of the state and municipal management,
- a policy in the field of engineering maintenance of Saint Petersburg,
- a policy in sphere of management of the state property.

Resource maintenance of policies

The resources subject to a planned distribution between policies:

- territory;
- fuel and energy resources;
- leading on an environment (ecology);
- the population;
- the finance.

Tools of planning and distribution of resources:

- fuel and energy balance
- demographic balance
- balance of territories
- ecological balance
- the perspective financial plan

What does the programme give for Saint Petersburg?

- The measurable purposes of social and economic development of Saint Petersburg are entered.
- Parameters of efficiency of activity of the Government and his bodies are entered.
- The quality standards of a life in Saint Petersburg and specifications of their security are entered.
- The duty of the Government on observance of the quality standards is established.
- Balances of socially significant resources, as the basic Tool of state planning are entered.
- Concrete Plans of work of the Government.

The perspective financial plan of Saint Petersburg

The perspective financial plan

The perspective financial plan – the document formed simultaneously with the project of the budget for the next fiscal year on the basis of the intermediate term forecast of social and economic development of the Russian Federation, the subject of the Russian Federation, municipal formation and containing the data about opportunities of the budget on mobilisation of incomes, attraction of the state or municipal loans and financing of the basic charges of the budget.

It includes:

- assumed structure of the budget,
- the policy of incomes and charges;
- the minimal specifications of budgetary security of emergency specifications of the quality standards.

The annual message of the Governor of Saint Petersburg

The annual message of the Governor of Saint Petersburg includes:

- hierarchical system of the purposes of social and economic development of Saint Petersburg on prospect in three-five years;
- the list of target parameters of the quality standards on immediate prospects;
- offers on possible changes in the Strategic plan (separate policies, the register of the state functions);
- the list and it is possible the sizes specifications of budgetary security for the current year, problems on the budget of development (the specified size of incomes and charges, APCI, FDI);
- elements of system of the purposes, subject realisations in forthcoming budgetary year.

Programme

Thursday 28 October 2004

9h00 - 9h30

Opening of the Seminar: Welcoming speeches

8h30 - 9h00

Welcome to participants and registration

- **Mr Aram HARUTYUNYAN**, Minister of Urban Development of Armenia
- **Mrs Maria José FESTAS**, Chair of the Committee of Senior Officials of the CEMAT, Portugal
- **Mrs Catherine ROTH**, Director of Culture and Cultural and Natural Heritage, Council of Europe

FIRST SESSION

Session Chairs:

Mrs Ruzan ALAVERDYAN, Deputy Minister of Urban Development, Representative of Armenia to the Committee of Senior Officials of the CEMAT and **Mr Karoly MISLEY**, Chair of the Tisza/Tisa Joint Commission on the sustainable spatial development of the Tisza/Tisa River Basin, Senior Adviser, Hungarian Office for regional planning, Representative of Hungary to the Committee of Senior Officials of the CEMAT

9h30 - 10h30

Presentations

- The Armenian experience
Mrs Ruzan ALAVERDYAN, Deputy Minister of Urban Development, Representative of Armenia to the Committee of Senior Officials of the CEMAT
- Spatial planning and sustainable development
Mr Audun MOFLAG, Senior Adviser, Ministry of Environment, Department of Regional Development, Representative of Norway to the Committee of Senior Officials of the CEMAT

10h30 - 11h00

Coffe break

11h00 - 12h00

Presentations

- The experience as candidate country to the European Union
Mrs Margarita JANJIČ, Counsellor to the Government, Ministry of Environment, Spatial Planning and Energy, Former Chair of the Committee of Senior Officials of the CEMAT and Representative of Slovenia to the Committee
- Spatial planning and regions: the Spanish experience
Mrs Margarita ORTEGA, Head of the Regional Development Unit, Ministry of Environment, Representative of Spain to the Committee of Senior Officials of the CEMAT

