

**Seventh meeting of the Workshops  
of the Council of Europe for the implementation  
of the European Landscape Convention**

**Septième réunion des Ateliers  
du Conseil de l'Europe pour la mise en œuvre  
de la Convention européenne du paysage**

**Le paysage dans les politiques de planification  
et la gouvernance: vers un aménagement intégré du territoire**

**Landscape in planning policies  
and governance: towards integrated spatial management**

Piestany, Slovak Republic, 24-25 April 2008

Piestany, République slovaque, 24-25 avril 2008





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Jaroslav JADUS

*State Secretary, Ministry of the Environment, Slovak Republic*

Ladies and gentlemen,

Fifteen years ago, the Slovak Republic accepted membership in the Council of Europe. Today, Slovakia, for the first time in history, has the privilege to chair the Council. At this occasion we have been honoured with the possibility to organise, jointly with the Council of Europe, an important international event. The Ministry of Environment of the Slovak Republic invited further partners – the Slovak Environmental Agency, the Slovak Association of Landscape Ecologists, the Trnava self-governing region and the city of Piešťany – to jointly prepare the Seventh meeting of the Council of Europe on the workshops for implementation of the European Landscape Convention.

Within the accession process, the Slovak Republic accepted the environmental law of the European Union, compelling us to observe strict and historically verified international standards. Simultaneously, our Republic acceded during recent years to the majority of undertakings derived from multilateral environmentally-oriented international agreements. The European Landscape Convention is such an agreement, directly linked to landscape, its protection, planning and management. The Convention, published in 2000 in Florence by the Council of Europe, assumed validity in 2005 in Slovakia. By endorsing this document we acknowledged, together with other countries, that landscape is the base of European identity, at the same time being a joint ground for creating local cultures.

It is the task of the Ministry of Environment of the Slovak Republic to uphold, within its landscape management, the ecologically sensitive use of landscape. The unique and unrepeatable character of our landscape represents an immense asset for our development. Landscape planning, as a part of zoning and integrated landscape management activities, is one of the environmental policy instruments, both of the state and of self-government bodies. It is the integrated landscape management that is in the position to provide assistance in the effective enforcement of interests of protection of landscape and natural resources, in the support of regeneration of neglected land areas, and in enhancement of the ecologically stable landscape system's level.

We have prepared this accompanying event relating to the theme “Landscape in planning documents and governing; towards integrated spatial management”, while acknowledging its importance and extraordinary topicality in the landscape management issue. We perceive increasing pressure upon the use of various type of landscapes on one hand, while feeling the need for an adequate response in the form of controlled spatial organisation on the other hand. I am confident that this theme, currently resounding all over Europe as well as in its heart – Slovakia – will provide space to the widespread spectrum of participants from Council of Europe member states for the acceptance of challenging conclusions and recommendations for resolutions at various governance levels.

My work finds guidance in the principle that the environment is our partner, who we must understand. However, knowledge of landscape is unthinkable in absence of high-quality scientific experience and of its practical application in cooperation with the general public. Therefore the Ministry of Environment of the Slovak Republic, in its enforcement of environmental principles, undertakes efforts towards maximum application of scientific and professional arguments, cooperation with self-governments and attraction of public support.

Landscape ecology as an interdisciplinary scientific subject has an irreplaceable position in the field of landscape management. Slovakia, primarily during the last four decades, developed landscape-ecological methods as the theoretical points of origin in the fields of planning, protection and management of landscape and of its components. Slovakia’s landscape ecologists, geographers, environmentalists and other specialists have been actively participating in the application of landscape-ecological principles within the creation of our environmental policy. They have significantly influenced several essential environmental documents, along with documents related to sustainable development, concept of landscape use, environmental education and environmental legislation.

I would like to point out, from among plentiful publishing activities contributing to the knowledge of Slovakia’s landscape, the “Landscape Atlas of the Slovak Republic”, an outstanding work of Slovak scientists and experts, elaborated under the auspices of the Ministry of Environment of the Slovak Republic. I must also appreciate other important results of our landscape ecologists at international levels, primarily in the field of landscape

planning and protection of landscape diversity. I am glad that these specialists are present also at this Council of Europe workshop.

By its signature of the Convention, the Slovak Republic confirmed that it considers the landscape an important part of the European natural and cultural heritage. We have accepted a commitment toward the assurance of protection, management and planning of all landscape types, rather than just protected areas. Based on guidelines of the Council of Europe for implementation of the Convention in the member states, we expect the presenting, in the year 2008, of the National program for the implementation of the Landscape Convention in Slovakia, according to which we will proceed while performing the individual tasks imposed upon us by the Council of Europe. The Ministry of Environment of the Slovak Republic is the competent coordinating body and, while fulfilling its obligations, it will work in concert with other departments and partners toward realisation of a spectrum of the following requirements: to have a clear landscape use policy, to approach landscape in a systemic and cross-sectional way, to accept specific measures toward protection of different types of landscape, to name the landscape's identity, to introduce participation of the general public in decisions related to landscape, to integrate landscape into regional and local policies and planning, and to cooperate in international policies and programmes. Currently, we deem it important to apply the landscape protection agenda also at the level of the European Commission.

The implementation process in Slovakia is executed at several levels – through support of institutional assurance of the Convention's implementation, through activities in the field of international cooperation and exchange of experience, by promoting and enhancing the information level of the public, by presenting the values and characteristic features of the landscape, and by evaluating its characteristic images. With the objective to support protection, management and planning of the landscape and to contribute to European cooperation in the field, we are realising the first steps and measures, identified as the creation of new legislation, preparation of participation of the public in the protection of locally significant landscape types, and mutual exchange of experience with partner states in the protection and creation of landscape. Work is in progress on the information campaign on the Convention, on the preparation and realisation of educational programs, on the promotion and organisation of national conferences, on the validation of expert studies in model areas; teaching modules have been proceeding on the landscape value

through the School of renewal of villages. These tasks are financed from the national budget and from the Environmental fund.

The three terms – protection, management and planning – of landscape are indelible elements of the joint European approach to the landscape. The Slovak Republic accepted the commitment to fulfil as a priority our orientation toward a high-quality landscape and its use. We are doing our best at national level toward the creation of a framework for exchange of information and a platform for a widespread spectrum of opinions, but mainly toward the establishment of a background for searching and identifying those objectives that represent our common interests, such as landscape protection. Landscape management is a matter for all of us. I am confident that our success in the assurance of a high-quality landscape is contingent upon our joint efforts extending from realisation of commitments at international level to a meritorious national policy, sustainable regional development and locally applicable measures.

The Convention is an international affair at the level of the Council of Europe member states, managed by the Secretariat of the Council in Strasbourg. Its role continues to be very necessary and cannot be substituted in the field of coordination of member states. Implementation of the Convention is supported by the establishment of three international networks. Slovakia welcomed the creation of supporting international networks – of UNISCAPE, the European network of universities for implementation of the European Landscape Convention; of CIVILSCAPE, the Platform of non-governmental organisations in support of the European Landscape Convention; and of ENELC – the European network of local and regional authorities for implementation of the European Landscape Convention. In cooperation with other Council of Europe member countries we visualise these networks as opportunities for joining forces through various target groups in fulfilling the individual commitments of the Convention.

Ladies and gentlemen, the protection, management and planning of use of landscape types of such diversity as existing in Slovakia is a challenge to us. We have the honour to welcome experts from all over Europe and thereby generate a framework for exchanging experience and questing for joint solutions. I am very pleased to note that this Seventh meeting of the Council of Europe of the workshops for the implementation of the European Landscape Convention is taking place in a region proficient in the environmental protection field – the Trnava self-government region. Piešťany, the spa city standing at the inception of the International Association of Landscape Ecologists twenty-five years

ago, welcomes today the participants of the all-European workshop. I wish for Slovakia to utilise its potential and continue playing a very active role in the enforcement of objectives marked out by the Council of Europe within the European Landscape Convention.



Robert PALMER

*Director of Culture and Cultural and Natural Heritage (DG IV), Council of Europe*

Ladies and gentlemen,

On behalf on the Secretary General of the Council of Europe, I should like to extend my warmest thanks to the Slovakian authorities for their welcome and hospitality in holding the seventh meeting of the Council of Europe Workshops for the implementation of the European Landscape Convention in this magnificent town of Piešťany.

The distinctive feature of this meeting is the fact that it is held as part of the Slovakian Chairmanship of the Council of Europe's Committee of Ministers, which started last November and will continue until May. So it is a highly symbolic meeting because it fully anchors the European Landscape Convention among the Organisation's political priorities.

The Convention was adopted in Florence (Italy) on 20 October 2000 and came into force on 1 March 2004, with the aim of promoting European landscape protection, management and planning and organising European cooperation in this area. It is the first international treaty to deal with all aspects of European landscape. It is a major contribution to achieving the Council of Europe's objectives, which are to promote democracy, human rights and the rule of law and to seek common solutions to the main problems facing European society. By taking account of landscape, natural and cultural values, the Council of Europe seeks to protect the quality of life and well-being of both individuals and society.

To date, 29 of the 47 Council of Europe member states have ratified the convention and 6 others have signed it. A new Council of Europe committee has recently been set up to fully address territorial resources: the Steering Committee for Cultural Heritage and Landscape, which will meet in Strasbourg next week. Its purpose will be to promote a new view of land and landscape, taking full account of the interface between the heritage conventions drawn up at the Council of Europe in recent years, including the Faro Framework Convention on the Value of Cultural Heritage for Society and, precisely, the European Landscape Convention.

This committee should develop a new language combining the various inputs from the Council of Europe's previous work on diversity and land use. It will naturally have to pursue its work in synergy with the Culture Committee, helping to promote intercultural dialogue as a factor for building a peaceful and cohesive Europe. The fact that the Council of Europe has a Directorate of Culture and Cultural and Natural Heritage is a practical example of the need to break down barriers in developing the local strategies that must come together to shape the idea of a citizens' Europe based on dialogue and sustainable development. This breaking down of barriers does not only concern culture, environment and spatial planning, but also education, social affairs and agriculture.

We have come here from all over Europe to talk about the future of land and of our own and our descendants' living environment.

Our meeting is entitled "Landscape in planning policies and governance: towards integrated spatial management".

Landscape, which the Convention defines as "an area, as perceived by people, whose character is the result of the action and interaction of natural and/or human factors", must be included and indeed rooted in planning policies.

The CEMAT Spatial Development Glossary defines integrated planning as "a process involving the drawing together of level and sector specific planning efforts which permits strategic decision-making and provides a synoptic view of resources and commitments". To promote sustainable spatial development, economic, social, ecological and cultural factors must be taken together and combined, to guide decision-making on the use of land and infrastructure.

*Governance*, another key word for our meeting, must be based on participation, the rule of law, transparency, the capacity to adjust, fairness, effectiveness, efficiency, responsibility and strategic vision.

With landscape in mind and with the aim of implementing the European Landscape Convention, we shall be discussing the four themes reflected in the titles of the different workshops:

- landscape in integrated spatial management at pan-European level;
- how to overcome sectorialism in national measures to achieve integrated spatial management at regional and local level;
- integrated spatial management at regional and local level; and



- challenges and practical examples of landscape achievements in integrated spatial management.

In a sense we shall be discussing the best way to implement the provisions of the convention, which state that each party undertakes:

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

Let us remember that the word “politics” comes from the ancient Greek “*ta politika*”, meaning the affairs of the *Polis* (city). So politics is the key instrument identified by human beings throughout their history for the rational organisation of the complex society in which they live. Landscape policy is fully in line with this idea.

Thank you for your attention. I wish the meeting every success.



# Workshop 1/ Atelier 1

## Landscape in integrated spatial management at Pan-European level/ Le paysage dans l'aménagement intégré du territoire au plan européen

### Chairs/Présidents

Alfredas JOMANTAS

*Chair of the Steering Committee for Cultural Heritage and Landscape  
of the Council of Europe (CDPATEP), Ministry of Culture of Lithuania/  
Président du Comité directeur du patrimoine culturel et du paysage  
du Conseil de l'Europe (CDPATEP), Ministère de la culture de Lituanie*

Elena SADOVNIKOVA

*Deputy Chair of the Committee of Senior Official of the Council of Europe  
Conference of Ministers responsible for Spatial/Regional Planning (CEMAT),  
Representative of Russian Federation/  
Vice-Présidente du Comité des hauts fonctionnaires de la Conférence du Conseil  
de l'Europe des Ministres responsables de l'aménagement du territoire (CEMAT),  
Représentante de la Fédération de Russie*

### Moderator/Modératrice

Natasa BRATINA-JURKOVIC

*Vice-Chair of the Conference of the European Landscape Convention/  
Vice-Présidente de la Conférence sur la Convention européenne du paysage*



## **Some aspects of Russian state environmental policy for the mid-term and long-term prospects**

Elena SADOVNIKOVA

*Russian delegation to CEMAT, Adviser, Ministry of Foreign Affairs, Moscow*

The development of industrial complexes which were distributed across territories in the country for the last 70 years determined environmental conditions.

Historical and geographical aspects of the social and economic development of the country, primarily in heavy and processing industries, including the chemical industry, determined the character and intensity of negative effects on the environment.

During the last decades the Russian Federation faced processes of intensive industrialisation and extensive exploitation of natural resources. The same as in the other industrial countries these processes were followed by a substantial negative effect upon the environment and concentration of pollution in components of the environment (“environmental damage”).

For the previous years the Russian economy has been demonstrating a steady economic growth rate (6-7% per year), which significantly outruns macroeconomic dynamics.

At the same time the economic growth is mainly determined by the development of fuel and energy, mining and metallurgical complexes which are characterised by high indicators of resource and energy intensity and technological environmental impact.

At the present time as a result of intensive industrial development there is strengthening of technological environmental impact due to the growth of pollutant emissions into the atmosphere, the amount of appeared and disposed waste of production and consumption which is followed by the build-up of pollutants mainly in soil.

Solving the problem of accumulated environmental damage by creating organisational, legal, economic and technological mechanisms is one of the priority tasks of social and economic development of the Russian Federation with mid-term and long-term prospects.

The necessity of all measures aimed at environmental damage elimination and rehabilitation of territories which are in a critical ecological state, efficient countermeasures against threats to ecological safety and the creation of economic instruments for pollution clean-up is reflected in the Programme of Economic and Social Development of the Russian Federation with mid-term prospects (2006-2008) which indicates that the major tasks of the state environmental policy include:

- efficient countermeasures against threats of ecological situation deterioration which are connected with the growth of production waste;
- realisation of measures designed for rehabilitation of territories which are in a critical ecological state, including rendering of state assistance in performance of work reducing environmental damage;
- creation of economic instruments and mechanisms for the liquidation of damage inflicted to the environment and compensation for damages.

For the solution of tasks mentioned in the Mid-Term Programme a systemic approach is necessary which expects the realisation of complex measures designed for the elimination of environmental damage accumulated as a consequence of past economic activity in combination with measures to prevent a negative effect on the environment and aggravation of environmental damage as a result of current economic activities.

It is important to note that the solution of the problem on estimation and liquidation of environmental damage connected with economic activity is a long-term process which demands political will and is connected with considerable governmental expenses for the solution of this problem. Developed industrial countries proceeded to the study and step-by-step solution of the problem of estimation and liquidation of accumulated environmental damage in the 1970s and 1980s. Because of difficulties in the search for an optimal complex of measures concerning the solution of the problem of accumulated environmental damage it is just now that the developed countries have started to create mechanisms which allow considering and gradually solving the problems of accumulated environmental damage.

The rehabilitation of territories which are in a critical ecological state is one of the priority activities on liquidation of environmental damage in the Russian Federation.

It looks reasonable to use foreign experience on liquidating environmental damage when conducting detailed examinations using unique instrumentation,

implementing the measures concerning the removal of pollutants and the rehabilitation of contaminated territories, and for the purposes of the development of a competitive Russian market of services in the sphere of liquidation of environmental damage and rehabilitation of contaminated territories.

The objective of the project planned for 2008-2013 is the development of regulatory legal, institutional, innovative, financial and investment mechanisms for step-by-step solutions of the problem of environmental damage in the Russian Federation, stocktaking of objects and territories contaminated as a result of past economic activity, and the realisation of practical measures concerning the liquidation of environmental damage accumulated as a result of past economic activity and the rehabilitation of contaminated territories in certain (pilot) subjects of the Russian Federation.

Within the project it is recommended to develop and realise a complex of measures in the following main directions:

1. Rendering of institutional assistance for the complex solution of the problem of liquidation of environmental damage connected with economic activity; development of pilot regulatory legal acts which stipulate procedures and regulations for step-by-step solutions of the problem of environmental damage in Russia;
2. Development, approval and implementation of pilot regulatory legal acts and documents containing guidelines and procedures which regulate the issues of detection, stocktaking, accounting, registration and ranking of objects and territories contaminated as a result of economic activity in accordance with various criteria of classification; determination of threshold value of parameters for ranking and methods of economic assessment of environmental damage;
3. Preparation of pilot regulatory legal acts designed for the stimulation of the modernisation of industrial production by means of the implementation of low waste and energy saving technologies;
4. Selection and approval of financial and investment mechanisms for the liquidation of environmental damage connected with economic activity; development of forms and mechanisms of Public Private Partnership for solution of environmental tasks;
5. Commencement of stocktaking, registration and assessment of objects and territories contaminated as a result of economic activity, and the

- analysis of technical and economic feasibility of measures concerning the liquidation of environmental damage;
6. Preparation and realisation of measures concerning the liquidation of environmental damage from past economic activity in the number of subjects of the Russian Federation which are in a critical ecological state;
  7. Implementation of innovative technologies for the removal of accumulated waste and the rehabilitation of territories contaminated as a result of economic activity; creation of the competitive Russian market of services in the sphere of liquidation of environmental damage and the rehabilitation of territories.



## **Landscape as the object of integrative and sectoral planning in the European Union context**

Maroš FINKA

*SPECTRA Centre of Excellence, Bratislava*

Florin ZIGRAI

*UM STU, Bratislava*

The landscape – fascinating, beautiful, colourful, unique, devastated, dusty, dangerous – our home. The landscape frames mankind's activities, determines our being and, at the same time, landscape development takes place within a framework of complex interactions between socio-economic, socio-ecological and socio-cultural dimensions. Current landscape is the result of different development trajectories under the influence of different human interventions and interferences mirroring the philosophical and at the same time very pragmatic dimension of understanding of the position of mankind in the world. History is full of attempts to make the landscape understood, to control it, to seize it. Today, access to, and intelligent use of landscape is becoming a critical determinant of sustainable development, territorial cohesion and competitiveness through all the levels from local and regional up to the continental European level.

In this context we would like to address the following approximations in our contribution:

- I. Approximation: Landscape as the object of planning
- II. Approximation: Integrative and sectoral planning
- III. Approximation: Landscape planning as a part of integrative and in the same time sectoral planning
- IV. Approximation: Spatial planning as a tool of EU landscape and spatial development policies and governance
- V. Approximation: Projective tasks

The issue of the landscape is quite broad and interdisciplinary and therefore it is the subject of research in different scientific disciplines (not only natural and environmental sciences, but social, technical, political, economic sciences

as well) the subject of different policies, of many more or less conceptual interventions.

The landscape can be seen from various points of view. The bio-ecological approach is predominantly functional, bio-centric and vertically oriented. The geographical approach is predominantly space-structural, polycentric and horizontal oriented. The integrated research approach connected with land use planning can be understood as a special geographical approach, which integrates not only the geographical sub-disciplines, but has the ability to integrate the basic and applied landscape ecological research on the analytical and synthetic level. Together with landscape ecology they are crosscut and integrating disciplines, which can contribute to the solution of the contemporary key social paradigm in the form of sustainable development of society and the landscape.

“Developments in production techniques in agriculture, forestry and industry and changes in town planning, transport, other types of infrastructure, tourism and leisure time behaviour are accelerating the transformation of European landscapes and can also have a negative impact on their quality and use. (CEMAT). Therefore the implementation of integrated policies aimed at simultaneously protecting, managing and planning landscapes became one of the principles defined in the document “Guiding Principles for Sustainable Spatial Development of the European Continent” adopted by the European Conference of Ministers responsible for Regional Planning – CEMAT in 2000.

With regards to the above mentioned complexity of the landscape issue, the management of landscape development has to be understood as a cross-cutting problem of spatial-relevant management activities which are dominated by integrative planning systems of land-use planning, socio-economic development planning and landscape planning supported by a broad range of scientific disciplines, tackling the different components of spatial/landscape systems. The landscape is not only a complex system but its components create a specific quality determined by the synergy of interactions between them. So the only way to support sustainability of landscape development by planning interventions efficiently is to create an integrative system of relevant planning activities and include this system in the system of integrative landscape development management. As the landscape creates the spatial frame for social and economic development, we can speak about parallelity of landscape development and spatial development management. In this

context, taking the specific goals and instruments of landscape planning into account, it seems to be correct to use the terms spatial development and spatial planning for the complex of mutually interlinked planning systems relevant to landscape development management.

The above mentioned main three pillars (landscape planning, socio-economic strategic development planning and land-use planning) completed by the set of sectoral planning activities and executive instruments should create the complex of spatial/landscape development management.

The system of spatial-relevant planning activities shall create the conditions for the permanent harmony of all activities on territory with particular regard to the care of the environment, the achievement of ecological stability and the provision of sustainable development, protective use of natural resources and conservation of natural, civilisation and cultural values.

Landscape planning can be understood as the system of integrative and at the same time specific planning activities integrated into the spatial development planning and management system based on landscape-ecological and human-ecological assessment of the landscape; orientated towards ecological optimisation of landscape use based on the co-ordination of present and proposed activities with landscape relevance following the goals of sustainable development and safeguarding landscape ecological stability, efficient use of natural resources and preservation of cultural and natural heritage including the landscape character.

The integrative dimension of landscape planning lies in the comprehensive care of the landscape, by means of the goal oriented management of changes inducted by economical, social and environmental development of society integrating the system of principles, activities, and measures oriented towards following fields of tasks:

- strengthening the ecological stability within the framework of the territorial system of ecological stability,
- prevention of destruction and restoration of the landscape character,
- creation of the conditions for sustainable maintenance and efficient use of natural resources,
- preservation of natural and cultural heritage,
- environmental risks' elimination,

- elimination of the negative impact of human activities on the landscape and
- preservation of historic-cultural and natural values of the landscape,

For each of these spheres of action landscape planning has its own specific instruments, often applied relatively autonomously in accordance with specific problem situations. In this position we can speak about landscape planning activities with the features of specific or sectoral planning. Efficient use of these specific landscape planning activities is contingent upon their integration into one of the three mentioned pillars of integrative planning systems – landscape planning system, socio-economic development planning or immediately into the land-use planning.

Land-use planning in this context seems to be the tool for spatial and spatio-temporal integration at the highest level as it has to integrate all different interests in the space and time represented by different stakeholders, different sectors of activities, of different wage and priorities, different spatial effects, different length etc. Land-use planning creates the platform for the efficient transfer of the sustainable development of landscape interest from the professional sphere into society development management, from professional planning documents into political decisions and from partial political decisions towards comprehensive territorial governance.

In this position land-use planning as a part of a spatial planning system can be understood as the crucial instrument for the implementation of the landscape convention in Europe. Of course, this supposes that the system of integrated spatial planning and sectoral activities fulfill the requirements of the European charter on spatial planning. In accordance with this character spatial planning has to create a system, which is:

- democratic,
- complex,
- functioning,
- oriented towards long-term goals.

This means:

- Planning has to reflect the principle of subsidiarity allowing the participation of local and regional self-governments and stakeholders.
- The system has to safeguard the co-ordination of different sectoral policies and integrate them into the system.

- The system has to take into account the regional identity based on joint values, culture and interests, sometimes crossing the administrative borders, and at the same time to reflect the institutional organisation of different countries as well as to allow solidarity and co-operation between the regions.
- The system has to analyse and take into account the long-term trends and development of social, cultural, ecological and environmental phenomena and influences.

## **Conclusions**

As a conclusion and support of the above explained ideas we can use the quotation from the CEMAT document focused on the landscape issue:

Europe is composed of a plurality of landscapes. They are a significant part of European heritage and a witness of the past and present relationships between man and his natural and built environments. This not only concerns valuable natural landscapes, but applies generally to all types of cultural landscape, especially those that are an essential component of the urban environment.

Spatial development policy can contribute to protecting, managing and enhancing landscapes by adopting appropriate measures, in particular by organising better interactions between various sectoral policies with regard to their territorial impacts. Appropriate measures in the field of landscape protection include:

- the integration of landscape development into spatial planning as well as into sectoral policies such as those related to the economy, agriculture, infrastructure and urban development, culture, environment, social development, which all have direct or indirect effects on the development of landscapes;
- the examination and general assessment of landscapes, the analysis of their characteristics, of their ecosystems and of the forces and pressures transforming them; the definition and use of landscape quality objectives;
- the implementation of integrated policies aimed at simultaneously protecting, managing and planning landscapes;
- the consideration of landscape development in international programmes;

- stronger cross-border, transnational and interregional co-operation in the fields of landscape development, exchange of experience and research projects involving in particular local and regional authorities;
- the strengthening of the awareness of people, private organisations and territorial authorities of the value of landscapes, their economic significance, their evolution and the possibilities of conserving and improving them;
- stronger integration of landscape development into training programmes in various disciplines, and interdisciplinary training programmes.

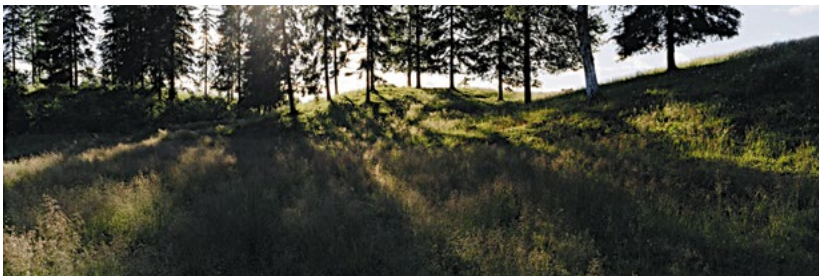
## Landscape and renewable energy policy in Europe

Tapio HEIKKILÄ

*Ministry of Environment, Finland*

### Visual monitoring of the landscapes

The values of European cultural landscapes have been recognised in many contexts. These values are based on the cultural, biological and visual features of the landscapes and their diversity. Cultural landscapes are valued as an important foundation of our identity. The development of landscape management, and the measures for its monitoring, calls for new methods and instruments, of which visual landscape monitoring could be one.



*The effect of light and its direction is an essential factor when documenting landscapes. These pictures demonstrate also the changes of vegetation during one month in a meadow.*

*Top: Uusikylä, Nurmijärvi B2 1.6.2001 – Bottom: Uusikylä, Nurmijärvi B2 2.7.2001  
Photos: Tapio Heikkilä/ Visual Monitoring of Landscapes.*

## **Landscape studies**

Contemporary multi-disciplinary landscape research can be divided into two main branches: the natural scientific and the humanist. The first emphasises the regional and material dimensions of landscapes, the latter stresses the observations and interpretations made of landscapes. Photographs can be used not only for qualitative and quantitative assessment of landscape phenomena, but also for conveying the impressions and consequent interpretations of the landscapes.

The conceptual basic element of visual landscape observation is the view (or scene). We could say that any geographically limited landscape incorporates countless different views observed from different directions and at different times. Views are like samples of the landscape. When there are enough samples, we can make generalised observations of the landscapes in question.

Photography is used in many kinds of research to illustrate landscape phenomena, although it is sometimes used also as an actual research instrument. Typical examples of the latter are studies of landscape preferences, where photographs are used to represent field observations. There are surprisingly few critical accounts of the significance of photography as an instrument in landscape research, although photographs as such are used quite commonly in all kinds of research. However, observations about photography and the use of photographs have been made in many contexts, observations which serve as useful starting points for future documentation.

Visualisations from different periods are an important part of the source material for landscape research. In addition to photographs, such material includes paintings, drawings and other types of visual representation. In assessing works made by artists, however, the author's interpretations of the landscapes must be regarded as a factor that introduces an element of uncertainty to the documentation.

Photography offers many benefits for the documentation of landscapes. The camera records views in detail and faithfully, and can be used to record huge numbers of observations easily and inexpensively. When photographs are fixed to specific points and moments, they become accurate historical records. When the same views are photographed at regular intervals, the result is an accurate record of landscape changes. Because of its technical and precise nature, photography is an excellent tool for monitoring landscape changes.



Changes in landscapes have been studied in many ways, including a comparison of maps or photographs produced in different times. Photographic projects, such as providing comprehensive documentation of entire landscapes, are a good source of material when one wants to learn about the features of the landscape at the time. Such a body of material may consist of a photographer's entire production, for example, or may consist of documentation collated for a specific purpose from photos taken by several photographers.



*The effects of road building on the agricultural landscape in Halikko, SW Finland.*

*Top: Halikko P2N 17.7.2000. Photo Oiva Hakala/ Visual Monitoring of Landscapes.*

*Middle: Halikko P2N 6.5.2002. Photo Oiva Hakala/ Visual Monitoring of Landscapes.*

*Bottom: Halikko P2N 30.6.2005. Photo Martina Motzbäuchel/ Visual Monitoring of Landscapes.*

Detailed comparative information about landscape changes has been produced in rephotography projects. In rephotography, or repeat photography, photos from archives are used as the starting point, and photographs with identical framing and other parameters are taken to demonstrate changes that have occurred in the landscape. The greatest weakness of the method is that repeat photographs have to replicate the photographic choices and principles of the original photographer. The original archive material may have defects in it in terms of quality, coverage or subject matter.

Some of the most sophisticated projects for monitoring landscape change involve systematic photography. The themes to be documented are selected beforehand, and photographic methods are devised to arrive at an optimal fit to the subject of the research and the sites representing the theme.

### **Visual landscape monitoring**

Visual landscape monitoring is a research project that documented Finnish cultural landscapes and their changes through photography. The landscape types documented in the project were cultivated agricultural landscapes and semi-natural grasslands. On the one hand, the main emphasis was on fields, whereas the principal type of semi-natural habitats was fresh meadows. A systematic photographic method was developed for monitoring changes in these landscape types. The aim was to develop a photographic method applicable to a wide range of different landscape management projects, and to produce a body of technically high-quality visual material. On the other hand, the project aimed at putting the visual features of landscapes in first place and make the photography independent of the photographer's choices.

The project began in 1996, when the initial photographic documentation was done in the fields. With the use of those primary photos and several experimental shoots in different landscape types, the final photographic method was developed for the project. The main photographic tools chosen were a 35 mm Hasselblad XPan panoramic camera and colour negative film.

Ultimately 13 agricultural landscapes in different parts of Finland were chosen for monitoring. Ten of the sites were nationally valuable landscape areas, the rest were ordinary agricultural landscapes. In each area on average ten easily locatable vantage points were selected on a map. Photos

were taken at each vantage point towards each of the four cardinal points. In addition to the predetermined vantage points, the photographer could also select additional vantage points and camera angles on site.

Rephotographs were taken at all vantage points in 2000 and 2005. Additional repeat photographs were taken on three sites in 2001-2003. The photographs were taken in summer during the growing season, with the exception of Halikko, where photos were experimentally taken also at other times of the year. The agricultural landscape material (1996-2005) consists of about 2 200 original negatives.



*The meadow in Korpijärvi was grazed with cows almost throughout the 20th century. When I was documenting the meadow in 2001, I met an old farmer who was managing the farm alone. He told me that he had had to abandon farming and was keeping the fields and meadows fallow, except for “what you need to feed one horse”.*

*In 2005 I rephotographed the meadow. The timber house up on the slope stood empty.*

*Top: Korpijärvi, Ylöjärvi A2 12.7.2001*

*Bottom: Korpijärvi, Ylöjärvi A2 17.7.2005*

*Photos: Tapio Heikkilä/ Visual Monitoring of Landscapes.*

Along with fields, the other theme of the research was semi-natural grasslands. Sites selected for the study included 48 fresh meadows in southern Finland. The meadows were included in a study of the Finnish Environment Institute on the effects of management on the vegetation and species composition in meadows.

A one-quarter-hectare (50 m x 50 m) study plot for gathering biological data was established in each meadow by the biologists. Finally, the landscape and the vegetation in the meadow were documented by taking photographs from the corners of the study plot, two from each corner, one towards the next corner clockwise, and another towards the opposite corner. A comprehensive initial documentation covering all the meadows was carried out in 2001. In 2003 and 2005 a few sample meadows were rephotographed, and rephotographs were taken in all meadows in 2006-2007. The meadow documentation (2001-2007) consists of about 1000 negatives.



*In Nummela district in Vihti building of houses and roads is spreading onto historically valuable fields. These visual changes are typical of the rural-urban fringes of today, signs of the evolution of the suburban landscape.*

*Top: Vihti, Nummela 18.9.2000 – Bottom: Vihti, Nummela 22.8.2005  
Photos: Tapio Heikkilä/ Visual Monitoring of Landscapes.*

All the material – negatives, prints, maps and field notes – has been archived using standard archival methods for long-term preservation. The material will be deposited in some suitable public archive to give researchers free access to it in the future. All the negatives in the study have been scanned for digital processing.

## **Results and conclusions**

In the course of developing the method and applying it in practice, the principles of photography became established. Practice shows that a method for documenting landscapes changes must be precise, yet sufficiently flexible to allow adaptation to individual sites. It is better to have too many vantage points in the primary documentation phase than too few, because changes in the landscape can be unexpected and surprising. It is impossible to overemphasise the importance of precision and care in taking the rephotographs. The smallest differences in the position or angle of the camera can render the resultant photos incommensurable. The production of high-quality visual material also calls for skill and care in the actual field shoots.

At least some of the vantage points should be selected beforehand, on a map, for instance, because this invariably leads to the inclusion of such random changes in the landscape which otherwise would remain unobserved.

Many rephotographic projects emphasise the importance of identical lighting, which is indeed essential if one wants to maximise the comparability of details in image pairs. Another way is to take photos in all kinds of conditions to include visually impressive diversity and variation due to differences in weather and lighting. The more rephotographs taken and the longer the monitoring time span, the more interesting the resultant visual material.

The aim of the project for visual landscape monitoring was to put the visual features of landscapes in first place and make the photography independent of the photographer's choices. Because most vantage points were selected beforehand on maps, they can be said to represent an objective sample. Although the selection of the vantage points was a rather mechanical process, many of the resultant photographs seem like aesthetically intentional pictures. The method seems to do justice to the sites. The photographic method can be used as a monitoring tool in all kinds of landscape management projects. The photographic records created with this method can be used in the planning

and steering of landscape management, in agricultural policy making and the monitoring of land use projects.

The photographic material provides a systematic and representative record of Finnish agricultural and traditional landscapes and their changes in the early years of Finland's membership of the European Union (starting in 1995). An examination of the photos shows that Finnish agricultural landscapes have more or less retained their landscape values during that period. In the peripheries, however, open views are being shut out by scrub encroachment and overgrowing, whereas, especially in the southern and western parts of the country, the increasing efficiency of agriculture seems to be making the landscapes more uniform. Extensive land use projects pose a threat to the preservation of valuable agricultural sites, as when motorways are constructed, for example. The preservation of the cultural and landscape values of agricultural landscapes is not possible without continuing agricultural production throughout the country.

The state of valuable semi-natural grasslands that represent biodiversity at its best gives cause for concern. The natural and landscape values of meadows that are no longer being managed are threatened by overgrowing. Safeguarding the management of traditional rural landscapes, and also their nature and visual qualities, is among the most urgent tasks of nature conservation and agri-environmental management in Finland.

On the basis of observations, landscape changes were divided into two main categories, temporary variation and permanent landscape changes. Temporary variation is caused by more or less random and transient phenomena, such as weather conditions, or cyclical phenomena, such as the time of day or season, or crop rotation. Temporary variation is present as a continuous movement in a landscape; it does not actually lead anywhere. Sooner or later the landscape reverts to its earlier state. By contrast, permanent landscape changes remain in place and the landscape does not return to its former state. Permanent changes may be caused by sudden natural phenomena, such as storms or forest fires, by gradual natural processes, or by extensive changes in land use such as construction, clearing or discontinuation of agriculture.

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Heikkilä, Tapio 2007: *Visuaalinen maisemaseuranta. Kulttuurimaiseman muutosten valokuvadokumentointi. Teksti.* 232 s. (Visual monitoring of landscapes. Text in Finnish.) – Musta Taide & Taideteollinen korkeakoulu, Helsinki.



*An environmental scandal occurred in the residential district of Myllypuro, Helsinki, when it came to light that houses had been built on polluted land. The houses were demolished and the polluted soil was removed. At least a park will be built on the site.*

*Left: Myllypuro, Helsinki 10/1999 – Middle: Myllypuro, Helsinki 5/2004*

*Right: Myllypuro, Helsinki 5/2006*

*Photos: Tapio Heikkilä/ Visual Monitoring of Landscapes.*

## Appendix

### The method of visual landscape monitoring

#### Initial documentation

##### *Agricultural landscapes*

The sites are selected to give a representative sample of landscapes in the various landscape regions. Using maps, vantage points are selected on each site to represent the various features of the landscape. If needed, complementary vantage points may be established on site.

The photos are taken during the growing season when it is not raining and during daylight hours, avoiding sun glare near the horizon.

Photographs are taken at the vantage points clockwise towards each of the four cardinal points of the compass, starting with north. The photographer may take additional photos in different directions at his discretion.

The photos are taken at a height of 200-250 cm. The camera is tilted downwards at an angle of 5°. No tilt is needed in hilly terrain or near woods.

A small aperture (f:11 or smaller) should be used to ensure sufficient depth of field. Set the focus point at about 8 metres. Correct exposure is ensured by taking three photos in each direction, overexposing and underexposing two of the shots by one stop.

At each vantage point, a photo is also taken of a data sheet giving the technical data of the shot. Other photos may not contain any extraneous material or equipment like the photographer's vehicle.

Detailed field notes are made at each vantage point and for each direction. The vantage points are marked on maps and cartograms. GPS coordinates are also recorded.

The films are developed immediately in a reliable laboratory. Retakes are made of all failed photos.

Two sets of contact prints are made of the developed films, one for the archive, one for field use.

High-quality prints are made of the negatives and/or scanned for digital use.

The material is evaluated using museum methods.

### *Traditional rural biotopes*

A representative sample of meadows or other traditional rural habitats are selected for the project.

A study plot of 50 m by 50 m is established at each site in a place with representative vegetation for that site. Photos are taken from each corner of the plot towards the next corner clockwise and towards the opposite corner. If necessary, photos in other directions are taken as well. A few complementary vantage points may be established inside or outside the plot.

The photos are taken at a height of 170 cm. The focus point is set at 5-8 metres. If the site contains scrub, trees or other high vegetation, the focus point can be set closer.

The camera is tilted downwards at an angle of 5°. No tilt is needed on sites with many trees or upward sloping terrain. At some vantage points it may be necessary to take photos both with and without a tilt.



In all other aspects, the procedure is the same as when photographing agricultural landscapes.

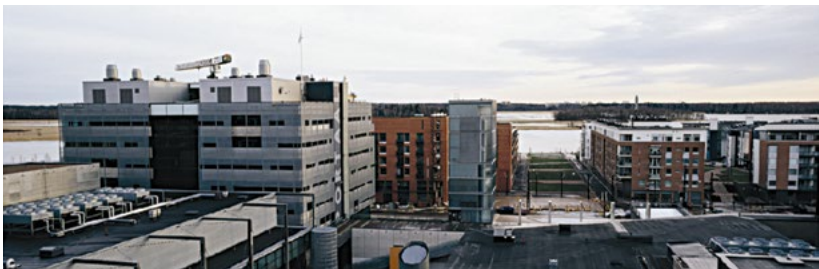
### **Repeat Photographs**

#### *Agricultural landscapes and traditional rural biotopes*

Rephotographs are taken at exactly the same vantage points and in the same directions, at determined intervals and at approximately the same time as the initial photos were taken. If one wishes to monitor changes over the course of the growing season or the effects of the seasons on the landscape, repeat photographs can be taken at shorter intervals.

The vantage point and direction, camera height and tilt angle are all checked from the maps, field notes and the contact prints from the initial or previous photo shoot.

In all other aspects, the procedure is the same as when making the initial documentation.



*Landscape Changes in Arabianranta, Helsinki. A new suburb is appearing by the seashore.*

*Top: Arabianranta, Helsinki 1/2000 – Bottom: Arabianranta, Helsinki 1/2007*

*Photos: Tapio Heikkilä/ Visual Monitoring of Landscapes.*



## European agricultural policies and landscape: effects, strategies and perspectives

Mauro AGNOLETTI

*Faculty of Agriculture, Firenze, Italy*

### The introduction of landscape in EU rural policies

Europe has a great variety of agricultural landscapes that reflect differences in biophysical conditions, farm management practices and cultural heritage. Farmers play a crucial role in shaping and maintaining landscapes, that is why the European Commission has recognised the significance of agriculture and its relationships with landscapes “the fundamental basis for the European Agricultural model, comprising a multifunctional agriculture sector and the part it plays in preserving the landscape” in Agenda 2000. Several major and gradually more and more interlinked policy instruments dealing with landscapes have been developed through the years. Among these are the Convention on Biological Diversity (CDB), 1992; the Pan-European Biological and Landscape Diversity Strategy (PEBLDS), 1995; the European Landscape Convention (ELC), 2000, and recently the initiatives developed by the Ministerial Conference on the Protection of Forest in Europe (MCPFE) in 2007 (Agnoletti 2007). This awareness appears to reflect a new concept in which the landscape offers a spatial unit for sustainable land management through the integration of different sectoral activities. However, also present rural development strategies, promoted by the Common Agricultural Policy (CAP) are some of the most powerful tools affecting landscape changes as well as the conservation and valorisation of rural landscape resources. They are significant especially in the new eastern countries where agriculture still plays an important role.

The growing importance of landscape in CAP is largely due to the introduction of the concept of multifunctionality. After the McSharry reform on 1992, there has been a change from traditional economic incentives to production, to a support oriented also to non market values of agriculture, as also the first studies on the economic value of landscape resources (Willis and Garrod 1993, Walsh, Ward, Olienyk 1989). The background of the debate on multifunctionality started in the mid 1980s as process of agricultural policy reform, but the term “multifunctional agriculture” emerged at international

level during the Rio Earth Summit in 1992. The emergence of this concept responds to a wide range of concerns about important world wide changes in agriculture and rural areas. These include the progressive urbanisation of population, the globalisation of markets, the effects of technological changes, the public good aspects of agriculture and associated landscape both for developed and developing countries, the way to consider off-farm activity and income, the longer term disbenefits of some form of agriculture, and the many challenges to achieve food security and how to address the problem. Several important issues and challenges have been faced by policy makers in their attempts to restructure agricultural support based on multifunctionality, income support to farmers has been increasingly tied to stewardships and social objectives, rather than production objectives that dominated until the late 1980s (Jongman 2004).

As a consequence of these new approach the new CAP has underlined a change of paradigm, as environmental considerations have become a major concern. This strategy was justified by an intensification of production processes leading to an exert pressure on natural resources and environment, high price level also favouring intensive agriculture and an ever increasing use of fertilisers and pesticides. Pollution of natural resources like water, soils and certain ecosystems can be considered as undesirable side effect of these policies, but further consequences are high treatment costs for environmental damage which has to be paid by public. This is the context in which the agri-environmental programme (AEP) came into power, with the aim to encourage less intensive production, both to reduce market surpluses and to alleviate environmental pressure, now taking into consideration also climate change and the commitments deriving from the Kyoto agreement. Environmentally friendly production methods, as well as survive and enhancement of endangered traditional livestock breeds and cultivars are main action fields of the AEPs. Environmentally friendly production methods cover measures like the reduction or renunciation of the use of mineral fertilisers, the management of organic manure, the reduction or renunciation of the use of pesticides, the extension and share of grassland, the management of crop rotation to prevent groundwater pollution, the cultivation of green cover crops, organic farming, extensive cultivation of field margins. In the same time survive and enhancement of old agricultural breeds and cultivars are covered by measures like maintenance and further development of varieties of endangered animal, species and rare crops, preservation or improvement of the extent of ecological valuable areas,

preservation or improvement of high stem fruit orchards (Weinstoerffer and Girardin 2000). According to Agenda 2000, farmers should observe a minimum level of environmental practice as part-and-parcel of the support regimes, but that any additional environmental service, beyond the basic level, should be paid for by society through the agri-environment programmes. In all EU member states AEP are in use, but extent and content of the programmes are rather different. Together with agricultural policy strong initiatives on forest policies was also taken through the action of the Ministerial Conference on the Protection of Forest in Europe, basically reinforcing the environmental value of forests, promoting the extension of forest cover as carbon sink, the conservation of biodiversity, the protective function, the productive functions, as well as social and economic functions (MCPFE 2003). A confirmation of the positive attitude towards landscape expressed by the European Commission, but also some of its contradictions, can be found in the opinions expressed by Dr. Franz Fischler, the European Commissioner responsible for Agriculture, Rural Development and Fisheries, in his speech, *Feeling the Pulse of the CAP* at Cernobbio, on 19 October 2001:

We must use our rural development policy to make sure that farmers farm in a way which is environmentally friendly and which contributes to the preservation of our landscape, which, may I say, is essentially a man-made landscape, created by generations of farmers over hundreds of years.

This view reflects both the definition of cultural landscape given by Carl Sauer in 1926,

The cultural landscape is fashioned from a natural landscape by a culture group. Culture is the agent, the natural area the medium, the cultural landscapes the result,

as well as the definition of rural landscape given by Emilio Sereni in 1961,

the form that man, in the course and for the ends of his productive agricultural activity, consciously and systematically imposes to natural landscape.

However, the analysis of landscape changes in Europe in the last decades and actions developed with the CAP suggest different results than those suggested by Franz Fischler in his speech.

## **Effects of EU rural policy on landscapes**

An assessment of the effects of EU policies on landscapes lacks of specific tools, showing no systematic observations and a common methodology<sup>1</sup>. Some general remarks should first take into consideration the effects of the “green revolution” and the strong supporting given to technological development by EU policies, producing an intensification of agriculture deeply modifying the traditional structure of traditional rural landscape. Both this policy and the subsequent economic incentives given to reduce production, (e.g. set aside), did not consider the negative effects of intensification and the abandonment of less productive areas where the most valuable landscapes are often found. The lack of attention regarding landscape, still existing today, is also tied to the will to defend the interests, however lawful, of economic activities which consider regulations about the landscape limiting or possibly damaging to their activity in the agricultural sector. This reflects also the matter of accepting the concept of a gradual evolution from a merely productive role to a role of landscape preservation, which some farmers themselves find hard to grapple, while this is slowly happening for environmental aspects, despite the evident decrease of the economic importance.

A second problem relates to the cultural background driving the application of agri-environmental measures, largely affected by the “degradation” paradigm, emphasising the negative role of man in the environment, as an agent depleting the ideal state of “naturalness”. In this respect, actions developed in favour of the improvement of the “natural” features of the territory are often seen as good to improve landscape quality. From a scientific point of view there is no evidence of this, as traditional rural landscapes may show little “nature” in their structure, as few trees, or no trees at all, as well as a reduced amount of species, or very high level of fragmentation, also seen as a danger for natural habitats. As a result, the idea of nature has been often overlapped to that of landscape and the agri-environmental measures have often not been developed according to an appropriate assessment of the local landscape, nor to specific landscape objectives, but rather to nature conservation demand, introducing wooded areas, or vegetal elements, into former agricultural land (Berger, Kachehele,

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1. A monitoring system for rural landscape at regional level has been established in Tuscany, Italy (Agnoletti 2006), based on sample areas studied according to a diachronic approach, while a national monitoring system has been planned in the Italian national strategic plan for rural development 2007-2013.

Pfeffer 2006), including these results among the positive actions played by rural development plans for landscape. The same problems occurs with the implementation of “ecological networks”, creating green elements to connect different habitats. In many cases the “physical structure” of a “network” is taken as the model best suited to apply the “idea of the role an ecological network should play”, without an evaluation on how traditional landscapes could react or play a role in this respect.

A third problem is the freedom left to member states in the implementation of strategies and actions in the national Rural Development Plans, favouring different ideas about landscape, a different approach if compared to the detailed list of habitats developed with NATURE 2000. It is obviously possible to plan and build new quality landscapes using economic incentives, but this should happen only after the identification and the definition of the “cultural identity” of a place, also in order to preserve and take advantage of the diversity of the landscapes existing in the European countries, that should be considered as a resource and not a limitation for the development of Europe. However, if also the environment has been negatively affected by CAP according to some sources (DEFRA 2005), despite the agri-environmental measures, the situation about landscape looks even more complicated. We can try to analyse the effect of EU policy considering the changes occurred in some of the most important structural elements of rural landscapes: woodlands, arable land, meadows and pastures, but without considering the economic and social implications.

Concerning **forests** in Europe, we are generally witnessing the increase of woodlands at the rate of 1% per year, today more than 47% of European land is covered with forest, ranging from 1% in Malta to 68% in Finland (MCPFE 2003), putting Europe with north America as continents where deforestation is not occurring anymore. Almost all the official reports consider this as a positive trend, which is probably true for some environmental features, but an assessment at landscape level cannot share such generalisation. Considering a wide time scale countries like Italy shows a spectacular increase of woodlands, almost + 300% in the last 100 years, with 2.000.000 ha between 1985 and 2007, while about 50% of farmed land has been abandoned. Not even forest fires affects this positive trends. Trends showing the growth of forests can be observed in many countries of northern and central Europe where there has been a reduction in farmed land. Both afforestation and reduction of farmed land have been favoured

by CAP, but the impact on landscape was not taken into consideration. The increase in the natural features of EU territory has generally reduced its cultural features, while classifications indicating almost all forests as “natural” and “semi natural” areas (EEA 20003) often respond to the need of incorporating their management in the activities of environmental management rather than to the need to correctly identify their origin and features (see fig.1). Existing tools as the Land Accounts for Europe 1990-2000 (LAE) made by the European Environmental Agency using Corinne Land Cover (CLC) can help to understand some of the most recent changes, as both time (10 years) and spatial scale (1:100.000, minimum mapping unit of 25 ha) are not suited for refined analysis (EEA 2006). LAE shows that, except for some countries, as Spain, France and Greece, afforestation trends prevail, however, the extension of forests is often creating homogeneous cover with very little spatial diversity reducing landscape diversity. The simplification of management methods, reducing traditional techniques and favouring mechanisation, has also contributed to this process. The structural diversity of the woodlands shaped by traditional management practices was related not only to many wood products, but also to the secondary products (e.g.. resin, acorns) and to the agro-forestry systems (e.g. shrubland management, selection system coppices, chestnut orchards, grazed forests) that characterised several landscapes. During the past decades the process of simplification was also accelerated by the effects of the management programs aimed at favouring processes of renaturalisation that hastened the disappearance of certain forests such as the chestnut orchards, whose important historical and landscape value is clearly evident. Afforestation often promoted the spread of species not suited for local landscapes, with plantations characterised by poor aesthetics due to the geometric nature of the planting schemes, also typical of broadleaved plantations promoted by EU Reg. 20/80 of 1992, that gave money to farmers to reduce agricultural crops and replace them with fast growing species for timber production. The low landscape quality these plantations generated strong critics, from the UK to Italy.



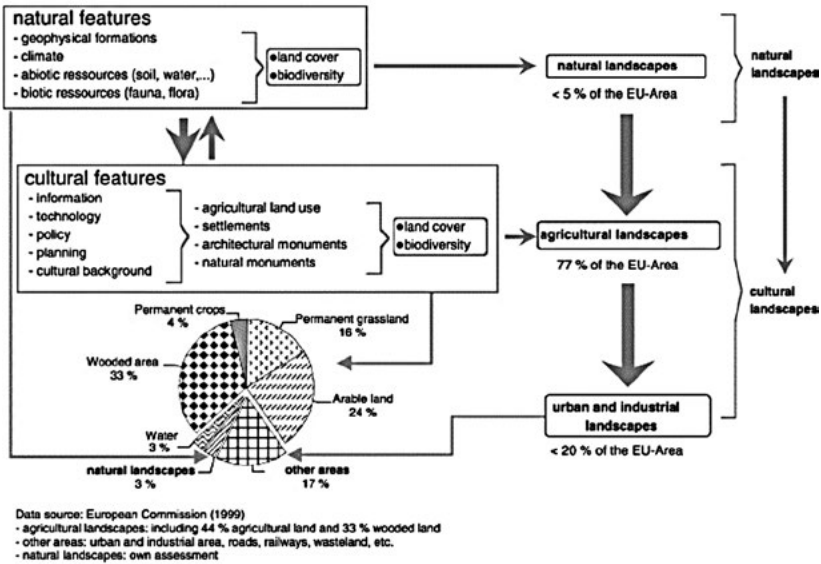


Fig. 1 – Map showing the structure of cultural landscape in Europe and the important role of rural areas.

Concerning **farmed land**, over time agricultural systems have generally moved towards a reduction of their extensions. A long term perspective confirm a strong trend towards the reduction of farmed land, from the very north to the very south of Europe, with Sweden showing a continuous reduction of about 30% between 1920 and 2005, Austria 25% and Italy a reduction of 50% in the same period. LAE shows contrasting trends in the last 10 years, while cases like Spain shows that many forest areas have been turned into farmed land. Considering the internal structure of farmed landscapes, in the more favourable areas suitable for supporting the cultivation models and technical resources of industrial farming, and therefore the processes of intensification and simplifying production, there has been growth of farming systems based on important external energy inputs. These are efficient (but not always) in economic terms and appropriate for market globalisation, but fragile from the ecological standpoint, often harmful in environmental terms and with very low landscape qualities. On the other hand, in the areas that are not suitable for crop simplification and intensification, such as mountain territories, there is an ongoing – and spreading-process of marginalisation. This, in turn, leads

to the abandonment of activities and settlements, with artificial reforestation or, more frequently, processes of spontaneous renaturalisation. In any event, the evolutionary processes of farming systems lead to differences and changes over time, and in space, in landscape terms, as well as the internal specific and intraspecific composition of the farming systems themselves. Complex landscape mosaics, very rich in biodiversity, have been turned into simplified structures especially in the south of Europe, landscape diversity has been reduced by 45% in Tuscany, while restoration of fabled land is prohibited by law and more generally by dominant scientific approaches claiming that fragmentation is dangerous for biodiversity (Larsson 2001). The traditional multi-crop farming systems are disappearing partly because of the persistence of policies that do not support them and favour single-crop systems instead. These new systems are characterised by large, homogeneous crop units, their biodiversity is reduced because market needs and production organisation (e.g. mechanisation) over time and in space lead to management approaches that are opposed to the maintenance of either permanent or temporary crop associations or rotations, leading to the cultivation of a reduced number of species represented by a reduced number of genetically very similar varieties or breeds. The combination of farming and livestock breeding, typical of traditional agricultural systems was interrupted in the single-crop systems. Very often animals no longer play any complementary role in farm production (working, recycling crop residues, organic fertiliser, etc.) and are removed from the farms to create autonomous production units, thereby further impoverishing biological diversity. Technological changes in favour of industrialised form of agriculture reducing landscape quality are reported in several EU countries and generated strong critics, especially in the UK (MARS 1995). The absence of significant patterns of simplification and extensification across Europe claimed by LAE is very probably linked to the scale of the observation, more in general if even if EU policies may have reduced the rate of abandonment it has strongly influenced the internal quality of farmed landscape, that means the structure of landscape mosaics and single patches.

Concerning pastures and meadows they have generally suffered a strong decrease in the last century in favour of forest land. LAE shows that some countries, especially Ireland, have transferred land between pastures and arable land in the last ten years, while Czech Republic and Germany have turned significant amount of arable land into pasture. Once again the spatial and temporal scale of the analysis makes a difference. In Sweden pastureland

is slowly increasing in the last decades, but meadows have decreased by 85%, while in the Alpine areas, both pasture land and meadows have been continuously decreasing. Pastures has always made an essential contribution to the biodiversity of the farming-forest-pasture systems. In the nineteenth century in Italy at least 25 types of pastures and meadows among a total of 65 land uses in approximately 1000 hectares could be found. In 2004 the same areas shows only two types (Agnoletti 2007). A great part of the reduction of pastures concern wood pastures, they served multiple purposes, providing shelter for grazing livestock during summer, lowering the ground level temperature and often were part of a cycle that called for either maintenance with management techniques that gradually replaced the trees or progressive replacement of the forests with grain crops – a transitional phase – over multi-decade cycles. In this cycle, in all the Mediterranean area, an important role was played by prescribed fires normally used by shepherds and farmers to clear fields after harvest and the maintenance of pasturelands. The contemporary management of these extensive lands threatened by the abandonment is involved in a net of contradictions between, on the one hand, ideology of nature and conservation and on the other hand willing of management and economic development of the mountain. In the French Pyrenees mountains the agro-pastoral landscapes are still relatively well preserved, especially in high mountain, because of the maintenance of an important livestock and recent reorganisation of modes of exploitation managing pastures by fire (Eychenne – Niggel 2003). In this case the recovery of the agro-pastoral landscapes is today a local consensus, and the support for some traditional practises is recognised as one of the essential tools for this purpose, while in some countries as Italy fire is considered a crime and seen as a danger both for nature and landscape. In this respect no actions is presented in the new CAP to support the removal of a forest in order to restore a pasture, while afforestation is still supported with economic incentives.

### **The new CAP 2007-2013**

The new EU agriculture reform (CAP) is not directly addressing the problem of landscape. Landscape protection is recalled in the items 15, 31, 35 of the Dir. 1628 of 2005, but the only specific economic measure is the one in the article 57-b in Axis 3, concerning the support for studies and investments concerning conservation and valorisation of rural landscape. In the remaining part of the document landscape is often put together with environment, in relation to the need of preserving “landscape and the environment”, however

without clarifying the distinction between the two terms. The introduction of a decoupled single farm payment for EU farmers, independent from production, is probably going to favour the abandonment of traditional cultivations, usually the less remunerative for farmers, who will not be interested in saving these types of cultivation without specific indications. On the other hand, linking the payments to compliance with environmental, food safety, animal and plant health and animal welfare standards, as well as the requirement to keep all farmland in good agricultural and environmental condition, will once again strengthen the environmental impact of the new CAP. Despite this limitations, an interpretation of the new CAP for landscape is possible, as occurred with the official introduction of landscape as a “strategic objective” of the national rural development plan 2007-2013 in Italy, although the following strategies could be explicitly addressed into a specific directive.

The axis 1 of CAP: – “improving competitiveness of the agriculture and forestry sector” – holds no direct indications concerning the development of the quality of agricultural production promoting landscape as an added value. There is in fact an underestimation of the role of landscape within several productive sectors. However, the strategy that might be developed by each country could easily considers the advantages of the added value represented by landscape resources. The value of wood products, foods coming from specific farmed landscapes, cheese coming from wooded pastures, as well as rural tourism, can be strongly supported by the added value of the cultural landscapes from which they are derived. This is a crucial factor in the increasing competition at national and international market level. Landscape resources represent a unique factor of competitiveness for each country or region, that cannot be reproduced by a competitor in another country. This is particularly important for local products. A cheese produced in a specific landscape pattern can increase its market value if the producer is also caring for the conservation of that landscape. An interesting case of this added value is the role played by landscape in wine regions. Market studies shows that many of the reason why consumers buy a bottle of wine are not related to quality, but rather to the cultural values included in the bottle, recalling historical and cultural factors. In many areas of Europe it is unthinkable to separate the landscape from the wine. Therefore, preserving landscapes is an economic action equivalent in importance to increased or improved production or the quality of wine. The economic actions should support the conservation of the relations between landscape and products, but also services linked to the maintenance of landscape, offering subsidies not only to farmers but also to administrations and local groups for the promotion

of typical products. The initiatives might promote also training courses on traditional practices, teaching courses to develop local expertise, support the conservation of material evidence, rural architecture and the use of traditional raw materials in the farms.

The axis 2 – “improving environment and countryside” – generally offers many possibilities, although it is not clear what is meant exactly by protecting both natural resources and landscape in rural areas, while the indicators suggested in the guidelines for rural development do not help in this respect. The use of agri-environment measures to recreate traditional mixed cultivations, wood pastures, tree rows, pollard trees, hedges, as well as landscape mosaics would often be better than recreating “pristine forests” even for ecological networks, because we do not necessarily need large forest areas to connect habitats. It should be remembered that the loss of biodiversity is also linked to the reduction of vegetal species introduced by farmers in some millenniums of history and animal species living only in farmed land that are not included in the Habitat directive. The concept of biodiversity (alfa, beta, gamma) incorporate also “spaces” due to the different land uses (that can also be considered as habitats), typical of many traditional landscapes, while generally only diversity of species is considered. This diversity is today dramatically reduced by abandonment and consequent advancement of forest vegetation on old fields, or by the extension of mechanised monocultures. Therefore, measures concerning afforestation and also the agri-environmental measures need to be carefully evaluated since many farmers would simply use these subsidies because they are there, despite the fact that what landscape need is something else. About organic farming, which is a very positive initiative under many aspects, it must be remembered that organic products can be made in Sicily or in Sweden, but their production does not ensure the conservation of the landscape. It is instead time to close the circle “quality of the food – quality of the landscape” favouring a strong correlation between the two.

The axis 3 – “the quality of life in rural areas and diversification of rural economy” – could actually represent a good opportunity. The conservation and development of cultural values should play an important role for the attractiveness of rural landscapes for both tourists and local populations. The appreciation of rural areas is related not just to intrinsic environmental qualities (e.g. air, soil, vegetation etc.) but to perceptions about the identity of a place given by the quality of its landscape. The sense of identity of a place is created by economic, social and cultural aspects, through time and space and it is made up by meanings often assigned on specific landscapes features. The preservation of such features contributes towards higher quality

of life for local populations through material and immaterial means. These features improve people's lives and make them happy by fulfilling their recreational, emotional and spiritual needs, and their sense of identity, while they contribute to local economy by enhancing the aesthetic and spiritual qualities of the landscape and by attracting visitors. Therefore, strategies should be developed that will promote activities to link the conservation and promotion of landscape values, which are important for the well being of local population and visitors.

Concerning diversification of the economy included in this axis, if this could include services like the restoration and management of landscape and the promotion of agritourism, which would create new jobs. For now tourism has not always been seen as the direct results of farming activities. In this respect the conservation of cultural landscapes might represent an economic opportunity even without having a productive landscape in terms of crops. In other words, the simple maintenance of cultural landscape represents an economic activity in itself, with people employed just for this purpose. Unfortunately, there is not a clear understanding of how landscape affects even the usual tourism forms, such as the one linked to museums or historic city centres, because when many visitors are travelling from one place to another it is also to appreciate the landscape. It is useful to view what also happened in countries like the USA, where employment in landscape services has seen a spectacular growth between 1972 and 2003, which was accompanied by a strong decrease of entrepreneurs and employees in the traditional productive activities in agriculture or forestry. It would not be unrealistic to imagine a similar development especially for those regions offering important landscape resources.

### **Strategies and actions**

The policies about rural landscape require a more comprehensive approach than those for nature. While nature conservation objectives have been achieved by the EU through the establishment of protected areas, and environmental quality objectives can be achieved through single actions, (e.g. regulations concerning the use of pesticides and chemical fertilisers to reduce pollution), landscape requires a planning approach at an appropriate spatial scale, involving economical social and environmental strategies, as also the European Landscape Convention suggests. A European approach to rural landscape should aim to promote:

- a. *Conservation* – the activities for conserving and maintaining the *significant* features of the rural landscape.
- b. *Requalification* – the activities aimed at improving the features of the landscape fabric.
- c. *Management of landscape resources* – the activities aimed at guaranteeing the proper “maintenance” of the landscape in order to guide and harmonise the changes brought about by natural and socioeconomic processes.
- d. *Valorisation of landscape resources* – the activities aimed at obtaining the maximum benefits from the exploitation of the landscape’ potential from the socioeconomic and environmental standpoints.

To develop these activities, the following strategies should be implemented:

- a. identification of the landscape’s characteristics within the respective context;
- b. monitoring the processes that generate changes;
- c. governing these processes;
- d. limiting real and potential negative impact on the landscape heritage;
- e. identifying the criteria and indicators for landscape management;
- f. promoting conservation and valorisation activities.

Prior to define the actions needed, specific cognitive frameworks of the landscape resources must be drafted. The purpose of these cognitive frameworks is to identify:

- physical characteristics,
- biological characteristics,
- socioeconomic characteristics,
- land usage structure,
- human settlements,
- typologies and models of evolutionary dynamics,
- natural and anthropic factors responsible for the dynamics,
- historical and cultural values,
- scenic values,
- social perceptions of the landscape,
- types of tourist/recreational uses.

### *The need for indicators*

European documents look at landscape from the point of view of public perception and historical meaning, but rarely as the “total character of a region”, as can be noted reading the EU questionnaire evaluating rural development plans (Reho 2006). In this respect there is the need of an effective set of indicators with the aim of introducing tools to measure and evaluate the trends related to landscape dynamics, as well as the objectives achieved with rural development. At policy level an attempt to implement landscape indicators has already been made in sustainable forest management, using three main sets of indicators (Agnoletti *et al.* 2007) that is perhaps useful to recall briefly:

- significance,
- integrity,
- vulnerability.

### *Significance*

This term is applied to landscapes expressing important values represented by a number of qualities that can be described by several indicators:

#### *1. Landscape patterns*

Landscapes are highly significant for local and national cultural heritage. They are characterised by specific features of their matrix, in terms of vertical and spatial diversity. Changes induced in the structure of the matrix may degrade their significance. This indicator is particularly important also because it addresses biodiversity at landscape level; a feature rarely monitored but highly vulnerable in the context of the current rapid changes in rural areas.

#### *2. Single historic land uses*

Single land uses due historical traditional practices can be considerably important for the local history. Entire landscape patterns may not be existing any more, due to changes occurred in the socioeconomic or natural conditions of a region, but single land uses can survive according to specific activities still occurring.

#### *3. Material and evidences*

This indicator is suited to assess the significance of buildings or structures associated with rural activities.

#### *4. Documentary evidence*

Historical written or printed documents related to the rural world.



### 5. *Bio-cultural evidence*

Veteran trees and culturally modified trees for the production of acorns, fodder (e.g. pollard trees), tar, resins, or other products, as well as hedges, tree avenues *etc.* significant for local history. The concept of bio cultural heritage is today promoted also by a specific programme of UNESCO.

### 6. *Cultural traditions*

This refers to immaterial factors, such as events, ceremonies, place names, representative of ethnic groups or local communities.

### 7. *Traditional knowledge*

Traditional knowledge associated to the use of trees, herbs, woods, nuts, agricultural techniques, management practices *etc*

### 8. *Social perception*

The perception of historical, aesthetic and spiritual qualities created by economic, social and cultural aspects, through time and space, is essential of the cultural identity of a place.

The indicators listed in each category are interlinked and can be used in combination. The same indicator (e.g., single land uses) can be described or measured in terms of significance, integrity and vulnerability.

### *Integrity*

“Integrity” measures the state of protection and management of a cultural landscape, a monument, or a tradition. A landscape still showing all its functionalities, at historical, environmental, and social levels, satisfies the requirements concerning the conservation of integrity. In order to maintain integrity it is necessary to maintain the elements necessary to express significance, and to monitor and assess the factors negatively affecting significance. This concept can be applied to material factors, such as architectural elements or landscapes, but even to immaterial factors such as ceremonies or traditions. The concept of integrity can be applied to indicators such as the extension of cultural landscapes, since the integrity of a landscape is related also to the conservation of an appropriate extension of territory, which is suited to maintain the elements needed to express significance. Other indicators of significance can reflect the same one used for significance: Integrity of landscape patterns, Integrity of single historic land uses, Integrity of material evidences, Integrity of documentary evidences, Integrity of bio-cultural evidence, Integrity of cultural traditions, Traditional knowledge, Social perception.

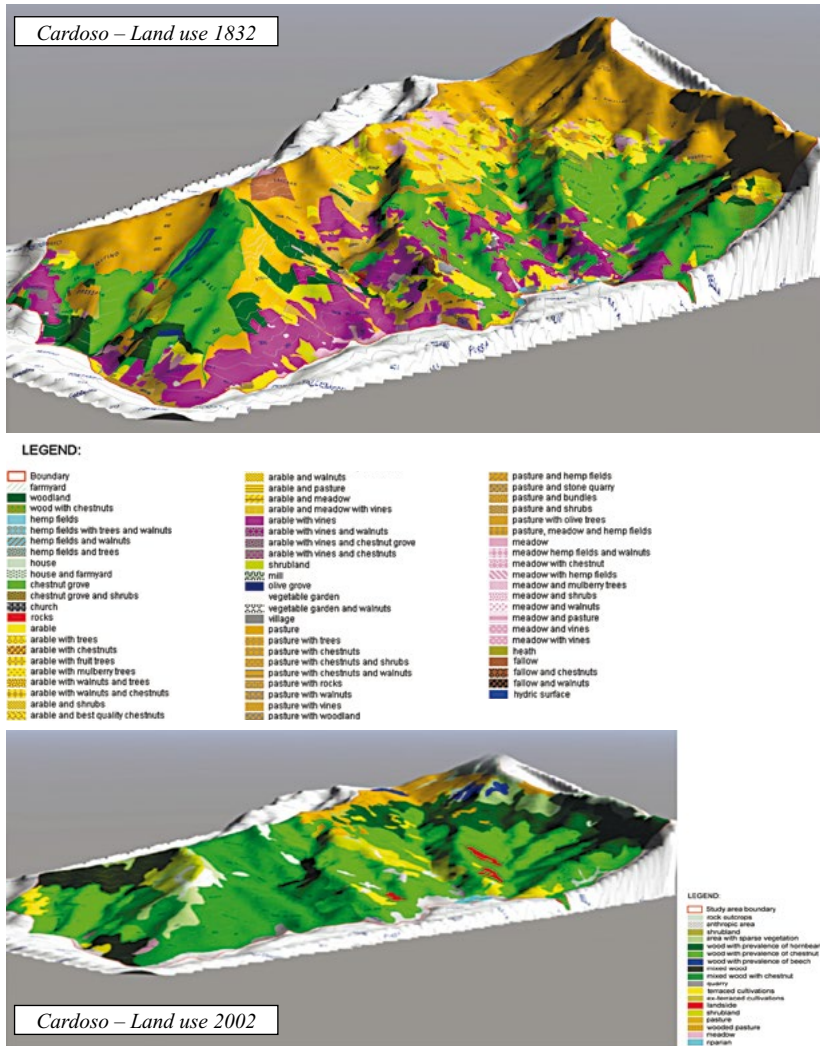


Fig. 2: 3D maps showing the reduction of the diversity of landscape mosaic between 1832 and 2002 in an area of the Apuane Alps in Tuscany (Italy) due to abandonment of agriculture and extension of forest cover (green colour). A survey made also for 1981 shows that extension of forest cover continued to increase thanks also to policies developed by the region (Agnoletti 2007). The official interpretation of forest increase occurring in all Tuscany given by the agriculture and forest department, is an improvement of landscape quality due to the extension of forest cover made also through afforestation promoted with CAP.

### *Vulnerability*

Vulnerability represents the fragility of cultural factors due to the features of processes affecting significance and integrity. Vulnerability measure also resistance to change. Some landscapes are very vulnerable to abandonment, their features degrading in a relatively short time (e.g. terracing, chestnut orchards, etc.), whilst others are less affected by the suspension of traditional practices and more resistant to changes. In the same way also immaterial factors such as traditions, ceremonies, or local knowledge can be more or less affected by changing socioeconomic conditions. Therefore, it is important to assess the different degrees of vulnerability of each item representing significance, but also the factors that can be interpreted as potential dangers.

Vulnerability can be applied to the elements representing significance: Vulnerability of Landscape pattern, Vulnerability of single historic land uses, Vulnerability of material elements, Vulnerability of documentary evidences, Vulnerability of Bio-cultural evidences, Vulnerability of Cultural traditions. The assessment of vulnerability requires also to consider the factors affecting vulnerability:

#### *1. Forest activities*

Vulnerability due to forest activities presenting a potential or direct danger for cultural factors (e.g. afforestations, inappropriate silvicultural methods, forest utilisation etc).

#### *2. Agricultural activities*

Risk due to farming activities presenting a real or potential risk for cultural values (e.g. extension of industrial cultivation).

#### *3. Industrial activities*

Risk due to industrial activities directly or indirectly affecting cultural values.

#### *4. Urban development*

Risk due to factors and process directly linked to expansion of urban areas or infrastructure, as well as planning activities negatively affecting the historical features of rural landscapes.

#### *5. Demography*

Risk due to demographic factors presenting an actual or potential risk for cultural values (e.g. landscape patterns very fragile to abandonment).

## 6. Climate changes

Risk due to the effect of possible climate change.

### Conclusion

A change in the approach to rural development is required in order to really incorporate landscape in the CAP, especially in view of the reduction of the budget for agriculture from 40% to 35% after 2013. A reduction is occurring while many eastern European countries with important rural landscapes that needs to be preserved and valorised have joined the European Union. Europe should develop a specific policy for landscape, establishing priorities and an action program, indicating specific financial instruments, and enhancing specific directives. Changes in the rural policy, as the recent interruption of set aside to react to fluctuations in the price and availability of cereals on the international market, or the support given to energy production from biomass, already affecting landscape quality, should take into consideration also the landscape level. It would be very useful that the current “health check” of the CAP proposed by the Commission, could also take into account the effects on landscape, in order to provide a better set of information to support the review the past policies. In this respect, the European Commissioner Mariann Fischer Boel, during her speech held in Florence (Italy) on 4 April 2008, “The past, present and future of CAP”, said that her office is open to receive suggestion and comments on this issue, and the network of scientists of the EU Landscape Convention is perfectly suited for that.

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## **Environment, climate change and biodiversity policies related to landscape**

Robert FLIES

*European Commission, Directorate-General Environment*

### **Setting the scene for Europe: the Gothenburg Strategy and the EU Environmental Policy**

The EU has formulated in 2001 a long term strategy to dovetail the policies for economically, socially and environmentally sustainable development, its goal being sustainable improvement of the well-being and standard of living of current and future generations. The strategy identifies seven unsustainable trends on which action needs to be taken: social exclusion and an ageing society, climate change and energy, transport, production and consumption, natural resources, health, and promotion of sustainable development globally. An essential part of this strategy has been taken up by the 6<sup>th</sup> Environmental action programme covering the period 2002-2012. The EU's priorities are hereby combating climate change, protecting biodiversity, reducing the impact of pollution on health and better use of natural resources.

### **The need for biodiversity integration in sector policies: the EU Biodiversity Policy Strategy**

Increased urbanisation and the spread of human infrastructures, over-exploitation of natural resources, pollution in all its forms, the introduction of exotic species into our ecosystems, such factors are all highly damaging for biodiversity. About 42% of mammals, 15% of birds and 52% of freshwater fish across Europe are under threat. In addition, nearly 1000 plant species are at serious risk or on the verge of disappearing completely.

In order to safeguard biodiversity and ensure the values and services that our ecosystems provide to us, the EU has set up a vast network of protected sites (the Natura 2000 network). Moreover, the EU seeks to better integrate the conservation and restoration of biodiversity and ecosystem services in the wider EU countryside by optimising the use of available measures under relevant Community policies, such as the Common Agricultural Policy and the Regional Policies (Biodiversity Action Plan 2006). Reinforcing thereby

the compatibility of regional and territorial development with biodiversity in the EU is to be achieved in particular by better local, regional and national planning, which takes more account of biodiversity (environmental impact assessments, projects funded by the Community, partnerships with planners and developers).

### **Nature Conservation in the EU: a coherent EU-wide network of Special Protected areas (Birds Directive) and Sites of Community Interest (Habitats Directive) called “The Natura 2000 Network”**

Natura 2000 is the centrepiece of EU nature and biodiversity policy. It is an EU wide network of nature protection areas established under the 1992 Habitats Directive. The aim of the network is to assure the long-term survival of Europe’s most valuable and threatened species and habitats. It is comprised of Special areas of Conservation (SAC) designated by the Member States under the Habitats Directive and also incorporates Special Protection Areas (SPA) which they designate under the 1979 Birds Directive. The Natura 2000 network now covers an area of around 850 000 ha (about 17% of the EU territory) and comprises about 25000 different sites. It constitutes Europe’s response to international commitments – notably those under the UN Convention for Biodiversity.

It is important to emphasise that NATURA is not a system of strict nature reserves where all human activities are excluded. NATURA sites very often include towns, villages, farms and businesses and the aim is to protect “living landscapes”. The EU laws specifically provide for business and local authorities to work together to find ways to protect biologically unique sites in ways that are both good for the environment and for development. Farming, fishing, forestry and hunting can all continue and even major development projects can be carried out under certain conditions.

### **Tackling climate change is a major environmental challenge for the EU**

Climate change at least presents a double challenge. First severe climate change impacts can only be prevented by early, deep cuts of greenhouse gas (GHG) emissions. Swift transition to a global low-carbon economy is therefore the central pillar of the EU’s integrated climate change and energy policy in order to reach the EU’s objective of keeping global average temperature increase below 2°C compared to pre-industrial levels. Beyond 2°C change, the risk



of dangerous and unpredictable climate change increases significantly and costs of adaptation escalate. That is why mitigation is such an imperative for the global community and why Heads of State and Government at the Spring Council unanimously agreed to reduce its greenhouse gas emissions by at least 20% by 2020.

Second, with climate change already happening, societies worldwide face the parallel challenge of having to adapt to its impacts as a certain degree of climate change is inevitable throughout this century and beyond, even if global mitigation efforts over the next decades prove successful. While adaptation action has therefore become an unavoidable and indispensable complement to mitigation action, it is not an alternative to reducing GHG emissions.

### **Land use related economic sectors strongly depend on biodiversity and climatic conditions**

Many economic and business activities related to landscape directly feel the consequences of changes in climate change and biodiversity: agriculture, forestry, fisheries, beach and skiing tourism, and health. Reduced water availability, wind damages, higher temperatures, fires and greater disease pressure, for example, lead to damage to forests. Increase in frequency and intensity of extreme events such as storms, severe precipitation events, droughts, landslides cause damage to buildings, transport and industrial infrastructure and consequently impact indirectly on financial services and insurance sectors.

### **New challenges for landscape management: the need for political coherence, forward planning and consistent coordinated action while remembering at the same time that one-size-fits-all approach is clearly not appropriate**

Changes in climate and biodiversity are complex issues because the severity of the impacts will vary from region to region, depending on factors such as physical vulnerability, the degree of socio-economic development, natural and human adaptive capacity. Multilevel governance is therefore essential involving all actors from the individual citizens and public authorities to the EU level. Action must be taken at the most appropriate level and must be complementary, based on joint partnerships. The division of competence between states and their regions varies significantly across the EU and require close coordination between different levels. Member States will have

to pay particular attention in the future to the creation of a functional green infrastructure in the EU landscape, ensuring the connectivity of natural and semi-natural areas, the capacity for adaptation of nature to climate change in order to mitigate to the possible extent the changes to the ecosystems (both their structure and function) linked to climate change. Such a green infrastructure shall consist of core elements (high nature value areas) interconnected by corridors/linear structures/stepping stones enabling species migration and genetic drift. A number of EU policies, such as agriculture, structural funds, research, and environment energy networks, are directly concerned by the establishment of such green infrastructures. The EU will foster the sharing of experiences and expanding the knowledge base in this respect.

# Workshop 2 / Atelier 2

## How to overcome sectorialism in national measures to achieve integrated spatial management / Surmonter les clivages sectoriels dans les mesures nationales en faveur d'un aménagement intégré du territoire

### Chairs/Présidents

Enrico BUERGI

*Former Chair of the Conference of the Council of Europe on the European  
Landscape Convention, Swiss Landscape Foundation/  
Ancien Président de la Conférence du Conseil de l'Europe sur la Convention  
européenne du paysage, Fonds suisse pour le paysage*

Mireille DECONINCK

*Ministry of Walloon Region, Representative of Belgium  
to the European Landscape Convention/  
Ministère de la Région wallonne, Représentante de la Belgique  
pour la Convention européenne du paysage*

### Moderator /Modératrice

Cristina HERTIA

*Ministry of Transport, Construction and Tourism,  
Representative of Romania to the Landscape Convention/  
Ministère du transport, de la construction et du tourisme,  
Représentante de la Roumanie pour la Convention européenne du paysage*



## Collision and harmonisation of various departments' interests in the cultural landscape of Slovakia

Anna KRSAKOVA *et al.*

*Slovak Environmental Agency*

“At the very beginning there was a landscape.  
Wise, strict, self centered one.  
Alone in itself and alone for itself.  
Than a human being came.”

*Milan Rufus, a Slovak poet*

The way how a landscape is perceived and approaches is depending on the individual. An approach to solutions in the landscape is always exerted from the position of relevant subjects' interests – therefore some collisions of multiple interests in the same landscape legitimately result. Everyone perceives the landscape differently – as an old Slovak saying tells that: “Haystack smells differently for horses than for the enamoured... “. Harmonisation of the interests of all who are concerned with cultural landscape is one of the most difficult tasks. I can offer only some quick points on this issue.

Farmers need high yields by using modern bulk technologies – large ridges are suitable for them – and they plough continuous areas of fields that are often liable to the processes of erosion. This results in desertification due to terrain inclination, wind and intense rainfall as well as the sorts of crops raised and the means of their sowing. Landscape ecologists and landscape architects promote the introduction of ecological stability elements – biocenters and biocorridors – hence vistas, windbreaks, sheds, balks and wetlands in order to raise the ecological and aesthetic values of the landscape.

Conservationists like to see a nature untouched – often, however, thanks to man and his considerate economic activities on soil and permanent management of landscape just those protected species were kept, which are retreating from the aggressive forwardness of invasive species and efflorescence woods. Because of the overgrazing and desolation of landscapes, precious landscape types have less historical landscape structures and are based on dispersed settlement.

In the past water-managers straightened streams of brooks and rivers and “imprisoned” them in concrete beds while changing the original height of water level, which then resulted in groundwater stage impact. The reasons were to eliminate flurry waters and floods but also the utilisation of water energy. Concerning the throughput of water flow during floods, they cut the banks’ greenery and dismantled other natural barriers to protect citizen’s property. On the contrary, conservationists and ecologists prefer to fortify the bank greenery to strengthen biocorridors, keep and increase biodiversity. New trends aimed at detaining water in the landscape promote returning streams’ beds to the original meanders, creating fishponds, wetlands and small water stretches.

Forestry managers, like farmers, need to implement yielding technologies of forest felling and planting. Clear cutting multiplied in the case of wind cyclones and forest fires, new forest roads construction, monocultures planting. The utilisation of bulk techniques often results in soil erosion and mould flooding.

Developers and aggressive investors want to construct their industrial parks and business objects in the areas with the best accessibility and economic power – hence often on best fertile soil – and on every free place in towns that was green space before. Placing of buildings outside built up area happens often and deteriorates characteristic scenes of free landscape.

Businessmen in travel and tourism activities would like to construct their utilities in areas of outstanding natural beauty and value having highest protection. Conservationists generally suppress such activities but, however, they might be accepted with exactly determined regulations and limits.

Transportation poses a threat to settlements and the life of their inhabitants – on the contrary its deflection to natural landscape often liquidates its precious biological values and typical landscape features. We could find more such contradictions...

Then the formation of urbanised environments in town and village comes into play. It was heavily tainted by the former regime – traditional folk architecture was considered as leftover, monuments often decayed, historic urban structures as a whole suffered by large-scale sanitations, urban elements were introduced into rural settlements violently. Characteristic features of settlement were dramatically changed in this way. The introduction of strange elements and patterns is a contemporary toll of post-communist countries in formation of

urbanised environment. Urban planners, conservationists and architects often arbitrarily protect values of urban or rural landscapes – frequent visions and demands of investors like: “I can build whatever I want and anywhere I want using my own money” are changing landscape features.

What do the citizens who are living in landscape actually want? They are mostly looking for patterns behind the borders and are rarely inspired by the regional and local folk architecture. In the Slovak regions of Liptov, Turiec, Hont and Gemer, Bavarian houses, Tyrolean chalets, Mediterranean villas and Canadian bungalows are built. The landscape is given a new dimension. New substances, dominants, colours, shapes and matters are changing characteristic features of the landscape with a peculiar identity.

Landscape is a complex organism – maybe best comparable to the human body, very often what prospers on one hand harms also the other. It must be respected that the landscape is not only a production area but has its cultural, aesthetic and ecological values. Moreover, it is a homeland for local people, the area for their work and relaxation. Then there are the questions: how to find common solutions and sustainable compromise? What should be preferred over what? How to implement an integrated approach when every department prefers something else? Legislation does not solve any common policy until now because it is not debated in this way.

I would like to present two examples applied in Slovakia that illustrate some attempts for integrated landscape management:

Twenty years ago we formulated the village revival paradigm, which is based on the principles of spiritual, material and natural environment revitalisation of the countryside. It is rooted in the identity and traditions of culture and landscape preservation. It motivates rural inhabitants to seek, by their own forces, the harmonically balanced development of healthy environment, keeping natural and cultural values of rural landscape and development of ecologically clean economy with home resources utilisation. The Programme of Village Revival was built on such principles. It is given expert and financial support by the government through our organisation appointed to its direct execution. The Slovak Environmental Agency performs counseling, monitoring, edification and publicity, international co-operation and educational activities in the sphere of both village revival and rural landscape cultivation.

The global goal of the Programme of Village Revival (PVR) is to make people stay in the countryside. Its specific tasks are aimed to:

- the revival and development of local cultural and societal traditions, the fastening of local and regional peculiarities, the preservation of the countryside settlement and landscape identity, the support of crafts and traditional skills, the restitution of commonalty and the preservation of rural life-style;
- the rational utilisation of the natural resources and productive soil potential, the development of agricultural and non-agricultural business, services, tourism and local producers, the implementation of regional development at the local level;
- the recovery of specific features of the rural build-up, the reconstruction and modernisation of dilapidated dwellings and housing, improvement of basic citizens' utilities and both technical and environmental infrastructure, home supplies and matters resources utilisation, the protection of the characteristic appearance and features of the countryside settlement;
- the preservation and development of regenerative, therapeutic and recreational functions of the rural area, renewable energy resources utilisation, introduction of the technologies and techniques favourable to the environment and suitable for the rural environment.

From the above mentioned tasks it is clear that they relate to every government department (economy, construction, transportation, culture, agriculture, education, environment, social affairs). They are implemented at the municipality and its cadastre – it means that the self-government is decisive and determines the direction of the municipality and its cadastre development.

The municipality does not distinguish what government department agenda is on; for the municipality the only essential question is whether it is good or bad for its citizens. A rural municipality representation often consists of a mayor and one or two servants (mostly part-time employed). Municipalities have great competences but almost no background expertise. However conception, legislative and financial tools are having complex and exacting impacts on the landscape. For this reason the participation of the villages' inhabitants, the co-operation with experts, local businessmen and other stakeholders of the local development and last but not least also an integrated financial support are important. These are already the principles implemented by the



Programme LEADER. Unfortunately it is not supported in Slovakia yet, even if many rural micro-regions are working in this way unofficially. It is clear from the developments so far and a 10-year long Programme of village revival implementation, that municipalities in most cases systematically realise their revival, and they know how to make use of integrated management advantages.

The Ministry of Environment gives grants for small projects of villages through the mediation of the PVR that are aimed at village revival. The quality of these projects increases from one year to the next; municipalities prove, by their interest in such public grants, their popularity and necessity. This national resource is generally considered as an important resource for both “starting” preparation and creating conditions for the EU structural funds withdrawal. Moreover it contains the principles of planning, subsidiarity, partnership and contributes to citizens’ society building. In spite of the expressed over-departmental character of the PVR, its multi-departmental financing cannot be achieved.

The second example is that of geoparks. They are interest areas formed on common geological properties of the landscape. A geopark is an area with clearly stated borders. It embraces a particular geological heritage on the basis of which the strategy of sustainable development is formulated to support a particular area’s development. It incorporates a certain number of geological sites, which are of scientific value, as unique and rare sites, but which are also esthetical and valuable from an educational point of view. In addition to geological heritage the geopark can be enriched by sites of archaeological, ecological, historical or cultural importance. The geopark plays an active role in the economic development of the area and fosters a general picture of a particular area through the presentation of geological heritage and the support of geo-tourism. The geopark evolves, verifies and develops new methods of geological heritage, living nature and landscape conservation. The aim is to enable its inhabitants to make use of the values of a particular area and, in this way, actively contribute to revival and revitalisation of this area as a whole

In the year 2000 the European Geopark Network associating the European geoparks for their cooperation, experience and know-how exchange as well as for the protection and presentation of the most important geotopes of the Europe. Now it incorporates 32 geoparks of 13 countries. In Slovakia, there have been started up activities in three regions – Geopark Banska Stiavnica has operated for some years in Stiavnica Mountains, Banskobystricky

Geomontaneous Park is the surrounding of Banska Bystrica. Novohrad/Nograd Geopark, as the first cross-border geopark (also on the European scale), starts in the South of Slovakia. Up to now none of them is a member of the European network but some preparations for their membership have been initialised.