12h00 - 12h30

Questions and debate

12h30 - 14h30

Lunch break

SECOND SESSION

Session Chair: **Mr Welf SELKE**, Head of the European Development Division, Federal Ministry of Transport, Construction and Habitat, Former Chair of the Committee of Senior Officials of the CEMAT and Representative of Germany to the Committee

12h30 - 14h30

Presentation

- Polycentrism and urban-rural relations in spatial planning: the French experience
Mrs **Anne-Marie ZIGMANT**, Chargée de Mission, DATAR, Representative of France to the Committee of Senior Officials of the CEMAT
- The Guidelines for sustainable spatial development of Moscow Oblast and general master plan of Moscow and Moscow Oblast: the experience of the Russian Federation
Mr Alexander FROLOV, Vice-Chair of the Committee of Senior Officials of the CEMAT, Head of the Architecture and Urban Development Council, Government of Moscow Region of the Russian Federation and Mr Konstantin ANANITCHEV, Expert, Government of Moscow Region, Member of the Delegation of the Russian Federation in the Committee of Senior Officials of the CEMAT
- Spatial planning as a response to environmental impacts
Mrs Stefanka HADZI-PECOVA, Professor, Faculty of Agricultural Sciences and Food of “The Former Yugoslav Republic of Macedonia”

15h45 - 16h15

Break

16h15 - 17h45

Presentation

- The legislation of Serbia and Montenegro concerning spatial planning
Mr Nebojša STEFANOVIČ, Director, Republican Planning Agency, Representative of Serbia and Montenegro to the Committee of Senior Officials of the CEMAT
- The Swiss notion of landscape and the landscape Strategy 2020
Mr Enrico BUERGI, Chair of the Conference of the European Landscape Convention, Head of the Landscape Division to the Federal Office of Environment, Forests and Landscape of Switzerland
- The role of engineers and professionals in territorial governance
Mrs Kapka PANTCHEVA, Chamber of engineers of Sofia, Bulgaria

17h45 - 18h00

Questions and debate

Friday 29 October 2004

THIRD SESSION

Session Chair: Mr Petr KALIVODA, Deputy Director of the Department of Spatial Planning of the Ministry of Regional Development, Representative of Czech Republic to the Committee of Senior Officials of the CEMAT

9h00 - 10h30

Presentations

- The point of view of local authorities on spatial development governance
Mr Ruben SINOYAN, Member of the Armenian delegation at the Congress of Local and Regional Authorities of the Council of Europe and at its Commission on Sustainable development
- Legislation of spatial planning in Ukraine
Mrs Natalia MALYSHEVA, Doctor of Law, Representative of Ukraine to the Committee of Senior Officials of the CEMAT
- Governance and Aarhus Convention on Access to Information, Public Participation in Decision-making and Access to Justice in Environmental Matters
Mrs Aida ISKOYAN, Vice-Chairman of the Bureau of Aarhus Convention

- The draft general principles on environment protection for sustainable development
Mr Alexandre KISS, President of the European Council of environmental law (CEDE)

10h30 - 11h00

Coffe break

11h00 - 12h00

- CEMAT Regions of Innovation Project – A Basis for Institutional Co-operation Networking
Mr André MÜLLER, Federal Office for Regional Planning. Germany
- Sustainable development and urban-rural relations
Mrs Erzsebet VAJDOVICH-VISY, Director of International relations, Hungarian Public Company for Regional Development and Town Planning (VÁTI), Hungary
- The New Neighbourhood Initiative of the European Union
Mr Torben HOLTZE, Head of Delegation of the European Commission to Georgia and Armenia
- Human Settlements
Mr Guennadi VINOGRADOV, Human Settlements Officer, United Nations Economic Commission for Europe

12h00 - 12h30

Questions and debate

General conclusions

Session Chair: **Mr Aleksandras GORDEVICIUS**, Head of Spatial planning and Regional Development Division, Representative of Lithuania to the Committee of Senior Officials of the CEMAT

12h30 - 12h45

General conclusions

Synthesis and recommendations for the 14th Session of the CEMAT

Mr Claude ROUGEAU, Expert to the Council of Europe, representative of the International Federation for Housing and Planning (IFHP) and of the NGO Liaison Committee of the Council of Europe.