In the sphere of environmental awareness raising on the values of geopark areas there are used various publications, magazines, leaflets, films, DVDs, websites, presentations, environmental-education programmes for various stakeholders groups, school visitations in geological sites and others. Qualified guiding and interpretation services that are part of the sophisticated and differentiated bids of the broad spectrum of geo-tourism products (guided tourism, cycle-tourism, and water tourism, horse-riding) are a very important element of the services offered. Co-operation of expert organisations, municipalities and stakeholders' associations is immensely important for the creation of such framed products. Co-ordination of their activities is building some basic frameworks for the areas' sustainable economic development. Micro-regional associations of municipalities are usually in charge for the co-ordination.

Almost every department has embedded landscape in its legislative tools. Many departments and sectors have implemented landscape measures in their strategic and conceptual documents. The definition of landscape is laid down in various expert documents. Nevertheless, everybody sees and perceives landscape with his/her own eyes. The question is how to reach any common action? How to co-ordinate these recurrences of particular departments and sectors and to harmonise their interests? Everyone of them has its mechanisms defined. The exceptionality of the landscape can be hardly saved unless we use an integrated approach because the issues act in a cumulative way. Very important in this process is to point to the fact that what seems to be solved in the landscape by the department at the national level very often turns out at the local level as a complex of controversial resolutions that need to be practically implemented. And this is where an integrated approach to landscape management becomes necessary. All interests need to be harmonised and optimal solutions sought. The European Landscape Convention is an excellent tool that will contribute to put these aspirations into practice.

## Big infrastructures or grand infrastructures?

Ignacio ESPAÑOL-ECHÁNIZ

*Universidad Politécnica de Madrid, Expert of the Council of Europe*

### Infrastructures in the landscape

Infrastructures are conceived as interventions in the environment to pursue a collective goal demanded by society. Since public works are environmental actions it's difficult to delimitate its presence in the landscape. Infrastructures can be noticed in the landscape through their built elements as well as through the effects they have on environmental processes. Jetties, dykes and seabarriers together with wave trains induced by them, as well as new beach dynamics are the result of a port presence in the landscape.

Besides, the presence of infrastructures in the landscape tends to attract much attention from observers due to the special landscape quality these works have. First of all, many of them enjoy a spectacular nature. They appear in the landscape with their relatively great dimensions, benefiting from strategic locations, forming, as a result, a very impressive set. This is the case for big bridges, high dams and many other types of strong public works.

Secondly, their aesthetics are essentially functional; that is shape reproduces their basic operations and functions. Bridges show the strength and tension which lies underneath their structures. Gravity dams look heavy and steady, opposing the pressure from the reservoir contained by their massive structures. Alignment of roads and motorway materialise the speed of vehicles running through the landscape. Other public works such as trains, lifting bridges, dams gates or funiculars are very mechanical and this is also reflected in their specific infrastructures.

Thirdly, public works in most cases enjoy very special scenic qualities. Views from infrastructures tend to provide positive views on the landscape scene. Besides scenic routes and parkways, all roads have a positive landscape potential which is due to their quality as visual itineraries. Coastal engineering relates to the seascape: in a very special and positive way, which is not always positively developed. High public works such as bridges and dams provide view points of different kinds which always attract the attention of visitors.

Finally, each public work is part of an environmental argument that affects environmental processes in a specific and consistent way. In order to reach the pursued goal they establish a certain environmental system transforming the previous natural one. To keep water in a reservoir a dam creates a new ecosystem which is less diverse than the original one, but which develops specific life forms. Coastal engineering works also create new seaside systems as well as road and other transport infrastructure by transforming the social and economic patterns of the territory they serve.

All these aspects of public works make them appear very impressive within landscape, more impressive the bigger the infrastructure is. These spectacular qualities make public works very much appreciated and as a result, a common object of public policies. Yet, why are they so big?

### **Extent and capacity**

Public works have big dimensions because they serve big demands. Motorways are wide and tended because they serve big traffic flows which run at high speeds. Huge structures and tunnels for roads and railways support big transport flows which travel across mountains and valleys to carry people and goods from one part of the territory to the other. Some reservoirs have landscape dimensions because they are intended for storing enormous volumes of water to be collected and later distributed to extensive irrigation networks and to provide drinking water to big conurbations. All these big dimensions of public works and their environmental effects result from the social and economic model they serve. Extensive urban areas in Mediterranean climates require the maintenance of big water infrastructures. An economy mainly based on intensive consumption of goods needs efficient transport networks capable of holding a production and distribution system at a global scale. Big capacities and extents are the main reason for impressive landscape profiles of big public works. Thus, when the observer's attention is attracted to spectacular public works he is contemplating the materialisation of our highly consumptive society. This global economy demands huge infrastructures which must serve its flows and maintain its urban areas.

### **Another view of the landscape**

However, there is another approach towards landscape appraisal which does not take aesthetics by themselves but in relation to their ethic context. This view on landscape stresses the reality of territorial systems and how they are

perceived by people. Spectacular and impressive public works are thus seen in terms of their function and the social and economic model they serve. Following this ethic approach, we come to a different sense of the importance of infrastructure.

### **Other infrastructures**

There are other infrastructures that are modest and environmentally integrated. These are discreet and compatible to environmental processes such as mountain roads, small canals or simple cycle lanes. Their capacities and service levels tend to have low profiles but they normally provide access to very impressive landscapes, give service to modest and sustainable activities and support small communities and people's interests.

Other interesting civil engineering projects are those which take landscape as a criterion for design and function. Reform projects adjust old infrastructures to new technologies while maintaining traditional social and regional models. The results of reform engineering are not so spectacular yet they are ambitious and efficient projects.

Some public works favour sustainable development by promoting energy efficient systems, high intensity transport, water saving or recycling. These are neither impressive nor of big dimensions but they support more viable social and economic systems.

Some civil engineering actions do not support increasing consumption trends but opposedly, they favour demand management, affect to the demand of services by reducing it and controlling it so that free resources development is actively counteracted. These include examples on urban road design and water provision.

Finally, civil engineering for the people such as that applied for urban infrastructures and leisure and parks environment are also good examples of modest public works which provide large efficiency and social benefit while having a discreet landscape profile.

### **Conclusions**

Infrastructures in the landscape should be seen within the social and economic context they work for. Attention should be paid those big infrastructures which work for more sustainable and social quality models.



## **Integration of the landscape concept into spatial (territorial) planning in Russia**

Alexander V. DROZDOV

*Institute of Geography, Russian academy of sciences, Moscow, Russian Federation*

At present the landscape concept in Russia is integrated mainly into four spheres: science, education, spatial (in Russian – territorial) planning and management and also into legislation, but to significant different degrees.

The Russian landscape science has a long and rich tradition and there exist some original schools. The study objects are both natural and cultural landscapes. Unfortunately many achievements of scientific studies are unsatisfactorily integrated into practice.

A number of universities and high schools offer a vast spectrum of education programs in the field of landscape studies, commonly at geographical faculties.

For example, landscape planning has been included in the curricula of several universities. The first textbooks have been published. Corresponding programs intended for students who want to specialize in geoecology and nature management have been developed. They include general geographic, ecological, and environmental study courses and special study courses in landscape architecture and aesthetics, natural and cultural heritage, basics of forestry and dendrology, regional politics, basics of municipal engineering, etc.

The legislation in regard to landscape at federal level is quite limited. The notion of landscape is mentioned only in two federal laws: the Federal Law on Protection of the Environment (1993) and the Federal Law on Cultural Heritage Objects (2002). There are no federal laws on landscape protection or management and we have no clear legal criteria and procedures for landscape delimitation, protection, use and management. Recently, some regional legal acts have appeared, for example Ruling of the Government of Nijnyi Novgorog oblast (region) “On natural protected areas” (2007) and “on protected landscapes”. Let’s hope that the number of such acts will increase.

At present, there are no normative documents concerning the role and place of landscape concept in the general system of territory planning. This can be illustrated by the following scheme (Fig. 1).



Fig. 1. Existing kinds of planning: What landscape functions do they reflect?

As seen from Fig. 1, the official town planning can perform the role of territory planning, but, in the recent years the emphasis in the practice of town planning has been placed on the purely economic issues. At present, this kind of planning does not meet the requirements of the ecological imperative (Town-Planning Code, 2004). The earlier developed regional plans and territorial integrated schemes for nature protection (TISNP) can be considered as analogue to the schemes of landscape planning. However, the latter have certain distinctions from the TISNP.

### Common practice of landscape management

According to international practice the word landscape in Russia is used as an adjective defining three basic notions of landscape management. These are landscape design, landscape engineering, and landscape architecture. Landscape design and landscape engineering are the most popular and frequently used



terms. Landscape architecture ranks third. It should be noted that each of these notions implies its own concept of landscape, first of all, in terms of its area, boundaries, and properties. These differences are important, as they are reflected in the particular character of human activity. Note that landscape design and landscape engineering imply very similar concepts of landscape.

Landscape design and landscape engineering are usually implemented on the area between new cottages and around it. They are also realised on city squares, streets, and, sometimes, on facades of houses and on their roofs. In cities, landscape design and engineering are very closely associated with green space planning. The essence of landscape design and landscape engineering is well seen from the list of works and objects suggested for consumers: the creation of water reservoirs, green space planning, municipal land improvement, illumination, decorative sculptures, exclusive artworks from natural stones, etc.

What are the general ideas and principles that lead Russian landscape designers and landscape engineers? If we look at the results of numerous exhibitions, we can see that the materials presented there can hardly ensure the functional integrity of the created landscapes. True ecological ideas and principles in their full functional realization seem to be beyond the scope of interests of modern Russian landscape designers and landscape engineers. In fact, this is not only their guilt, as the demand for such projects is shaped by not very educated people. And the services in this sphere are suggested by specialists with rather limited knowledge of landscape science and ecology.

As a rule, landscape designers get their specialty on short-term training courses devoted to the basics of dendrology, floriculture, and, sometimes, agronomy. They also study various engineering installations to be applied on the developed land plots and the basics of landscape business.

In some cases, for example, at the Faculty of Soil Science of Moscow State University, the curriculum of students specialising in landscape engineering includes courses on soil science, ecology, and botany; however, the main attention is paid to other subjects, which is well seen from the list of control questions to the entire course. The students are asked to describe gardens of different historical epochs and places; general design of an artificial landscape; specificity of floriculture in greenhouses. Also, they have to know the classification of annual, biannual, and perennial herbaceous plants; the

classification of creeping plants; decorative shrubs and trees and methods of their cultivation (source: <http://www.soil.msu.ru>).

Among the properties of landscape within the plot to be developed, landscape designers are interested, first of all, in suitability of this plot for gardening, which is judged from some agronomic and hydrological properties of the soil (i.e., the need in fertilisation and the drainage conditions) and from the illumination conditions. Other landscape properties and characteristics remain beyond the scope of interests of landscape designers. Thus, if we remove high fences separating such artificially designed landscapes, the entire territory (the entire landscape) will look like a pattern of pavilion exhibitions, not very lively and not very harmonious with the surroundings.

The space of landscape for landscape designers is limited by the fence around a cottage or by neighboring houses in urban environments. Among landscape properties that are considered, the major attention is paid to some of the soil properties.

There are several notions of the landscape concept in landscape architecture.

According to S.S. Ozhegov, landscape architecture deals with shaping of open-space environments. In turn, the latter are classified into several categories dictating the particular tasks that face landscape architects. These are:

- natural landscapes (landscape architects deal with territorial landscape planning);
- communication lines (design and construction of roads, channels, pipelines, power lines, etc.);
- recreation environment (when shaped artificially, it is an element of the proper design of gardens and parks, or an element of landscaping);
- green plots of special design (exhibitions, gardens, museum parks, entertainment parks, etc.);
- special open-space areas in cities (squares, streets, boulevards);
- open-space areas on the roofs or in the interiors of houses.

According to A.V. Sycheva, the main challenge of landscape architecture is the shaping of the architectural and landscape environment. The particular tasks of landscape architecture are as follows:

- the functional and spatial organisation of the open-space human environment;

- the transformation of native landscapes with due preservation of their natural specificity; and
- finding solutions to the aesthetic challenges of ecology.

In the Runet glossary (<http://www.glossary.ru>), landscape architecture is defined as an architecture of open spaces, a branch of town planning aimed at

- the creation of favorable functional and spatial organization of human environment,
- purposeful transformation of landscape and landscape conservation, and
- solving the aesthetic challenges of social ecology.

A definition for landscape engineering is also given; landscape engineering is considered as a method of landscape architecture aimed at the development of particular methods or technologies of transformation and aesthetic shaping of open-space areas in the urban environment, suburban environment, etc.

It is evident that all these definitions deal with the notion of open-space area, which is opposed to the notion of closed space, i.e., the interior under the roofs. In fact, even in the highly urbanized countries, roofs cover less than 10% of the earth surface; thus, it can be supposed that the object of landscape architecture – open-space area – is virtually limitless. However, in reality, the field of practical activity of landscape architects is not so large, especially in Russia. And these architects do not deal with territorial landscape planning (as defined by S.S. Ozhegov) in practice. Thus, Russian landscape architecture deals with a very limited notion of landscape.

This is well seen from the examples of particular projects presented by landscape architects at various exhibitions. Thus, an exhibition “Landscape Architecture: Outlook from Home” has been organized for several years in Moscow. From the viewpoint of landscape scientists, only two projects presented at this exhibition can be classified as successful. These are the projects named: “Estate in a Forest: 2003–2005” and “Garden of Shadows in a Ravine” (<http://www.gardener.ru>). These projects are marked by the good sense of aesthetic properties of the developed landscapes and by the deep understanding of their essential features ensuring sustainable landscape functioning.

Unfortunately, Russian landscape architects do not always have the proper sense of natural beauty of landscapes and the proper knowledge of their functions. In their curricula, most attention is paid to architecture; little

attention is paid to the basics of landscape science. This is the case with the leading institute – Moscow Architectural Institute, where the Faculty of Landscape Architecture has recently been organised (<http://www.marhi.ru>). This curriculum does not ensure profound knowledge of landscape as a complex multifunctional system, into which architectural objects are to be harmoniously placed.

In another institute of higher education – Moscow State University of Forestry – specialised Faculty of Landscape Architecture has recently been organised. There are also the departments of garden and park planning and landscape engineering. The curriculum of students includes several basic courses of natural sciences, such as botany, soil science, landscape science, and forestry. Such an educational background is essential for future landscape architects, as they are trained to perceive landscape as a whole in its entire complexity rather than to consider it just as a land plot near the designed cottage or an urban square with flowerbeds (though the latter are also elements of landscape).

Upon the planning of parks and gardens, landscape architects have to take into account a larger range of landscape characteristics, including the specificity of hydrology, the character of geochemical matter fluxes, meso- and microclimatic characteristics of particular loci, the character of plant successions, data on the dynamics of soil processes, etc.

In a city, the role of landscape architects generally corresponds to the role of designers and green space planners with architectural skills and architectural taste. In recent years, in Moscow, mainly under the impact of works performed by the Institute of Urban Ecology, landscape architects have been interested in proper landscape science; they try to perceive spatial arrangements of urban landscapes and their functioning as background information which is necessary for an ecologically sound urban planning.

### **Contemporary role of landscape planning in territory planning**

In Russia, landscape planning can be defined as a set of methods and procedures used to create such a spatial organisation of human activity in particular landscapes that would ensure sustainable nature management and preservation of basic life-supporting functions of these landscapes [4, 12]. It means that landscape concept is integrated into landscape planning very deep.

The development of landscape planning in Russia has a relatively short history. The first works were performed in 1994, when the project “Ecologically Oriented Planning of Land Management in Baikal Region. The Goloustnaya River Basin” was initiated [5]. This long-term project was headed by the German Federal Agency for Environmental Protection and involved two Institutes of Geography of the Russian Academy of Sciences (in Moscow and Irkutsk), the Administration of Irkutsk oblast, representatives of several research institutes and universities of Germany, the bureau of landscape planning “Ecology and Environment” from Hanover, and members of nongovernmental nature conservation organizations.

For more than a decade, Institute of Geography of the Siberian Division of the Russian Academy of Sciences (Irkutsk) has been heading the works on the application of the methodology of landscape planning in Russia.

During this period, a series of maps and books has been published; one of these books has been approved as Methodological Guidelines on Landscape Planning by the State Committee on Environmental Protection of the Russian Federation in 2001 [6]. The Map of Ecological Zoning of Baikal Region has been developed. In full agreement with the federal law “On the Protection of Lake Baikal” [7], this map includes the areas of three objects of the Russian Federation. The materials have been thoroughly discussed. On their basis, a decision of the government of the Russian Federation is being prepared. Landscape plans have been developed for a larger part of the coast of Lake Baikal, including the city of Baikalsk. The latter plan was developed on demand from the city administration and the Baikalsk Pulp and Paper Plant. This work can be considered an example of the efficient use of the methods of landscape planning for solving the problems of urban development [8].

The experience of these works has been described in more than ten monographs constituting a series entitled “Ecologically Oriented Land Management in the Baikal Region” [7, 8, 9]. The works on landscape planning have gained recognition in the Baikal Region. They are claimed by local organisations and administrative bodies. However, this positive attitude toward landscape planning is being formed gradually. In the case of Baikal region, this happens because of the purposeful advocacy of the merits of landscape planning rather than because of its legitimation and inclusion in normative documents.

The results and instruments of landscape planning have also been applied to solve the tasks of territory planning in Yaroslavl and Kaliningrad oblasts

and in Altai region in relation to the particular tasks of water management, environmental impact assessments, etc.

Territory planning in Russia for particular branches of the economy encompasses four kinds of planning: land use planning, water management planning, forest management planning, and transportation network planning (Fig.1). These kinds of planning are aimed at solving their own tasks separately; there is no proper mechanism of interaction between them. The goals and methods of landscape planning (or environmental conservation planning) are more integrative. However, this kind of planning exists *de jure* rather than *de facto*. In some cases, territorial integrated schemes for nature protection are being developed, as well as schemes of ecological networks, but, these kinds of planning haven't been officially recognised.

Thus, in general, this situation can be considered as a critical one. Indeed, there are no effective and efficient instruments for territory planning to ensure the sustainable development of rural landscapes with successful performance of their bioproductive, biotope, sanitary-hygienic, recreational, and culture-forming functions. At best, only the schemes of land use, the location of natural and cultural monuments to be protected, the schemes of recreation zones, and the schemes of residential areas have to be developed within the framework of the existing practices of territory planning. And the degree of agreement between these schemes remains unknown, as there are no instruments to ensure their integration into a single whole. The analysis of existing conflicts related to nature management in Kaluga oblast has shown that these conflicts were predetermined by the initial contradictions between separate (branch) plans for territory development [10].

This situation urges Russian landscape planners to apply their own methods and instruments for solving various practical tasks. The following tasks should be mentioned:

- water-protective zoning of the territory,
- recreation and/or environmental conservation planning,
- agricultural land use planning,
- planning of socioeconomic development,
- town planning,
- environmental impact assessments, etc.

A detailed description of practical experience in solving these problems can be found in one of the recent monographs published by the Institute of Geography of the Siberian Division of the Russian Academy of Sciences. It should be noted that the use of the methods and principles of landscape planning for solving the problems listed above is partly a forced measure, as the particular branches of planning do not solve these urgent problems. In countries with well-formed traditions of territory planning, landscape planners have their own functions. In Russia, some of the functions of landscape planning will be returned to branch planning and to general territory planning with a greater emphasis on proper landscape characteristics.

The foregoing discussion of landscape planning and its principles reveals the classical perception of landscape planning with its specific goals and methods. It satisfies the practice of landscape planning in countries with well-developed system of territory planning and can be referred to as the functionally oriented landscape planning. This concept of landscape planning has gained importance after the adoption of the European Landscape Convention.

At the same time, there is another understanding of landscape planning among Russian landscape scientists and planners. According to it, landscape planning denote any type of planning with due account for the idea of landscape and particular landscape characteristics. This approach can be referred to as the formal landscape approach. Its advocates argue that their plans are being developed on the basis of the concepts of landscape sciences and landscape maps and, thus, consider these plans as landscape-oriented plans. This position is in agreement with the real practice of solving separate isolated planning tasks. For example, the planning of spatial allocation of particular industrial technologies can be referred to as the landscape planning. In reality, however, the use of the term “landscape” as an adjective in this case has a formal character. It does not ensure the really holistic, clearly formulated methodology of planning satisfying the requirements and principles of territory planning.

It seems that the use of appropriate terms and clear definitions is necessary for the successful development of landscape planning in Russia, as this approach is fairly new both for planners and for decision makers.

If we suggest clear methods and explain the benefits of the functional landscape planning to decision makers, we may hope for a gradual progress in the real practical application of these methods at the regional level despite

the virtual absence of a common federal policy aimed at sustainable regional development. The growing demand in this kind of planning is seen from the particular orders for such plans formulated by regional administrative bodies and financed by them.

## Conclusion

For sure, even the classical landscape planning per se cannot ensure the successful solution to numerous problems related to the realisation of the ecological imperative in land use practices in Russia at the local, municipal, district, and higher hierarchical levels. To meet this imperative, we have to apply the ideology of ecologically balanced sustainable development at all these levels. This means that landscape plans should be coordinated with branch plans and be supplemented with the works of landscape designers and landscape architects. It is important that different groups of specialists (architects, engineers, designers, town planners) use the same central notion of landscape grounded in the real landscape, though considered from somewhat different viewpoints. These differences in the perception of real landscapes should be considered all together to ensure a better understanding between the specialists and the mutual enrichment of the existing practices of landscape planning, landscape architecture, and landscape design on different hierarchical (scale) levels.

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# Workshop 3 / Atelier 3

## Integrated spatial management at regional and local levels / Aménagement intégré du territoire aux niveaux régional et local

### Chairs / Présidents

Niek HASENDONK

*Ministry of Agriculture, Representative of  
the Netherlands for the European Landscape Convention /  
Ministère de l'Agriculture, Représentant  
des Pays-Bas pour la Convention européenne du paysage*

Gabor KISS

*Ministry of Regional Development, Representative  
of Hungary for the European Landscape Convention /  
Ministère du Développement régional, Représentant  
de la Hongrie pour la Convention européenne du paysage*

### Moderator/ Modératrice

Ingrid SARLÖV-HERLIN

*Representative of the European Council of Landscape Architecture Schools (ECLAS)/  
Représentante du Conseil européen des écoles d'architectes paysagers (ECLAS)*



## **Municipality and landscape on the opportunity to accord various stakes at the local level: from taming to the revival**

Eva WERNEROVÁ

*MLA, Head of the project and co-ordinator, Deputy member of local self government, Slovakia*

Ladislav KUBO

*MA, University lecturer, Project partner, Slovakia*

The following case demonstrates manifold benefits, and refers to the necessity of integrated spatial management at the regional and local level. The revitalisation of the creek Dubová waterbed is an example of the possibility of joining the improving quality of landscape/cityscape with the improving quality of life of inhabitants of adjacent areas and speaks for co-operation of stakeholders through the whole area. The main contribution of the design, except for its holistic dimension, is the radical approach to the reconstruction of waterbed, in the way proximate to the natural state also in urbanised parts.

... The project itself has consisted of several stages, and its application was methodologically unique even in the national context.

First it has contained the scope of studying the conditions and analytical approach to the problem which included the hydrological analysis of the water flow, regarding its quality and quantity from the root and along the whole riverbed although the contract has been originally restricted only to the final part of it which crosses diagonally the town Piešťany. The project itself has involved many experts of various professional orientations.

From the beginning the whole project looked a bit endangered, since we had a meeting, together with some other stakeholders, at the town's Department for environment, and it was objected to by other (also present) participants of concurrence. The whole obligatory procedure had to be quit and repeated. Nevertheless we succeeded again.

The whole proceeding has been executed with an intensive involvement, from the participating team members. Since two core of partners were university lecturers of the Faculty of Architecture, involved with the teaching

of Landscape architecture at the Slovak University of Technology, the whole project contracted as revitalisation study. It has been complemented with a broad portfolio of student projects which have dealt with the task and illustrated possible approaches in detail.

### **Complex scope means manifold benefits**

There have occurred small quarrels between various professionals, e. g. landscape ecologists and landscape architects led to the realisation of the necessity of ensuring quality equally for all fauna and flora but also of developing the adequate biotope for the “cultural animal-man”. The whole idea of a local bio-corridor (the element of partly legally defined Territorial System of Ecological Stability) has been re-appraised where it was possible due to property rights the local bio-corridor has been made broader and adjacent greenery has been included in it. The newly integrated areas have led to the difficult task of designing a system of cycle and walking paths along the waterbed which should offer possibilities for short term leisure and secure, sustainable transport to the inhabitants.

The result is another park area crossing diagonally the town’s area, which will provide the secure movement for pedestrians and bicycle riders, off the overcharged main road routes.

The ambitious vision of the watercourse revitalisation, has led not only to the gain of environmental quality in the town itself, but has strong potential to become an integrative element also at the broader level. It could play an important part within regional development plans, i.e. it could become integrated into an existing network of sustainable tourist routes, bicycle routes connecting Piešťany with various points of the region.

This is the next part of the chain creating the whole network of stakeholders joined through the environmental, social, cultural and last but not least economical potentials of the area.

### **Involvement of public participation**

Another novelty of this project has been the involvement of the civic participation practice, an approach relatively new in local conditions. In the local Centre for Ecological Education, “The Grain” meetings with the inhabitants of Piešťany have been organised, and people were asked to

recollect the better days of the now devastated creek area and express their ideas about the possible future. Witnesses even not so old, have stated that they remember activities such as bathing, catching fish and crustaceans with bare hands and skating in the winter. The brainstorming output from the meeting is shown below, and the inventory of ideas of how to turn these ideas into a reality is actually very precise and complete.

An artistic contest for children has been held, which had the aim of involving also the future generation – the school children.

This stage of work peaked with the public presentation in the municipal social and congress centre. During the ceremony the children's artworks were awarded. All interested inhabitants could see and judge the study itself, the proposals of architecture students, and kids' visual commitment, exhibited for a month.

Thus the idea of the project has been accomplished with the “post-design”, promotional activities and this effort has been undertaken mainly using volunteers, without touching the budget.

### **First stage of the project implementation**

In the past days the first section of the renewal of the first section of river bed has been finished. Though it was in relatively good shape, the mass of the robinia alley had to be cut, because of age and lowering of the steep embankments to provide access to the water, the original oak trees have been planted and other species typical for the biotope.

Although the trees will need several decades to grow to their full beauty, the leisure potential of the area supported by various architectural and design elements can be enjoyed already from the beginning. Two different banks are cultivated and designed. Now also wild spaces serve the local “cynologists”.

There are more demanding tasks awaiting the municipality, or some of them are unique in their character, as e.g. unbinding parts of the creek from the underground concrete pipeline, the “*héritage triste*” from the 1980's.

Since creek Dubová is a lowland water course, slow and gathering soil sediments, the hydrological measures, belong to very important, dynamisation of the water flow, increasing of its self-cleaning ability.

It has not been easy to begin the dialogue with the important stakeholders and break the rather cemented positions they have been used to adopt. The awareness of deficit and debt to people and nature represented an unpleasant finding. The initially mentioned “uniqueness of holistic” approaches obviously asks for a commitment to get across certain unspoken taboos regarding the design tasks of similar character. It will require the responsibility and mutual awareness of all the subjects and stakeholders which have their claims to the waterbed potential. They need to co-exist and discuss their different expectations. The creek thus represents a chance for the beginning of a new cohabitation and co-operation.

Nevertheless they were willing to join the vision and this is the beginning of the revival for the “small artery” (the river Váh could be called a big one) which crosses the residential parts of the town and brings quality of life to the adjacent areas. The interest of the public is clearly visible in the number of enthusiastic users of the newly opened section of the revitalised area.



<b>PRESENCE</b>	
– <b>NEGATIVE</b>	+ <b>POSITIVE</b>
Sewerage-like appearance and function	Upper part of the water bed is accessible and in good condition
Lazy water flow	Bank vegetation spread partially
Water deficit	Efforts to clean the waterbed by children, though unsuccessful
Concrete	Wild ducks population, frogs and musquashes
Intentional pollution	
Too straight -linear waterbed	
Ruderal vegetation on the sites without trees	
Without access along the whole length	
Overpopulated algae	
Even, revitalised town sections are devastated and polluted: (plastic packages, weed, lawns destroyed by construction)	
Pipelines or in the concrete bed imprisoned waterbeds even in the most urbanised parts	
Remaining pollution by sewerage system from residential buildings	
Ugly odour in waterless periods	
Deposit of stolen bicycle wrecks	
People's indolence	
Improper vegetation structure (conifers)	
Lack of access to the water	

<b>Future</b>	
<b>Wished tune</b>	<b>Priorities</b>
Installation of waste bins	End of polluting by sewerage system sufficiency of clean water
Improvement of the present state by at least 90 % Meanders on the waterbed, expanding of the inundation areas Increasing of the water level Renewed variety of the meadow plants	Artistic element included in the landscape, accentuation of the landscape character
	Rowing boats in the individual sections, access to the water, crossings of the water bed
	Respecting of legal standards by creek's managing body
	Establishing of the bicycle route, but not from asphalt
Landings, halts, views of the country	
Revitalising of wetlands	Plantation of new bank vegetation
Lower vegetation, bushes	Opening of pipelined and canalised sections
Continually reconstructed robinia alley (the first really finished stage)	Increasing of water level through the whole year, water is not any longer pumped from the waterbed elsewhere
Reconstructed water mills (their utilising for crafts eco-centre, museum, cultural events...)	

**Table 1, 2.** Brainstorming results from meetings with inhabitants

## Landscape and good governance. The example of Catalonia

Pere SALA I MARTI

*Co-ordinator of the Landscape Observatory of Catalonia, Spain*

The organisers of the Seventh Meeting of the Workshops for the Implementation of the European Landscape Convention have asked me to write about the landscape policies which are being implemented in Catalonia as an example of good governance. To consider the case of Catalonia as an example of good governance would be rather ambitious, as the challenges which are on the table are enormous. There are more challenges than results, as I will explain in the following.

In Catalonia, the landscape is more and more a subject of general interest that transcends specialised fields and is becoming a fundamental part of the territorial planning policies and even of more sectorial policies of a social and cultural character. Slowly and discreetly, the idea is taking hold – quite rightly – that an attractive, affable and harmonious environment generates a pleasant sensation of well-being that considerably increases the quality of life of citizens. In addition, the Catalan legal contexts have traditionally been very poor in legislative treatment of landscape matters, with the result that there is little margin for manoeuvre in the face of the threats.

However, the panorama in Catalonia is changing positively. Two months after the European Landscape Convention was approved in December 2000 the Catalan Parliament joined it and, five years later, approved the Act 8/2005 for the Protection, Management and Planning of the Landscape, created a General Directorate of Architecture and Landscape within the Government, and set up the Landscape Observatory of Catalonia<sup>2</sup>. These three facets will be dealt with below, since they form the basis for governance on landscape in Catalonia.

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2. Resolution PTO/3386/2004, of 7 December, which published the Government Agreement of 30 November 2004, forming the Landscape Observatory Consortium and approving its Constitution.

## **The Act 8/2005 for the protection, management and planning of the landscape of Catalonia**

The Act for the protection, management and planning of the landscape is the basic regulation and reference upon which the landscape policies of the Government of Catalonia are founded. Its purpose is to give positive content to the Catalan Parliament's adherence to the European Landscape Convention in December 2000 and, in this way, it gives the Catalan landscapes legal protection and establishes the corresponding instruments to confront the challenges and guarantee the quality of the landscape.

The Act has the objective of recognition, protection, management and planning of the landscape in Catalonia, in order to preserve its heritage and cultural, social and economic values in a framework of sustainable development. Furthermore it aims to make economic and town planning development compatible with quality in the landscape, with attention to all the values mentioned.

Starting from the integrated conception of landscape which arises from these definitions, the Act establishes that its provisions are applied to all the territory of Catalonia: both to the natural, rural, forest, urban and peripheral areas and to singular landscapes such as every-day and degraded landscapes, whether inland or on the coast.

Following the theme of this article, we must refer to two important contributions made by the Act. In the first place, it is from the Ministry of regional and town planning that the Act is developed and this has two positive consequences. First, it is assumed that landscape values are essential for the planning and management of the territory for the benefit of the quality of life of people. It opens the door also to a progressive adaptation to the full integration of landscape into all ambits of government action.

But the Act introduces another novelty. It establishes explicitly, and for the first time, the integration of landscape objectives into the regional and town planning policies of the Government of Catalonia (and into all the other sectorial policies which have an impact on the territory). The principal instruments created for this purpose are the landscape catalogues, to which reference is made later.

### *Instruments to apply the Act in practice*

The preamble of the Act establishes that this regulation oversees the protection of the landscape and for this purpose gives the Government instruments for legal recognition of its values and to promote actions for its preservation and improvement. These instruments are:

- Instruments of protection, management and planning: Landscape Catalogues (articles 9, 10 and 11) and Landscape Directives (article 12). The first are of a descriptive nature, while the Directives have a regulation nature.
- Instruments of organisation: Landscape Observatory of Catalonia (article 13). This instrument is described in the next section.
- Instruments for harmonising strategies: Landscape Charters (article 14). The Landscape Act promotes voluntary action in favour of landscape through the harmonisation of the authorities and agents of territory by means of landscape charters.
- Instruments of sensitisation and education: educational programmes, research and dissemination projects, and activities for promotion and protection of the landscape (article 15).
- Instruments of finance: Fund for the protection, management and planning of the landscape. The Landscape Act 8/2005 creates the Fund for the protection, management and planning of the landscape (articles 16 to 20), as a financial instrument of the Government, with the purpose of being destined to actions of improvement of the landscape carried out in accordance with the criteria established by the Act itself and by its implementing regulation. The Fund is fed by contributions from the Government through the government budget and also by contributions from other authorities, entities and companies. The Government's contribution to the Fund comes from items in the Government budget allocated annually to the Ministry of Town and Country Planning and Public Works.

The Decree<sup>3</sup> that develops the Landscape Act creates, moreover, the Landscape impact and integration study as a technical document designed to consider the landscape consequences of carrying out actions, work projects

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3. Decree 343/2006, of 19 September, implementing the Act 8/2005, of 8 June, of the protection, management and planning of the landscape, and regulating the landscape impact and integration studies and reports.

or activities and to set out the criteria adopted for their integration. This study is required in those situations, uses, activities and new constructions in a non-developable land established in the town zoning rules.

### **General Directorate of Architecture and Landscape**

The General Directorate of Architecture and Landscape of the Department of Territorial Policy and Public Works is, the organisation of the Government of Catalonia responsible from 2004 onwards, for defining and applying landscape policies in Catalonia, in accordance with the principles and guidelines of the European Landscape Agreement. It counts on the support, collaboration and assessment of the Landscape Observatory of Catalonia.

The General Directorate of Architecture and Landscape has a Landscape Service. One of the most important tasks of this unit is to issue the Landscape impact and integration report, which has the purpose of evaluating the suitability and sufficiency of the criteria or measures, adopted in the landscape impact and integration studies mentioned in point 1. It also develops other actions in the area of social awareness, such as landscape information and awareness addressed to all citizens and the incorporation of landscape education at various educational levels (both are developed in co-ordination with the Landscape Observatory). In addition to these lines of action, one of the main tasks of this General Directorate is the creation of projects for improving the landscape of access to urban centres, the edges of local roads and access to places of patrimonial and tourist interest, among other specific landscape intervention projects.

### **The Landscape Observatory of Catalonia**

The Landscape Observatory, formed on 30 November 2004 and referred to in article 13 of the Landscape Act, has been conceived as an advisory body of the Government of Catalonia and society in general in landscape matters. It is the centre *par excellence* for the study and follow-up of the development of landscapes in Catalonia and of the agents which condition its dynamism. Since its creation, Joan Nogué, professor of Human Geography at Girona University, has been its director. The basic and generic objective of the Landscape Observatory is observation of the landscape of Catalonia, that is to say, the study, identification, follow-up, documentation and dissemination of Catalan landscapes and their transformations, without this meaning any

neglect of other landscapes or, simply, reflecting on landscape in a generic way.

One of the principal objectives of the Landscape Observatory is to increase the knowledge that Catalan society has of its landscapes, to collaborate with the Government of Catalonia in implementing landscape policies and, in general, to support the application of the European Landscape Convention in Catalonia. In this sense, it is seen as a meeting point between the authorities (at all levels), the universities, professional groups and the whole of society in relation with everything concerned with landscape. Its creation answers the need to study the landscape, prepare proposals and make Catalan society aware of the need for greater protection, management and planning of the landscape in the framework of sustainable development. The Landscape Observatory is, therefore, a centre for consideration and action on landscape which tends, in general, to become a great umbrella under which anyone interested in landscape can take shelter.



*Picture 1. Cloister of the Hospici building in Olot, headquarters of the Landscape Observatory*

### *Functions and objectives of the Landscape Observatory*

Its functions, which are set out in its Constitution, are the following:

- Establishing criteria for the adoption of measures of protection, management and planning of the landscape.
- Establishing criteria to establish the landscape quality objectives and the necessary measures and actions destined to achieving these objectives.
- Establishing mechanisms of observation of the evolution and transformation of the landscape.

- Proposing actions directed to the improvement, restoration or creation of landscape.
- Preparing the Landscape Catalogues of Catalonia, to identify, classify and qualify the various existing landscapes.
- Promoting campaigns of social sensitisation with respect to landscape, its evolution, functions and transformation.
- Dissemination of studies and reports and establishing working methodologies in landscape matters.
- Stimulating scientific and academic collaboration in landscape matters, and exchanges of work and experiences between specialists and experts from universities and other academic and cultural institutions.
- A follow-up of European initiatives in landscape matters.
- Organising seminars, courses, exhibitions and conferences, as well as publications and specific programmes of information and training on landscape policies.
- Creating a documentation centre open to all the general public of Catalonia.



*Picture 2. Documentation Centre*

### *Organisation of the Observatory*

The Landscape Observatory is organised in the form of a public consortium, with its own legal personality. The Governing Board is the Consortium's highest organ. It deals with the government, executive management,



administration, direction and definition of the broad lines of action of the Consortium. It is presided over by the Minister of Town and Country Planning and Public Works of the Government of Catalonia. Forming part of the consortium are the Government of Catalonia (with the Ministry of Town and Country Planning and Public Works at its front), the Catalan universities, the four provincial governments, the two Catalan municipal associations, the professional colleges most directly linked with the theme, the ‘Territori i Landscape’ Foundation of the ‘Caixa de Catalunya’ and Olot City Hall, as home to the technical headquarters of the Observatory (the registered office is in Barcelona).

The Landscape Observatory also has an Advisory council comprising various social groups and, individually, scientists and professionals linked with landscape themes from the rest of Spain and from Europe, among them a senior member of the Council of Europe.

Four aspects need to be mentioned which are significant in the structure and organisation of the Observatory. In the first place, being structured in the form of a consortium gives the Observatory an open character, flexible and agile in its functions. The second important aspect is its composition, which makes it a body which sits halfway between the administration and civil society. In such way it can help the administration to formulate landscape policies on the territory, while at the same time communicating to it the concerns felt by society in general. The active role of the Governing Council and the Advisory Council, which approve the Observatory’s budget and annual working plan should also be noted. Finally, the lively dialogue established between the various members of these Governing and Advisory Councils, where voices are heard from various provenances and often with opposed interests, should be mentioned.

The activities developed by the Observatory since its birth are many and diverse. Three of them are summarised here, though this can be amplified by consulting the Observatory website. Specifically, they are the preparation of the landscape catalogues of Catalonia, the preparation and implementation of the educational project “City, territory and landscape” and the landscape indicators of Catalonia. For the other activities (organisation of seminars, distribution of electronic newsletters, institutional participation, etc.) you may consult the Landscape Observatory website: [www.catpaisatge.net](http://www.catpaisatge.net)

## Landscape catalogues of Catalonia

The main work of the Observatory since its creation has been the preparation of the Landscape Catalogues of Catalonia, commissioned by the Department of Territorial Policy and Public Works of the Government of Catalonia. These catalogues are a new planning instrument for the introduction of landscape objectives into town and regional planning in Catalonia, as well as into sectorial policies, with the co-operation and participation of all the social agents active in the area.

In other words, the landscape catalogues are the tools which enable us to know what our landscape is and what values it has, which factors explain why we have a certain type of landscape and not another, and how our landscape evolves with regard to the current financial, social and environmental dynamics. Finally, they define what type of landscape we want and how we can achieve it.

Concerned about its novelty and importance in the territorial planning of Catalonia, in May 2005 the Landscape Observatory prepared a prototype landscape catalogue<sup>4</sup> which established a conceptual, methodological and procedural basic outline for the preparation of the seven catalogues, coherently and in a co-ordinated way. This document, entitled *Prototipus de catàleg de paisatge. Bases conceptuals, metodològiques i procedimentals per a l'elaboració dels catàlegs de paisatge de Catalunya*, designed in a similar way as the guidelines of British origin, was sent out for consideration to over seventy institutions, research groups and experts on landscape in order to obtain the maximum possible consensus before putting it into application.

An important aspect of the landscape catalogues is that they go much further than the strict protection of landscapes, as they also promote their management and planning. In this sense, the catalogues do not encourage the immutability of landscapes, but rather the protection of certain values which must not be allowed to disappear as they develop, trying through the management of their use to control the changes which occur in them.

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4. The document can be consulted in the Landscape Observatory web ([www.catpaisatge.net](http://www.catpaisatge.net))

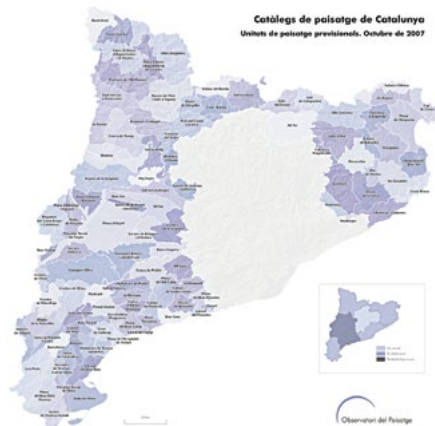
Some important aspects of the catalogues are:

- a) The Observatory is preparing seven landscape catalogues with the objective of introducing landscape quality objectives into the seven Territorial Zoning Plans that the Government is also preparing.



Picture 3. Estate of development of the landscape catalogues of Catalonia in December 2007

- b) One of the first and most significant results of the landscape catalogues is the identification of landscape units (landscapes), understood as areas which have the same landscape character, which are a reflection of the great natural, cultural, historic and symbolic diversity to be found in every corner of Catalonia. These landscapes are important because they constitute the basic territorial pieces to which specific landscape policies are applied.



Picture 4. Landscape units in Catalonia (December 2007)

- c) The landscape catalogues are a true inventory of the various values – patent and latent – (aesthetic, ecological, historic, cultural, symbolic), attributed by the agents which act on them and by the public which enjoy them. The public consultations which we have undertaken with the public have contributed enormously to identifying these values. This identification has made the landscape catalogues into an instrument of interest for diverse ambits and authorities, both in designing tourist strategies and in integrating them into initiatives for education in landscape, among many other functions.
- d) The landscape catalogues study the dynamics of the landscape and the natural and socioeconomic factors which have intervened –and do intervene- in its evolution and transformation. A list of the activities and processes which impact or have impacted in a well-known way on the current configuration of the landscape is also considered.
- e) Another aspect that should be emphasised of the landscape catalogues are the identification of the main routes and areas from which the landscape can be observed, in order to create a net.
- f) Mechanisms of public and social participation are envisaged for all the phases of preparation of the catalogues. Consultation with the public is, therefore a fundamental factor in the landscape catalogues. The process of consultation puts the emphasis on the valuation and perception that an individual and the stakeholders have of the landscape (especially in its more intangible aspects, such as the sense of place or sensations and emotions caused by a landscape). Various instruments were used during the whole process of preparation, such as:
  - In-depth interviews with the principal actors in the landscape.
  - Consultation with experts who gave their opinions on maps, for example.
  - Working sessions with people from the area.
  - Consultations through the Landscape Observatory website, which have led to the collection of 3,000 opinions, so far.
  - Also, in the case of the Metropolitan Region of Barcelona, an opinion poll was prepared and applied with over 1,000 people to enquire into their perceptions and experience of the landscapes. Now we are waiting for the results.

- Also the press and the media in general have contributed to a general awareness of the existence of the landscape catalogues, indirectly encouraging the involvement of the public.
- g) The landscape catalogues define landscape quality objectives, obtained from the analysis of the experts and the public participation. The landscape quality objectives have as their first point of reference the landscape quality objectives, which have been defined for the whole of Catalonia<sup>5</sup>. On a second level, objectives are defined for the territorial ambit of each landscape catalogue. In an ultimate step, objectives are defined for each landscape unit. All these quality objectives give rise to a whole heap of criteria and actions which must contribute to achieving them, criteria and actions not only for protecting landscapes, but also for managing and planning.

The Landscape Act establishes that approval of the landscape catalogues corresponds to the Ministry of Town and Country Planning and Public Works, with the prior steps of public information and consulting local bodies and the financial and social organisations concerned.

As the Landscape Act itself determines, the Ministry of Town and Country Planning and Public Works must incorporate the classification and characterisation of landscapes as a matter of regulation, and the quality objectives associated with each of them, in the form of landscape directives, for the seven territorial zoning plans which it prepares and in the territorial directive plans which the Ministry considers appropriate, following a public inquiry. The translation of the landscape quality objectives into landscape directives is one of the principal challenges at this time.

This point places landscape, for the first time, on the cusp of town and country planning in Catalonia. Even so, it is still necessary to define further the instruments which allow these landscape directives to be transferred from the territorial scale to the municipal, introducing landscape into the town planning and building regulations and into the town planning instruments, since this is the level where the principal planning dynamics can be tackled in order to prevent the degradation and impoverishment of the greater part of our day-to-day landscapes, especially those of the urban and suburban periphery, the coasts, the mountains and agricultural land.

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5. The landscape quality objectives for Catalonia can be consulted at: [www.catpaisatge.net](http://www.catpaisatge.net)

## “City, territory and landscape” project

One of the principal objectives of the Landscape Observatory is the promotion of training and social sensitisation campaigns in relation to landscape. In this sense the Observatory works in co-ordination with and on the initiative of the Government of Catalonia in the preparation of teaching material for use in compulsory secondary education under the title “City, territory and landscape”. The idea is that pupils in the second stage of ESO (pupils aged between 12 and 16 years old), through this innovative material, will come to understand not only the diversity of Catalan landscapes, but also will become aware of its associated risks and threats. As well as printed classroom material, the Landscape Observatory website will be a fundamental method of dissemination of these and other teaching materials still in the process of preparation.

This project is being prepared jointly with the Ministry of Country Planning and Public Works and the Ministry of Education of the Government of Catalonia. The contribution of the Ministry of Education is fundamental not only in guaranteeing the teaching objectives of the project, but also in guaranteeing its introduction into all the schools in Catalonia the next academic year.

The teaching material comprises:

- Twelve printed sheets (picture 5), which enable the pupils, working in teams, to understand twelve landscapes in Catalonia, representative of the diversity of Catalan landscapes.



Picture 5. Materials of the project “City, territory and landscape”



Picture 6. Website of the project “City, territory and landscape”

- A website on the project, which encourages the use of new information technology in the learning processes (picture 6), divided in five activities:
  - First, the pupils have to discover one by one various elements hidden in this landscape. The step from this first activity to the next is made through a self-evaluation question, which means that they cannot advance if the answer is not correct.
  - In the second activity the group of pupils has to identify the main elements which characterise this landscape and know how to place them on a map or an aerial picture of the place.
  - In the third activity the pupils must identify the main changes which have taken place in this landscape by comparing two maps separated by twenty years (1986 and 2006).
  - The fourth activity simulates an interview between the pupils and actors of this landscape, where the pupils have to understand the opinions – often contrasting – of each of the fictitious characters who appear, on the changes which have taken place and which are happening in this landscape.

- Finally, a report collects all the answers given by the pupils in each activity, and hides a final surprise: an opportunity for the pupils to draw, now that they “know” this landscape, how they would like to see it in the future. They are allowed to add new elements in the landscape, or to remove some.

Having completed this last activity, the pupil can print the report or send it by e-mail to the teacher, who also has at all times, through a password, the ability of monitoring the development of all the activities undertaken by the pupils, step by step.

### **State of the landscape in Catalonia and landscape indicators**

It is well-known that the Act gives a mandate given to the Observatory to prepare a report every four years on the state of the landscape in Catalonia, for presentation by the Government to the Catalan Parliament. As a result of this mandate, the Landscape Observatory is preparing a list of landscape indicators which will enable the state of the Catalan landscapes and their evolution to be measured, as well as landscape policies in Catalonia, following the principles of sustainable development. The indicators will be useful in the preparation of the landscape catalogues and, as said, in preparing the four-yearly report on the state of landscape in Catalonia referred to in the Landscape Act.

The new landscape policies which are being implemented in Catalonia and in many European countries require indicators to allow periodic monitoring of the development and state of the landscape, the people’s satisfaction with their landscape and the effectiveness of public and private initiatives for the improvement of landscape.

The debate on the definition of these indicators is active throughout Europe, but yet remains unsolved. Diverse factors make this task really complex: the transversal nature of the concept of landscape, which covers natural and cultural dimensions, in addition to an individual and social dimension of perception; the relative novelty of landscape as a factor in town and country planning, and the willingness to work with a list of indicators which are applicable, are of established usefulness and are comprehensible to society as a whole.



The Landscape Observatory has thought about a system of landscape indicators which will allow the description, evaluation and communication of five aspects which seem to us to be fundamental:

- the state of the landscape,
- its evolution,
- the effectiveness of the public policies,
- the behaviour of society in relation to the landscape, and
- the degree of landscape satisfaction.

In this sense, the Landscape Observatory have started work on a list of ten indicators<sup>6</sup>, necessarily combining quantitative and qualitative methodologies, and encapsulating the natural and cultural dimensions, as well as a dimension of individual and social perception, convinced that the new landscape policies need indicators. This is, in fact, a lively debate around Europe, still not resolved, to which the Landscape Observatory would be pleased to contribute.

### **Landscape indicators in Catalonia**

1. Transformation of the landscape
2. Landscape diversity
3. Fragmentation of the landscape
4. Economic value of the landscape
5. Knowledge of the landscape
6. Landscape satisfaction
7. Landscape sociability
8. Landscape communication
9. Public and private action in the preservation, management and planning of the landscape
10. Application of the instruments of the Landscape Act

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6. The Landscape Observatory organised for 29 and 30 November 2007 the international seminar “Landscape indicators. Challenges and perspectives”, with 170 people attending from 15 different countries, mostly European. Documentation related with the contributions can be consulted on the website: [www.catpaisatge.net](http://www.catpaisatge.net)

### **By way of conclusion**

The management of landscape in Catalonia starts from a vision of the whole, which incorporates the regulations, the actors and their networks, the resources, the institutions, the agendas and the policies, the information, the capacities, the public... all those elements which can form part of good governance. The Act of protection, management and planning of the landscape, for instance, one of the first in Europe in such matters, must act as a basis for the development of modern and effective policies which produce a real turnaround in certain current dynamics and are effective in benefit to the Catalan landscapes.

But, in general – although the situation is changing – discussion on the improvement of our landscapes usually tries to convince people that they should support it because the objectives are easy to accept. In contrast, there has been no consideration – or, at least, not with sufficient intensity and priority – of the political, administrative and social capacities or of the institutional changes which could be needed in order to advance to a better landscape culture. We need, in this sense, much more than a political determination.

In this context, the Observatory has a role, among others, which seems to me to be fundamental. More than just applying corrective measures (and even preventive), the Observatory must contribute through information and interaction with all the actors (institutional and social) to create optimum conditions for a change in the territorial culture. The landscape catalogues and the landscape indicators are playing an important role in achieving this objective.

In this context, another very important role or even key measure which the Observatory must develop is to encourage a culture of intergovernmental dialogue which can overcome the excessive fragmentation in the structure of the public administration, which is so prejudicial to the integrated view of landscape which emanates from the European Convention. A dialogue which must take place, as has been said, not only between the administrations, but also between these and civil society is crucial.

## Landscape included in the Flemish regional planning process

Els HOFKENS

*Representative of Belgium (Flemish Region) for the European Landscape Convention, Department of Spatial Planning, Housing and Immovable Heritage*

### Introduction

Belgium has a long tradition in the protection of landscapes. The law of August 7<sup>th</sup> of 1931 on the protection of monuments and landscapes has resulted in a juridical statute for several tens of landscapes.

Flanders, the northerly region of Belgium, has since 1996 a new legislation on the protection of landscapes: the decree of April 16<sup>th</sup> of 1996 concerning the care of landscapes. This decree orders the the juridical protection and the management of landscapes, but also gives a few principles for the general management of landscapes.

Apart from that, the Flemish decree concerning regional planning is in force since May 18<sup>th</sup> of 1999. This decree orders among others the procedure on spatial planning actions.

The decree on the protection of landscapes proceeds from the preservation of valuable landscapes. The focus lies on the cultural-historical dimension. The natural-ecological dimension is the focus of the decree on the preservation of nature. The main principle of the decree on the protection of landscapes is protecting landscapes because of their heritage values. The natural-scientific, historical, socio-cultural and aesthetical values are included in the general weighing.

There are two legal instruments to protect landscapes:

- a classic instrument: a protected landscape,
- a new instrument: protection by indicating landscapes of inheritance (*erfgoedlandschappen*) in the regional planning.

The first mentioned instrument is the oldest. It knows a lot of problems, such as the inferior relation to the regional planning instruments and lots of

lawsuits because of problems with owners. Therefore a new instrument is adjusted in 2003: the protection of landscapes as landscapes of inheritance in regional plans. This instrument is inspired on the principles of the European Landscape Convention. It integrates the protection of landscapes in the regional planning.

### **Landscapes of inheritance**

This document focuses on the new instrument of protecting landscapes. A valuable landscape is indicated as a landscape of inheritance by way of an intermediate phase as indicated protected site (ankerplaats).

#### *Intermediate phase: indication as protected sites*

The procedure of indicating landscapes of inheritance starts with the Landscapes Atlas. This atlas is the inventory of the relics of the traditional landscapes of Flanders. The inventory was made up in the period 1996-2001. This inventory, explained by Prof. M. Antrop of the University of Ghent on the workshops in Gerona in September 2006, indicates 381 valuable landscapes (ankerplaatsen). These landscapes include a big variety of types of landscapes and an extensive diversity in dimension: from some acres to almost 4000 hectares.

By means of ministerial order it is possible to give valuable landscapes the legal status of an indicated site. First the protected site gets a provisional indication by order. This bill is advised by all administrations, regional, provincial and municipal. Also the Royal Commission on Monuments and Sites advises the bill. Found on all advices and the administrative proposal the minister orders the final indication as protected site.

In the ministerial order on the indication as protected site a description of the values of the landscape is included. Additionally the typical elements and characteristics of the site are enumerated. Also a vision on the evolution of the landscape and the opportunities and threats for it are laid down. The regional planners consider the indicated sites as a sectoral proposal. Therefore also a proposal to integrate the indicated site in the regional plan by means of special prescriptions of regional development is included in the file.

As result of a political compromise the legal effects of indicated sites apply only for authorities, not for the civilian population. These decisions don't directly concern the citizens. Therefore the permissions are only indirectly

effected. This means that the information belongs to the legal status, such as the values of the landscape can be used by judging the permission but the status is no reason to refuse it. Apart from that there is a duty of care for all plans and activities that can influence the indicated site negatively (see Environmental impact Assessment). The purpose is to avoid negative impact on the indicated site. When negative impact is inevitable it must be limited. Besides limited measures restoration and compensation is possible. Additionally the law has provided an obligation to integrate all indicated protected sites in all policy plans on all levels of policy.

#### *Final phase: landscapes of inheritance*

The last phase in the procedure is the indication of landscapes of inheritance in the regional plans. The final indication as protected site obliges all policy levels to take into account the values of the landscape in the spatial plans. Not all elements of characteristics must be copied in the regional plans but the landscape as a whole is one of the driving forces of the spatial evolution for it. During the spatial planning process the final indicated site will be transformed in a landscape of inheritance with special prescriptions of regional development.

The legal effects of landscapes of inheritance are defined in the decree concerning regional planning. Because a landscape of inheritance is part of a regional plan the legal effects of regional plans are valid, such as legal effects for all citizens and the possibility of compensation for spatial redestination. The same duty of care as valid for the indicated site is in force for the landscapes of inheritance. Several instruments for the management apply to them, such as management commissions, management objectives and management plans. A management commission is a consultation forum for all concerned authorities, owners and users. The management objectives are long term perspectives for the landscape. These form the starting-points for the management plan, starting from the vision on the evolution of the landscape. The management plan consists of a list of concrete management measures to achieve the intended management target. An estimate of the management costs is mostly added.

#### **Concrete results**

In the middle of 2008 a number of twenty protected sites is indicated, five of them indicated as final. The first landscape of inheritance on the regional

(Flemish) level ‘Uitkerkse Polder’ is prepared. Several cities are engaged in taking up landscapes of inheritance in their regional plans.

### **Conclusion**

The Belgian region Flanders has developed the instrument ‘landscapes of inheritances’ as a possible answer on the question how to integrate landscape into regional planning. It is not a perfect instrument but it offers an answer on the necessity for a better integration of landscape in the regional planning. The concept of the instrument landscape of inheritance can be an inspiring model for the integration of landscape in the regional planning in other European regions and countries.

## The ‘European Landscape Circle’ – a Local Studies Implementation Guide

Terry O’REGAN

*President, Landscape Alliance Ireland*

“Our treatment of our landscape reflects our collective approach to ourselves, to our social organisations, to our place in the land”.

*The late Freda Rountree, Chairperson of the Irish Heritage Council  
addressing the first Irish LAI National Landscape Forum on the 21st June 1995.*

### Introduction – the ‘chicken and egg’ conundrum

Spatial management is about managing people and space in an intelligent manner – but a well organised space is not necessarily a good landscape. Life is not lived in space, it is lived in landscape. You simply cannot have good integrated spatial management unless it features integrated landscape! Planning policies and governance should reflect integrated spatial and landscape management.

For landscape to be effectively integrated into planning policies and governance, and by extension to achieve successful integrated spatial management, it is essential for those who carry out the integration have an in-depth understanding of the citizen’s relationship with and the value they place on their local landscape.

This challenge gives rise to a ‘chicken and egg’ conundrum. How do you achieve one without the other? The answer can be gleaned from the carefully balanced list of priorities identified in the European Landscape Convention. But what may not be quite so transparent in the convention, is that to achieve the integration that I have just described, you must in the first instance have an integrated landscape policy, which naturally leads to integrated landscape strategies and landscape management instruments.

The Irish experience and possibly the experience elsewhere in Europe, has been to bypass the policy and strategy stage and concentrate on the landscape management instruments – often in fire brigade mode. That has not always been in the best interests of the quality and integrity of our landscape.

A carefully considered integrated landscape policy would highlight the necessity to address landscape on all levels concurrently – thereby ensuring that each level informs all other levels on a progressive integrated basis.

It will be argued that the resources are not available for such an exercise. My response to this argument is rather blunt – if we do not adopt an integrated balanced approach we will end up with even less resources, because we will use our scarce resources wastefully. Our landscape cannot afford inefficiently applied resources.

We share a land of extraordinary variety, rich in buildings, landscapes, people and wildlife, with old and new cultural associations. That richness of local diversity is under siege. Mass production, increased mobility and forceful promotion of corporate identity have brought us uniform shop fronts, farm buildings, factories, forests and front doors. Intensive farming has created an increasingly bland countryside. New estates offer the ‘Cheviot’ or ‘Purbeck’ house in any part of the country.

This erosion of difference and bleaching of identity, detail, craftsmanship and meaning affects us all, emotionally and culturally. It impoverishes the spirit and often our resolve to do something about it.

*Angela King and Sue Clifford*  
*“Common Ground, Introduction to the Deeds and Thoughts”,*  
*Common Ground, 1990.*

### **Think Landscape – Act Local**

Thus we, personally, cumulatively, communally, create and recreate landscapes – a landscape being not just the terrain but also the human perspectives on it, the land plus its overburden of meanings.

*Tim Robinson. Setting Foot on the Shores of Connemara and other writings,*  
*1996*

I work at the ‘coalface’ of the Irish landscape and I am reasonably well informed on the situation at community level. I spent my early campaigning years in the 1990s promoting the need for landscape policies. The European Landscape Convention has taken over that role to a great extent. Now, I am concentrating on the community level bringing the landscape back to the people and the people back to the landscape.

If landscape policies are represented by the head of the chicken, then you could say that I am working at the other end of the chicken – the egg-end! Obviously where there is no landscape policy you have a ‘headless’ chicken!



In a little over two years time the Florence Convention will be ten years old. If it is to fully realise its aims, the convention must to become part and parcel of the daily processes of landscape intervention and management throughout Europe.

It is therefore time to honestly ask the question “How deeply has the European Landscape Convention penetrated the societal fabric of our respective states over the past eight or so years?”

In commercial marketing terms managers speak of brand recognition leading to the second question: “How good is the brand recognition of the European Landscape Convention?”

If I could speak Slovakian and I went out into the streets of Piešťany today, would I find many people who know something about the convention? Maybe this workshop will have increased the level of popular awareness in Piešťany itself.

In Ireland the Convention has become known to some degree at national and local government levels, though I have my doubts that the full potential and implications of the convention are appreciated. A few environmentally active citizens are now referring to the convention in the context of the planning control process. I am also aware of 3<sup>rd</sup> level students selecting the convention as a subject for their project studies and I receive periodic e-mails and phone calls from citizens enquiring about the possible use of the convention to oppose certain developments, after they have come across it on our web site or that of the Heritage Council.

But it is still very far from being part and parcel of the daily processes of the Irish nation. It would be wonderful, if, when we gather together in 2010, we could report that everyone in Europe is talking about the convention! What if we could bring to our 2010 meeting representatives of ordinary citizens movements from each of our states, citizens who are actively implementing the convention in their own communities? Is that still possible?

I think it is and I believe that I have a relatively simple instrument to help us achieve that important goal of bringing the convention to the urban streets and rural lanes of Europe. It is known as ‘The Landscape Circle’, local landscape studies implementation guide.

## The ‘Landscape Circle’

The whole landscape a manuscript  
We had lost the skill to read,  
A part of our past disinherited.

*John Montague, poet, ‘The Rough Field’ 1972*

The following is an outline of the guide that I have developed for use in Ireland and which I believe may be effectively used anywhere in Europe and elsewhere – it should be equally effective for both expert and amateur. It is intended to engage a significant proportion of the local population with their landscape in a hands-on, proactive, participatory manner, thus leading to better landscape management and care everywhere.

Late last year, on behalf of the landscape convention secretariat in Strasbourg, I completed a report on a universal version of the guide that any state or region can adapt to their own particular communities and landscape. Ideally the illustrations incorporated in the guide should reflect the landscape of the area or state concerned.

The concept of the circle is universal and it has a universal logic in the landscape. If you stand in a flat landscape or better still on an isolated hill or high building anywhere in Europe, the outer limit of your vision is a circle. A circle avoids the complexities of requiring communities to take on board potentially contentious and complex decisions regarding the different landscape character areas occurring in their own locality.

The guide is intended to encourage and assist individuals and groups to undertake an in-depth analytical study of their landscape incorporating a dynamic landscape observatory and resulting in a landscape management action plan. It will, I believe, also be of use to academics undertaking larger scale studies.

The guide describes the seven steps in detail and is accompanied by explanatory notes, illustrations, reference lists, legislative references, practical fieldwork advice and sample report sheets.

...the land and the landscape, and all that goes with them  
...should have, a deep significance to all thinking people

*Robert Lloyd Praeger, The Way That I Went, 1937*

## The seven steps of a European Local Landscape Circle Study

The study involves seven integrated steps and typical studies could be completed in six to twelve months. Completing such a study will heighten and inform the participant's awareness of the selected landscape and place them in a very strong position to actively participate in the inevitable processes of change taking place in their landscape. The following is a condensed version of the guide.

### Step 1 – Scoping the study area

Using the most readily available and informative map of the area (a scale of 1:50,000 would appear to be appropriate as in the Discovery Map series in Ireland), a landscape circle is selected for the study area. (Permission to copy or reproduce maps may be required from the relevant agency). The radius of the circle is likely to be at least 1 km for urban studies, 2-3 kms for a small town or village plus its hinterland and up to 5km for rural landscapes of low complexity. It is better to start with a small circle and enlarge it if necessary.

A specific centre point may be chosen (ideal when assessing the impact of a proposed intervention in the landscape), but it may be easier to concentrate on the landscape to be enclosed in the circle. The choice of a study area will depend on objectives – a person may simply want to study their home place, or they may wish to study an area that is important to them, whether it is facing threats or not. I would hope that many will undertake a landscape study to equip themselves for participation in the processes of local landscape protection, management and planning. Either way, they should write out their objectives and develop a brief for the study – describing what is to be achieved and how is it intended to realise the objectives?

I have devised a simple tool that will assist in carrying out the scoping exercise – a clear plastic template marked with circles of different radii is the simplest and most effective way to carry out the exercise. With a compass and a narrow permanent marker draw a number of circles with different diameters (1 – 5km) to the same scale as the chosen map on a sheet of clear plastic. One can then move the plastic template over the map rather than drawing and re-drawing circles on the map with a compass. It is very encouraging to watch a group getting immersed in this exercise for the first time.

As well as assisting in selecting a landscape circle to study, the plastic template creates an awareness of the greater landscape outside the study area.

Another landscape-related use for the plastic template could be to mark on the template the lines of the four seasonal equinoxes.

### **Step 2 – Research**

There are three interrelated sections to researching the study

- understanding landscape
- understanding the landscape of the state
- understanding the landscape of the selected circle

This will involve the participant's own reference book resources together with local libraries, bookshops, local authority facilities and the internet. The readily available European Rural Heritage Observation Guide – CEMAT on the Council of Europe web site is a recommended companion study text. The research should result in a written description of the history and evolution of the selected landscape.

### **Step 3 – Creating an Image Observatory**

This exercise involves sourcing old images of the selected landscape such as photographs, paintings, postcards etc and comparing them with photographs of the same landscape today. In addition a current representative photographic portfolio of the existing landscape must be compiled to be replicated in subsequent years, carefully recording the details of each photo for future replication.

### **Step 4 – Information gathering**

The objective of the identification process is to list the elements of the landscape in each circle – good, bad and indifferent. A specific location for each element should be identified on the map, although for dispersed elements it may be adequate to refer to a particular quadrant of a circle.

The identification of landscape elements will range over the built (old and new), the natural and historical heritage as well as 'non-heritage' elements. It also adds its own important component – an understanding of the composition of the landscape and the interrelationship between existing built and natural heritage, and present-day interventions, e.g., construction work or changed land use practices.

The extent by which landscape elements are common, occasional or rare must be recorded and the pattern of their occurrence should be indicated by shading or cross-hatching a map section.

In the course of gathering the landscape information it will save time to be conscious of the work to be done in Step 5 – separating the elements into the landscape strengths, weaknesses, opportunities and threats.

### **Step 5 – Evaluating your landscape**

Because landscape is a composition of many elements or 'jigsaw pieces', an analytical and valuation process is required. The LANSWOT analysis (Landscape Strengths, Weaknesses, Opportunities and Threats) is highly suited to evaluate and prioritise the diverse elements of our landscape in the context of their role in defining and deciding landscape quality.

It lends itself to everyday use in avoiding the complexity of deep scientific analysis, whilst inviting individuals and communities to adopt a structured, critical approach in their assessment of their landscape. It has the added advantage of enabling communities in different locations to compare and contrast their conclusions in a comparative framework.

It should be noted that the lists of weaknesses, opportunities and threats may feature elements not currently evident within the study area.

### **Step 6 – Identifying landscape management actions and actors**

Landscape Management involves identifying/recording the actors and the actions needed in response to the prioritised lists produced by the LANSWOT analysis; encouraging best practice, where possible leading to the conservation of landscape elements (or at least a continuity of these elements within the landscape), and determining the character of interventions in order to reinforce the strengths, address the weaknesses, capitalise on the opportunities and avert or mitigate the threats.

This stage is about identifying with the landscape and about participating actively, rather than passively, in a manner appropriate to the scale involved in the landscape management process.

### **Step 7 – The landscape study report and other outputs**

A landscape study report will feature the following:

- an introduction to the study identifying the study area – the selected circle,

- a description of the landscape of the selected circle, its history and evolution,
- an illustrated landscape observatory of the circle,
- a prioritised listing of the landscape strengths, weaknesses, opportunities and threats with explanatory notes,
- an associated listing of the actions recommended and actors involved in the landscape management of the area,
- an action plan to publicise and give effect to the conclusions of the study.

Completing a landscape circle study report will achieve much in informing and alerting participants about their landscape. We recommend that they take some further important steps to communicate and validate their work with their immediate and greater community by progressing to one or more consultative and/ or engagement measures in their action plan, such as workshops, exhibitions, booklets, CDs etc – thus becoming a landscape active community and/or individual.

The landscape is an open book. From an educational viewpoint it is a resource book of incomparable richness, though we have been accustomed to consult only a few pages. It belongs to all of us, and it cannot survive unless all of us care, because particular pages are in the keeping of individuals who may not understand what they possess.

*John Feehan, 'Laois - An Environmental History', 1983*

## **Workshops and facilitators**

Whilst not essential, I believe that a modest investment in one-day workshops for a number of groups brought together in each region, would pay great dividends in the subsequent, speed, success, quality and depth of the study reports.

Whilst I am confident that an individual or group could undertake a landscape circle study using the guides alone, the process could be speeded up and enriched with the assistance of a trained facilitator. Again I am not suggesting expensive training, but local interested activists could be trained over the course of the aforementioned workshops.

## Conclusion

I believe that value of the ‘Landscape Circle’ guide lies in the fact that it is easy to comprehend. There is early physical involvement. The participants learn how to read landscape in the process of reading about and experiencing their landscape. Each step requires the participants to think about landscape at both the micro and macro scale. They get to understand the actions and actors involved in the processes of landscape management and change. And most importantly there is a product at the end of the process, which can stand alone or become an on-going dynamic landscape process in itself.

The ‘Landscape Circle’ template is not intended to replace the many other excellent tools and methodologies that have been developed for landscape study and management. It is a basic landscape instrument with considerable potential to become quite sophisticated. I would like to believe that it will help to make the European Landscape Convention a living convention for many local communities throughout Europe. It has the real potential to bring communities together in a powerful coalition that will insist on better care and protection for that wonderful heritage that we share – our European landscape.

It is absolutely necessary to encourage greater public awareness of the significance of landscapes. Landscapes and changes within them require greater study, control and management at national, regional and, most crucially, local levels. Local communities should be educated, motivated and aided to safeguard their landscape heritage. They should study, record and monitor their landscape, identifying its economic, social, cultural and ecological values, and defining its overall character and the appropriate design for new developments to enhance diversity and distinctiveness. Landscape history should be included in the training of architects, agriculturalists, foresters, engineers and planners, and other disciplines relevant to landscape management. Landscape should be treated as an environmental resource in the planning process. There should, however, be acceptance of the inevitability of landscape change and understanding of its causes and consequences. A distinctive landscape coherently defines natural and cultural processes and is therefore an appropriate scale for studying the interactions between people and their environment. It is also a suitable framework for environmental policy and management.

*John Feehan, Educating for Environmental Awareness 1996*

The Heritage Council of Ireland supports the participation of Landscape Alliance Ireland in Council of Europe European Landscape Convention activities.

For further information on the 'Landscape Circle' Guide see our web site [landscape-forum-ireland.com](http://landscape-forum-ireland.com) or contact Landscape Alliance Ireland at [lai.link@indigo.ie](mailto:lai.link@indigo.ie)



# Workshop 4 / Atelier 4

**Challenges and practical examples of landscape  
achievements within integrated spatial management /  
Défis et exemples pratiques de réalisations  
en matière de paysage dans le contexte  
de l'aménagement intégré du territoire**

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*Representative of English Heritage, United Kingdom/  
Représentant de English Heritage, Royaume-Uni*

Christopher ATTARD

*Representative of Malta Environment and Planning Authority/  
Représentant de l'Autorité de Malte pour l'environnement et l'aménagement*

## **Moderator/Modérateur**

Thomas KNOLL

*Representative of the European Federation of Landscape Architects (EFLA)/  
Représentant de la Fédération européenne des architectes paysagers (EFLA)*



## Landscape in planning policies and governance: towards integrated spatial management

Thomas KNOLL

*Knoll - Planung & Beratung Ziviltechniker GMBH, Executive secretary of  
ÖGLA, Austria*

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

*European Landscape Convention, 2000*

### European Landscape Policies – relevant for the European cultural landscape?

This paper addresses the issue of how relevant EU policies are for a conservation of European cultural landscapes. The introductory statement already shows two specifics of this thematic approach.

On the one hand there is the usage of policies in its plural form which seems to be unusual in German language usage indicating that there is no uniform European landscape policy, but that the issues concerning a development of European landscapes are rather packed in a multitude of directives, dealing with all partial aspects of landscape.

This fact shows a deficiency within the European Union as a definition of landscape as an independent field of policy with integrative meaning has not yet been established. Using the plural form of European Landscapes addresses the identity generating characteristic of the European Union. The variety of languages, cuisines and landscapes is the special aspect in the cognition of the European Union. While no peculiar landscape directive exists at EU level, there is one at the level of the Council of Europe.

Ilke Marschall and Klaus Werk<sup>7</sup> summarised the present situation from a German view in their current paper on the European Landscape Convention (ELC) “Natur und Recht”. Lots of its content also applies to Austria.

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7. Marschall / Werk, Die Europäische Landschaftskonvention, Natur und Recht (2007) 29, 719 – 722.

24 out of 27 EU-member states have signed the ELC and 34 out of 37 Council of Europe member states have already signed the Convention. Austria is therefore one of the last countries not participating in this extensive convention.

The characteristic of the European Landscape Convention is to be pointed out by several attributes:

- The ELC stresses the meaning of Landscape within Europe beyond EU-borders and is therefore based on the term of “Europe, the common heritage”, which does not end at the external border of the European Union.
- The ELC defines landscape as an important field of policy and indirectly opposes division into different components such as soil, air and water without focussing on the whole thing.
- The ELC stresses the impact of a general public on landscape issues and picks up the importance of a participation of the European as well as the regional public in those issues.
- Last but not least the European Landscape Convention has to be given credit for not only reducing the term “landscape” to a classic, rural cultural landscape but also stressing the meaning of urban as well as semi-urban landscapes.

As in Germany, Austria’s refusal of signing the Convention is not really understandable. A country like Austria, living from its landscape as a result of the revenue earned from tourism, should no longer be in an offside position. Not only symbolically: why not sign the Convention before the European football Championship EURO 2008 due to solidarity towards those states, that have already signed the Convention despite of difficult basic conditions?

Not signing the ELC until now can only be explained by a certain “*fatigue* of directives”. In the last ten years Austria has implemented a multitude of European directives and there seems to be some kind of weariness concerning further reforms.

The fact that the European Landscape Convention is to be affected, which is mostly of intellectual interest and will presumably not bear any additional financial or administrative burden, is ironic.

In Germany as well as in Austria the nature conservation policy seems to have other priorities at present. It seems odd that on the one hand German

protected areas are advertised under the heading of “Nationale Naturlandschaft (National Nature-Landscape)” but on the other hand the ELC is not signed and the implementation of Natura 2000 is carried out very reluctantly. In Austria we had it a lot easier. Except for a few private organisations like the ECOVAST the ELC was “not even ignored”, as we put it here in Vienna.

Now, where does the scepticism concerning new directives and conventions come from?

Until joining the European Union the Austrian federal states used to blame the “hydrocephalus Vienna” (after the second world war about 1/3 of the Austrian population lived in Vienna) for almost everything. The role of the scapegoat has now elegantly been passed on to Brussels. At the same time the European directives have played a very important role in the process of saving and developing Austrian cultural landscapes since 1995.

The Rural Development Programme and among others its implementation called ÖPUL plays a significant role. This public funding programme means a quantum leap regarding the agricultural landscape policy. It changed the system of pegging prices into a quality-orientated system. The high amount of organic products in the Austrian agriculture is a result of the EU funding policy too. Quality of data and the level of detail down to the specific field of an individual farm allow new quality control systems and evaluation reports for agriculture. There may still be some deficiencies here, but compared to the agricultural policy before 1995 which sponsored a landscape consuming agricultural surplus, those deficiencies are quite negligible.

Also in a different part of the Rural Development Programme, LEADER provides a good basis for regional landscape policy – even in terms of the ELC. LEADER makes a people-oriented as well as a landscape-oriented funding concept available, giving local and regional initiatives a good chance of implementing their projects.

The subsidy amount of the current funding period is a step in the right direction. To give an example: 22 million Euro for Burgenland (Austrian federal state) is far more than the proverbial drop in the ocean. This results in civil society’s organisations that are able to become active and implement their valuable work. To give an example I would mention initiatives such as “Wienerwaldkonferenz”, “Arbeitskreis Wachau” and “Initiative Welterbe Neusiedler See”.

Another significant step for landscape policy was the implementation of the directive for Environmental Assessment (“Umweltverträglichkeitsprüfung”). It resulted in a quality improvement of project planning, which can be seen in current projects. The comparison of the A4 (freeway) between Vienna and Fischamend with the recently completed “Spange Kittsee” (a feeder road) shows an enormous quality improvement concerning the protection of plants/animals/habitat and for water protection as well as noise control. The assessment of options is carried out more strictly, which is also a result of the directive for Environmental Assessment. Because of the establishment of this European directive the progress is no longer threatened by everyday policy. Despite appeals for saving money, the directive and its legal implementation in Austria guarantee that the main quality of the protection of landscape and humans remains untouched. The high hopes of some project opponents that the Environmental Assessment directive might change the policy of traffic were not fulfilled- this makes too great demands on the directive and this cannot be enforced at this level.

Strategic Environmental Assessment (SUP) may be seen as an example of implementing a directive in a simple way – as this seems to be possible sometimes. In line with spatial planning the SUP also meant a quality boost because of a unification of terms and procedures in the nine Austrian federal states. This unification would not have happened otherwise. With other matters the implementation of this directive still seems to be at the starting point. The European Court of Justice (ECJ) – playing the role of the European treaties’ watchdog – will have work further ahead.

The two Natura 2000 directives (Bird Directive and Habitat Directive) especially came under fire by the lobbies of rural landowners. The directives’ most interesting task aims at building a network of special conservation areas. This will allow having 10% of the European land mass under protection of species and habitat. This will lead to fulfilling a long term demand in a sufficient way, stopping the loss of European biodiversity. According to “Eurobarometer”, 90% of the European population think that loss of biodiversity is a serious problem. The loss of diversity of our fauna and flora is a problem well recognised by the European population. It is a shame that people think the cause of these problems lies elsewhere and their own contribution and possibilities are underestimated most of the time. Especially with those two directives there is a severe lack of communication. There is hardly any advertisement for the network in single EU member states

in order not to provoke the lobbies, while Brussels until now has not made any attempt to mediate. However the responsible EU Commissioner Dimas has announced a communication campaign for 2009. Natura 2000 is a good example of the dilemma of many directives. In Austria they are thought of as a kind of restraint and are carried out with grumbling and without enthusiasm. At the same time existing regulations often remain unchanged. This leads to increasing bureaucracy instead of taking the chance to tighten, simplify and therefore remove some national regulations. The example also shows that lobby groups, which in other cases strongly benefit from the European Union, do not want to declare their solidarity with directives that might be problematic.

Furthermore I would like to mention directives like the Water Framework Directive or the soil Framework Directive, but I will not go into detail due to time reasons. The list shows that the European Union does not follow a holistic approach but works with sectoral directives instead. In this field the European Landscape Convention provides an interesting contribution that has already been used in the European Spatial Development Perspective (ESDP). Following this integrative path should be supported more. In their paper *“Die Europäische Landschaftskonvention – ein Impuls für die Sicherung der Kulturlandschaft im ländlichen Raum”* the authors Schmid and Stöglehner<sup>8</sup> deal with the dynamic character of cultural landscapes. Landscape policy is therefore the management of changing processes and has nothing to do with conservatory or museum tasks. This implies that in the light of the ELC’s authentic language the term landscape shall be to the fore. Concentrating on the term “cultural landscape” in the past 20 years led to an unconscious restriction of the term “landscape”. Unconsciously and sometimes deliberately the romantic idea of the cultural landscape of the 19th century became the model or aim for landscape conservation. Engaging with the ELC shall improve awareness of landscape as a whole. This includes but is not limited to natural landscapes, uncultivated agricultural landscapes, modern agricultural landscapes, landscapes of tourism, urban landscapes and the growing semi-urban landscapes. It is the task of landscape architecture not to make invalid judgements between these characteristics of landscapes.

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8. Stöglehner/Schmid, *Die Europäische Landschaftskonvention – ein Impuls für die Sicherung der Kulturlandschaft im ländlichen Raum*, *Ländlicher Raum*, Jahrgang 2007.

The above mentioned examples show that European directives caused a significant step in the Austrian landscape policy since 1995. It is not quite comprehensible what people are afraid of concerning the European Landscape Convention. The implementation of directives into national policy demands a willingness to continuously tighten national regulations. A thoughtful implementation must also aim at simplification.



## Landscape planning as a strong forward-looking tool for integrated spatial management

Mária KOZOVÁ<sup>1</sup> and Pavlína MIŠÍKOVÁ<sup>2</sup>

<sup>1/</sup> *Comenius University in Bratislava, Faculty of Natural Sciences, Slovak Republic*

<sup>2/</sup> *Ministry of Environment of the Slovak Republic, Environmental Policy Department, Slovak Republic,*

### 1. Introduction

Recent 50 years landscape planning (landscape ecological planning or ecological planning) has made its intensive development all over the world. From 50<sup>th</sup>s of the 20<sup>th</sup> century the scientific landscape ecological methods have formed a good background for practise of landscape planning were firstly in the Central Europe. From the beginning of 70<sup>th</sup>s of the 20<sup>th</sup> century, landscape planning took the step by step mainly in the U.S.A. and Canada and the other countries. The need to solve the problems connected to human impact on landscape and its elements meant also development of landscape ecology and landscape planning in the 60ties in Slovakia. Landscape ecological planning in Slovakia as well as in the other countries of the Central and Eastern Europe was based on knowledge of geographical and biological disciplines. Establishment of *the Institute of Biology of Landscape* under the Slovak Academia of Sciences, 1965, implied the first research interdisciplinary institution in former Czechoslovakia. It was the Institute where the theory of landscape planning methodology (LANDEP) was elaborated by Ružička, Miklós and their team (1982, 1990).

Landscape planning issue is historically understood as an integrative discipline in relation to land use planning, landscape architecture, regional development and landscape management. Landscape planning in case of its adequate position in planning process can act as a coordinator of the integrative approach between spatial planning and land use planning and another planning activities (i.e. environmental planning, integrated river basin management, sectoral planning). By Jongman (2005) the most important contribution of landscape ecology to landscape planning has been in focusing attention on natural spatial and temporal dynamics. In addition, landscape ecology has an integrative role - linking human and ecological aspects of landscape management. According to Ndubisi (2002),

ecological (landscape) planning is a way of directing or managing changes in the landscape so that human actions are in tune with natural processes. Landscape planning is more than a tool or technique. It is a way of mediating the dialogue between human actions and natural processes based on the knowledge of the reciprocal relationship between people and the land.

By Ahern (2005) landscape planning prescribes alternative spatial configurations of land uses, which are widely understood as a key factor in planning for sustainability and adopts the landscape as the spatial unit principle of research and planning recommendations.

Nowadays, mainly in Europe, the attention is paid to more detailed landscape classification, assessment of landscape values and landscape perception, strengthening the ecological networks in landscape, development of the methods for landscape scenarios and landscape management. During preparation of the landscape plans the discussion is intensive also about feasibility of ecological proposals: for instance how to positively influence the local farmers and which types of measures are needed for maintaining traditional forms of farming (Drdoš, Kozová, 2008).

The significant international treaty which is strengthening the position of landscape planning in the whole planning system is the European Landscape Convention (Council of Europe, 2000). By the Convention “*landscape planning*” means strong forward-looking action to enhance, restore or create landscapes. Recommendation CM/Rec(2008)3 of the Committee of Ministers to member states on the guidelines for the implementation of the European Landscape Convention (Committee of Ministers, 2008) presents landscape planning as an instrument used to better implement the Convention and classifies it in the main categories of instruments for landscape policy.

The objective of the article is progression of landscape planning and its current role in spatial planning. Special emphasis is given to the importance of landscape planning within the implementation of requirements of the European Landscape Convention.

## **2. Progression of landscape planning, its aim, and actual role in spatial planning**

Germany and the Netherlands belong to the first countries where landscape planning started to be developed from the 50ties of 20st century. The methodologies of landscape planning were consequently evolved in other countries of the Central Europe as in Switzerland, Austria, Belgium, Slovakia,

the Czech Republic, Poland, and Hungary. From the 70ties of 20th century ecological and environmental planning has started to develop as a part of an approach of landscape architecture and regional planning in the North America (further in Ndubisi, 2002).

The constitution of the International Association of Landscape Ecology IALE (1982) together with formation of the scientific journal Landscape Ecology (1986) provided the contribution towards enlargement of the international co-operation and transfer of the scientific knowledge and practical experience among the regions. From the 80th of 20th century, landscape planning based on landscape ecology methods has been intensively spread also in the U.S.A, Canada and Australia. From the beginning of the 90th of 20th century there was progress of landscape planning in Russia too, mainly with the co-operation of the German experts. According to Drozdov (2008) the development of landscape planning in Russia has relatively a short history. The first activities were performed in 1994, when the project „*Ecologically Oriented Planning of Land Management in Baikal Region*” was running. In Russia, landscape planning can be defined as a set of the methods and procedures used to create a spatial organisation of human activity in particular landscapes that would ensure sustainable nature management and preservation of basic life-supporting functions of these landscapes.

The most known approaches i.e. the American methodology METLAND, (elaborated for metropolitan agglomerations), the Dutch methodology A.P.A., the Australian methodology SIRO-PLAN or LUPLAN, the Canadian methodology ABC or the Slovak methodology LANDEP are based on the evaluation of landscape suitability, conflict of interests and assessment of assumed impacts of the proposed intentions of the new activities. The main aim of a landscape plan is to identify an optimal, desired variant of a spatial landscape structure.

Ndubisi (2002) in his monograph provided a common base for understanding the major approaches to landscape (ecological) planning by examining five main questions:

- (1) Which ecological planning approaches represent major theoretical and methodological innovations, and why?
- (2) How do they interpret the nature of the dialogue between human and natural processes?

- (3) What do the approaches have in common, and how do they differ?
- (4) Can the approaches be grouped or classified based on the common themes?
- (5) When and why should landscape architects and planners lean towards one or more of the approaches in balancing ecological concerns with human use?

Overview of different approaches to landscape planning is elaborated according to Ndubisi (2002) as it was implemented since the year 1970 is shown in table 1.