12h30 - 12h45

Closing of the Seminar

- **Mrs Maguelonne DÉJEANT-PONS**, Head of the Spatial Planning and Landscape Division

- **Mrs Ruzan ALAVERDYAN**, Deputy Minister of Urban Development of Armenia, Representative of Armenia to the Committee of Senior Officials of the CEMAT

13h00 - 15h00

Lunch break

15h00 - 18h00

Meeting of the Enlarged Task force of the Committee of Senior Officials (CSO) of the CEMAT (for the CSO-CEMAT Delegates)

Saturday 30 October 2004

Visit (optional)

**List of participants /
Liste des participants**

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Publications appearing in the same series

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Les catastrophes naturelles et le développement durable: la prévention des inondations, n° 70 (version bilingue)

13^e Conférence européenne des ministres responsables de l'aménagement du territoire (CEMAT) (Ljubljana, Slovénie, 16-17 septembre 2003), n° 71, (version bilingue)

2^e réunion des Ateliers de la mise en oeuvre de la Convention européenne du paysage (novembre 2003), n° 72 (version bilingue)

Organised in co-operation with the Ministry of Urban Development of the Republic of Armenia, within the framework of the activities of the European Conference of Ministers responsible for Regional/Spatial Planning (CEMAT), the Seminar "*Spatial development governance: institutional co-operation networks*" took place in Yerevan, Armenia, on 28 and 29 October 2004. It permitted to present experiences of spatial governance and institutional co-operation networks with a view of the implementation of the CEMAT "*Guiding Principles for sustainable spatial development of the European continent*" (Recommendation Rec (2002) 1 of the Committee of Ministers of the Council of Europe to member States). It also contributed to set up proposals for the 14th session of the CEMAT, to be held in Portugal in 2006 on the theme: "*Networks for Sustainable Spatial Development of the European Continent – Building bridges across Europe*". <http://www.coe.int/CEMAT>

Organisé en coopération avec le Ministère du développement urbain de la République d'Arménie, dans le cadre des travaux de la Conférence européenne des ministres responsables de l'aménagement du territoire des Etats membres du Conseil de l'Europe (CEMAT), le Séminaire «*Gouvernance territoriale : les réseaux de coopération institutionnels*» s'est tenu les 28 et 29 octobre 2004 à Erevan, Arménie. Il a permis de présenter des expériences de gouvernance territoriale et de réseaux de coopération institutionnelle afin de mettre en œuvre les «Principes directeurs pour le développement territorial durable du continent européen» (Recommandation (2002) 1 du Comité des Ministres du Conseil de l'Europe aux Etats membres). Il a également contribué à l'élaboration de propositions en vue de la 14^e Session de la CEMAT qui se tiendra au Portugal en 2006, sur le thème : «*Des réseaux pour le développement territorial durable du Continent européen – Construire des ponts à travers l'Europe*». <http://www.coe.int/CEMAT/fr>



COUNCIL OF EUROPE CONSEIL DE L'EUROPE

The Council of Europe has forty-six member states, covering virtually the entire continent of Europe. It seeks to develop common democratic and legal principles based on the European Convention on Human Rights and other reference texts on the protection of individuals. Ever since it was founded in 1949, in the aftermath of the Second World War, the Council of Europe has symbolised reconciliation.

Le Conseil de l'Europe regroupe aujourd'hui quarante-six Etats membres, soit la quasi-totalité des pays du continent européen. Son objectif est de créer un espace démocratique et juridique commun, organisé autour de la Convention européenne des Droits de l'Homme et d'autres textes de référence sur la protection de l'individu. Créé en 1949, au lendemain de la seconde guerre mondiale, le Conseil de l'Europe est le symbole historique de la réconciliation