**Tab. 1 Classification of the approaches of landscape planning  
(adapted from the monograph of Ndubisi, 2002)**

Approaches	Major concerns	Example of methods and models
<p><i>Landscape-sustainability approach - LSA 1</i> (developed prior to the year 1969)</p>	<p>Approach determines the fitness of the landscape for a defined human use.</p>	<p>(a) analysis of the ability of landscape to support human uses (b) the ability of soil to support different land uses (c) dividing landscape into physiographic homogenous units (d) assessing landscape suitability (e) identifying pattern of the unique perceptual qualities in landscape</p>
<p><i>Landscape-sustainability approach - LSA 2</i> (proposed or developed after the year 1969)</p>	<p>Approach represents refinements of LSA 1 (i.e. better describing landscape dynamics by reinterpreting concepts dealing with the functioning of landscapes and integrating them into sustainability analysis).</p>	<p>(a) landscape-unit and landscape classification methods (b) landscape-resource survey and assessment methods (c) allocation and evaluation methods (d) allocation, evaluation and implementation methods or strategic landscape-suitability methods (e) metropolitan landscape planning model (METLAND, USA) (f) an Australian approach to regional land use planning (SIRO-PLAN)</p>

<p><i>Applied human ecology</i> (after the year 1970)</p>	<p>Approach stresses cultural matters in landscape planning and focuses on how people affect and are affected by their environment, and how decisions concerning the environment affect people.</p>	<ul style="list-style-type: none"> <li>(a) cultural-sensitive method</li> <li>(b) future land use scenarios</li> <li>(c) adaptive models</li> <li>(d) land-economy analysis</li> <li>(e) community health-profile assessment</li> <li>(f) land-suitability assessment</li> </ul>
<p><i>Applied ecosystem concepts</i> (1970 - 2000)</p>	<p>Approach is concerned with managing human societies within their ecological contexts.</p>	<ul style="list-style-type: none"> <li>(a) ecosystem land-classification methods</li> <li>(b) ecosystem evaluation methods (i.e. index-based assessment methods; the Abiotic-Biotic-Cultural strategy - ABC strategy; cumulative affects assessment – CEA)</li> <li>(c) holistic ecosystem management methods (e.g. adaptive models and adaptive ecosystem management strategy)</li> </ul>
<p><i>Applied landscape ecology approaches</i> – elaborated mainly in Europe (1970-2000)</p>	<p>Approach understands the structure, function, and interactions of human and natural systems in order to mediate between people and nature.</p>	<ul style="list-style-type: none"> <li>(a) patch-corridors-matrix spatial framework</li> <li>(b) habitat networks in ecological planning</li> <li>(c) hydrological landscape structure</li> <li>(d) landscape ecology and optimisation method (e. g. landscape-ecological planning – LANDEP)</li> </ul>
<p><i>Landscape values and perceptions</i> (1970 – 2000)</p>	<p>Approach is stresses to evaluation of landscape values and perception address the perceptual outcomes of, as well as the experiences people have in, interactions with landscapes.</p>	<ul style="list-style-type: none"> <li>(a) paradigms of landscape values and perceptions</li> <li>(b) visual-resource-management systems (VRM)</li> <li>(c) classification, inventory, and analysis of the visual quality of landscape methods</li> <li>(d) evaluation of sensitivity of landscape based on people’s use, visibility, and interpretation methods</li> <li>(e) methods for mapping of the resultant landscape units to assign appropriate objectives</li> </ul>

Landscape ecology has had a mutual relationship with spatial and land use planning. According to classification (table 1) applied landscape ecology approaches were elaborated mainly in Europe in 1970–2000. The methodology LANDEP (Landscape-Ecological Planning) represents an example of an optimisation method and approach for integrated planning. LANDEP represents an original Slovak methodology directed to proposal of the most suitable spatial distribution of planning social and economic activities. The methodology was developed by Ružička and Miklós (1982, 1990) and was presented in the first Landscape Ecology Congress in Veldhoven (the Netherlands, 1991) as a system of landscape-ecological methods focused on elaboration of the variant solutions for ecologically optimal utilisation of landscape. In 1992 LANDEP was recommended to secure the integrated approach to planning and resource management in the document AGENDA 21 (World Summit in Rio de Janeiro, 1992).

LANDEP has a solid structure content base and logically built sequence. At the same time it is an open system, structure and steps which always depend on the character of a task, attributes of a concrete territory – its size and desired scale. The standard content in LANDEP consists of five basic methodological steps:

- (1) *Landscape ecological analysis* means to firstly obtain an input data about the components and landscape elements which are of abiotic, biotic, and socio-economic character;
- (2) *Landscape ecological synthesis* means creation of homogenous spatial units (landscape ecological complexes) which differ from neighbouring homogenous sites – types of other combinations of values;
- (3) *Landscape ecological interpretation* means determination of functional purpose-built and spatial landscape characteristics: i.e. erodibility (potential erosion), carrying capacity, vulnerability of landscape components etc.;
- (4) *Landscape ecological evaluation* means assignment of threshold values (limits) and levels of landscape appropriateness for location of the certain societal activities (selection of non-limits activities for each spatial unit, landscape ecological complex);
- (5) *Landscape ecological proposition* (optimisation) means alternative proposals of ecologically optimal spatial organisation of activities (forms of land use), landscape ecological provisions for revitalisation, nature and landscape protection, improvement of the environment, etc.

As it is shown in table 2 landscape planning is able to help to solve quite a large number of problems occurring when using landscape planning.

**Tab. 2 The questions which could be solved in the process of landscape planning**

<b>Examples of the questions which could landscape planning help to answer</b>
– How to direct or manage changes in landscape in harmony with natural processes?
– How to strengthen the ecological optimum of land use arrangement?
– How to ensure the balance between the caring landscape capacity and localisation of a new development in landscape?
– How to decrease landscape fragmentation?
– How to support preservation of the biological and landscape diversity?
– How to assess cumulative impacts on landscape structure and dynamics?
– How to reduce the number of barriers in landscape?
– How to minimise natural hazards and risks?
– How to solve conflicts of the different interest in landscape?
– How to ensure management of landscape and its natural sources?
– How to support maintenance of the characteristic landscape features and landscape values?
– How to assist with conservation and protection of historical landscape structures?
– How to sustain operation of water cycles?
– How to reach ownership harmonisation with requirements of governance, land use, landscape protection and landscape restoration?
– How to achieve economical feasibility of the ecological proposals presented in landscape plan (i.e. how to modify measures of landscape plan in order to positively influence farmers incomes?

There are very important supportive tools and procedure in order to reach the goals of landscape planning like: a) organisation of landscape (for instance by elaborating of land consolidation projects); b) landscape management (for instance water basin management); c) monitoring and control; d) research of landscape and its potential, transfer of knowledge into practise; e) access to information; f) public participation and co-operation with all stakeholders.

An example of new landscape ecological approaches is a concept of the Dutch conservation policy “*Robust corridors*” (Vos *et al.*, 2007). The concept represents integration of landscape ecological knowledge into landscape planning and design. These corridors consist of the wide dispersal corridors and large new nature reserves. There were developed the planning guidelines for the effective corridors, based on the best available ecological knowledge, and the effective implementation of these guidelines in a complex of the multi-actor planning process. State-of-the-art methods and models are used in this new concept: i.e. metapopulation models, evaluation of dispersal capacity, dispersal mode and individual area requirements of the species (method of “ecoprofiles”), feasibility studies and cost-effectiveness for different scenarios. By Vos *et al.* (2007) further development of the corridor design method will be: Step 1: translating basic species ecology into spatial conditions; Step 2: knowledge integration; and Step 3 flexible design rules. And, as authors add, it is still critical, how has the method of robust corridors affected the planning process.

Planning may become more integrated with research, enabling the multidimensional challenge of sustainability to be understood more rigorously with many disciplines involved, and the public (i.e. stakeholders, elected officials) is similarly involved in planning and decision making.. An example of very perspective model which combines interdisciplinarity with a participatory approach is a transdisciplinary model. According to Tress, Tress and Fry (2005) contemporary researchers argue that transdisciplinarity represents a yet higher level of integration in which professionals, non-academic and academic participants participate in a process in which knowledge is shared across disciplines and all participants are engaged in decision making. The level of transdisciplinarity has become a key indicator of rigorous sustainability planning (Ahern, 2005).

### **3. Importance of landscape planning for the European Landscape Convention implementation**

By the European Landscape Convention (ELC) the Council of Europe invited the Member States to pledge:

- (1) to recognise landscapes in law as an essential component of people’s environment, an expression of the diversity of their common cultural and natural heritage and a foundation of their identity;



- (2) to establish and implement landscape conceptions aimed at landscape protection, planning and management;
- (3) to introduce procedures for the participation of the general public, local and regional authorities and other parties with an interest in the definition and implementation of the landscape concepts;
- (4) to integrate landscape into land use, territorial planning policies, cultural, environmental, agricultural, social and economic policies, as well as in any other conceptions with possible direct or indirect impact on landscape.

According to Recommendation CM/Rec(2008)3 of the Committee of Ministers to member states on the guidelines for the implementation of the European Landscape Convention (Committee of Ministers, 2008)

landscape planning may be regarded in the same way as a territorial project and concerns forms of change that can anticipate new social needs by taking account ongoing developments. It should also be consistent with sustainable development and allow for the ecological and economic processes that may occur in the medium and long-terms. Planning also covers the rehabilitation of degraded land (mines, quarries, wasteland, etc.) so that they meet the stipulated landscape quality.

***Which task landscape planning can play within the implementation of the ELC requirements?***

Landscape issues should be approached through a systematic landscape planning process adapted at the different administrative levels, from the national to the locals, across the whole territory. By the recommendation for the ELC implementation the process could take the form of:

- a) proper landscape planning and development endowed with specific instruments, interconnected at the different administrative levels (landscape plan);
- b) systematic introduction of the landscape dimension into ordinary planning at different levels (national, regional, local), supplemented by specific studies and instructions (landscape studies).

All spatial planning should have a landscape dimension.

Recommended stages of general landscape planning (landscape plans, integration of landscape issues in the general procedure) are as follows (Committee of Ministers, 2008):

- 1) Clearly-defined and demarcated “*landscape units*” should be identified.

- 2) The landscape plan or study should set “*landscape quality objectives*” for each landscape unit.
- 3) The *area’s landscape quality* (protection, management, planning, reassessment, etc.) should be defined with regards to general and operational requirements and activities relating to devoting special attention to the measures needed for enhancing the landscape and for public use and accessibility of the sites concerned.
- 4) The landscape plan or study should also include *provisions on awareness raising, training and information to the public* and to the different stakeholders, whose activities affect the landscape.
- 5) Landscape plans or studies should also include *agreements, grants and financing for the upkeep of landscape components*, creation of structures and recreational and educational activities.
- 6) *A short- or medium-term management programme for the implementation of action*, presenting actors and the means to carry it out should be defined.
- 7) It is essential to have *means of monitoring landscape changes and the effectiveness of operations* - this should help in the process of reviewing and reformulating landscape quality objectives and of redefining all phases of landscape policy and its resources on a periodical basis.

By the recommendation for the ELC implementation it is essential to introduce landscape quality objectives into impact studies in order to ensure that projects are as consistent as possible with those objectives. It would be also useful to apply the guiding principles of strategic environmental assessment (SEA) with a view to the estimation and verification of spatial planning and programmes, since such evaluation involves a comprehensive and overall consideration of the landscape and particularly its capacity to tolerate the planned developments. The implementation of the convention could intensively use the knowledge-base of landscape ecology for instance when elaborating landscape policies and determination of landscape quality objective.

The ELC has stimulated landscape characterisation and mapping of the landscape types (see Wascher, 2005). By most authors the classifications refer mainly to the natural characteristics of landscape, which can be associated to some perceptual properties such as openness and naturalness. However, many classifications still lack cultural, historical, archaeological and architectural

properties due to a fact, that these data are fragmented, very much local and have no consistent coverage of the entire country in sufficient details.

#### **4. Identification of barriers in the process of implementing sustainable landscape planning and recommendations for their elimination**

##### **4.1. Current position of landscape planning in the system of spatial planning**

The effective implementation of landscape planning still alludes to the serious barriers which obstruct its use in social practice. One of the barriers is repeatedly the current position of landscape planning in the system of spatial planning. For the time being, integrated landscape planning is only in several countries. More often the landscape plan has a position only as a base document in the frame of land use planning (i.e. in Slovakia). Beside that, the experience shows that in spatial planning process landscape limits and potential, as the result of the landscape ecological plan, is in general not complied when the proposals of new land use and economic activities are suggested.

##### *Recommendations*

The essential foundation is to ensure the position of landscape perception and design in the spatial planning documents, to strengthen landscape in the national legislation - which will ensure an equal post of land use planning and landscape planning, as well as their mutual linkage when developing the local plans.

The ideal concept of the appropriate position of landscape planning was introduced by Finka, Žigrai (2008). They presented the main three pillars (landscape planning, socioeconomic strategic development planning and land use planning) completed by the set of sectoral planning activities and executive instruments should create the complex of spatial/landscape development management. The system of spatial relevant planning activities shall create conditions for permanent harmony of all activities over the territory with particular regard to the care of the environment, achievement of the ecological stability and provision of sustainable development, protective use of the natural resources and conservation of natural, civilization and cultural values.

#### **4.2. Competency division of landscape agenda within the sectors**

One of the biggest obstacles to apply landscape planning is apportionment of competencies dealing with landscape issues into different sectors (i.e. ministries responsible for the environment protection, agriculture, forest management, water management, regional development) without providing relevant mutual cooperation. This obstacle is relevant especially in the newly EU member countries.

Present experience shows that the roots of failure and ineffectiveness of landscape planning in the states even with its long term practice also consist in inadequate application of the ecosystem's approach (mainly knowledge about energy flow, information among ecosystems and their connectivity) – see in details in Drdoš (2004). According to Sklenička (2007) the ecologically challenging program / the territorial system of ecological stability (as a component of landscape planning for solving of questions of ecological quality of cultural landscape) is in several countries within the competency of people from practice, which leads to its more or less a formal realisation.

##### *Recommendations*

It is needed to promote integrative approaches and ensure the quality of practical implementation of the methods and methodologies of ecological networks into the landscape planning. Positive example is the National Ecological Network in the Netherlands, where all the provinces really work together on common goals. They also readily accepted the priority ranking of the proposed corridors by the national government (see Vos *et al.*, 2007).

#### **4.3. Dialogue among planners, decision-makers, land owners, and land users**

Another weak point of the current landscape planning is an insufficient dialogue related to respect of the economic interests of owners and users of the land. The assertion of landscape planning is obstructed due to splitting competences dealing with landscape within the different sectors (environment, agriculture, water management, regional development etc.), and their low level cooperation. This is the main reason for supporting integrative approach (Kozová *et al.*, 2007). Such a problem is described not only the papers from landscape ecology field and landscape planning field, but also from ecological and institutional economy (for instance Anderies *et al.*, 2004; Kluvánková-Oravská, Chobotová, 2006).

### *Recommendations*

For solving significant barriers dealing with adaptability some authors recommend the adaptive approaches. Adaptive planning requires that the planner accept a certain of uncertainty and risk, maintain a commitment to monitoring, and perhaps most importantly to be willing to fail. Threshold and guidelines represent important alternatives to adaptive planning, and can aid sustainable planning. Good example of the generic guidelines for land use planning and management was developed by Dale *et al.* (2000, in: Ahern, 2005) - (see table 3).

**Tab. 3: Generic guidelines for land use planning and management that serve an important function in framing the key issues and question, and to inform sustainable planning decisions**

- |  |
|--|
| <ol style="list-style-type: none"> <li>1. Examine the impacts of local decisions in a regional context</li> <li>2. Plan for long-term change and unexpected events</li> <li>3. Preserve rare landscape elements and associated species</li> <li>4. Avoid land uses that deplete natural resources over a broad areas</li> <li>5. Retain large contiguous or connected areas that contain critical habitats</li> <li>6. Minimise the introduction and spread of non-native species</li> <li>7. Avoid or compensate for effects of development on ecological processes</li> <li>8. Implement land use and land management practices that are compatible with the natural potential of the area.</li> </ol> |
|--|

*Source: Dale et al. (2000), in: Ahern (2005)*

The theory of the robust common-pool resource proposed by group of researches from Indiana University (Ostrom, 1990 in Anderies *et al.*, 2004) could be inspiring for better respect of economic interests and owner's objectives or land users objectives, but also for the purposes of landscape planning. The theory uses eight design principles of robustness for assessing effectiveness of sustainable land use (see table 4).

**Tab. 4 Designed principles derived from studies of long-enduring institutions for governing sustainable resources**

1. Clearly defined boundaries
2. Proportional equivalence between benefits and costs
3. Collective-choice arrangement
4. Monitoring
5. Graduated sanctions
6. Conflict-resolution mechanism
7. Minimal recognition of right to organise resources that are part of larger systems
8. Nested enterprises

Source: Anderies *et al.*, (2004)

As Anderies *et al.* (2004) show, principles are also significant from owners and users mode point of view which is interplay of ownership and rules of its operation. These design principles were originally developed for robust common-pool resource institutions. But, these principles appear to be a good starting point for the development of design principles for more general social-ecological systems and do include the link between resource users and public infrastructure providers. By Anderies *et al.* (2004) the first three principles together help to solve the core problems associated with free riding and subtractivity of use. Together with other principles they transform information about the state of the system into actions that influence the system.

## 5. Conclusions

Landscape planning systems are in the European countries very different depending on historical and land use development (inhabited landscapes, agricultural landscapes, natural landscapes etc.), intensity of disturbances or landscape character. We can find several independent approaches for example: a) landscape planning as an optimising method of spatial arrangement respecting landscape ecological conditions; b) landscape planning respecting mainly landscape character and landscape scenery; c) landscape planning as a toll for the protection of cultural heritage; and d) landscape planning respecting firstly nature protection.

For better fulfilment of landscape planning it is necessary:

- More effective integration of landscape planning to the planning systems in order to ensure that landscape planning will be a real tool to implement the requirements of the European Landscape Convention and other international agreements connected to protection, assessment, planning and landscape management
- To support large-scale and / or long term research and develop knowledge about impacts of different land use intensities and landscape configurations both in space (pattern) and time (change).
- To link together the preparation of landscape plans, proposals of ecological networks, strategy of nature and landscape protection, landscape assessment character, plans of integrated basin management, etc.
- To legally ensure to transpose the final regulative as the key results of landscape planning into land use planning, regional development, integrated basin management and into others sectoral plans.
- To use as much as possible GIS technologies, methods of simulation models and landscape visualisation when developing and designing landscape plan.

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## Le paysage dans les politiques urbaines de France : l'exemple du Parc de la Deûle

Pierre DHENIN

*Communauté urbaine de Lille Métropole, France*

Quand, en 2007, le parc de la Deûle emporte le Grand Prix National du Paysage, décerné chaque année par le Ministère de l'écologie et du développement durable, c'est toute la métropole de Lille qui voit reconnu ses efforts pour recomposer un paysage de qualité dans des sites où l'industrie abandonnée, a laissé des traces douloureuses : pollutions des sols, décharges, dépôts de boues, dépôts gigantesques de pneus etc. Le prix va donner une nouvelle dynamique à des terrains profondément transformés.

Ce prix distingue conjointement le maître d'ouvrage et le maître d'œuvre sur cinq critères majeurs : l'adéquation de la réalisation par rapport aux objectifs formulés, les principes de conception et de gestion dans une optique de développement durable, la préservation et la mise en valeur de la diversité des paysages, la qualité de la concertation et le caractère exemplaire de l'opération.

Ce prix reconnaît une réussite due au travail acharné des équipes qui se sont succédées à Lille Métropole Communauté urbaine, à l'Agence de Développement et d'Urbanisme de Lille Métropole et au syndicat mixte du Parc de la Deûle fondu, aujourd'hui, dans un syndicat beaucoup plus vaste et qui mène d'autres projets de requalification paysagère : Espace Naturel Lille Métropole.

Ce parc a été voulu par Pierre Mauroy, qui, dès 1991, a lancé ce projet avec la participation d'élus tout d'abord de trois villes qui ont accepté de se mettre autour de la table pour imaginer un grand parc reliant la métropole lilloise à l'ex bassin minier, reprenant un projet écrit, dès 1968, par un organisme public qui, malheureusement, n'avait pas réussi à le mettre en œuvre face aux résistances locales.

A partir de 1995, les idées se sont concrétisées autour des architectes paysagistes Jacques Simon, Jean Noël Capart et Yves Hubert, la créativité française associée au pragmatisme belge. En 1997, le parc de la Deûle a été inscrit comme projet majeur au schéma directeur de l'arrondissement

de Lille. En mai 2004, MOSAIC, le jardin des cultures, était inauguré et quelques mois plus tard, 350 hectares de « nature retrouvée » accueillent les promeneurs.

Le parc de la Deûle est un “parc en réseau” dont les diverses entités paysagères s’inscrivent dans les interstices du maillage périurbain et postindustriel de l’agglomération lilloise.

C’est aussi une réappropriation sociale et écologique des berges d’un canal industriel en plein développement économique.

Ce territoire d’une trentaine de kilomètres, charpenté par la Deûle et son canal, formera à terme un véritable couloir écologique et paysager qui réunira Lille à l’ancien bassin minier et à la ville de Lens.

Les deux premières tranches du parc ont été réalisées sur les communes de Santes et de Wavrin. La restauration des milieux naturels et la valorisation des structures du paysage rural constituent le cœur des deux opérations : “Nature retrouvée” et “Nature domestiquée”. Ces réalisations ont été élaborées en concertation étroite avec les populations et en synergie avec le milieu agricole, dans une démarche écologique et paysagiste inscrite dans une dynamique de développement durable.

### **Un projet de longue haleine**

A la fin des années soixante, l’État français lançait le projet d’un grand équipement de loisir pour contribuer à la réhabilitation du paysage entre la métropole lilloise et l’agglomération de Lens. Les riverains, notamment les agriculteurs, rejetaient ce projet, le jugeant trop ambitieux et requérant des surfaces foncières très importantes.

Vingt ans plus tard et dans un contexte différent, le projet ressurgit. Le développement de la métropole lilloise a fait apparaître un déficit en espaces récréatifs et l’agriculture se maintient difficilement dans des zones où s’entremêlent vie urbaine et vie rurale. Les mentalités ont évolué, les préoccupations environnementales et de cadre de vie deviennent prioritaires.

Au début des années quatre-vingt-dix, le projet du Parc de la Deûle est inscrit dans la révision du schéma directeur de l’arrondissement de Lille. Porté par Lille Métropole et les communes de Houplin-Ancoisne, Santes et Wavrin, il est formalisé en 1995 par l’équipe Simon - JNC International.

En décembre 1997, le parc est inscrit comme projet majeur au schéma directeur de développement et d'urbanisme de l'arrondissement de Lille. En février 1999, 277 ha font l'objet d'une déclaration d'utilité publique. Les premiers chantiers sont dès lors engagés.

### **Territoire aux multiples enjeux : La protection de la ressource en eau**

Dès l'origine, le premier enjeu du Parc de la Deûle a été la protection et la valorisation de la ressource en eau potable dans un secteur où les champs captant fournissent un tiers des besoins de la population de la métropole.

### **La protection et la structuration des écosystèmes**

Bien qu'ignorés, le canal de la Deûle et le canal de Seclin sont porteurs d'une forte identité. Les prairies humides et zones de marais, les rigoles d'assèchement et fossés, présentent un intérêt écologique latent.

Les bassins de décantation et les dépôts de boues issues du canal sont enrichis d'une végétation pionnière riche en biodiversité. Des plantes rares, une grande variété de champignons et une faune des milieux humides ajoutent à cette diversité, constitutive d'un véritable terroir.

### **Une meilleure cohérence territoriale**

Comme bon nombre de territoires périurbains, cette périphérie lilloise souffrait d'un manque d'identité dû au morcellement de son territoire, à la dispersion du bâti et au manque de hiérarchisation des espaces.

Les villages et hameaux, absorbés dans un processus d'étalement, perdaient leurs caractères. Lentement, cette périphérie s'est transformée en cité dortoir colonisant les campagnes et grignotant les terres agricoles déjà déstructurées. « Paradoxalement, la ville détruit par son extension ce qu'elle recherche : le paysage d'un meilleur cadre de vie ».

Alors que l'urbanisation ignorait la vallée de la Deûle, la réalisation du parc a inversé le regard. Le parc devient un lien entre les territoires habités.

### **Le concept d'un "parc en réseau"**

Le parc de la Deûle est conçu comme un parc éclaté dans son territoire. À l'opposé d'un parc composé d'une seule entité domaniale, il se déploie en réseau à l'intérieur d'un maillage rural, les coutures dessinées par le parcellaire

et les plis du terroir. Pour les concepteurs, il fallait s'intéresser à tous les espaces « désinvestis » par l'urbanisation traditionnelle. Espace tentaculaire, ce parc s'approprie les franges de l'urbanisation et cohabite avec la mosaïque des fonctions périurbaines à la fois urbaines et rurales. C'est une trame dont les mailles accueillent espaces social, biologique, économique et paysager. Solidaire de son territoire, il ébauche le "redécoupage" de l'espace périurbain.

Les itinéraires de promenades et ses structures paysagères forment "un espace parc" cohérent. Fréquenté par les promeneurs, il devient le terrain d'un nouveau lien social.

### **Un parc qui s'appuie sur le potentiel existant**

Malgré le caractère désordonné de son urbanisation, la périphérie de Lille recèle un fort potentiel. La redécouverte du canal de la Deûle, colonne vertébrale du parc est à la fois un lien et une composante de l'aménagement et de l'histoire des territoires qu'elle traverse.

Le parc tire parti des potentialités d'évolution des sites, vestiges d'activités plus ou moins polluantes. Il s'agit d'utiliser l'héritage laissé par la trame hydraulique, la morphologie des terres, le parcellaire, les structures paysagères, l'histoire, pour réhabiliter et revaloriser l'espace sans le réinventer.

Pour les concepteurs, les ambitions ont consisté à veiller à ce que le travail des paysagistes ne se voie pas, à relier les bourgs et les différents espaces à la Deûle, épine dorsale du parc et à faire de ces territoires dégradés des espaces de qualité manifestant une grande exigence environnementale.

Les concepteurs ont développé un projet selon trois thèmes.

#### ***La « Nature retrouvée », le site de la Gîte à Santes***

La reconquête de friches industrielles composées de dépôts de boues de Voies navigables de France, de dépôts de pneus, de décharges sauvages, a fait l'objet de travaux considérables pour dépolluer, transformer le sol, recreuser les marais, planter des milliers d'arbres, créer des chemins pour piétons, cyclistes ou cavaliers...

Les terrains d'assèchement des boues de dragage du canal se sont transformés, au fil des ans, en un patchwork de paysages que le sentier des « hauts de Santes » permet de découvrir. Il surplombe une vallée mi-boisée, mi-prairie composée d'un ensemble de plans d'eau et de zones humides. Le « perchoir »,

passerelle en bois de 100 m de long, pénètre dans la frondaison des arbres. Il permet de sensibiliser les enfants à la vie dans la canopée.

Le site de la Gîte fait l'objet d'un suivi scientifique rigoureux depuis plus de trente ans.

Il est prévu de créer, en 2009, un centre d'interprétation de la faune et de la flore qui aura vocation à favoriser la découverte d'une diversité scientifiquement entretenue pour mieux comprendre la composition et l'évolution des milieux naturels. Un concours international a été lancé à l'automne 2006.

### ***La « Nature domestiquée », les Ansereuilles à Wavrin***

Le concept de nature domestiquée vise à réconcilier deux mondes : l'urbain et le rural, les espaces de loisirs étant étroitement imbriqués dans les territoires agricoles.

Des prairies d'élevage ont été restaurées, des friches revalorisées en prairies de fauche, le bocage reconstitué, les rigoles d'assèchement redessinées et remises en eau, les clôtures agricoles homogénéisées. Ce parc se veut être un modèle d'évolution des pratiques favorisant les techniques agro-environnementales.

Dans ce territoire mi-agricole mi-naturel, l'image d'un parc est donnée par la réalisation de grandes allées structurantes qui relient les villages à la Deûle.

C'est la seule concession des paysagistes à une intervention visible.

### ***La « Nature rêvée », le jardin Mosaïc à Houplin-Ancoisne***

Le jardin « Mosaïc », ouvert dans le cadre de Lille 2004 capitale européenne de la culture, exprime la nature « rêvée ». Il évoque, sur 33 hectares, l'histoire des cultures des communautés qui composent la métropole lilloise.

### ***Un parc réalisé avec les agriculteurs***

Parce que les entités « parc/espace agricole » fonctionnent en interdépendance, les agriculteurs sont des acteurs fondamentaux de la gestion du parc qui devient une opportunité pour intégrer leurs activités au tissu périurbain. C'est l'occasion de réfléchir à de nouvelles orientations économiques (vente directe, tourisme rural...) mais aussi de faire évoluer leurs pratiques vers une agriculture respectueuse du paysage et de l'environnement. Des conseils et des actions ont été mis en place pour favoriser l'intégration des exploitations

agricoles dans le paysage (reconstitution de haies bocagères, clôtures...). Le parc a été conçu pour permettre aux agriculteurs d'assurer des prestations d'entretien du parc. Cette « agriculture périurbaine » est une composante essentielle du parc.

### ***Un vocabulaire commun***

Pour que les différents espaces entrent en résonance, un vocabulaire paysager commun a été défini. Des matières, textures et couleurs génériques sont la base de toutes recompositions.

Ce langage se traduit dans le traitement des fossés, le profilage des talus, la hiérarchie des chemins, ainsi que sur le mobilier agricole (clôtures, barrières...). Dans le domaine des composants paysagers, les actions se sont concentrées sur la mise en scène des structures végétales (choix des espèces, utilisation de formes naturelles ou domestiquées, rythmes des plantations...).

Les chemins réalisés en sable de Marquise et accompagnés systématiquement de bordures végétalisées, régulièrement fauchées, contribuent à l'unicité d'ensemble du parc.

Plus que toute signalétique, ces éléments d'identification aident à construire une image commune et renforcent le sentiment d'appartenance. Cette grammaire du paysage est inscrite dans la Charte du parc de la Deûle.

### **Un parc imaginé en concertation**

Une large consultation a été menée auprès des acteurs politiques, économiques, culturels et sociaux. Des rencontres avec les associations sociales, culturelles, sportives, et des échanges avec les organisations professionnelles ont favorisé la mise en commun des diagnostics, des problématiques et des enjeux. Ce processus a abouti en 2007 à la création du Conseil consultatif métropolitain des usagers regroupant les conseils locaux existants et une trentaine de fédérations ou associations.

L'adhésion sociale est une des clés de réussite de ce parc qui en garantit le respect par les usagers. Ainsi s'est forgée progressivement une vision partagée entre les acteurs de ce territoire qui ambitionne de devenir le plus grand "jardin collectif" de la métropole, support d'activités multiples : culturelles, sportives, artistiques...



## Une gestion différenciée

La gestion différenciée a été pensée dès la conception. Appliquée à l'ensemble du parc, elle permet de valoriser progressivement les milieux recréés. Afin de réduire les coûts d'entretien et de préserver la qualité environnementale des sites, les méthodes de gestion sont adaptées en fonction des espaces, de leurs objectifs écologiques et de leurs usages. Un éco-paturage a été mis en place sur les buttes de Santes.

## Et demain ?

Au nord, 150 ha de marais, prairies et peupleraies seront restaurés à Haubourdin et Emmerin. Au sud, à Don et Sainghin en Weppes, des friches seront valorisées.

Avant la fin de la décennie, la liaison entre le faubourg de Béthune à Lille et la ville de Lens distante de plus de 20 kilomètres, pourrait être achevée et des centaines d'hectares seront accessibles.

Le Parc de la Deûle devrait devenir l'un des premiers vastes « espaces de nature aménagée » d'une métropole transfrontalière de plus d'un million et demi d'habitants.

La volonté de changer l'image de la vallée de la Deûle par la reconquête de ses paysages et des milieux naturels permettant aux habitants de se réapproprier leur territoire était l'un des enjeux majeurs du parc.

Par sa mixité fonctionnelle et sa capacité de fusionner les intérêts urbains et ruraux, le parc de la Deûle a su répondre à la difficile tâche de recomposition des espaces périurbains.

Cette opération qui s'inscrit dans une politique de long terme, a bénéficié des choix pris par la communauté urbaine de Lille et mis en œuvre par l'outil de gestion, de concertation et d'animation qu'elle a mis en place : le syndicat mixte Espace Naturel Lille Métropole.

Cette action repose sur une stratégie baptisée « objectif de métropole verte » qui a pour ambition de réaliser une véritable couronne verte transfrontalière qui devrait, à terme d'une décennie, occuper près de 10 000 ha.

Terrain d'application du développement durable, laboratoire d'idées et lieu d'expérimentation, le parc de la Deûle est une référence pour l'aménagement des parcs de l'ensemble de la métropole lilloise.

Le Grand Prix National du Paysage a accentué la prise de conscience des habitants eux-mêmes qui avaient gardé de ces sites l'image peu valorisante de lieux dévastés par une industrie aujourd'hui disparue. Le « coup de projecteur » national a hâté un changement des mentalités et des pratiques. La légitime fierté des habitants s'est aussi traduite par une revalorisation des logements et des terrains à construire. Le Parc de la Deûle participe, incontestablement, à l'enrichissement collectif.

## Contribution of economics as a challenge for integrated spatial management and planning

José Manuel HENRIQUES

*Professor, University Institute Lisbon, Portugal*

### Context

“Integrated Spatial Management and Planning” are increasingly seen as a response to growing pressures on landscape. Contemporary developments are accelerating the transformation of landscapes. Urbanisation and urban sprawl, road infrastructuring or migrations are examples of European aspects of territorial distress.

But, as the European Landscape Convention stresses in its Article 2 (“Scope”), the Convention applies to the entire territory of the Parties and covers natural, rural, urban and peri-urban areas. The Convention also defines “Landscape management” (Article 1) as “action from a perspective of sustainable development, to ensure the regular upkeep of a landscape, so as to guide and harmonise changes which are brought about by social, economic and environmental processes”. Finally, the Convention defines “Landscape planning” (Article 1) as “forward-looking action to enhance, restore or create landscapes”.

The contributions presented below concern the challenges of enhancing or restoring degraded landscapes in “distressed urban areas” of the urban peripheries. It suggests some conceptual and theoretical developments in linking pro-active agency aiming at sustainable development and territorial planning.

Policy integration at different territorial levels and land use control at local level become central issues. The nature of landscape degradation, the conceptual and theoretical challenge of *not* separating physical aspects from socio-economic change and the conceptual and theoretical challenges of linking scientific knowledge to action in the field of landscape planning are key themes to be addressed.

## Landscape and contemporary planning problems

At the local level, this means an important challenge in terms of conventional practice as the transformation of landscapes, landscape degradation and the challenges of landscape protection can no more be understood as problems to be tackled by means of single policies alone.

Understood as sustainable development problems, they require a specific local response linked to all dimensions of current municipal and central statutory action as well as the involvement of all relevant social agents.

Concrete manifestations of landscape transformation and degradation are unique in each territorial context. Therefore, action has an unavoidable local dimension as landscape transformation becomes concrete in increasingly complex, spatially diversified and local specific contexts. Also lasting changes require clarification as action will have both a local and a non-local dimension aiming at societal change given the structural nature of problems.

The incorporation of these kinds of challenges in current territorial planning requires conceptual and theoretical development. Territorial planning is a future oriented activity whose theoretical object remains *linking* scientific knowledge to action in the public domain.

## Territorial integration

The territorial integration of physical, economic and social dimensions for contextual change was the particular challenge proposed by the Community Initiatives Urban I and II aiming at the promotion of innovation in this domain. But, policy integration at different territorial levels requires restructuring of state response which relates back with issues involving “decentralisation”, “deconcentration” or even “centralisation” in the relations with the national territory.

Also the increasing involvement of municipalities relates back with the need to discuss the substantive nature of action making concrete the challenge of dealing with sustainable development issues when traditional state response can no longer be restricted to single policy domains.

It is being widely recognised that municipalities are confronted with an increasing complexity of urban problems in “distressed urban areas”, namely, all those that relate transformation of landscapes, landscape degradation and the challenges of landscape protection with urban blight, unemployment or poverty and social exclusion.

The complexity as well as the political and policy relevance of social problems associated with European urban areas was particularly emphasised by the European Commission in its Communication *'Towards an Urban Agenda'* in April 1997 and has later been addressed by other initiatives. Actually, 80% of the European population lives in urban areas.

### **Conceptual and theoretical challenges**

It is within the context of this contemporary European challenge that this article wants to contribute to. There is a relation between lasting changes towards sustainable development and the concrete ways to cope with transformation of landscapes, landscape degradation and the challenges of landscape protection.

Linking municipal action for sustainable development to local development and to territorial planning requires conceptual reformulation and theoretical development in what concerns the relation between transformation of landscapes, landscape degradation, socio-economic processes and space.

The “paradigmatic transition” in regional development theory and in planning theory, as well as the ongoing “paradigmatic transition” in the social sciences themselves, offer opportunities for widening the scope for this kind of analysis. Emerging alternatives to the “hegemonic paradigm” in Economics also open promising perspectives to the analysis of the relations between landscape, space and socio-economic processes. These contributions enable a more precise definition of the economic dimension of landscape problems as well as of the economic dimension of local development processes aiming at sustainable development.

Theoretical contributions to local development in urban-metropolitan context are not widespread. Early contributions to local development were basically concerned with “underdeveloped” regions and reflected the conceptual and theoretical bias of the paradigms they belong to.

Urban-metropolitan areas are, by definition, considered to be included in “developed” regions and their specificity is not explicitly approached in terms of locally induced development possibilities, namely, under municipal initiative. And, the local relations between the specificities of local economic structures and of local functional integration in the metropolitan areas (residential specialisation, etc.) constitutes an additional challenge to the analysis of local development. Linking landscape protection and enhancement

to the intentional change of the local socio-economic context in urban-metropolitan areas aiming at local development requires, therefore, specific theoretical development.

Finally, territorial planning plays a relevant role in *making concrete* the nature of municipal action aiming at local development when understood as intentional change. But, current planning remains strongly dependent on ‘the production of the plan’, rather than on processes of collective self-empowerment in order to facilitate intentional change, for example.

### **‘Spatial separatism’ and the ‘space-time’ constitution of social phenomena**

Control over land use plays a central role in landscape protection and enhancement. Thus, control over land use plays also a role in *intentional* contextual change.

But, territorial planning theory remains strongly influenced by ‘spatial separatism’<sup>9</sup> (Gore, 1984) reflecting the effects of the ‘crises of theory in planning’. The implicit assumptions in conventional territorial planning concerning the separation between socio-economic phenomena and physical phenomena (‘spatial separatism’), the relation between planning and regional development and the relation between the role of the state and the ‘production’ and ‘resolution’ of problems have to be carefully analysed.

This is particularly acute in a country like Portugal, where the relations between state and society have to be analysed in the framework of a semi-peripheral society and where the state plays a central role in social regulation. In Portugal, there are no political regions in the continental territory and regional development policy has not a strong tradition.

The ‘space-time’ constitution of social phenomena is relevant to our understanding of landscape planning problems. The explicit consideration of the ‘space-time’ constitution of social phenomena is a remarkable challenge for the social sciences. It does not correspond to more conventional understandings.

‘Space’ and ‘time’ are basic dimensions of human existence and here they are both understood on the basis of relative concepts. Human practices are the

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9. Gore, C. 1984, *Regions in Question*, Methuen, New York.

bases of the objective qualities that space and time can express. According to physicists, neither time nor space had existence before matter. According to a relative conception of space, the properties of space are not absolute, but depend on the existence and distribution of matter and energy. Space is itself defined by mass and energy, and can only be studied in terms of the relations of matter and of energy through time, that is a space-time 'field'. Therefore, the objective qualities of physical 'time-space' cannot be understood independently of the qualities of material processes. Objective conceptions of time and space are necessarily created through material practices and processes that serve to reproduce social life<sup>10</sup>.

If a relative concept of space is accepted, then this implies that 'spatial separatism' is rejected. As introduced above, 'spatial separatism' has been identified with the notion that it is possible to identify, separate and evaluate the spatial as either an independent phenomenon or property of events examined through spatial analysis. It is enough to remember that land cannot be seen alone as a means of production (agriculture) or a locational constraint (manufacturing). Land also becomes an element of production (land speculation, etc.).

That is why space is not to be viewed in absolute terms. It is not an empty container that is somehow separate from the material objects located 'within it'. 'Spatial' consists of the relations between social objects. From this perspective 'space' cannot be separated from 'process', and, for example, one cannot write about a 'spatial incidence' of development.

On the other hand, the relevance of time in close interpersonal relationships is known given the need of communication among adults, between adults and children and among children. In the family, lack of time for interpersonal relations between the couple contributes to reinforcing communication barriers with emotional effects that reinforce lack of physical or mental health (psychosomatic disturbances, psychological pathology, etc.). The relevance of time in the relation between parents and children is also known. Lack of time for a harmonious relation between parents and children can be at the root of psychological, cognitive or emotional disturbance. The 'time-space' of parent-children relations is essential to their psychological development (playing, storytelling, etc.). It also raises a barrier to inter-household relations and participation in social, cultural and political life.

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10. Harvey, D. 1989, *The Condition of Postmodernity*, Basil Blackwell, Oxford.

## Landscape protection, planning problems and planning agency

This concerns, first, the conceptual and theoretical assumptions related with the emergence of landscape problems as planning problems. Second, it concerns the nature of planning at sub-national level which covers different national, scientific and professional traditions in dealing with urban and regional planning (land use planning, urban form, location and accessibilities, development promotion, supporting collective self-empowerment, etc.).

As is widely recognised, the results of conventional planning practice are not encouraging. A proposal for the understanding of regional planning as an ‘empowering dialogue’ was already discussed and presented.<sup>11</sup> Therefore, the nature of the activity to be developed as planning is not independent from the previous examination of issues such as the nature of landscape problems and their local specificity; the nature of the planning agent, the planning context and the nature of “planning powers”; and, finally, the substantive content of planning and the role of planners.

*The nature of landscape problems, their local specificity and the nature of action to “solve” them*

If it is accepted that there is a structural nature of landscape problems, the very nature of “landscape planning” requires careful examination as the relation between structural nature and local specificity requires particular attention.

Landscape problems can be understood as “wicked” problems<sup>12</sup>. They have no definitive formulation, they have no stopping rule, there is no ultimate test of a solution, they do not have an enumerable set of potential solutions and they can be considered to be symptoms of other problems.

The choice of explanation about the nature of a “wicked” problem is not independent of the nature of the problem resolution which is previously assumed (concept-dependency of the very problem resolution). If definition is not independent from resolution, the very possibility of resolution depends on the “causal powers” of the planning agent and on the role of planners

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11. Henriques, J. M., 2006, *Global Restructuring and Local Anti-Poverty Action: Learning from European Experimental Programmes*, Pd D Thesis, ISCTE, Lisboa, <http://hdl.handle.net/10071/273> (accessed 2008 April 25th).

12. Rittel, H. and Webber, M 1973, ‘Dilemmas in a General Theory of Planning’, in *Policy Sciences*, 4 (1973), pp. 155-169.



interpreting the action possibilities of the planning agent. In addition, given the “wicked” nature of the problems to be (re)solved, the specific content of the action to be developed is not independent of the nature of the social agent which can be identified as the initiator of action.

Understanding planning problems as “wicked” has further relevant implications for planning theory. First, “wicked” problems reinforce the subjective role of planners in the planning process. The information needed to solve the problem depends on one’s idea of how to solve it. Second, “wicked” problems challenge the hegemonic scientific paradigm. Epistemological issues gain a more relevant and clear role, namely, with regard to the validity of planning relevant knowledge. Third, given the nature of effects to be aimed at, both the idea of action for social change and the impossibility of anticipating the full consequences of action represent a major challenge for the organisational dimensions of planning, namely, regarding the nature of evaluation issues and the possibility of continuous monitoring.

*The nature of the planning agent, the planning context and the nature of the “planning powers”*

The nature of the social agent undertaking landscape management and planning requires analysis, just as its relations with other agents and the environment in the context of which planning activities are deployed (planning rationality and diverse rationalities of social agents represented at partnership level, the power of the planning agent and the powers of other agents whose reaction has to be overcome in the course of action aimed at structural change, etc.).

The definition of the key agent and the context of action, including the time involved in the action, require that the context of the action to be developed at local level is analysed previously. Clarification is required when dealing with the sense of the “end” of an action, namely, when the “end” of an action does not correspond with the “end” of the problem (acting on a project basis, etc.).

Action at local level requires the need to clarify the sense of dealing with structural problems at local level. On the other hand, planning on a sub-national basis touches issues directly related to urban and regional planning.

Planning for spatial diversity and local specificity requires context-dependent knowledge. Knowledge being local and “total” as linked to problems experienced and translated in terms of a project of hope for those experiencing

the problems requiring solution. The constitution of agency requires leadership at partnership level in order to ensure coherence, flexibility, and the pursuit of strategic objectives when, for example, planning agents are composed of social agents (forming the partnership) with different and overlapping territorial rationalities.

### **Creating “localities” and creating landscapes in “urban distressed areas”: without control over land use?**

As particular “space-time” settings of the concrete outcomes of structures and the working of mechanisms, the material basis of localities (social relations, institutions, agents, etc.) enable the conditions to be created for their reproduction or transformation.

On the basis of what was discussed above, localities can be seen as “potential communities” and as “territorial development units”. As the material basis of localities is constituted by social relations (not geographic space), it is further assumed that pro-active agency may be linked to the animation of those social relations creating localities and landscapes.

The creation of localities and landscapes in “distressed urban areas” requires the specific understanding of localities developed above. “Distressed urban areas” are also produced<sup>13</sup>. They correspond to spatial concentrations of urban problems including diverse manifestations of poverty among inhabitants, economic decline, and physical decay.

Problems in such areas are not problems from these areas. The problem of these areas is not only one of overconcentrated poverty in degraded landscapes. Many poor people live outside “distressed urban areas” and many people living in these areas are not poor.

But, as introduced above, contemporary developments are accelerating the transformation of landscapes. Urbanisation and urban sprawl, road infrastructuring or migrations are contributing to acceleration in land use changes and “producing” land as commodity through massive public and private investment.

Local direct control over land use becomes more difficult under these conditions, especially in countries that recognise the right to private land

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13. Henriques, J. M. 1990, “Subdesenvolvimento Local, Iniciativa Municipal e Planeamento Territorial” in *Sociedade e Território*, Ano 4, nº 12.

ownership and show poor conditions for public initiative in land use regulation. Direct administrative control becomes increasingly difficult.

Municipal public land supply hardly can become relevant in interfering with land values and land use. Either we understand increasing land values as a result of market mechanisms given a rigid land supply (central land), or we understand land values as a result of the institutional framework within which urban rent is created and appropriated, the local public manoeuvring space for land use control faces limits. Public supply hardly can interfere in market prices, land use regulations hardly can interfere with urban rent.

Thus, public investment, namely, in transport and communication infrastructures, becomes a key strategic tool in interfering with land values. Without changes in the overall structuring of urban-metropolitan areas it becomes difficult to interfere in land use change. However, enhancing degraded landscapes in the context of “distressed urban areas” represents an enormous challenge in contemporary European societies. Is it possible without increasing control over land use?



## **Round table / Table ronde**

**How to emphasise the need for robust and effective policies and systems for spatial planning and management with landscape as a major factor in the process of integrated spatial management? /  
Comment souligner la nécessité de politiques et systèmes solides et efficaces pour une gestion et un aménagement de l'espace accordant une place de premier ordre au paysage dans le processus de l'aménagement intégré du territoire ?**

Jesper BRANT, Denmark/Danemark

Abdurrahman GUZELKELES, Turkey/Turquie

Miroslava PASKOVA, Slovakia / Slovaquie

Karoly MISLEY, Hungary/Hongrie

Jerker MOSTRÖM, Sweden/Suède

Lionella SCAZZOSI, Italy/Italie



## Landscape and landscape ecology as factors in the process of integrated spatial management

Jesper BRANT

*Roskilde University, Denmark*

During the last years, the landscape definition related to the European Landscape Convention has been more and more recognised among scientists and planners dealing with different aspects of landscapes. Among certain scholars, the definition has been abbreviated to the sentence: ‘an area, as perceived by people’ (Council of Europe 2000), thus focusing on the mental construction of the landscape concept. Indeed, this perceptual aspect is also crucial to understand the ongoing mental battles on landscape identity that can be observed within Europe these years at all spatial levels. However, as far as I can see, the real new and innovative aspect in the definition of the Landscape Convention is precisely the interrelation between this first part, and the second part: ‘whose character is the result of the action and interaction of natural and/or human factors’ (Council of Europe 2000). I have been told that the definition was created as a political ‘compromise’ between a social constructivist and a positivist/materialist point of view. If so, it was a lucky compromise, giving room for a highly needed new quality in European landscape research and planning that for many years has been more and more influenced by a strong division of basic concepts like nature/culture, body and soul, city and countryside etc., primarily related to a still stronger division of basic thinking in natural science, social science and humanities.

### *The development of European landscape ecology*

Since the beginning of the 1980s broad landscape themes have been a part of an ongoing discussion among an interdisciplinary group of landscape scientists and planners, calling themselves landscape ecologists. Some of these consider themselves exclusively natural scientists, but in Europe they represent a minority. In the standard brochure from the International Association for Landscape Ecology (IALE) landscape ecology is presented as “the study of spatial variation in landscapes at a variety of scales. It includes the biophysical and societal causes and consequences of landscape heterogeneity. Above all, it is broadly inter- and transdisciplinary”. The organisation is presented as “An organisation devoted to sustainable, scientifically based management of

landscapes, ranging from wilderness to cities” (IALE 2007). In a mission statement from 1998 these perspectives have been elaborated upon in detail (IALE 1998).

The concept of landscape ecology can be traced back to the late 1930s, where the German biogeographer Carl Troll almost accidentally mentioned it in a paper as an aspect of land cover and land use research based on air photo interpretation: *“Luftbildforschung ist zu einem sehr hohen Grade Landschaftsökologie”*, adding a very important characteristic: *“Die Luftbildforschung wirkt außerdem in hervorragendem Maße wissenschaftsverbindend”* (Troll 1939). Later Troll used the term landscape ecology in a broader sense for the ambition to integrate biology and geography in area studies at the landscape level. Similar integrative perspectives developed parallelly in the scientific community of many European Countries, both in east and west, often initiated by geographers, and just as often with very limited success.

The idea to set up an international association for landscape ecology developed among Dutch landscape ecologists during the end of the 1970s based on a Slovakian proposal: at that time landscape ecology had developed in The Netherlands in close connection to landscape planning, organised in the rather powerful Dutch society for landscape ecology (WLO). They organised the first International Congress on Landscape Ecology in Veldhoven in 1981 (Tjallingii and De Veer 1981). Natural landscapes and landscape aspects of nature conservation was certainly a theme in the conference, but the main focus was on man-made landscapes, including urban ecology and the relations between urban and rural landscapes. Dutch landscape ecology already had a strong tradition for international co-operation, mainly in Western Europe and North America, but decisive for the initiative was the participation of Dutch landscape ecologists in some landscape ecological conferences in eastern Europe, opening their eyes to the long and strong tradition within landscape ecology especially in Eastern Germany, Czechoslovakia, Poland and the Soviet Union (especially in Siberia, where a huge centre for landscape ecology was established in Irkutsk), but also in other parts of Eastern Europe. Already since 1967 international conferences in landscape ecology had been organised every third year for Eastern Europe by Milan Ružička and his team from the Slovak Academy of Science. It was clear that there was an enormous potential for the development of both science and planning in a closer international cooperation between landscape ecologists and landscape



planners and managers in East and West, and Dutch and Slovakian colleagues decided to overcome the obstacles of the continuous cold war.

So The International Association for Landscape Ecology (IALE) was founded during the IVth International Symposium on Problems in Landscape Ecological Research here in Piešťany in Slovakia in 1982, 26 years ago (ten Houte de Lange 1983).

Already from the very beginning cultural aspects of landscape ecology were given special attention due to the overwhelming dominance of man-made landscape transformations in Europe, but also due to the long tradition of the study and protection of cultural landscapes.

In parallel, there was a strong influence from a new trend within spatial ecology, related to the upcoming island-bioeographical and later metapopulation theory for the study of dispersal of plants and animals through the landscape. This type of theory was basically supported by the strongly embedded argument for spatial planning at very different scales, in Europe culminating in the establishment of the Natura 2000-network, additionally facilitating the need for adaptation of the European biodiversity to expected climatic changes. There was however a marked gap between these theories, including their general applicability, and the empirical evidence, which was very limited, at best. Dispersal and spatial reproduction conditions for different species of plant and animals are extremely different and relevant information is only available for very few species. The endeavour to generalise this information for planning purposes, e.g. for the establishment of dispersal corridors to stabilise biodiversity, has in many ways not been based on any empirical evidence. Although many landscape ecologists were very eager to be engaged in practical landscape planning, their scientific responsibility forced them often to be more and more humble concerning the applicability, often confronted with the economic consequences of their advices. In particular, many biologists moved again into pure science, and concentrated on the collection of empirical data for a few species, often studied only at one or two different landscape scales.

Allow me to give you an example of this development, and the social mechanism it produces: In the mid-1980s a group of Western European landscape ecologists was invited to a 'travelling seminar' in the Czech part of Czechoslovakia to study and discuss landscape corridors. After a week's travel we ended up in South Moravia not that far from here, where some

landscape architects presented us an example of modern landscape corridors having been constructed as strip forests to connect different isolated forests localised in the summits of the hilly agricultural landscape: “You have been discussing landscape theory for a week, but here we have done it in practice, and you can see the result”, we were told. Asking for the financing of the corridors, we were told that the local farm co-operative had got a loan from the Ministry of Agriculture to cover the expenditures. Due to the experimental character the loan was very attractive: It was free of rent and payment. But one important condition was added: it had to be proved that the corridor worked. In other words that the investment would be paid back in an improvement of the dispersal of plant and animals. We were looking at each other. It was very clear to us that the planning of landscape corridors would put a responsibility on our shoulders concerning their functionality. Of course! But honestly, we were not at all in a position where we could deliver such a proof.

Correspondingly an interesting division of labour in the development of landscape ecology since the 1980s can be observed: many scholars and institutions kept the applied approach and tried to combine the planning perspectives of dispersal ecology with other spatial planning principles related to geo-ecological landscape stabilisation or landscape accessibility for recreational purposes. Other scholars and institutions concentrated on detailed field work based dispersal ecological or metapopulation studies of some carefully selected so-called ‘key-species’. Both groups went often, but not exclusively, into computerbased modelbuilding and development of spatial statistics based on GIS and Remote Sensing data. But these trends were to a certain extent regionally differentiated: American landscape ecology clearly moved in the direction of quantitative model- and science-based academic studies, mostly in ‘natural areas’, eventually under human ‘disturbance’. Parallels to this trend could be seen in most parts of the new world (e.g. Australia) as well as in other areas with low population density. European landscape ecologists, however, have in general kept the interdisciplinary and applied planning-oriented approach, putting more emphasis on a holistic view on landscape ecology and its application. This is especially the case in the more densely inhabited parts of Europe. Rather than to see this division as a sign of fragmentation within landscape ecology it should be welcomed, since both trends are necessary for the common goal (still dominated by natural scientific thinking), namely “to develop landscape ecology as the scientific basis for the analysis, planning and management of the landscapes of the world”. (IALE 1998).

However, it also reflects some other fundamental differences in the conditions for landscape planning and management: in North American tradition, protection of nature is almost entirely related to public regulation of state- or federal owned nature reserves. Here, the implementation of landscape ecological principles for regulation is in general rather straight-forward. In the densely populated Europe, dominated by old cultural landscapes, nature protection and nature development has by necessity been much more dependent on co-operation between public, private and co-operative types of land ownership, giving rise to very complicated context-sensitive planning and management of European landscapes. In the end, who really has the competence to change these types of landscape? Who decides, who takes the actions, and what influences their decisions and actions? How are these decisions and actions related to the historically developed identities of these landscapes for different groups of people? And how are these identities influenced by decision makers and active changers of the landscape?

For the elucidation of these questions, it is useful to introduce a distinction between the different forms of practical geographical competence existing to put forward changes in a landscape, set up by the late Swedish geographer Torsten Hägerstrand.

In a paper on the political geography of environmental management he emphasises that all human management of the environment is in general based on a clear partition of competence to given geographical domains (Hägerstrand 1995). The lowest primary domain is the unit of property, within which the owner has the free right to change the landscape, within some general rules set up by society. The owner or user is the only one that can make physical changes within his or her domain, and this right receives strong protection in almost all societies today. Fixed rules must be followed when they are transferred from one owner or user to the next, and boundaries tend to be very stable over time. Hägerstrand calls this exceptional right to manage and change the primary domain the right to exercise territorial competence – this to be seen in contradiction to the much more limited spatial competence of all power holders of domains at higher levels – that is municipalities, regions, nation, EU, typically represented by politicians and the public service related to these domains.

They certainly have competence within their strictly defined domains, but only the competence to set up general conditions on what should or could

be done within the domain or to designate sub-domains, and set up special conditions for these areas.

But if they want to change the landscape physically, also designated areas, they have to make an agreement with the owner or to buy up the land, meaning acquiring the territorial competence of the domain at the lowest level. The only exception to this rule seems to be within the infrastructural sector.

The power holders of higher order domains will often be split up in two different strata: beside the integrating bodies with spatial competence, specialised bodies, such as a ministry of agriculture, forestry or environment, will exercise functional competence, uniting the specialisations within the geographical domain. The functional competence might have a certain extended spatial influence, setting up conditions also at the lower levels of domains, but still the power holders of functional competence cannot in general directly make any changes at the lowest level.

All the power holders of higher order domains can only take care of symbolic transactions: political deliberations, rule setting, control, tax collection, subsidy provision etc. Symbolic transactions at the social level are vital for the transformation of society and for its ability to unite for common future goals. But we should have no illusions concerning their power in a direct transformation of our European landscapes. Hägerstrand characterises the difficulties facing a transformation towards a sustainable use of our landscapes through symbolic transactions in this way:

The social realm of symbolic transactions has a surface part which is mobile and where only lack of imagination sets limits to the content of desire-pictures about the future. But deeper down this highly visible canopy is held in place by the rather stiff stems of social institutions. Their task is in most cases to resist rapid change. On the landscape itself, for quite different reasons, there is also inertia. It takes almost a century for a coniferous forest to mature. Big cities persist for millennia. So, when a new thought such as the large-scale management of the biosphere emerges among the desire-pictures, every form of real practical action pointing in a new direction meets a world in which social institutions and physical arrangements are plaited together in an intimate grip and with few exceptions organised for exploitation of nature rather than caretaking and rejuvenation (Hägerstrand 1995).

It's a basic conclusion that symbolic transactions have first of all to be formulated and developed in accordance with or at least not against the interests of the power holders of the primary domains.

This of course makes landscape planning and management very vulnerable especially to changing market prices for any type of farm or land use products, economically critical for the land use decisions of the majority of European land owners. Thus, trends in market conditions and market development, not the least in the form of politically promoted globalisation, cannot be separated from any type of policy, planning and management related to the European landscapes.

### *Sustainable development and globalisation*

The development of modern landscape ecology has been closely related to the development of a growing interest in landscape planning and management following the foundation of the environmental movement and the rise of sustainable development as an agenda for the common future.

However, during the last decade the agenda on sustainable development has obviously been challenged by the agenda of globalisation, closely related to the demand for an open market pushed forward by the World Trade Organisation. These two agendas are now running their own individual life almost independently from each other. The globalisation agenda is driven by technological and economic renewal, dominated by traditional economic power. In comparison the agenda on sustainable development is more defensive and with less influence on the present rapid landscape changes. The agendas have, at least up to now, differed in the way that globalisation is oriented towards an open market with the individual producer and consumer in focus, whereas the agenda of sustainable development is oriented towards collective goals, such as nature protection, pollution, common land use, social justice etc. At the political level the globalisation agenda has been accomplished almost without any spatial or geographical dimension, whereas the sustainability agenda has been closely related to the handling of the differentiation in the material environment apprehended at different spatial scales.

The European Landscape Convention (Council of Europe 2000) can be seen as a concretion of the sustainability agenda, focusing on the need to change the historically developed landscape perspective from a more or less narrow specialist or artist issue to an integrated part of local and regional democracy. The Convention also develops a frame for nationally and regionally differentiated handling of landscape questions in the different parts of Europe, by prescribing the signing national authorities to identify their own landscapes throughout the national territory, to analyse their characteristics and the forces and pressures

transforming them, and to take note of changes, as well as to define quality objectives for the identified landscapes (Art. 6). In the explanatory report enclosing the European Landscape Convention it is explicated as an important aim that

“Landscape must become a mainstream political concern, since it plays an important role in the well being of Europeans who are no longer prepared to tolerate the alteration of their surroundings by technical and economic developments in which they have had no say. Landscape is the concern of all and lends itself to democratic treatment, particularly at local and regional level’ (par. 23 of the Explanatory Report (Council of Europe 2000)).

Extensive integrated research projects carried out in several European countries during the 1990s lead the foundation for this process, too, with emphasis on local studies of landscape and sustainable development.

Also the globalisation agenda is carried out at different spatial levels from the global to the local, working primarily with deregulation, market orientation, product differentiation and reduction of distribution costs, attended by a considerable centralisation of business power. However, where the globalisation agenda at least up to now has been centrally regulated especially through international politics, the sustainable development agenda is mainly formulated and concretised at a lower, often regional and local, level.

As a consequence, policy formulated at the local landscape level is forced to handle economic decisions and rules most often made at a higher level. In general, only at the local level the two agendas are integrated, and only here the landscape consequences of globalisation come to the surface.

Here, the future influence from the globalisation agenda should not be underestimated – not only at the material land use level with a variety of landscape ecological consequences, but also concerning perception and identities related to landscapes: the growing interest in the landscape as a place of identity with qualities to be protected and developed as a common good should be seen as parallel to a growing commercial interest in the attachment of product qualities as a part of a unique landscape identity that can serve as a brand to escape price competition following the globalisation agenda. On the one hand we can observe how local and regional communities these years involve the inhabitants heavily in the promotion of any type of landscape qualities and local identity that can serve to place the community in the consciousness of the surrounding world. On the other hand powerful stakeholders will always dominate the resulting general regional and local

branding process. The more the branding is separated from “a world in which social institutions and physical arrangements are plaited together in an intimate grip” the more free it will be to influence the landscape identity suitable for marketing purposes. But what will be the result? An area as perceived by people? – whose character is the result of the action and interaction of natural and/or human factors? Here you may probably have the most difficult challenge for the Landscape Convention in the future. To meet that challenge you really need to mobilise all aspects of landscape science, planning and management, and destroy the fruitless division of the landscape concept into a physical and a mental part.

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## **Relational space and world wide landscapes – challenges for spatial planning**

Jerker MOSTRÖM

*Swedish National Heritage Board, Sweden*

### **Relations are shaping space**

In the present globalised world, relations have become increasingly crucial to our notion of space. To consider space primarily as a result of economic, social and political relations rather than as a static and absolute container enhances the development of policies and systems for spatial planning with important and challenging perspectives. In accordance to this, landscapes can also be regarded from a relational point of view. Through political decisions as well as through economical relations and social networks, landscapes are intertwined in a complex web – what happens in one landscape has an impact on the development of another, sometimes in a very direct way. The interdependencies between landscapes are not new, but the scale and the scope of their impact have increased dramatically since the middle of the twentieth century.

### **Landscapes linked by global economies**

A historical example on how landscapes are connected by trade is the industrialisation of England and the emergence of oat fields in Sweden. The industrialisation during the second half of the nineteenth century was driven by a substantial number of horse-driven transports. The transport system was heavily dependent on the supply of oats. To meet the growing demand for oats in England an immediate response in Sweden was to establish new oat fields. Marginal land, not hitherto profitable for growing crops, was now cleared and cultivated. Especially significant was the extent of the cultivation in the southern and western part of Sweden, close to the export harbors. As the English horses were gradually replaced by steam engines and trains, the oat-cropping in Sweden declined, leaving behind fossilized field structures as visible traces of the English industrialisation in the Swedish landscape.

A more recent example is the steel industry, linking together the transformation of the Swedish and Chinese landscapes. The immense growth of the Chinese economy in recent years has been the major cause of the dramatic increase of steel prices. Due to this, the mining industry in Sweden has encountered a

renaissance resulting in prospection for ore in areas where mining activity used to be unprofitable and to increase the existing production. Chinese landscapes are transformed by the consumption of Swedish steel in the form of new buildings, railways, and industrial plants. Swedish landscapes are transformed by the production of steel for the Chinese market, where a striking example is the relocation of the mining cities of Kiruna and Malmberget in northern Sweden. In order to counter mining related subsidence and to make place for the expanding mines, the city centers of both Kiruna and Malmberget need to be relocated. This relocation process is a huge challenge to the local community, and will eventually result in an entirely new cityscape.



*The great mine of Kirunavaara. To make place for the expanding mine the entire city of Kiruna will be relocated – a true challenge for the spatial planners. Photo: Jan Norrman.*

### **The importance of scales**

The examples mentioned above demonstrate the complexity of the relations that bring politics, economics and landscape together. They also demonstrate the complexity of foreseeing the spatial scope and the consequences of a specific economic activity or a single policy initiative. The boundaries between the local, regional, national and the global scale are not always clear. Local decision makers are forced to respond to global driving forces in their

local policy making, and policies formulated at the community level may have an impact far beyond its local context.

The question of scale is especially important when discussing sustainable development. What seem sustainable on a programmatic global scale may sometimes turn out to be less sustainable in a local context. In Sweden the “ethics of ethanol fuel” is currently under debate. To meet the growing demand for ethanol in Sweden, Swedish companies are investing in production of crops and plants in Tanzania. Critics claim that these investments have a negative environmental impact; they increase food prices and are impoverishing the local socio-economic conditions. Does this mean that we are exporting environmental problems in the name of sustainability?

### **Landscape is the key**

The idea, launched by the European Landscape Convention, that the landscape is the entirety of our surroundings, where everything happens, forces us to constantly revise, reconsider and reassess our ideas about what is sustainable and what is not. Therefore the landscape dimension is an important key for the development of an integrated spatial management. Adding the landscape perspective provided by the ELC, to the policy making and planning process is an effective way of exposing the impact and potential conflicts that any policy initiative will bring about. Landscape is the interface between the local, regional, national and global scale. When policies concerning climate, sustainable development, renewable energy, agriculture production, forestry etc hit the actual landscape, crucial questions will arise.

My conclusion is that policies and systems for spatial planning need to “think” landscape to become robust and effective. Landscape will become a major factor when politicians and policy makers realise the potential of consulting the landscape in the creation of successful policies. In this process we need to accept that the landscape can be treated not only as the target but also as a means to achieve other political, economic or social ambitions.

In addition to the need of integrating the landscape perspective, it is obvious that policies for spatial planning also must apply to a multi-scale perspective (ranging from the local to the global) to be able to successfully deal with the challenges given by global, economical or environmental processes. Finally, the development of a landscape perspective in policies for spatial planning and management is crucial but equally important is the development

of a holistic landscape perspective in other policy areas, such as for energy, forestry, agriculture, urban development and infrastructure.

None of these tasks are said to be easy. The ELC provides a good starting point for the work but it certainly won't do the job.

## **Le paysage dans les politiques de planification du territoire, quelques questions ouvertes**

Lionella SCAZZOSI

*Professeur, Université Polytechnique de Milan, Italie*

### **Le rôle innovateur de la Convention européenne du paysage**

La Convention européenne du paysage aura bientôt dix ans (en 2010). Elle est entrée en vigueur après avoir été ratifiée par la majorité des Etats membres du Conseil de l'Europe. Elaborée sous les auspices du Conseil de l'Europe, elle s'inscrit dans la mission de l'Organisation pour la défense des droits de l'homme et de la démocratie.

Le texte de la Convention est absolument innovateur du point de vue du concept du paysage en ceci qu'il propose la recherche de la qualité de *tous* les lieux de vie des populations et non plus seulement la défense de la qualité des lieux qui sont déjà reconnus « de qualité » ou remarquables. Il est également innovateur du point de vue du rôle qu'il attribue aux populations dans les choix de transformation des espaces, de leur paysage, dans la mesure où il est attentif à une plus large participation démocratique.

La Convention a plusieurs conséquences méthodologiques et opérationnelles : dans les processus de connaissance, dans les instruments juridiques et d'action, dans les modalités de définition des choix de gestion des lieux, dans les responsabilités politiques et publiques, dans l'organisation administrative, etc.

Le contenu culturel de la Convention s'inscrit en réalité dans un processus innovateur qui s'est développé et continue de se développer, selon différentes modalités, dans plusieurs domaines culturels et politiques. Il serait utile de parcourir ce processus, en utilisant par exemple les textes des conventions et des règlements internationaux et européens, pour mieux comprendre l'évolution du concept de paysage. Et mieux comprendre aussi l'évolution des politiques qui ont été liées à cette idée, expression des nouveaux besoins culturels, sociaux, territoriaux, économiques, etc. du monde contemporain. Le texte de la Convention ne constitue pas seulement une synthèse, elle représente véritablement une avancée dans les orientations de la culture européenne et internationale qui étaient jusqu'alors compartimentées dans les

différents secteurs, comme l'environnement, la culture, le patrimoine culturel, l'économie, la gestion du territoire, la sociologie, etc. Il est particulièrement intéressant de suivre l'évolution du concept de développement « durable » depuis le *Rapport Brundtland* aux Nations Unies (1987) jusqu'aux documents européens (*Schéma de développement de l'espace communautaire*, Postdam 1999, élaboré par l'Union européenne et la *Déclaration de Ljubljana*, Ljubljana 2003, élaborée par la CEMAT – Conférence européenne des ministres responsables de l'aménagement du territoire du Conseil de l'Europe) lesquels ajoutent une dimension nouvelle à la durabilité (sa dimension culturelle) à côté des trois volets consolidés (économie, environnement, société).

En réalité, l'élaboration scientifique continue à recourir aux différents apports disciplinaires pour nourrir sa réflexion sur la notion de paysage, mais aussi pour souligner certaines ambiguïtés et mettre en évidence différents points de vue culturels et disciplinaires (approche dite romantique ou scientifique ; lien avec l'environnement ; importance de l'interprétation ; rôle des populations ; nécessité de différencier paysage culturel et naturel ; etc.).

La Convention européenne du paysage n'est pas un instrument innovateur isolé. Elle s'inscrit dans un processus culturel et politique concret, vaste et de longue durée, pas uniquement européen, qu'il serait utile de mieux comprendre pour mieux appliquer la Convention et trouver des convergences avec d'autres organismes internationaux politiques et culturels (UNESCO, UE, UICN, et autres).

Le thème que l'Atelier de Piešťany pose – à savoir le lien entre politiques et instruments de planification du territoire et paysage – revêt une importance toute particulière dans la phase historique et culturelle que nous vivons.

### **Le territoire et le paysage contemporains**

Dans un contexte de transformation, profonde et très rapide, de l'économie, de la production, de la culture et de la société, les caractères des territoires changent très vite et donnent lieu à des situations dont les disciplines de l'analyse territoriale et sociale n'ont pas encore étudié ni compris tous les aspects et toutes les conséquences. Les réflexions sont issues des disciplines les plus diverses (historique, géographique, ethnographique, philosophique, économique, sociologique, écologique, agronomique, etc.) et dépassent donc le cadre des disciplines qui ont été historiquement plus proches de ces thèmes, comme l'architecture et l'urbanisme/planification du territoire).

Dans certaines situations et dans certains pays, on assiste à la formation de nouveaux paysages de la contemporanéité notamment dans les espaces périurbains mais aussi dans certaines parties du paysage agricole. Il s'agit, d'une certaine manière, de structures faites de cohérence et de relations réciproques, selon une approche nouvelle par rapport au passé : des paysages nouveaux plusieurs fois construits suite à des interventions réalisées sur des espaces publics, collectifs ou semi-collectifs dans le cadre de projets paysagers spécifiques. Dans d'autres situations et pays, on observe la formation de grands espaces urbanisés dont la construction répond uniquement à une logique interne : des objets différents, additionnés, mis côte à côte, voire superposés sur le territoire, source de dissonance et même, de manière générale, à l'origine de situations chaotiques et sans ordre (d'aucuns y voient par contre des éléments dotés chacun d'un ordre intérieur quoique sans relations mutuelles ni lien avec le territoire hérité).

Toujours est-il que le manque de possibilités, de capacités ou de volonté de la part des pouvoirs collectifs et publics de re-lie et de construire un nouveau paysage est évident : ils leur préfèrent une utilisation purement « instrumentale » des territoires qui sont considérés comme simples supports, dénués de toute spécificités.

Une telle situation renforce la demande d'une politique de protection en faveur des parties et des éléments reconnus « de qualité » par plusieurs secteurs politiques, culturels et de la population, et particulièrement à risque : une politique de protection comme barrière contre le chaos et la perte de lieux exceptionnels et de qualité diffuse. C'est le cas notamment dans certains pays de l'Est ou d'autres où les rapides transformations économiques, territoriales et sociales sont plus difficilement gérables. La législation et les règlements contraignants, issus de pouvoirs plus élevés et extérieurs, y sont accueillis favorablement. Cependant une politique de ce genre, semblable à celle pratiquée par le passé dans le cas des monuments historiques ou de la nature, s'est révélée inadéquate et insuffisante dans son ensemble. Elle a échoué dans la double tentative d'obtenir la qualité de tous les espaces et de définir une réelle orientation des transformations, toujours inévitables, qui soient appropriées aux caractères de chaque espace. Par contre, cette demande de protection a le mérite d'avoir fait connaître et d'avoir sensibilisé non seulement les spécialistes, mais aussi les populations et les élus, à des aspects qualitatifs peu connus et reconnus (par exemple, le rôle des études et des actions actuelles sur les paysages agricoles qui conservent aujourd'hui

encore des traces évidentes du passé historique et qui sont perçus comme étant en danger dans toute l'Europe).

Les politiques de protection de la qualité qui existent à l'heure actuelle peuvent être utiles mais sont absolument insuffisantes pour réaliser les objectifs de la Convention européenne du paysage qui appelle tous les intervenants et toutes les populations à tenir compte également des paysages du quotidien et dégradés.

### **L'apport utile des disciplines de la planification du territoire**

En cette période de changement et de crise territoriale, les disciplines de l'urbanisme et de la planification du territoire en Europe s'interrogent en profondeur sur leur rôle et sur les instruments dont elles disposent par rapport aux thématiques paysagères (à leur réflexion s'ajoute celle d'autres disciplines, comme l'architecture, la géographie, l'économie, le paysagisme, etc., qui se posent des questions semblables).

Certes, des différences existent au sein de l'Europe puisque chaque pays agit en fonction de ses propres traditions, de sa législation et de ses instruments de planification du territoire etc. (il serait d'ailleurs particulièrement intéressant de disposer d'une étude comparée entre les pays européens sur ce thème). En tout cas, s'il est vrai que les disciplines de l'urbanisme et de la planification territoriale ont élaboré, au cours de leur histoire, une solide pratique expérimentale et théorique pour la construction et la réglementation des villes, il faut pourtant noter que les mesures élaborées pour les territoires extra urbains sont nettement plus récentes et plus faibles. Par ailleurs, plusieurs disciplines de l'architecture ont entrepris une réflexion sur leurs racines et leurs finalités, alors même qu'elles sont caractérisées, d'une part, par les grandes réalisations « de marque » (symboliques et exceptionnelles des « archi-stars ») et, d'autre part, par une pratique quotidienne de construction du territoire et du paysage contemporain qui est souvent jugée dans son ensemble comme étant de mauvaise qualité.

A l'heure où les notions de ville et de territoire extra urbain sont elles aussi en crise face à la réalité des lieux et où l'on continue à créer des mots nouveaux pour tenter d'exprimer les nouveaux caractères territoriaux (espaces péri-urbain, ville diffuse, etc.), il est évident qu'il est temps d'entreprendre une période de réflexion profonde et d'échanges véritables, sans préjugés ni attitudes de supériorité disciplinaire, entre les différents acteurs qui agissent sur les territoires. Il s'agit de remettre en discussion, en faisant preuve



d'humilité et d'esprit de recherche, les certitudes, les racines et les perspectives disciplinaires, afin de comprendre quels sont les différentes contributions que chacun peut apporter à la cause commune, à savoir : la qualité de espaces de vie sous tous leurs aspects, matériels et immatériels (une finalité qui est d'ailleurs peut-être elle-même à redéfinir). Même les disciplines les plus lointaines peuvent apporter de nouvelles contributions. Par exemple, certains économistes ont entrepris des recherches visant à mieux comprendre l'importance économique du paysage car si un paysage de qualité n'est pas une ressource directement productive, il est cependant une condition fondamentale au développement économique. Et, plus particulièrement, la réflexion de certains économistes qui ont considéré le patrimoine culturel comme un ressource économiques s'avère très utile.

### Quelques points de référence

Le document récent intitulé « *Orientations pour la mise en œuvre de la Convention européenne du paysage* » (Recommandation CM/Rec (2008)3 du Comité des ministres aux Etats membres du Conseil de l'Europe), élaboré et proposé par les groupes de travail pour la mise en œuvre de la Convention devant le Conseil d'Europe, explique les principaux atouts de la Convention européenne du paysage et fait apparaître les principales innovations qu'elle propose dans la pratique de la gestion du territoire pour améliorer la qualité du paysage.

On retiendra notamment le point E, où il est recommandé de : « *Intégrer le paysage dans les politiques territoriales* », ce qui veut dire que

« La dimension paysagère devrait être intégrée dans l'élaboration de toutes les politiques qui concernent la gestion du territoire, aussi bien générales que sectorielles, afin de mener à des propositions permettant d'accroître la qualité de la protection, de la gestion et de l'aménagement du paysage ».

Et encore, le point F, qui recommande de : « *Intégrer le paysage dans les politiques sectorielles* », autrement dit

« Le paysage devrait être pris en compte par des procédures appropriées permettant d'intégrer systématiquement la dimension paysagère dans toutes les politiques qui influencent la qualité des lieux. L'intégration concerne aussi bien les différents organismes et les services administratifs de même niveau (intégration horizontale) que les différents organismes administratifs appartenant à des niveaux différents (intégration verticale). En particulier, à titre d'exemple, la dimension paysagère devra concerner les programmes de gestion de l'énergie, tous les types de

programmes et projets d'infrastructures et de transport ; les plans des bassins hydrographiques ; les programmes et les plans pour le patrimoine et le tourisme ; les programmes, les règlements, les plans, les actions et les instruments financiers pour les activités agricoles, les instruments juridiques de protection de la nature déjà existants (tels que les parcs et les réserves) ».

Nous exposons ci-dessous deux questions qui sont actuellement assez problématiques en ce qui concerne la mise en œuvre de la CEP.

### **1. Planification territoriale et paysage**

Le paysage n'est pas un problème sectoriel, qui a besoin d'une approche séparée qui viendrait s'ajouter aux autres approches. Le thème du paysage est un problème qu'il faut se poser à chaque fois que l'on entend prendre une décision qui modifiera les caractères des lieux. En outre, le paysage n'est pas non plus la somme des interventions séparées qui ont tenu compte du paysage. Il faut comprendre et accepter qu'il existe beaucoup d'approches disciplinaire et opérationnelles qui, ensemble, aident au développement d'une connaissance partagée des lieux d'un point de vue paysager et d'une politique efficace.

S'il est clair que l'intégration du paysage dans les politiques sectorielles implique une prise en compte des problématiques paysagères dans chaque finalité spécifique et qu'il faut avoir des connaissances et des approches professionnelles différentes qui travaillent ensemble, il est plus difficile de comprendre ce que signifie une intégration du paysage dans les politiques territoriales générales, et plus particulièrement dans les instruments de planification générale aux différentes échelles administratives du territoire (locale, métropolitaine, provinciale, régionale, etc.).

L'urbanisme et la planification du territoire ont instauré une relation de collaboration avec la culture écologique. Ils lui reconnaissent aussi des instruments de connaissance et d'action spécifiques qui requièrent une préparation scientifique et professionnelle spécifique. Comprendre, accepter et utiliser les différences des points de vue et chercher une compréhension et une collaboration interdisciplinaire n'est pas chose facile (par ailleurs la culture de l'écologie et en particulier celle de l'écologie du paysage a parfois connu des glissements vers une position holistique) ! Quant à la relation entre écologie et architecture, elle s'est avérée et est encore aujourd'hui plus difficile, dans certains pays surtout. Et, en particulier, il est difficile de tenir compte dans toutes les interventions, y compris dans les plus petites et les plus diffuses, des caractères physiques de l'environnement (il est intéressant

de voir à ce sujet les cas extrêmes de l'Allemagne, d'une part, qui a une grande expérience et une vaste législation en la matière et, au contraire, le cas de l'Italie qui est aux prises avec de grandes difficultés).

Il est indéniable qu'une grande partie des disciplines de l'architecture et de l'urbanisme/planification du territoire ont tendance à affirmer que, puisqu'elles agissent pour la transformation et la gestion du territoire, elles *font du paysage* et que, par conséquent, la question du paysage est strictement une question d'architecture et d'urbanisme/planification. Parallèlement à cela, certaines positions propres à des disciplines de l'agronomie et de la forestation affirment presque la même chose quand elles soutiennent que dès lors qu'elles interviennent sur le territoire agricole et forestier, elles *font du paysage* et, par conséquent, le paysage leur appartient. Et l'on retrouve ce même genre de revendications jusque chez certains paysagistes.

Certains courants forts, qui sont présents dans l'élaboration théorique disciplinaire, dans l'organisation académique ou encore dans la pratique professionnelle, affirment que la question du paysage est si complexe et si ambiguë qu'en fait il n'existe pas en tant que tel mais que, par contre, il est déjà inclus dans les disciplines qui existent déjà et qu'il s'agit simplement d'ouvrir davantage ces dernières sur ces problématiques.

Sur la base de la connaissance des différentes situations et expériences des pays européens, certaines questions se posent :

- Qu'est-ce qu'un plan d'urbanisme et un plan territorial général pour chaque pays considéré?
- Quel est le rôle, la finalité, d'un plan d'urbanisme et d'un plan territorial, dans la législation, dans la pratique, dans l'expérience de chaque pays considéré ?
- Quel rôle chaque pays attribue-t-il à un instrument qui s'intéresse au paysage sur tout le territoire? Doit-il répondre à des conditions spécifiques, en termes de durée dans le temps, d'outils, d'acteurs à impliquer, etc. ?
- Quel lien existe-t-il déjà dans chaque pays entre questions paysagères, plan d'urbanisme et plan territorial ? Enregistre-t-on déjà des expériences ? Quels ont été les critères retenus ? Quels sont les résultats obtenus ?

Et plus en général :

- Le plan général du territoire est-il le seul instrument capable d'englober la question paysagère sous toutes ses facettes ?

- Dans quelle mesure et dans quelles situations une approche holistique doit-elle s'ouvrir à l'apport de disciplines différentes ?
- L'urbaniste-planificateur est-il toujours le principal responsable et le coordinateur dans la définition des objectifs, des décisions, des instruments, pour la gestion du paysage et du territoire?

Ces questions ne sont pas purement académiques puisqu'elles ont une influence sur la formation des techniciens et des professionnels, sur la définition juridique et pratique des instruments de gestion du territoire et du paysage, sur la participation du public à la définition du territoire aux différents moments décisionnels et sur la qualité des lieux.

En réalité, de nombreuses expériences ont déjà eu lieu en Europe, dans plusieurs pays et à différents niveaux de la gestion du territoire, qui ont marqué un lien entre paysage et planification territoriale générale (citons, par exemple, la *Loi paysage* (1993) en France qui impose l'insertion des thèmes paysagers dans tous les plans territoriaux généraux à l'échelle locale). Il faut aussi tenir compte du fait que les importantes et rapides transformations du territoire et la « question paysage » sont à l'origine des nombreuses contributions pour une plus ample réflexion sur l'urbanisme et la planification du territoire et sur ses instruments (par exemple, l'Italie traverse une phase de réflexion, de changement profond et d'expérimentations, surtout au niveau régional).

Sans oublier la grande expérience et les élaborations menées dans les disciplines des paysagistes et dans leurs organisations culturelles et professionnelles (IFLA, EFLA, ECLAS ; etc.). Ces expériences sont une ressource précieuse dont il faut tenir compte au moment d'élaborer une connaissance et une réflexion commune aux pays, selon les principes de la coopération qui sont au cœur même de la Convention (article 8 de la Convention européenne du paysage) et dans un esprit de collaboration interdisciplinaire.

Compte-tenu des différentes expériences des pays européens, les « *Orientations* » du Conseil de l'Europe ont fourni des indications générales dans le chapitre « Planification paysagère : plans et études du paysage autonomes ou intégration du paysage dans la planification ordinaire du territoire ».

En particulier il est dit que :

« Il est nécessaire d'aborder les questions relatives au paysage dans le cadre d'un processus systématique de planification paysagère, adaptée aux différents niveaux,

du national au local, et appliquée à tout le territoire, y compris les espaces urbains et extra-urbains.

Ce processus peut revêtir les formes :

- a. d'un véritable système de planification et d'aménagement paysager, avec des instruments spécifiques raccordés entre eux aux différents niveaux administratifs caractérisés par une autonomie opérationnelle (plans de paysage) ;
- b. de l'introduction systématique de la dimension paysagère dans les instruments de planification ordinaire du territoire aux différentes échelles (nationale, régionale, locale, etc.), qui devraient comprendre des études spécifiques contenant des orientations (études paysagères).

Toute planification du territoire doit intégrer la dimension paysagère. De tels choix peuvent être présents simultanément dans des situations diverses, même à l'intérieur d'un Etat.

En ce qui concerne la planification ordinaire intégrant la dimension paysagère, il est important qu'il y ait des études spécifiques pour la connaissance paysagère des lieux, et une définition de plans d'action.

Conformément à la définition de la Convention européenne du paysage, les études spécifiques et les plans d'action devraient concerner soit la protection des caractéristiques des lieux qui sont déjà reconnus comme étant de grande qualité, soit la gestion ordinaire des lieux, soit les projets de requalification et de réhabilitation ».

Qu'il s'agisse de projet *et* paysage, de projet *dans* le paysage ou encore de projet *de* paysage, chaque intervention (au sens large de protection, d'innovation ou de requalification) doit être non seulement *compatible*, mais aussi *appropriée* aux caractères des lieux, qui doivent être respectés dans leur spécificité et non pas simplement *utilisés*.

La Convention européenne du paysage pose aux politiques paysagères la question essentielle de la connaissance des lieux (art. 6.C « *Identification et qualification* ») : tout le monde s'accorde à dire que la connaissance des caractéristiques spécifiques des lieux a un rôle fondant, mais dans quelle mesure et comment la connaissance détaillée et attentive des lieux conduit-elle à une forme de *respect* pour les spécificités des lieux et produit-elle des modalités d'intervention appropriées (« Chaque intervention ou projet d'aménagement devrait être non seulement compatible mais aussi appropriée aux caractères des lieux » comme l'énonce le principe X des « *Orientations* »)?

## **2. Participation, subsidiarité, coordination des politiques et des actions**

Si la question de la qualité du paysage concerne tout le territoire, le rôle des populations est fondamental, car elles sont responsables de la majorité

des transformations, à la fois continues et capillaires. La qualité n'est pas seulement l'affaire des élus et des techniciens. Il faut que s'instaure une collaboration avec les populations qui doivent communiquer leurs volontés et leurs aspirations.

La question de la participation des populations à la définition des politiques de la qualité paysagère est étroitement liée l'application efficace du principe de *subsidiarité* (répartition équilibrée des décisions et des responsabilités aux différents niveaux administratifs) et de la coordination horizontale et verticale des politiques et des actions générales et sectorielles.

Il s'agit d'un difficile équilibre qui doit prendre en compte les spécificités nationales, culturelles, juridiques, sociales, politiques, techniques, économiques, etc. qui sont issues aussi bien de la contemporanéité que de traditions consolidées et fortement ancrées.

La participation des populations est parfois considérée comme une question qui concerne les populations surtout à l'échelle locale et moins aux autres niveaux, p. ex. national et international, dans leur articulation en groupes d'intérêts et de culture, comme cela a été dit à plusieurs reprises dans les commentaires, dans les ateliers et dans le document de la Convention européenne du paysage, et aussi lors des congrès et des ateliers internationaux de discussion au niveau européen.

L'expérience reportée et discutée à l'occasion des échanges internationaux et des Ateliers pour la mise en œuvre de la Convention, a fait apparaître le risque d'adopter une vision idéologique si l'on met trop l'accent sur le rôle, quoique fondamental, des populations locales. Une vision idéologique qui peut mener à une sous-évaluation de la complexité de la situation actuelle des populations locales où les phénomènes de migration qui caractérisent notre époque obligent toutefois des groupes et des cultures différentes à vivre ensemble alors qu'ils n'ont rien en commun, du fait de leur provenance géographique, histoire, culture et tradition, avec les caractères des lieux où ils vivent. En outre, il faut également tenir compte des changements rapides des groupes de population.

Le lien entre paysage et population ne peut se baser sur une idée des espaces entendus uniquement comme expression physique et symbolique des sociétés qui les ont créés et qui y vivent (une vision statique des liens entre la population et les lieux), mais plutôt sur une notion de lieux spécifiques qui sont communs à la fois aux membres contemporains des populations qui les ont créés et

vécus dans les siècles, à ceux qui s'y sont joints plus récemment et à toutes les populations de la région, de la nation, des autres pays du monde.

En outre, il est arrivé parfois que l'on attribue une trop grande responsabilité aux communautés locales en matière de politiques paysagères et que l'on donne plus de poids aux décisions prises à l'échelle locale. Ceci ne peut en aucun cas faire peser sur les épaules des communautés locales, notamment les plus petites et atomisées, les choix concrets de transformation et de réalisation des interventions paysagères mais au contraire il doit y avoir une prise de responsabilités claire et forte de la part des échelles supérieures pour tout ce qui touche le bien commun, dans une vision générale de ce qui est bon pour la collectivité. Faute de quoi on risque d'avoir, non pas une réelle participation, mais une prédominance de points de vue individuels ou de petits groupes d'intérêts et/ou de culture. Ou bien une prévalence des pouvoirs ou des groupes d'intérêts les plus forts ou les plus capables d'influencer les populations pas ou peu organisées. Ou encore, une prévalence des pouvoirs supra-locaux et sectoriels sur les pouvoirs plus faibles de chaque municipalité individuellement. Dans certains pays (en Italie par exemple) on a vu naître un processus spontané de coopération entre les communautés locales, sur des problèmes spécifiques ou généraux ; les cas de coopération et d'échanges d'expériences soutenus par exemple par les Programmes communautaires de l'Union européenne sont des pas importants qui vont dans ce sens.

Les « *Orientations* » suggèrent à ce propos que :

« Chaque Etat décide de son organisation institutionnelle en matière de paysage, conformément à son organisation institutionnelle générale (centralisée, décentralisée, fédérale), aux niveaux de gouvernement existants (des niveaux nationaux aux niveaux locaux), et conformément à ses traditions administratives et culturelles et aux structures existantes. Il conviendrait, toutefois, que les questions de paysage fassent l'objet d'une reconnaissance spécifique entraînant une autonomie soit du point de vue de l'attribution des responsabilités administratives soit de celui des activités cognitives et opérationnelles, indépendamment de l'éventuelle intégration dans de plus vastes secteurs administratifs ».

Il s'agit en somme de mettre en place un lien équilibré entre les compétences des différentes échelles administratives des lieux. Il est très important donner des pouvoirs au niveau local, plus proche des problèmes et des populations directement concernées par les réalisations concrètes et détaillées de transformation du territoire (édification, réutilisation, innovation, etc.) mais à condition que les niveaux supérieurs se chargent de l'orientation, du soutien, de la promotion et, le cas échéant, des interventions directes, en fonction du

niveau concerné et du type de problème. En outre, les niveaux supérieurs doivent aussi jouer un rôle de suivi de l'action des autres niveaux de l'administration afin de vérifier les plans, les programmes, les projets (c'est-à-dire les intentions) ainsi que l'efficacité et la congruité des politiques, des instruments, des réalisations concrètes par rapport à ces intentions ; ils pourraient même arriver, dans les cas les plus difficiles, à se substituer aux niveaux locaux.

Le processus de participation est complexe. Il prévoit l'existence d'un processus autonome de prise de conscience de la part des individus et des groupes, mais il requiert également que les autorités gouvernementales et / ou les organisation le plus sensibles à ces sujets organisent des activités de sensibilisation aux différentes échelles administratives.

Le but étant de dégager des réponses partagées sur les questions essentielles que pose le thème de la qualité paysagère sur tout le territoire : Quel paysage avons-nous ? De quel paysage venons-nous ? Vers quel paysage allons-nous ? Quel paysage voulons-nous ?



# **Closing presentation / Présentation finale**

## **Prospects for the European Landscape Convention**

Yves LUGINBÜHL

*Council of Europe expert, Research Director, CNRS, UMR LADYSS, Paris*

The European Landscape Convention, which has now been signed and ratified by a majority of Council of Europe member states, seems to be enjoying greater success than other European conventions. It is a source of hope in the possibility of enhancing European landscapes which have been transformed by the development of numerous public and private activities, often regarded as harmful to European citizens' quality of life.

The European Landscape Convention was drawn up by the Council of Europe, an organisation whose primary role was, and is, to safeguard and promote human rights and democracy. Incorporating landscapes into this objective was in principle no easy task, and discussions, explanations and persuasion were necessary to win people round to the idea. The vast majority of European citizens continue to identify the landscape first and foremost with the selective, elitist concept of outstanding landscapes, such as those which Unesco recognises as world heritage sites. However, as Article 2 of the Landscape Convention clearly states, its scope covers *all* landscapes:

... this Convention applies to the entire territory of the Parties and covers natural, rural, urban and peri-urban areas. It includes land, inland water and marine areas. It concerns landscapes that might be considered outstanding as well as everyday or degraded landscapes.

It is possible to perceive a direct connection between this definition of the convention's scope and the spread of human rights and democracy. This is because by broadening the issue of landscapes to the everyday surroundings of people living in Europe the convention emphasises that the democratic process must also attempt to improve people's living conditions and to entitle them, through the exercise of democracy, to a say in policy decisions concerning the places where they live and work, where they travel, where they spend their leisure time, and so on. Democracy, which, to quote Winston Churchill, is the worst form of government except all the others that have been tried, is a political system which gives power to the people. It functions according to rules whereby certain individuals represent the people, having been elected in their name. Elected representatives must accordingly concern

## Perspectives de la Convention européenne du paysage

Yves LUGINBÜHL

*Expert du Conseil de l'Europe, Directeur de recherche CNRS, UMR  
LADYSS, Paris*

Désormais signée et ratifiée par une majorité d'Etats du Conseil de l'Europe, la Convention européenne du paysage semble avoir un succès qui dépasse celui des autres conventions européennes. Elle nourrit un espoir, celui d'entrevoir la perspective d'améliorer les paysages européens qui ont été transformés par le développement de multiples actions privées et publiques et souvent considérées comme dommageables à la qualité du cadre de vie des européens.

La Convention européenne du paysage a été élaborée par le Conseil de l'Europe dont la mission première a été et reste la défense et la promotion des droits de l'homme et de la démocratie. Inscrire la question des paysages dans cet objectif n'était pas a priori une tâche aisée et il a fallu discuter, expliquer, convaincre, emporter l'adhésion. A priori, pour une grande majorité des citoyens européens, le paysage est encore lié à la vision sélective et élitaire des paysages remarquables tels, notamment, ceux que l'Unesco considère comme faisant partie du Patrimoine de l'Humanité. Or, comme le stipule nettement l'article 2 de la Convention européenne du paysage, les paysages qui entrent dans le champ d'application sont *tous* les paysages :

La présente Convention s'applique à tout le territoire des Parties et porte sur les espaces naturels, ruraux, urbains et périurbains. Elle inclut les espaces terrestres, les eaux intérieures et maritimes. Elle concerne, tant les paysages pouvant être considérés comme remarquables, que les paysages du quotidien et les paysages dégradés.

et non plus seulement les paysages remarquables. Pourquoi faut-il comprendre que ce champ d'application soit directement lié au développement des droits de l'homme et de la démocratie ? C'est précisément qu'en étendant la question des paysages au cadre de vie des populations européennes, la Convention souligne que l'exercice de la démocratie est également un processus qui doit tendre à améliorer les conditions de vie des hommes et à leur donner, par cet exercice, le droit d'intervention dans les décisions politiques qui concernent les territoires où ils habitent, où ils travaillent, où ils circulent, où ils se divertissent, etc. La démocratie, qui est le moins imparfait des systèmes politiques, comme le disait

themselves with the quality of people's surroundings, which is one of the conditions of access to social and individual well-being.

The European Landscape Convention is also consistent with the Aarhus Convention, which provides:

In order to contribute to the protection of the right of every person of present and future generations to live in an environment adequate to his or her health and well-being, each Party shall guarantee the rights of access to information, public participation in decision-making, and access to justice in environmental matters in accordance with the provisions of this Convention.

Article 6 of the Aarhus Convention moreover goes further, specifying that public participation shall be implemented from the outset:

4. Each Party shall provide for early public participation, when all options are open and effective public participation can take place.

The future prospects for the European Landscape Convention accordingly follow a quite natural course: enhancing the landscapes which form part of the quality of life for people in Europe necessitates greater democracy and, in that sense, entails public participation in the decision-making process and in ensuring justice in environmental matters. As pointed out in the Landscape Convention, improving the quality of life involves a process of identifying landscapes and their characteristics, setting landscape quality objectives, determining landscape planning, protection or management measures and evaluating those measures. It also involves promoting education and the training of those responsible for implementing sector-specific policies, of which the landscape must be part and parcel, and raising awareness among the general public and, in particular, elected representatives.

Expressed in these terms, this foreseeable future approach seems quite logical and fairly well mapped out, although its implementation is encountering problems linked to various political, social and cognitive factors. In the current context, however, new prospects are opening up based on experiences that show European societies' capacity for action to improve the quality of life. At the same time, there is absolutely no call for euphoria. Although the European Landscape Convention has paved the way for possible action, it is still in its infancy and many obstacles stand in its way.

Winston Churchill, est le régime politique qui donne le pouvoir au peuple. La démocratie fonctionne avec des règles qui permettent à certains hommes d'être les représentants du peuple et ces hommes sont élus au nom du peuple. Les élus du peuple doivent donc se préoccuper de la qualité du cadre de vie des populations qui fait partie des conditions pour accéder au bien-être social et individuel.

La Convention européenne du paysage est conforme également à la Convention d'Århus :

Afin de contribuer à protéger le droit de chacun, dans les générations présentes et futures, de vivre dans un environnement propre à assurer sa santé et son bien-être, chaque Partie garantit les droits d'accès à l'information sur l'environnement, de participation du public au processus décisionnel et d'accès à la justice en matière d'environnement conformément aux dispositions de la présente Convention.

Dans son article 6 également, elle va au-delà, précisant que la participation des populations est mise en œuvre dès le début des procédures :

4. Chaque Partie prend des dispositions pour que la participation du public commence au début de la procédure, c'est-à-dire lorsque toutes les options et solutions sont encore possibles et que le public peut exercer une réelle influence.

Les perspectives de la Convention européenne du paysage pour l'avenir semblent ainsi naturellement tracées : l'amélioration des paysages qui constituent pour une part le cadre de vie des populations européennes passe par le développement de la démocratie et dans ce sens, par la participation des populations au processus décisionnel et à la justice en matière d'environnement. L'amélioration du cadre de vie passe, comme l'indique la Convention européenne du paysage par un processus qui implique l'identification des paysages et de leurs caractéristiques, l'élaboration d'objectifs de qualité paysagère, la définition de mesures d'aménagement, de protection ou de gestion des paysages et l'évaluation de ces mesures. Elle passe également par le développement de l'enseignement, de la formation des responsables de la mise en œuvre des politiques sectorielles dans lesquelles le paysage doit être intégré, par la sensibilisation du public et notamment des élus politiques.

Ce processus imaginé pour l'avenir semble logique et assez bien tracé ainsi. Mais sa mise en œuvre se heurte à des difficultés qui tiennent à divers facteurs d'ordre politique, social et cognitif. Le contexte actuel ouvre cependant la voie à des perspectives qui s'appuient sur des expériences témoignant de la capacité qu'ont les sociétés européennes à agir pour améliorer leur cadre

## **Difficulties in implementing the European Landscape Convention**

The difficulties that may be encountered in implementing the European Landscape Convention do not solely have to do with the issue of disseminating the new definition of the landscape proposed by the Council of Europe throughout European society, not least among all national, regional and local elected representatives, although it is true that old ideas die hard, and it will take many awareness-raising activities and much persuasion to bring these politicians to espouse the principles of the European Landscape Convention in their spatial development policies. The difficulties have three main causes:

### **Unequal democratic progress in European countries**

There can be no denying the fact that the political changes in eastern Europe were a key phase in the development of democracy. The countries formerly governed by collectivist political regimes acceded late to democracy, in the early 1990s. Democracy is not something that can be learned in one day; it is long and difficult to establish, necessitating debate and the definition of strict rules for the political functioning of societies. The forty years for which the countries of eastern Europe were governed by this authoritarian regime instilled behaviour patterns that led to a collapse of civic responsibilities, although the citizens of the countries concerned were themselves often very much aware of the political system's shortcomings.

Establishing a working democracy therefore takes time, and vigilance is necessary to avoid these shortcomings, which have often led to corruption and cronyism. This "political culture" cannot be fully erased and has left traces of behaviour that cannot qualify as truly democratic.

In this respect, countries which have lost the habit of collective debate of social issues, albeit divisive ones, encounter problems with the implementation of the European Landscape Convention, which in fact recommends debate among citizens, elected representatives, practitioners, scientists, etc., as a means of arriving at policy decisions that are carefully considered and command general acceptance. Needless to say, such debate must be structured and recognised. Some doubt subsists that societies which have lived through the upheavals of collectivism can subscribe to this political principle from the outset. Time is needed for social ties to be restored and for collective debate, for the time being an often unpopular concept in ex-collectivist countries, to gain acceptance.

Conversely, the many restrictions experienced by these societies in their access to resources and to the media forged a strong sense of social solidarity,

de vie. Il reste pourtant essentiel de ne pas tomber dans l'euphorie : si la Convention européenne du paysage a ouvert un espace d'action possible, elle n'en est encore pas moins qu'à ses débuts et bien des obstacles se dressent sur son chemin.

### **Les difficultés de la mise en œuvre de la Convention européenne du paysage**

Les difficultés que peut rencontrer la Convention européenne du paysage dans sa mise en œuvre ne tiennent pas uniquement au problème de la diffusion dans tous les corps sociaux européens et en particulier de l'ensemble des élus politiques, nationaux, régionaux ou locaux, de la nouvelle définition du paysage que propose le Conseil de l'Europe. Certes, les anciennes conceptions ont la vie dure et il faudra bien des actions de sensibilisation et beaucoup de persuasion pour que ces hommes politiques fassent entrer les principes de la Convention européenne du paysage dans leurs pratiques d'aménagement du territoire. Les difficultés tiennent à trois raisons principales :

#### **Le niveau inégal de développement de la démocratie dans les pays européens**

C'est un fait indéniable : le changement politique dans les pays de l'est européen a été un moment essentiel du développement de la démocratie. Les pays qui étaient régis par le régime politique collectiviste ont accédé tardivement à la démocratie, c'est-à-dire au début des années 1990. L'exercice de la démocratie ne s'acquiert pas en un jour ; c'est un processus long et délicat qui demande le débat et l'établissement de règles rigoureuses du fonctionnement politique des sociétés. Les 40 années pendant lesquelles les pays d'Europe de l'est ont été gouvernés par ce régime autoritaire ont induit des comportements de perte des responsabilités citoyennes, même si les citoyens de ces pays étaient très souvent conscients des dérives politiques.

L'établissement d'un fonctionnement du régime démocratique demande donc du temps et de la vigilance pour éviter ces dérives qui ont souvent conduit à la corruption et à des pratiques de clientélisme politique. Gommer cette « culture » ne peut se faire sans que des vestiges subsistent des comportements non vraiment démocratiques.

En ce sens, la mise en œuvre de la Convention européenne du paysage dans des pays qui ont perdu l'habitude des pratiques de débat et du partage, même conflictuel, de questions de sociétés se heurte ainsi à des difficultés : la

which has been possible to observe in action in most of the countries of central and eastern Europe during periods of political tension. This is perhaps an opportunity to be exploited by those with the political will to implement the European Landscape Convention.

This observation does not, however, imply that all the countries of western Europe are shining examples of democracy. Those holding political office have indeed been elected by the people, but it is a known fact that the democratic process, in particular public participation in political decision-making, is still not perfect or well and truly established. Attempts to involve the public in the spatial development process at local level also run into difficulties linked to the novelty of these methods and lack of practice, to improvisation, to the role played by certain local leaders and also, it must be said, to fear of speaking out in local communities where family or neighbourhood quarrels have left their mark.

### **Unequal living standards in European countries**

It is self-evident that living standards and access to wealth, amenities, job security, health protection, etc. are not equal in Europe. There is also clearly a difference between western and eastern Europe in this respect.

It is accordingly inconceivable that the nations of central and eastern Europe should not seek to catch up this shortfall. The European Union of course plays a major role here by fostering investment in these countries' economies, communication systems, etc. The situation could be compared with that of Spain and Portugal when they first joined the EU. Thirty years later, these countries have made huge progress in terms of both democracy and economic growth. The considerable sums invested by the European Commission have been a driving force for their development.

The transition to democracy in central and eastern Europe has however gone hand in hand with the introduction of free market economies, which have their advantages and their drawbacks. The latter include a tendency towards individualism and to seek to maximise profits at all costs. This is understandable. That individuals in eastern Europe who experienced hardship should wish to acquire the consumer goods available in western Europe is in point of fact logical. However, the speed of development entails a risk that landscape considerations may be disregarded in the very short term. Building and infrastructure projects, investments in energy production installations, industrial plant and so on, may be decided fast and with scant regard for



Convention européenne du paysage prône précisément le débat entre citoyens, entre élus politiques, praticiens, scientifiques, etc., pour aboutir à des décisions politiques mesurées et acceptées par tous. Débat, certes, mais débat organisé et accepté : il n'est pas encore certain que les sociétés qui ont vécu l'aventure collectiviste adhèrent d'emblée à ce principe politique. Il faudra du temps pour que se renoue un lien social et une acceptation de la discussion collective, terme pour l'instant souvent encore mal reçu dans les pays ex-collectivistes.

Pourtant, les multiples contraintes que ces sociétés ont vécues dans leur accès aux ressources, à la presse, ont développé a contrario des solidarités sociales importantes que l'on a vu se mettre en marche dans la plupart des pays d'Europe centrale dans les périodes de tension politique : c'est peut-être une chance que la volonté politique qui se manifesterà dans la mise en œuvre de la Convention européenne du paysage devra saisir.

Ce constat ne signifie pas pour autant que les pays d'Europe occidentale soient tous des modèles parfaits de démocratie. Certes les élus politiques sont l'émanation du vote des citoyens, mais on sait que l'exercice de démocratie et en particulier la part de participation des populations aux processus de décisions politiques n'est pas toujours parfaitement acquise et définitive. Les expériences de participation des populations à des processus d'aménagement du territoire à l'échelle locale se heurtent également à des difficultés liées à la nouveauté de ces méthodes et au manque d'habitude, à l'improvisation, au rôle de certains leaders locaux et aussi, il faut le reconnaître, à la peur de la prise de parole dans des sociétés locales où subsistent les traces de conflits familiaux ou de voisinage.

### **Le niveau de vie inégal dans les pays européens**

Rien n'est plus évident : les niveaux de vie et d'accès à la richesse, au confort, à la sécurité de l'emploi ou de la protection sanitaire, etc. n'est pas égal dans les pays européens. Et il est également clair que la distinction entre pays occidentaux et pays orientaux est nette dans ce domaine.

Comment alors imaginer que les peuples d'Europe centrale et orientale ne cherchent pas à rattraper le décalage qui existe entre ces pays. L'Union européenne joue ici évidemment un rôle majeur, en favorisant les investissements dans ces pays pour le développement économique, des communications, etc. On pourrait comparer cette situation avec celle de l'Espagne et du Portugal lors de leur entrée dans l'Union européenne : trente ans après, ces pays ont manifesté un bond en avant, tant dans le développement

environmental and landscape criteria. These decisions lead to transformations in the landscape which may jeopardise its quality. In the farming sector the fact that certain regions of eastern Europe are lagging behind may tempt them to switch to the intensive farming methods that have severely altered western European landscapes and could have harmful consequences for biodiversity and sustainable development.

It is therefore understandable that certain central and east European countries should be concerned to contain these trends and wish to implement binding measures so as to control, through coercion, the processes that transform the landscape. However, it is by no means certain that making the European Landscape Convention a EU Directive would really have effective results. Moreover, the convention's very essence lies in the fact that it is non-binding and counts on capacities for negotiation and discussion among those involved. It would accordingly run counter to the spirit of the convention to seek to make it binding.

### **Unequal degrees of knowledge among European players**

The European Landscape Convention undoubtedly qualifies as something of a success in the light of the number of signatures and ratifications by Council of Europe member states. However, it must be acknowledged that this success is above all an outcome of the mobilisation of a restricted group of like-minded persons, who have succeeded in initiating a movement, thanks to the action taken by the Council of Europe of course and also to networking and to the sincere commitments of certain politicians. Many players remain to be convinced and to commit themselves to the convention's fundamental objective of enhancing the everyday landscapes of the bulk of European citizens.

Here too it is a matter of inequality, of unequal knowledge and understanding of the complexity of the processes linking the landscape to politics, ecology, social issues, etc. This is not merely a question of awareness-raising but concerns a deep lack of knowledge of the history of landscapes and of their links with political or ecological processes.

This objective of enhancing the everyday landscape of European citizens opens up a complex new field. The European scientific community which has taken an interest in these matters is only recently established and not yet well-organised, despite the action of specialist NGOs. Although knowledge has progressed, there are still whole areas where ignorance reigns, in particular concerning the processes whereby the disciplines involved interact. However,

de la démocratie que dans le domaine économique d'ailleurs. Les sommes considérables que la Commission européenne a investies dans ces pays ont servi de moteur au développement.

L'ouverture des pays à des régimes démocratiques s'est cependant accompagnée par la mise en place du libéralisme économique qui a ses avantages et ses défauts ; et parmi ceux-ci, une tentation de l'individualisme et de la recherche du profit à tout prix. On peut le comprendre : que les individus des pays d'Europe de l'est qui ont connu des privations souhaitent acquérir les biens de consommation auxquels l'Europe occidentale a accédé est précisément logique. Mais la rapidité des processus de développement risque d'entraîner des risques de non prise en compte des exigences paysagères à très court terme : la construction, le développement des infrastructures ou des équipements de production de l'énergie, de l'industrie, etc., peut conduire à des décisions rapides et peu soucieuses des questions d'environnement et de paysage. Ces décisions seront à l'origine de transformations paysagères qui peuvent être dommageables à la qualité des paysages : en matière agricole, le retard que manifestent certaines régions de l'est européen peut faire naître la tentation de développer l'agriculture productiviste qui a bouleversé les paysages d'Europe occidentale et aboutir à des effets néfastes pour les paysages, la biodiversité et le développement durable.

On peut comprendre alors que le souci de certains pays d'Europe centrale soit de contenir ces évolutions et de mettre en œuvre des mesures coercitives permettant de maîtriser les processus de transformation des paysages par la contrainte. Mais il n'est pas certain que la transformation de la Convention européenne du paysage en Directive de l'Union européenne aboutisse vraiment à un résultat efficace. Et d'autre part, l'essence même de la Convention européenne du paysage est précisément de n'être pas normative et de miser sur les capacités de négociation et de débat entre les acteurs. Ce serait alors un contresens que de vouloir donner à cette convention une orientation autoritaire.

### **Un niveau de connaissances inégal entre les acteurs européens**

La Convention européenne du paysage a un certain succès, pour ne pas dire un succès certain par le nombre de signatures et de ratifications qu'elle a obtenues de la part des Etats membres du Conseil de l'Europe. Mais il faut bien le reconnaître, ce succès tient surtout à une communauté de pensée et à la mobilisation d'une partie limitée d'individus qui ont su, grâce à l'action du

this issue of knowledge does not just affect the scientific sphere. Among the non-scientists involved a landscape culture is crucially lacking, which does not mean that they are insensitive to these matters. An entire knowledge process must be developed, based on revelation rather than learning.

Everyone has their own sensibilities regarding the landscape, but these have been masked by beliefs, stereotypical ideas or hackneyed political and social models. Awareness-raising is not enough: it is necessary to reveal to people, through these existing, but often buried social sensibilities, what quality of life and spatial development issues mean for them. It is in particular through debate and hands-on experience that these sensibilities can be brought to light and lead to the espousal of an essential objective: reconciling the individual and the general interest and, conversely, ensuring that the general interest also reflects a convergence of individual interests. This is of course an ambitious objective, but experiences of its pursuit virtually all over Europe show that the efforts are not in vain.

Another knowledge-linked question is posed: that of evaluation. Landscape planning, protection and management experience to date has scarcely been subject to strict evaluation. This is essential, as, without evaluation, no universally applicable lesson learned from this experience can be validated.

Despite these obstacles, it is possible to envisage prospects for the future implementation of the European Landscape Convention that are consistent with the principles of promotion of human rights and democracy defended by the Council of Europe.

### **Development prospects for the European Landscape Convention**

In contrast with the difficulties mentioned above, certain factors are conducive to the implementation of the European Landscape Convention and augur well for its future. These are linked to higher standards of education in Europe, to a growing awareness of ecological problems and of the dangers posed by climate change, to social demand that politicians listen to grassroots aspirations for society, and to greater expectations regarding enhancement of the quality of life.

Conseil de l'Europe évidemment, mais également à travers des réseaux, des engagements sincères d'hommes politiques, etc., lancer un mouvement. Il reste de nombreux acteurs à convaincre et à faire adhérer à l'objectif fondamental de la Convention européenne du paysage, celui d'améliorer les paysages du quotidien de la très majoritaire partie de la population européenne.

Il s'agit là également d'une question d'inégalité de connaissance et de compréhension de la complexité des processus qui lient le paysage au politique, à l'écologique, au social, etc. Il ne s'agit pas uniquement d'une question de sensibilisation, mais d'une déficience profonde de la connaissance relative à l'histoire du paysage, à ses relations avec les processus politiques ou avec des processus écologiques.

Le domaine qui s'instaure avec cet objectif d'améliorer le paysage quotidien des populations européennes est nouveau et complexe. La communauté scientifique européenne qui s'est intéressée à cette question est récente et peu organisée encore, malgré l'action d'ONG spécialisées. La connaissance qui a cependant fait des progrès révèle encore des pans entiers de méconnaissance et en particulier sur les processus d'interaction entre ses champs disciplinaires ; mais la question de la connaissance ne touche pas uniquement le domaine scientifique. Les acteurs non scientifiques manquent cruellement d'une culture paysagère qui ne signifie pas défaut de sensibilité. C'est tout un processus qui doit être élaboré et qui repose davantage sur un principe de révélation que sur un principe d'apprentissage.

Tout individu possède ses propres sensibilités au paysage, mais celles-ci ont été masquées par des croyances, des stéréotypes ou des modèles politiques et sociaux galvaudés. Les actions de sensibilisation ne suffisent pas : il est essentiel de « révéler », à travers ces sensibilités sociales existantes mais souvent enfouies, les relations qu'elles ont avec la question du cadre de vie et de l'aménagement du territoire ; c'est notamment à travers le débat et l'expérience sur le terrain que ces sensibilités peuvent se révéler et conduire à un objectif essentiel : faire que l'intérêt individuel rejoigne l'intérêt général et inversement que l'intérêt général soit également l'émanation de la convergence des intérêts particuliers. Evidemment, il s'agit d'un objectif ambitieux, mais les expériences qui ont été conduites un peu partout en Europe montrent que cette voie n'est pas vaine.

Une autre question intervient dans ce domaine de la connaissance : celle de l'évaluation. Jusqu'alors, les expériences réalisées en matière d'aménagement,

## Conditions conducive to the development of the European Landscape Convention

- a) *A rise in standards of education.* The general level of education of people in Europe has undoubtedly progressed. Although this progress has probably been unevenly distributed,<sup>14</sup> it has made people better able to understand the processes of social and environmental change taking place and, above all, more thirsty for knowledge of them. It is nonetheless true that, at the same time as standards were rising, some young Europeans, particularly in large conurbations, suffered the adverse consequences of the slowdown in economic growth. However, generally speaking, the training dispensed by education systems has improved and, in particular, the system of European exchanges has helped push up levels of education and of knowledge. There has been no full evaluation of the European exchange programmes for students and academics, but these schemes hopefully help foster curiosity about processes of socio-economic and ecological change in Europe: exchanges, notably access to knowledge of other countries' experiences, are a means of enriching young people's cognitive potential, making them more capable of independent thought and of drawing comparisons between situations in different countries and regions.

This rise in standards of education could be assimilated with the emergence of societies that are more ready for debate, that is to say more capable of initiating discussion, assessing the impact and the implications of policy decisions and raising the question of their improvement. Without seeing the future through rose-tinted glasses, which is naturally not the aim here, this increased capacity for debate can be regarded as beneficial to the introduction of procedures or platforms for debate whereby public participation in the definition of landscape quality objectives can become more feasible and more effective.

- b) *Greater ecological awareness.* Although environmental concerns have not led to the emergence of truly powerful "green" parties in Europe, there is no denying the fact that worries about the future of the planet,

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14. In this connection see Eurydice, Education and Culture DG, 2007, "Key data on higher education in Europe". The data shows an increase in the number of higher education graduates, although the percentage of graduates in the population as a whole remains small. However, this percentage was calculated for all the age cohorts. The charts show a considerable difference in the percentage of graduates between the youngest and the oldest cohorts.

protection ou gestion des paysages n'ont que très peu été soumises à une évaluation rigoureuse. C'est une exigence essentielle, car sans évaluation aucun enseignement digne de la généralisation ne peut être validé.

Malgré ces obstacles, il est possible d'envisager des perspectives pour la mise en œuvre de la Convention européenne du paysage dans l'avenir qui tiennent compte des principes de développement des droits de l'homme et de la démocratie défendus par le Conseil de l'Europe.

### **Perspectives de développement de la Convention européenne du paysage**

La mise en œuvre de la Convention européenne du paysage bénéficie, à l'inverse des difficultés évoquées précédemment, de conditions favorables qui augurent de manière positive de son avenir. Ces conditions tiennent d'une part à une évolution du niveau d'enseignement des populations européennes, à l'essor de la conscience des problèmes écologiques et du développement des risques encourus par le changement climatique, par une exigence sociale de l'écoute des aspirations sociales par le monde politique et par des revendications davantage développées pour l'amélioration du cadre de vie.

### **Des conditions favorables au développement de la Convention européenne du paysage**

- a) *L'élévation du niveau d'enseignement.* D'une manière générale, le niveau d'enseignement des populations européennes a connu un développement certain, inégal sans doute<sup>16</sup>, mais qui a permis une meilleure compréhension des processus de changement sociaux et environnementaux et surtout une plus grande curiosité à l'égard de leur connaissance. Certes, il est indéniable que dans le même temps où le niveau s'élevait, une part des jeunes citoyens européens pâtissait de la dégradation des conditions économiques due au ralentissement du développement économique, dans les espaces des grandes métropoles en particulier. Mais plus généralement, les formations de l'enseignement ont progressé et en particulier le système

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16. Voir à cet égard : Eurydice DG Education et culture, 2007, *Chiffres clés de l'enseignement supérieur en Europe*. Les données sur l'enseignement supérieur témoignent d'un accroissement des diplômés de l'enseignement supérieur, même si le pourcentage des diplômés dans les populations reste faible. Mais ce taux est calculé sur la totalité des classes d'âge. Les graphiques montrent une très forte différence de pourcentages de diplômés entre les classes d'âge jeune et celles d'âge élevé.

and climate change in particular, have fostered the development of a social conscience regarding environmental matters. All the traditional political parties have moreover given their manifestos an environmental dimension, and sustainable development objectives are omni-present, even in the titles of national ministries.

This greater ecological awareness is also attributable to tendencies European citizens are able to see for themselves as they go about their daily lives and to certain health impacts, particularly in regions strongly affected by heavy industrial activities, notably in the chemicals sector. In some regions, although the political authorities may attempt to cover up the facts, illnesses are on the rise and epidemiological studies have shown an increasing number of cancers or allergies due to environmental damage.

The observed decline in the quality of foodstuffs plays an essential role in this greater ecological awareness. In France perceptions of the landscape have changed over the last two decades – formerly identified with rural areas, it is now associated with nature – precisely because of problems linked to intensive farming. Fears about bovine spongiform encephalitis (BSE) caused a 40% drop in consumption of meat over a sufficiently long period for people to call into question intensive, industrialised production methods. Other health scares have included foot-and-mouth disease, avian flu and, of course, pollution of water sources with nitrates and agricultural pesticides. All these news stories have caused people to become wary of “modern” industrial farming methods and raised awareness of environmental issues. Mention must be made of the fact that young people attach more importance to these issues than the older generations, which is moreover understandable. Young people’s greater ecological awareness is an asset for the future of environment and landscape policies.

- c) *Greater demand by citizens to be lent an ear.* Surveys conducted at various times and places by scientists (sociologists, geographers, anthropologists) show a growing desire, and even demand, among citizens that politicians should listen to them. This can be seen both in the growing number and rising membership of various kinds of citizens’ movements and also in the converse tendency of a not insignificant number of people to lose confidence in politicians, sometimes reflected in high abstention rates during elections.



des échanges européens a profité à une élévation du niveau d'enseignement et des connaissances. Les échanges universitaires européens ne sont pas totalement évalués mais on peut espérer qu'ils profitent au développement de la curiosité à l'égard des processus de changement socioéconomique et écologique dans le continent européen : les échanges, et notamment l'accès à la connaissance des expériences étrangères permettent d'enrichir le potentiel cognitif des jeunes générations plus aptes à réfléchir et à comparer les situations nationales et régionales.

Cette élévation du niveau de l'enseignement pourrait être assimilée à l'essor de sociétés davantage « réflexives », c'est-à-dire plus aptes à engager le débat, à mesurer les conséquences et la portée des décisions politiques et à se poser la question de leur amélioration. Il ne s'agit pas bien évidemment d'avoir ici une vision trop idéalisée de l'avenir, mais de considérer que cet essor et la capacité à la réflexion peuvent constituer un atout pour la mise en place de procédures ou de dispositifs de débat rendant la participation des populations à l'élaboration des objectifs de qualité paysagère plus vraisemblable et plus efficace.

- b) *Une conscience écologique davantage développée.* Même si les questions d'environnement n'ont pas donné lieu à des partis « écologistes » vraiment puissants en Europe, il est indéniable que l'inquiétude à l'égard de l'avenir de la planète et en particulier le changement climatique ont entraîné le développement de la conscience sociale à l'égard des questions d'environnement. D'ailleurs, les partis politiques les plus « classiques » ont tous intégré dans leurs programmes une dimension environnementale et les objectifs de développement durable sont présents partout, prenant même place dans les intitulés de ministères nationaux.

Le développement de la conscience écologique doit également à l'observation que les citoyens européens peuvent faire eux-mêmes dans leur vie quotidienne et dans certains faits de santé, en particulier dans des territoires fortement touchés par les activités industrielles, de productions chimiques notamment. Dans certaines régions, même si les autorités politiques ont tendance à en masquer la réalité, des affections se sont développées et les études épidémiologiques révèlent de plus en plus le développement des cancers ou des allergies dues à un environnement dégradé.

It is true that such mobilisation is more often than not to be observed at local level, where the population indeed have the impression that they can more effectively influence local policy decisions. Recent surveys in France show the emergence of movements taking the form of local associations or of branches of national NGOs. This applies for instance to the many local pressure groups against the building of wind farms or domestic waste incinerators. The construction of the high speed rail links has led to the emergence of, sometimes violent, protest movements, as was the case with the building of the South-East TGV line. In England, the construction of the high-speed train link between Dover and London was delayed because of landscape concerns. Numerous examples could be cited. This of course does not mean that all infrastructure projects systematically meet with public opposition. Local people are more often than not in favour of such projects, although they are increasingly being challenged, a sign of this growing social awareness.

- d) *Expectations regarding enhancement of the quality of life.* These are clearly linked to the process described above. However, a distinction can be drawn between the two sets of demands, since concerns about the quality of life are not systematically bound up with ecological issues, but have more to do with problems encountered in people's daily lives, particularly at a local level. Local communities are indeed very vigilant about transformations of their living conditions.

Some observers consider that this vigilance reflects fear of change. However, assimilating protest about transformation of living conditions with fear of change is, firstly, an over-simplification and, secondly, a form of disregard for citizens' concerns. Fear of change has to do with the distrust of political circles described above and with legitimate concerns that change will result in transformations of living conditions that leave people worse off than before.

Change must naturally be precisely and carefully explained, so as not to leave people with the impression that it benefits only a privileged section of the population, but on the contrary show that it aims to serve the general interest. The desire to be given a hearing, combined with expectations regarding enhancement of the quality of life, thus calls for an information effort and, above all, for the initiation of public debate, but under precise, that is to say organised, conditions.

Le constat de la dégradation de la qualité de l'alimentation joue un rôle essentiel dans cet essor de la prise de conscience écologique. En France, si les représentations des paysages ont évolué dans les deux dernières décennies, passant d'une représentation du paysage qui était assimilé à la campagne à une représentation l'associant à la nature, c'est précisément en raison des crises qui ont troublé la production agricole intensive : l'encéphalite spongiforme bovine (ESB) a fait chuter la consommation de viande de 40 % pendant une période suffisamment longue pour que la population remette en cause l'agriculture industrielle et le productivisme. D'autres accidents sanitaires sont intervenus, comme la fièvre aphteuse, la grippe aviaire, ou bien évidemment la pollution de l'eau par les nitrates et les pesticides agricoles. Tous ces faits ont entraîné une méfiance des sociétés à l'égard de la « modernité » de la production industrielle conduisant à une conscience plus aiguë des questions d'environnement. Ce qui doit être souligné ici, c'est la place plus importante de ces questions chez les jeunes générations que chez les personnes âgées, ce qui se conçoit d'ailleurs aisément. La plus grande sensibilité des jeunes générations constitue un atout pour l'avenir des politiques relatives à l'environnement et au paysage.

- c) *Une exigence citoyenne d'être écouté plus élevée.* Les enquêtes réalisées ici et là par les scientifiques (sociologie, géographie et anthropologie) témoignent en effet d'un désir, voire d'une exigence d'écoute de plus en plus forte des populations à l'égard du monde politique. Celle-ci se manifeste à la fois par la mobilisation de mouvements citoyens de plus en plus nombreux, certes, mais aussi par la négative, c'est-à-dire par la perte de confiance d'une part non négligeable des populations à l'égard des autorités politiques et parfois par les taux élevés d'abstention dans les élections.

La mobilisation se produit certes le plus souvent à l'échelle locale, là où précisément les habitants d'une localité ont l'impression de pouvoir peser de manière plus efficace sur les décisions politiques locales. Les enquêtes réalisées récemment en France révèlent en effet l'essor de mouvements prenant la forme d'associations locales ou se rattachant à des ONG nationales. C'est notamment le cas pour l'implantation des éoliennes qui a provoqué de nombreuses contestations sociales locales. C'est également le cas pour le développement des incinérateurs d'ordures ménagères. La réalisation des lignes d'infrastructures ferroviaires à grande vitesse a fait naître des mouvements sociaux parfois violents, comme pour l'édification de la ligne TGV sud-est. En Angleterre, la réalisation de la ligne TGV de

## Organised public debate

The European Landscape Convention underlines the need for public participation in the process of identifying landscapes and determining landscape planning, protection and management measures. However, it does not say what form this public participation should take, rightly leaving the choice to those involved, whether at the national, regional or local level.

Observation of the past experience of many European countries, particularly in western Europe, shows how vital it is not to improvise public participation but to give careful consideration to methods and arrangements whereby the various factors to be taken into account can be duly weighed.

- a) *The form taken by the debating platform* will depend on the level at which the debate takes place. The local level is clearly the most appropriate for public participation. However, that level alone cannot suffice. In matters of landscape policy there is a need to ensure consistency between local government measures, and development schemes, such as those concerning transport infrastructure, which are often implemented at higher levels. We shall come back to this later. For the time being, let us focus on the local level.

Public participation can take different forms, as can be seen from current experience: public meetings, on-line forums, organised joint field visits, festive events that may constitute an opportunity to initiate a debate. As pointed out by the specialists who have studied the experiences already under way, chairing or moderating a debate is an important aspect. However, the chair or moderator cannot replace the practitioners whose task it is to make formal proposals. While organising speaking turns any times, the person chairing or moderating the debate must remain in the background and allow the discussion to develop freely.

Public debate can also be conceived as a series of steps which contribute to the process recommended by the European Landscape Convention: identifying landscapes, setting landscape quality objectives, determining landscape planning, protection and management measures. In organising the timing of the public participation process, it is also essential to avoid skipping certain steps and to allow time for ideas arising from the initial discussions to mature. Ideally, the participants should perhaps be allowed to decide on the timing of the process.

Douvres à Londres a été retardée pour des questions de transformation des paysages. On pourrait multiplier les exemples. Ceci ne signifie pas bien évidemment que tous les équipements rencontrent des oppositions sociales partout. Les populations sont le plus souvent favorables à la réalisation d'équipements, mais celle-ci rencontre de plus en plus de contestation qui témoigne de l'essor de cette prise de conscience sociale.

- d) *Des revendications pour l'amélioration du cadre de vie.* Celles-ci, évidemment, rejoignent le processus précédent. Mais il peut s'en distinguer car il n'est pas systématiquement associé à des questions écologiques, mais davantage à des problèmes liés à la vie quotidienne des populations, en particulier à l'échelle locale. Les populations locales, en effet, sont vigilantes pour les transformations de leur cadre de vie.

Certains observateurs considèrent que cette vigilance traduit une peur du changement. Assimiler la contestation de transformation du cadre de vie à la peur du changement est d'une part réducteur et témoigne d'autre part d'une mauvaise écoute des citoyens. La peur du changement renvoie à la méfiance évoquée précédemment du monde politique et par la crainte légitime de voir le changement se concrétiser par des transformations du cadre de vie plus défavorables que la stabilité.

Le changement doit être évidemment expliqué de manière précise et rigoureuse et ne pas laisser aux habitants l'impression que le changement profite à une part privilégiée de la population mais qu'au contraire, il est programmé pour l'intérêt général. L'exigence d'écoute à laquelle s'ajoutent les revendications pour l'amélioration du cadre de vie incitent ainsi à la nécessité d'informer, et surtout d'engager des débats publics, mais dans des modalités précises, c'est-à-dire organisées.

### **Un débat public organisé**

La Convention européenne du paysage souligne la nécessité de la participation des populations au processus qui conduit de l'identification des paysages à l'élaboration des mesures de protection, de gestion et d'aménagement des paysages. Elle ne dit cependant pas la forme que doit prendre cette participation des populations, laissant légitimement ce choix aux acteurs, qu'ils relèvent de l'échelle nationale, régionale ou locale.

Or, l'observation des expériences réalisées dans de nombreux pays européens et en particulier en Europe occidentale révèle l'impérieuse nécessité de ne pas

- b) *Placing debate on a formal footing.* The proceedings must result in the production of various kinds of documents: maps of landscapes of local interest, local know-how atlases, sketches, block diagrams showing the knowledge of the participants present during the debate. This documentation process is an essential step, since it ensures that a record is kept of the debate. It is what will survive of it and can testify to the importance of the debate at the local level; it is also a form of transmission of the participants' knowledge and concerns. This is a field where innovatory solutions are called for so that the outcome is clearly legible for all the participants.
- c) *The participants' place and role.* Distribution of the roles among the various parties involved (elected representatives, technicians, chairs or moderators, scientists, NGOs, local people) should not convey the impression that decisions lie with the population. The argument that participation leads to disorder is merely a strategic criticism relied on by this method's opponents. It is for the policy-makers to take decisions, that is to say the elected representatives, who must assume the responsibility for which they were in point of fact elected. It is particularly with this aspect in mind that a debate must be organised, so as to counter suspicions of disorder and ineffectiveness that may hang over participation arrangements. The scientists propose scientific insights, the technicians the possible solutions and local people their specific knowledge of the area concerned. These contributions may be supplemented by NGOs. But it is for the elected representatives to take decisions.
- d) *Mobilising knowledge* is also a means of organising debate. A debate can be an opportunity to gather grassroots or lay knowledge and information on the values attached to the area concerned, thereby contributing to the identification of landscapes. However, it is important to think about how and when the scientific and technical inputs will be made – at the beginning, in the course or at the end of the debate? These issues must indeed be addressed and thought through depending on the form taken by the debate and its assigned objectives.

This mobilisation of knowledge must aim for interaction between grassroots or lay knowledge and scientific knowledge, with the aim of fostering a deliberate, well-informed exchange. It is clear that scientific knowledge has an essential role, but that of lay or naturalistic knowledge is just as important, as it is a source of information the scientists cannot

engager la participation des populations de manière improvisée, mais selon des modalités et des dispositifs mûrement réfléchis qui permettent de peser de manière respectueuse les divers facteurs devant être pris en compte.

- a) *La forme du dispositif de débat* : elle est dépendante de l'échelle à laquelle le processus de mise en œuvre est appliqué. L'échelle la plus adéquate à la participation des populations est évidemment l'échelle locale ; cependant celle-ci n'est pas suffisante. La politique consacrée au paysage nécessite une cohérence entre les actions locales et les programmes d'aménagement ou d'équipement dépassent souvent l'échelle locale, comme dans le cas des infrastructures de transport par exemple. On y reviendra ultérieurement ; restons pour l'instant à l'échelle locale.

La participation des populations peut prendre des formes diverses comme les expériences actuelles le montrent : forums, plateformes citoyennes, visites de terrain en commun, manifestations festives qui peuvent être l'occasion d'engager le débat. La question de l'animation est importante, comme le soulignent les spécialistes qui ont analysé les expériences déjà engagées : l'animateur ne peut se substituer au praticien chargé de faire des propositions formalisées. Tout en organisant les prises de parole, il doit rester en retrait et laisser le débat se dérouler librement.

Le débat public peut également être conçu comme un ensemble d'étapes qui contribuent au processus préconisé par la Convention européenne du paysage : identification des paysages, élaboration des objectifs de qualité paysagère, détermination des stratégies et des mesures de protection, gestion et aménagement des paysages. Dans cette organisation temporelle de la participation des populations, il est également essentiel de ne pas brûler les étapes et de laisser mûrir les réflexions que peuvent provoquer les premières discussions. L'idéal étant peut-être de laisser aux participants le choix de cette organisation.

- b) *La formalisation des débats*. Les discussions doivent donner lieu à la production de documents de forme diverse : cartes des paysages d'intérêt local, atlas local des savoirs, croquis, blocs-diagrammes rassemblant les connaissances des acteurs présents lors du débat. Cette formalisation des discussions est indispensable, car elle constitue la trace du débat : c'est ce qu'il en reste et qui peut témoigner de l'importance locale du débat, une forme de transmission également des connaissances et des réflexions livrées par les participants. Il s'agit d'un domaine où l'innovation est nécessaire pour rendre parfaitement lisible par tous les résultats de leur mobilisation.

necessarily contribute. At the same time, performing surveys prior to the debate is also a means of defusing internal quarrels or misunderstandings: an experience along these lines conducted in the Alps showed that publicising the results of surveys concerning the perception of the landscape within the local community enabled those partaking in the debate to realise that other people's views differed from their own and to accept other standpoints.

- e) *Validating the conclusions of the debate.* This may seem to be a mere formality, but it is nonetheless of essential symbolic importance. Validating the documents produced marks the agreement reached by all the participants and is a form of recognition, firstly, of their commitment and motivation and, secondly, of the shared acceptance of the discussions' conclusions.

### **Interaction between policy-making tiers**

We have seen that the local level is that at which public participation in the policy-making process leading to the determination of landscape protection, management or planning measures can most easily be envisaged. However, the question has also been raised of wider scales of action in spatial development matters, such as those involved in transport infrastructure projects or in schemes for the protection of larger-than-local landscapes.

The resulting need for consistency between the measures implemented on different scales also entails interaction between the different levels. Although, in accordance with the subsidiarity principle, priority is to be given to the local tier, it is nonetheless absolutely vital to be able to combine planning, protection and management priorities. Interaction means simultaneously applying a "bottom-up" and a "top-down" approach. For economic reasons it may be advisable for the regional or national level to manage an infrastructure or protection scheme, in which case the information will flow from the national or the regional to the local tier, and conversely local wishes and demands can inform public policy at national level.

This may apply, in particular, to sector-specific policies, which must take into consideration the landscape dimension, as stipulated in the convention. For instance, the Common Agricultural Policy should be able to take on board local demands regarding the management of rural landscapes. Easier said than done, some might say. However, it is a known fact that sector-specific



- c) *La place et le rôle des acteurs* : la répartition des rôles des divers acteurs (élus, techniciens, animateurs, scientifiques, ONG, population) ne peut laisser penser que les décisions sont prises par la population ; l'allégation selon laquelle la participation conduit au désordre n'est qu'une critique stratégique des opposants à la participation ; la décision revient au politique, c'est-à-dire à l'élu qui doit assumer la tâche pour laquelle il a précisément été élu. C'est dans ce sens, notamment que le débat doit être organisé pour éviter de laisser planer sur les dispositifs de participation le doute du désordre et de l'inefficacité ; les scientifiques apportent de l'information scientifique, les techniciens des solutions envisageables, la population apporte également son savoir du territoire concerné, les ONG les complètent éventuellement, les élus décident.
- d) *La mobilisation des savoirs* constitue également un moyen d'organiser le débat. Le débat peut être l'occasion de recueillir les savoirs profanes ou populaires ou les valeurs attachées au territoire concerné contribuant à l'identification des paysages. Mais il est important de réfléchir à la manière et au moment de l'apport des savoirs scientifiques et techniques dans le débat : est-ce au début, au cours des discussions, à la fin ? Ces questions doivent être effectivement pensées et organisées selon la forme du débat et des objectifs qui lui sont assignés.

C'est dans le sens de la réalisation d'une interaction entre les savoirs populaires et les savoirs scientifiques que cette mobilisation de la connaissance doit s'effectuer et contribuer à un échange et un partage conscient et volontaire. Le rôle des savoirs scientifiques est évidemment essentiel, celui des savoirs populaires ou des savoirs naturalistes l'est autant, car ils permettent d'apporter des informations que les scientifiques ne peuvent pas forcément apporter. Cependant, des enquêtes préalables au débat peuvent également permettre de désamorcer des conflits internes ou des incompréhensions : une expérience faite dans ce sens dans les Alpes a montré que la restitution des résultats des enquêtes réalisées auprès des habitants sur leurs perceptions du paysage local a permis aux participants au débat de prendre conscience des différences de perception et d'accepter les points de vue des autres.

- e) *La validation des conclusions des débats*. Elle peut paraître une formalité, mais elle n'est pas pour autant dénuée d'une force symbolique essentielle : la validation des documents produits est un acte qui marque l'accord de tous les participants et elle constitue une forme de reconnaissance de leur

policies (farming, housing, energy, etc.) have a far more radical effect on the landscape, and those policies are sometimes guided by decisions taken at an international level (WTO) or linked to processes over which the local level has no control. It is accordingly essential to manage to swing sector-specific policies towards greater consideration of the landscape dimension.

The gamble that can be taken here consists in assuming that, under the bottom-up process, local demands will transit via political channels to reach the policy-makers at national level, who will in turn relay these expectations to the international level. This is in a way what happens in Europe in the case of EU environmental regulations, although it must be acknowledged that this process is not divorced from the action of the NGOs who lobby the Commission in Brussels (an example being Agenda 21).

Consideration of this landscape dimension is just as necessary in the European policy field. If, as shown by the work commissioned by the discussion group on implementation of the European Landscape Convention, there are numerous programmes of action that claim to take an interest in landscape issues,<sup>15</sup> it is essential that this concern should not be solely linked to spatial development or educational schemes, but should also be strongly connected with economic policies, such as the Common Agricultural Policy in particular.

### **Experimentation and evaluation through feedback**

In many countries of Europe, a large number of varied local experiences are taking place, which may or may not profess to identify with the spirit of the European Landscape Convention. They are in point of fact based on public participation in either the identification of landscapes or the definition of landscape planning, protection or management projects. They rely on different methods and are, in a way, innovative and experimental in their approach.

It might be said that this is where the future lies and that earlier developments were merely based on observation of these experiences and more general considerations. However, although involving local players is valuable and is to be encouraged, it is necessary to draw lessons that permit progress to be made with the European Landscape Convention's methods and implementation. It is therefore vital to evaluate this approach to see whether it is effective and is

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15. Examples being the Interreg, COST and Erasmus programmes. See the report *European programmes: opportunities for the implementation of the European Landscape Convention* (T-FLOR (2008) 2 Prov.).

mobilisation d'une part, de l'acceptation partagée des conclusions des discussions d'autre part.

### L'interaction des échelles de l'action politique

On a vu que l'échelle locale est celle à laquelle la participation des populations au processus d'action politique conduisant à la formulation des mesures de protection, gestion ou aménagement des paysages s'applique le plus aisément. Mais on a également soulevé la question des échelles d'action sur des territoires plus vastes comme pour les infrastructures de transport ou comme la protection d'un paysage dépassant l'échelle locale par exemple.

Cette nécessité de mise en cohérence des actions à des échelles diverses implique, là aussi, une interaction entre les divers niveaux. Si la priorité qu'implique le principe de subsidiarité peut être donnée à l'échelle locale, il est cependant impérieux de pouvoir conjuguer les priorités d'aménagement, de protection ou de gestion. L'interaction signifie que les deux processus *Bottom up* et *Top down* se produisent dans le même temps : des impératifs économiques peuvent entraîner la réalisation d'un équipement ou d'une protection à l'échelle régionale ou nationale et l'information aller du national ou régional au local et inversement, les souhaits et revendications locaux peuvent informer des politiques publiques d'échelle nationale.

Ce peut être précisément le cas des politiques sectorielles qui doivent intégrer la dimension paysagère comme le souligne la Convention européenne du paysage. La Politique agricole commune par exemple devrait pouvoir intégrer les revendications locales en matière de gestion paysagère des espaces ruraux ; on peut rétorquer que ce souhait est plus facile à formuler qu'à réaliser. Mais l'on sait que le paysage se transforme beaucoup plus radicalement sous l'effet des politiques sectorielles (agricole, du logement, de l'énergie, etc.) qui sont parfois orientées par des décisions prises à l'échelle internationale (OMC) ou dépendant de processus non maîtrisables à l'échelle locale. Il est donc essentiel de parvenir à infléchir les politiques sectorielles dans le sens d'une meilleure prise en compte de la dimension paysagère.

Le pari que l'on peut tenir consiste à penser que les revendications locales transitent par la voie du politique dans le processus *Bottom up* jusqu'à interpeller des responsables à l'échelle nationale qui, à leur tour, fassent remonter les exigences à l'échelle internationale. C'est, d'une certaine manière ce qui se passe en Europe avec les aménagements des règlements

worth enhancing, improving, discussing and disseminating via the networks of NGOs and local and regional authorities.

The main lesson that can be drawn from these experiences lies in their ability to culminate in a genuine landscape protection, management or planning project at local level. How can this local landscape project be construed? A local landscape project must not be confused with an architectural or infrastructure project with a given time-limit. The landscape is constantly changing and it would be pointless to seek to set a time-limit on a landscape project. When the measures devised are applied they will already be outdated and their future implementation will need to be reviewed. A landscape project involves an ongoing process, which produces information of value for future developments.

This therefore means that a landscape project is a process that begins with the identification of landscapes via public participation, goes through a stage of discussion and validation of landscape quality objectives and culminates in the definition of landscape protection, management and planning measures. Once the ball has been set rolling, there will be no end to the process, which feeds on its own experience, and the lessons learned from the process itself influence the decisions, which are subject to review as their implementation creates a new landscape or modifies an existing one. This does not mean that decisions are reversed, but on the contrary that the way the process is conducted makes it possible to improve the methods and to make progress with the definition of landscape protection, management and planning measures.

This constitutes a novel approach to landscape activities and can bring innovations in the ways communities interact with the landscapes in which they live and which are part and parcel of their existence. It also represents a new perception of these communities' relations with the political sphere, as, if the process enables their effective participation, they will feel that they are listened to, and their landscape will bear the marks of this. This is also a way of conferring greater responsibilities on citizens and enabling them to identify with landscapes they have helped to shape and to breath life into.

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européens concernant l'environnement, mais il faut reconnaître que ce processus n'est pas non plus indépendant de l'action des ONG qui agissent auprès de la Commission de Bruxelles (exemple de l'Agenda 21).

L'intégration de cette dimension paysagère est tout aussi nécessaire dans les politiques européennes. Si, comme le montrent les travaux commandés par le groupe de réflexion sur la mise en œuvre de la Convention européenne du paysage, il existe de nombreux programmes d'action qui affichent la question du paysage<sup>17</sup>, il reste fondamental que cette préoccupation ne soit pas uniquement liée à des programmes d'action territoriale ou d'enseignement, mais s'insère également fortement dans les politiques économiques comme la Politique agricole commune notamment.

### **L'expérimentation et l'évaluation par retour d'expériences**

Dans de nombreux pays européens, des expériences locales multiples et diverses ont lieu, se réclamant ou non de l'esprit de la Convention européenne du paysage. Ces expériences s'appuient précisément sur la participation des populations soit à l'identification des paysages, soit à l'élaboration de projets d'aménagement, de protection ou de gestion des paysages. Elles mettent en œuvre des méthodes diverses et d'une certaine manière, innover, expérimentent.

On pourrait dire que cette voie est celle de l'avenir et que les développements précédents ne sont que le résultat de l'observation de ces expériences et de réflexions plus générales. Mais si l'engagement des acteurs locaux sur le terrain est précieux, si il doit être encouragé, il semble nécessaire d'en tirer des enseignements qui font progresser les méthodes et la mise en œuvre de la Convention européenne du paysage. Il est donc indispensable de les évaluer pour savoir si ces méthodes sont efficaces et si elles méritent d'être développées, améliorées, discutées et diffusées à travers les réseaux des ONG et des collectivités territoriales.

Le principal enseignement de ces expériences se situe dans leur capacité à aboutir à un véritable projet territorial paysager de protection, gestion ou aménagement. Que peut-on entendre par ce projet territorial paysager ? Un projet territorial paysager ne peut se confondre avec un projet d'architecture ou d'équipement

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17. Par exemple les Programmes Interreg, Cost, Erasmus, etc. Voir le rapport *European programmes: opportunities for the implementation of the European Landscape Convention* (T-FLOR (2008) 2 Prov.)

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limité dans le temps. Le paysage évolue sans cesse et il est illusoire de souhaiter arrêter un projet de paysage à une date définitive. Quand les mesures élaborées seront appliquées, elles seront déjà dépassées et il faudra les repenser pour l'avenir. Un projet de paysage constitue un processus en continu qui produit des enseignements utiles pour les développements futurs.

Un projet de paysage serait alors un processus qui part de l'identification des paysages avec la participation des populations, qui passe à travers le débat par la discussion et la validation des objectifs de qualité paysagère et qui aboutit à la définition des mesures de protection, de gestion et d'aménagement des paysages. Ce processus s'engage mais ne peut être définitivement arrêté : il se nourrit de sa propre expérience et les enseignements tirés du processus lui-même conduisent à infléchir les décisions, à les remettre en discussion au fur et à mesure que leur mise en œuvre crée un nouveau paysage ou le modifie. Ceci ne signifie pas que l'on revient en arrière ; mais la conduite de ce processus permet au contraire l'amélioration et la progression dans les méthodes et la détermination des mesures de protection, de gestion et d'aménagement des paysages.

Cette manière de concevoir l'action sur le paysage est nouvelle et peut apporter des innovations dans les relations que les sociétés établissent avec les paysages dans lesquelles elles vivent et qu'elles vivent. Elle est aussi une nouvelle vision du rapport qu'elles entretiennent avec la politique car si le processus leur permet de participer effectivement, elles se considéreront écoutées et leur paysage en portera la trace. Elle est également une manière de responsabiliser les citoyens dans leur capacité à se reconnaître eux-mêmes dans les paysages qu'ils ont contribué à façonner et à vivre.

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# **General conclusions/ Conclusions générales**

**Peter BENUSKA**

*Vice-president, Slovak Chamber of Architects,  
Member of the European ICLEI Working Group  
“Local Agenda 21” for the Earth Summit 1992*

**Maria KOZOVA**

*Chair of the Slovak Association for Landscape Ecology,  
Comenius University, Slovakia*

## 1. Acknowledgements

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They wished to acknowledge all those responsible for the meeting: Mrs Maguelonne Déjeant-Pons, Head of the Cultural Heritage, Landscape and Spatial Planning Division, Council of Europe, Mrs Béatrice Sauvageot, Assistant, Cultural Heritage, Landscape and Spatial Planning Division, Council of Europe, Mrs Pavlina Misikova, National Co-ordinator for the European Landscape Convention, the Ministry of the Environment of the Slovak Republic and Mrs Anna Krsakova, Director of the Centre for Rural Environment of the Slovak Environmental Agency;

They would acknowledged the cooperation of the chairs, the participation of all the speakers, and all those who have taken part in and enriched the discussions with their thoughts and opinions; to the interpreters interpreted all the ideas into English, French and Slovak; and to the all the others who made the meeting pleasant and beneficial.

## 2. Summary of general comments

*As the central topic of the meeting was “Landscape in planning policies and governance: towards integrated spatial management”, the participants*

- *reaffirmed* the importance of the European Landscape Convention (hereafter referred to as the “ELC”) as a means of implementing the principal objectives of the Council of Europe namely in seeking common solutions to the main problems facing European society; as a helpful tool in protecting the quality of life and the well-being of Europeans in at the present time of massive development when the need to take landscape, cultural and natural values into consideration is vital;
- *appreciated* the topicality of the theme of the meeting related to the growing pressure on landscape and its use in the international context; and *stressed* the need to share experiences in the enforcement of

## 1. Remerciements

Les participants à la septième réunion des ateliers pour la mise en œuvre de la Convention européenne du paysage ont remercié les organisateurs, à savoir le Conseil de l'Europe, le ministère de l'Environnement de la République slovaque, l'Agence slovaque de l'environnement, l'Association slovaque pour l'écologie du paysage, la région autonome de Trnava et la station thermale de Piešťany, pour les travaux menés et leur contribution à la réunion. Ils ont tenu aussi à remercier le Fonds environnemental de la République slovaque qui a soutenu financièrement les ateliers ;

Ils ont exprimé leur gratitude à tous les responsables de la réunion : M<sup>me</sup> Maguelonne Déjeant-Pons, chef de la Division du patrimoine culturel, du paysage et de l'aménagement du territoire et M<sup>me</sup> Béatrice Sauvageot, assistante au sein de la même Division du Conseil de l'Europe, M<sup>me</sup> Pavlina Misikova, coordinatrice nationale pour la Convention européenne du paysage, le ministère de l'Environnement de la République slovaque et M<sup>me</sup> Anna Krsakova, Directrice du Centre pour l'environnement rural de l'Agence slovaque de l'environnement ;

Ils ont salué la coopération des présidents, la participation de tous les orateurs et la contribution de l'ensemble des participants qui ont enrichi les discussions par leurs réflexions et leurs points de vue ; ils ont, en outre, remercié les interprètes qui ont traduit toutes les idées exprimées en anglais, français et slovaque et toutes les autres personnes qui ont fait de cette réunion une rencontre agréable et fructueuse.

## 2. Résumé des commentaires généraux

*Comme le thème central de la réunion était « Le paysage dans les politiques de planification et la gouvernance : vers un aménagement intégré du territoire », les participants*

- *ont réaffirmé* l'importance de la Convention européenne du paysage (dénommée ci-après la « CEP ») en tant que moyen de mettre en œuvre les principaux objectifs du Conseil de l'Europe, à savoir trouver des solutions communes aux problèmes majeurs auxquels la société européenne doit faire face, d'une part ; en tant qu'instrument utile pour protéger la qualité de vie et le bien-être des Européens à une époque où l'ampleur du développement rend essentielle la prise en compte des valeurs paysagères, culturelles et naturelles, d'autre part ;

integrated approaches to landscape. Article 4 of the Convention *Division of responsibilities* and Article 5d) *Integration of landscape into policies*, were the background of the meeting, and encouraged promotion of the territorial dimension of human rights and democracy by acknowledging the importance of measures to improve the landscape features of people's living conditions;

- *welcomed* the fact that the attention of the meeting had been drawn to the complexity of challenges in spatial planning and management facing Europe at the present time and that it will be facing on an even wider scale in the next decade; and also that attention had been paid to the practical problems related to the integration of landscape issues into spatial management in different sectors. There was general agreement that integrative spatial planning is the primary vehicle for the implementation of the ELC in member States;
- *emphasised* that the Council of Europe's member States have play a crucial role to play in assisting the development of European policies in favour of the landscape in coordination with other relevant European and international agreements;
- *note* that the ELC had already started to introduce progress in incorporating landscape into policies at European level, and, in many member States, at national, regional and local levels; so as to provide guidelines in the area of shared responsibilities at different governmental levels;
- *welcomed* the Report T-FLOR (2007)14 (Strasbourg, 25 April 2007) of the Council of Europe Conference on “The European Landscape Convention” (Strasbourg, 22–23 March 2007);
- *warmly appreciated* Recommendation CM/Rec (2008)3 of the Committee of Ministers to Member States on the Guidelines for the Implementation of the ELC (adopted by the Committee of Ministers on 6 February 2008 at the 1017<sup>th</sup> meeting of the Ministers' Deputies) as a guide for the continuation of the implementation process in member States;
- *welcomed* Resolution CM/Res(2008)3 on the rules governing the Landscape Award of the Council of Europe (adopted by the Committee of Ministers on 20 February 2008 at the 1018<sup>th</sup> meeting of the Ministers' Deputies) which invites the member States to submit candidates for the first award before the end of 2008;

- *ont apprécié* le caractère très actuel du thème de la réunion lié à la pression croissante exercée sur le paysage et son exploitation dans le contexte international ; ils ont, en outre, *souligné* la nécessité de partager leurs expériences en matière d'application d'approches intégrées du paysage. Les articles 4 de la Convention sur *la répartition des compétences* et 5d) sur *l'intégration du paysage dans les politiques* constituaient la toile de fond de la réunion, encourageant la promotion de la dimension territoriale des droits de l'homme et de la démocratie grâce à la reconnaissance de l'importance des mesures visant à améliorer le cadre de vie paysager de la population ;
- *se sont félicités* du fait que la réunion avait mis l'accent sur la complexité des défis en matière de gestion et d'aménagement du territoire auxquels l'Europe doit faire face à l'heure actuelle et devra faire face à une échelle encore plus vaste au cours de la prochaine décennie ; ils se sont également réjouis que les problèmes concrets liés à l'intégration des questions paysagères dans la gestion du territoire dans différents secteurs aient retenu l'attention. De l'avis général, la mise en œuvre de la CEP dans les Etats membres passe essentiellement par une stratégie d'aménagement du territoire favorisant une démarche d'ensemble ;
- *ont souligné* que les Etats membres du Conseil de l'Europe avaient un rôle essentiel à jouer s'agissant de contribuer à l'élaboration des politiques européennes en faveur du paysage, en cohérence avec d'autres accords européens et internationaux pertinents ;
- *ont relevé* que la CEP avait déjà engendré certains progrès en intégrant le paysage dans les politiques européennes et, pour de nombreux Etats membres, dans les politiques nationales, régionales et locales, de manière à donner des orientations dans le domaine des responsabilités partagées à différents échelons gouvernementaux ;
- *se sont félicités* du rapport T-FLOR (2007)<sup>14</sup> (Strasbourg, 25 avril 2007) de la Conférence du Conseil de l'Europe sur « La Convention européenne du paysage » (Strasbourg, 22–23 mars 2007) ;
- *ont vivement apprécié* la Recommandation CM/Rec (2008)<sup>3</sup> du Comité des Ministres aux Etats membres sur les orientations pour la mise en œuvre de la CEP (adoptée par le Comité des Ministres le 6 février 2008 à la 101<sup>e</sup> réunion des Délégués des Ministres), en tant que guide pour la poursuite du processus de mise en œuvre dans les Etats membres ;

- *stressed* the importance of promoting the integration of different knowledge approaches to observation of the landscape (including economic, social, environmental, historic/cultural, perceptive/visual); and *supported* the significant role of specialists such as landscape ecologists, landscape architects, planners and related specialists in solving these issues as well as the importance of co-operation with experts from the different sectors;
- *stated* that sufficient attention was not yet paid to the landscape dimension with regard to urban and a peri-urban landscapes. An assumption that landscape is just a tool of biodiversity still exists within society. In general terms, the workshop contributed to a common understanding of landscape as a broader issue;
- *agreed* that landscape planning is a tool and basis for bringing together a common approach applicable to each sectoral policy. It is vital to create an interdisciplinary mix of working teams able to integrate natural processes into urban/rural development aimed at ensuring harmony between for example the new aesthetics and ecology of territories;
- *assumed* that a form of landscape planning derives from inter-institutional partnerships and *recognised* investigative, conservative, integrative and design functions with reference to the various levels of territorial governance;
- *encouraged* involvement of all the key players including the public and private sectors, professional organisations, NGOs, wider groups of stakeholders and their networks in sharing responsibility for landscape protection, management and planning;
- *emphasised* that an important number of the presented tools and methods are possible for the implementation of integrated approaches; and the importance of the dissemination of positive experiences at European level. A successful exchange of good (and bad) practice depends on good communication tools/skills (and on correct translations);
- *welcomed* the activities of international non-governmental organisations (e.g. preparatory work for the establishment of the European Association for Landscape Ecology as the European Chapter of the International Association for Landscape Ecology);
- *hoped* that the 7<sup>th</sup> meeting had helped to increase the focus on planning and called for an adequate response for better implementation of the ELC

- *se sont félicités* de la Résolution CM/Res(2008)3 sur le règlement relatif au Prix du paysage du Conseil de l'Europe (adoptée par le Comité des Ministres le 20 février 2008 à la 1018<sup>e</sup> réunion des Délégués des Ministres) qui invite les Etats membres à proposer des candidats pour l'attribution du premier prix avant la fin 2008 ;
- *ont souligné* l'importance de promouvoir l'intégration de diverses approches cognitives de l'observation du paysage (aux plans notamment économique, social, environnemental, historique/culturel, perceptif/visuel) ; ils ont, en outre, *soutenu* que les spécialistes de domaines tels que l'écologie du paysage, l'architecture paysagère, l'urbanisme et de disciplines voisines jouaient un rôle déterminant dans le règlement de ces problèmes et que la coopération avec les experts des différents secteurs était capitale ;
- *ont affirmé* que la dimension paysagère des cadres de vie urbain et périurbain ne faisait toujours pas l'objet d'une attention suffisante. L'idée que le paysage n'est qu'un instrument de la biodiversité circule toujours au sein de la société. De manière générale, l'atelier a contribué à dégager une plus large conception commune du paysage ;
- *sont convenus* que la gestion du paysage était un instrument et une base pour établir une approche commune applicable à chaque politique sectorielle. Il est essentiel de créer des équipes de travail interdisciplinaires qui puissent intégrer les processus naturels dans le développement urbain/rural en vue d'assurer l'harmonie entre, par exemple, la nouvelle esthétique et l'écologie des territoires ;
- *ont estimé* qu'une certaine forme de gestion du paysage découlait de partenariats interinstitutionnels et ont *reconnu* la valeur des fonctions d'enquête, de conservation, d'intégration et de conception qu'assument les différents échelons de gouvernance territoriale ;
- *ont encouragé* tous les acteurs clés, dont les secteurs public et privé, les organisations professionnelles, les ONG, les groupes plus vastes de parties prenantes et leurs réseaux, à partager la responsabilité de protéger, de gérer et d'aménager les paysages ;
- *ont souligné* que nombre d'instruments et méthodes présentés permettaient la mise en œuvre d'approches intégrées et que la diffusion d'expériences positives menées à l'échelon européen était importante. La réussite de l'échange de bonnes (et de mauvaises) pratiques dépend de bons instruments/compétences de communication (et de traductions exactes) ;

as regards the appropriate management of space, which should integrate all aspects and sectors in all Council of Europe member States;

- *stated* that the 7<sup>th</sup> meeting was another step forward in the implementation of the ELC and *recommended* continuing the series of regular thematic workshops. Many contemporary initiatives and existing networks should coordinate their activities and provide information about coming events and activities.

### **3. Summary of comments issued from the four workshops/themes of the 7<sup>th</sup> Meeting**

#### **Workshop 1 - Landscape in integrated spatial management at pan-European level**

*The participants stated:*

- There was an urgent need to include landscape in all relevant European sectoral policies and in relevant national laws (agriculture, regional development, energy, transport, urban development, nature protection).
- Because the importance of the Common Agricultural Policy is a driving force for landscape, there is the need of a review.
- Use integrated approach not only as a theoretical term, but aim at bringing it into practice through intersectoral co-operation.
- Support landscape planning as an instrument for integrated sustainable planning of the territories.
- As landscape is a complex system, it should be explained more broadly (eg in connection with the Water Framework Directive mentioned where an integrated approach is also used).

#### **Workshop 2 - How to overcome sectorialism in the national measures to achieve integrated spatial management?**

*The participants stated:*

- One possible way of harmonising competing interests in agriculture, nature conservation, water management, forests management and tourism within the cultural landscape could be through the implementation of the Programme for Village Renewal (example from Slovakia).



- *se sont félicités* des activités des organisations internationales non gouvernementales (par exemple les travaux préparatoires visant à créer l'association européenne pour l'écologie du paysage en tant que branche européenne de l'Association internationale pour l'écologie du paysage) ;
- *ont exprimé l'espoir* que la 7<sup>e</sup> réunion contribue à mettre l'accent sur l'aménagement et ont appelé à apporter une réponse adaptée pour une meilleure mise en œuvre de la CEP en matière de gestion de l'espace, intégrant tous les aspects et secteurs dans l'ensemble des Etats membres du Conseil de l'Europe ;
- *ont déclaré* que la 7<sup>e</sup> réunion était un nouveau pas en avant dans la mise en œuvre de la CEP et ont *recommandé* de continuer à tenir régulièrement ces ateliers thématiques. De nombreux organes et réseaux actuels devraient coordonner leur action et fournir des informations sur les événements et activités à venir.

### **3. Résumé des commentaires émanant des quatre ateliers/thèmes de la 7<sup>e</sup> réunion**

#### **Atelier n° 1 – le paysage dans l'aménagement intégré du territoire au plan européen**

*Les participants ont formulé les observations suivantes :*

- Il est urgent d'intégrer le paysage dans toutes les politiques sectorielles européennes et les lois nationales pertinentes (agriculture, développement régional, énergie, transport, aménagement urbain, protection de la nature).
- Etant donné que l'importance de la politique agricole commune est un élément moteur pour le paysage, un réexamen s'impose.
- L'approche intégrée ne devrait pas rester du seul domaine de la théorie mais être mise en pratique grâce à une coopération intersectorielle.
- Il convient de soutenir l'aménagement du paysage en tant qu'instrument d'aménagement durable intégré du territoire.
- Il faut expliquer plus en détail le système complexe que représente le paysage (en relation, par exemple, avec la directive-cadre sur l'eau mentionnée, qui fait également l'objet d'une approche intégrée).

- The need to have a wider view of the current challenges facing cultural landscapes in Europe; and the special relationship between landscape and art mentioned by Triennial Apeldoorn, Netherlands.
- Landscape planning is not always successful. Constraints are imposed through the massive development of infrastructures, transport systems and industrial buildings. The important infrastructures shape a totally new spatial perception. There is a need to find innovative solutions for integrated spatial management.
- The Regional Landscape Plan (example from Sardinia) based on the link between environment/history/ settlements can provide a positive example of integrated planning approach.
- The process of landscape integration into development policies and legislation has started in the Russian Federation.
- Climatic changes will have an important impact on landscape. The relation between landscape and climate change should be addressed and investigated.

### **Workshop 3 - Integrated spatial management at regional and local levels**

*The participants stated:*

- Terms such as nature, rural development and landscape are still used at random in local and regional policies. In the programmes “close” to landscape such as rural development and the network Natura 2000, landscape should be “easily” identified.
- Include landscape in spatial planning systems at every level should be essential.
- Rivers, as historical corridors, were used as an example of a driving force of future positive development which takes landscape into consideration. Public participation is more likely to be achieved if the public is involved in an issue they clearly understand.
- Use the “right language” (including music) as a tool to understand landscape.

### **Workshop 4 - Challenges and practical examples of landscape successes within integrated spatial management**

*The participants stated:*

## **Atelier n° 2 – surmonter les clivages sectoriels dans les mesures nationales en faveur d'un aménagement intégré du territoire**

*Les participants ont formulé les observations suivantes :*

- La mise en œuvre du Programme pour la rénovation des villages (exemple slovaque) pourrait être l'un des moyens d'harmoniser les intérêts concurrents de l'agriculture, de la conservation de la nature, de la gestion de l'eau et des forêts ainsi que du tourisme dans le cadre du paysage culturel.
- Il est nécessaire d'avoir une vision plus large des défis actuels à relever en Europe en matière de paysage culturel et des rapports particuliers entre le paysage et l'art mentionnés par Triennial Apeldoorn, Pays-Bas.
- L'aménagement du paysage n'est pas toujours une réussite. Le développement considérable de l'infrastructure et des transports ainsi que la multiplication des bâtiments industriels imposent des contraintes. L'imposante infrastructure engendre une perception totalement nouvelle de l'espace. Il faut trouver des solutions novatrices pour une gestion intégrée du territoire.
- Le Plan paysager régional (exemple sarde) fondé sur le lien entre l'environnement, l'histoire et les agglomérations constitue un exemple positif de stratégie d'aménagement intégré.
- Le processus d'intégration des paysages dans la législation et les politiques de développement a commencé dans la Fédération de Russie.
- Les changements climatiques auront une incidence notable sur le paysage. Il convient d'étudier les relations entre le paysage et les changements climatiques.

## **Atelier n° 3 – aménagement intégré du territoire aux niveaux régional et local**

*Les participants ont formulé les observations suivantes :*

- Des termes tels que « nature », « développement rural » et « paysage » sont encore employés au hasard dans les politiques locales et régionales. Dans les programmes « proches » du paysage comme le développement rural et le réseau Natura 2000, le paysage devrait être « facilement » identifié.
- Il est essentiel d'inclure le paysage dans les systèmes d'aménagement de l'espace à tous les niveaux.

- There is a lot of potential and necessity to bring economic models into landscape management.
- The importance of gaining political will was also seen in the context of general problems of landscape policy implementation and wider public support.
- The need for an effective and clear monitoring system of Government Performance in the implementation of the ELC.

#### **4. Summary from the discussion of participants and comments for:**

##### ***a) The Council of Europe***

- Promote positive European practices in the integrated spatial management.
- Continue the periodical assessment of the implementation of the ELC, present the results at Council of Europe conferences and consider methods for monitoring the implementation which already exist in each signatory state.
- Ensure an appropriate budget for the new Steering Committee for Cultural Heritage and Landscape of the Council of Europe (CDPATEP).
- Encourage national governments to have a common agreement of the vision (strategy) for landscapes in their country.
- Organise joint conferences and seminars with the participation of appropriate professional organisations.
- Provide a catalogue/database of good examples of landscape management.

##### ***b) The national governments of signatory States***

- Each ministry responsible for the implementation of the ELC should be active in inviting other ministries (whose activities have a direct or indirect impact on the landscape) to assess their impact, define new guidelines and incorporate the landscape dimension into their sectoral policies and legislation (eg plans for wind turbines, roads policies, policies for development of new settlements etc.).
- Appoint two participants from each member state to the CDPATEP plenary sessions (one responsible for cultural heritage and the other for landscape).

- Les cours d'eau, voies historiques, constituent un exemple d'éléments moteurs d'une évolution positive prenant en compte le paysage. La participation de l'opinion publique sera plus facile à obtenir si les citoyens sont associés au traitement d'un problème qu'ils comprennent bien.
- Il convient d'employer le « bon langage » (dont la musique) en tant qu'instrument pour comprendre le paysage.

#### **Atelier n° 4 - Défis et exemples pratiques de réalisations en matière de paysage dans le contexte de l'aménagement intégré du territoire**

*Les participants ont formulé les observations suivantes :*

- Il est nécessaire et tout à fait possible d'intégrer les modèles économiques dans la gestion du paysage.
- L'importance de susciter l'expression d'une volonté politique a aussi été considérée dans le contexte des problèmes généraux de mise en œuvre des politiques du paysage et du soutien d'un plus large public.
- La mise en place d'un système de suivi clair et efficace des résultats obtenus par le gouvernement dans la mise en œuvre de la CEP apparaît nécessaire.

#### **4. Résumé des discussions entre les participants et recommandations au(x) :**

##### **a) Conseil de l'Europe**

- Promouvoir des pratiques européennes positives en matière de gestion intégrée de l'espace.
- Continuer à évaluer périodiquement la mise en œuvre de la CEP, présenter les conclusions aux conférences du Conseil de l'Europe et passer en revue les méthodes de suivi de son application qui existent déjà dans chaque Etat signataire.
- Garantir au nouveau comité directeur du patrimoine culturel et du paysage du Conseil de l'Europe (CDPATEP) un budget approprié.
- Encourager les gouvernements à s'accorder au niveau national sur une vision (stratégie) commune du paysage.
- Organiser des conférences et séminaires conjoints avec la participation des organisations professionnelles concernées.

- Invite local and regional authorities to assess the state of implementation of the ELC within the territory for which they are responsible.
- Build-up and support the capacities of local and regional authorities dealing with an integrated vision for sustainable development where landscape is incorporated.
- Recognise the importance of the values coming from the local level also as a basis for planning processes at higher levels.
- Create a national vision/strategy on landscape development (protection, management, planning).
- Find suitable ways of networking, to link professionals, the general public and other stakeholders from different backgrounds and establish new partnerships.

***c) Local and regional self-government of signatory States***

- Local and regional policies for spatial planning should take fully into account the influence of decisions on individual and social well-being in the medium and long term. Clearly recognise that the implementation of the ELC is not solely the responsibility of national governments but to share that responsibility.
- Find ways of using and implementing ideas and opinions from the general public.
- Train local community members in conservation and development of landscape.

***d) Non-governmental organisations***

- Improve coordination in the distribution of information from related activities (eg from IALE, ICOMOS, ECLAS, INSULA/UNESCO, ENELC, Landscape Europe, Landscape Research Group, European Society for Ecological Economics, CEIRE, etc.,) which deal with landscape protection, planning and management for use in awareness-raising campaigns.
- The International Association for Landscape Ecology (IALE):
  - Invite Council of Europe representatives to participate in the preparatory process for the European Association for Landscape Ecology (which will be established in the framework of the 2009 European IALE Conference), because it wishes to be connected to the activities of the Council of Europe.

- Fournir un catalogue/une base de données des bons exemples en matière de gestion du paysage.

**b) Gouvernements nationaux des Etats signataires**

- Chaque ministère responsable de la mise en œuvre de la CEP devrait inviter activement les autres ministères (dont les activités ont une incidence directe ou indirecte sur le paysage) à évaluer cette incidence, à définir de nouvelles orientations et à intégrer la dimension paysagère dans leur législation et politiques sectorielles (par exemple plans d'installation d'éoliennes, politiques en matière de circulation routière, de création de nouvelles agglomérations etc.).
- Nommer deux représentants de chaque Etat membre pour siéger aux sessions plénières du CDPATEP (l'un responsable du patrimoine culturel et l'autre du paysage).
- Inviter les autorités locales et régionales à évaluer l'état de mise en œuvre de la CEP sur le territoire qui relève de leur compétence.
- Renforcer et soutenir les capacités des autorités locales et régionales qui ont adopté une vision intégrée du développement durable en prenant en compte le paysage.
- Reconnaître l'importance des valeurs émanant de l'échelon local, à titre aussi de base pour concevoir des processus d'aménagement à des niveaux supérieurs.
- Etablir une vision/stratégie nationale sur le paysage (protection, gestion, aménagement).
- Trouver des moyens appropriés de coopérer en réseau, d'établir des liens entre les professionnels, le grand public et d'autres acteurs de différents horizons et établir de nouveaux partenariats.

**c) Autorités locales et régionales des Etats signataires**

- Les politiques locales et régionales d'aménagement du territoire devraient prendre pleinement en compte les effets des décisions sur le bien-être des individus et de la société à moyen et à long termes. Les autorités territoriales devraient reconnaître explicitement que la mise en œuvre de la CEP n'incombe pas uniquement aux gouvernements nationaux mais constitue une responsabilité partagée.
- Trouver des moyens de traduire dans les faits les idées et avis du grand public.

- Invite Council of Europe representatives and bodies responsible for the implementation of the ELC to participate in the 2009 European IALE Conference: European Landscapes in Transformation – Challenges for Landscape Ecology and Management (Salzburg, Austria, 12-16 July 2009 ([www.iale2009.eu](http://www.iale2009.eu))).

***e) Universities and scientific bodies***

- Encourage the promotion of a new approach to mutual understanding between science and society. If we wish to identify and solve problems between science, technology and different stakeholders in society, we should learn about transdisciplinarity.
- Train and prepare young specialists for a European vision of integrated spatial management.
- Implement the results of the Joint Session on Education for Sustainable Development (ESD) presented during the Sixth Ministerial Conference “Environment for Europe” in Belgrade. These activities are important in promoting awareness of the value of landscapes in civil society and public authorities.
- Develop more research programmes on landscape.
- The need “to be engaged at the right time before the problem arrives” – be ready to bring know-how, comments, and opinions during the planning process in order not to be involved in the process “afterwards”.

## **5. Closing session and study visit**

During the round table, the question under discussion was how to emphasise the need for robust and effective policies and systems for spatial planning and management with landscape as a major factor in the process of integrated spatial management.

The high-level meeting was organised during the workshops by the Ministry of the Environment of the Slovak Republic with the aim of bringing together representatives of the Council of Europe and the European landscape network represented by RECEP/ENELC, UNISCAPE, and CIVILSCAPE. The state secretary presented the Slovak position as regards the process of implementation of the European Landscape Convention and he supported the idea of co-operation in the Council of Europe, the member states, the networks and all organisations which wish to be or already are involved in the implementation of the ELC.



- Former les membres de la communauté locale à la conservation et à l'aménagement du paysage.

**d) Organisations non gouvernementales**

- Améliorer la coordination en matière de diffusion des informations concernant des activités connexes (par exemple, de l'IALE, l'ICOMOS, l'ECLAS, l'INSULA/UNESCO, l'ENELC, de « Landscape Europe », du « Landscape Research Group », de la Société européenne pour l'économie écologique, du CEIRE, etc.) qui portent sur la protection, la gestion et l'aménagement des paysages et peuvent servir dans les campagnes de sensibilisation.
- L'Association internationale pour l'écologie du paysage (IALE) :
  - Invite des représentants du Conseil de l'Europe à participer au processus préparatoire visant à créer l'association européenne pour l'écologie du paysage (création prévue dans le cadre de la conférence européenne 2009 de l'IALE) car elle souhaite être associée aux activités du Conseil de l'Europe.
  - Invite des représentants du Conseil de l'Europe et ses organes responsables de la mise en œuvre de la CEP à participer à la conférence européenne 2009 de l'IALE sur le thème : « European Landscapes in Transformation – Challenges for Landscape Ecology and Management » (les paysages européens en mutation – défis à relever en matière d'écologie et de gestion du paysage) (Salzbourg, Autriche, 12-16 juillet 2009 ([www.iale2009.eu](http://www.iale2009.eu))).

**e) Universités et organismes scientifiques**

- Encourager la promotion d'une nouvelle approche pour une meilleure compréhension entre la science et la société. Si l'on veut déterminer et régler les problèmes entre la science, la technologie et différentes parties prenantes au sein de la société, il faut se familiariser avec la transdisciplinarité.
- Former et préparer de jeunes spécialistes à une vision européenne de la gestion intégrée du territoire.
- Mettre en œuvre les conclusions de la réunion conjointe sur l'éducation au développement durable (EED) présentée au cours de la 6<sup>e</sup> conférence ministérielle sur le thème « un environnement pour l'Europe », tenue à Belgrade. Ces activités sont importantes pour mieux sensibiliser la société civile et les autorités publiques à la valeur des paysages.

After the close of the Seventh Meeting of the Council of Europe of the Workshops for the Implementation of the ELC by the organising committee on 25 April 2008, participants took part in two landscape study tours related to the discussed themes. Both optional study tours took place on Saturday 26 April 2008.

- Mettre en place un plus grand nombre de programmes de recherche sur le paysage.
- « S’engager au bon moment, avant que le problème ne se déclare », être prêts à apporter leur savoir-faire, à formuler des commentaires et à donner leur avis au cours du processus de planification afin de ne pas être associés « après coup ».

## 5. Séance de clôture et visites d’étude

Au cours de la table ronde, le débat a porté sur la question de savoir comment faire valoir la nécessité de mettre en œuvre des politiques et systèmes solides et efficaces pour une gestion et un aménagement de l’espace accordant une place de premier ordre au paysage dans le processus de l’aménagement intégré du territoire.

La réunion de haut niveau a été organisée pendant les ateliers par le ministère de l’Environnement de la République slovaque afin de réunir des représentants du Conseil de l’Europe et des membres du réseau européen du paysage représenté par RECEP/ENELC, UNISCAPE ET CIVILSCAPE. Le Secrétaire d’Etat a présenté la position slovaque concernant le processus de mise en œuvre de la convention européenne du paysage et soutenu l’idée d’une coopération entre le Conseil de l’Europe, les Etats membres, les réseaux et toutes les organisations qui souhaitent être associées, ou le sont déjà, à la mise en œuvre de la CEP.

Après la clôture de la *septième réunion des ateliers du Conseil de l’Europe pour la mise en œuvre de la convention européenne du paysage* par le comité d’organisation le 25 avril 2008, les participants ont effectué deux visites d’étude des paysages en relation avec les thèmes examinés. Ces deux visites facultatives ont eu lieu le samedi 26 avril 2008.



## **Closing speeches / Allocutions de clôture**

Maguelonne DÉJEANT-PONS

*Head of the Cultural Heritage, Landscape and Spatial Planning Division,  
Council of Europe*

Utopia is not the unachievable but the unachieved.

Théodore Monod

At the close of this seventh meeting of the workshops for the implementation of the European Landscape Convention, I would like to thank the authorities of the Slovak Republic most warmly for their outstanding welcome here in Slovakia in this very attractive town of Piešťany.

Our thanks go to the Ministry of the Environment of the Slovak Republic, the Slovak Environmental Agency, the Slovak Association for Landscape Ecology, Trnava Self-Governing Region and the town of Piešťany.

Particular thanks go to Ms Pavlina Misikova, Convention Implementation Co-ordinator for the Slovak Republic, and Ms Anna Krsakova, Director of the Centre for Rural Environment of the Slovak Environmental Agency, for their commitment, hospitality and the great amount of work they did preparing for this meeting here in Piešťany.

Thank you also to the speakers who have shown us how it is possible to move towards what the preamble to the Convention describes as “sustainable development based on a balanced and harmonious relationship between social needs, economic activity and the environment”.

We hope that each meeting of the workshops will be one more step both towards presenting the problems we have to address and also towards finding practical, pragmatic and lasting solutions.

It should be noted here that the Council of Europe’s mission is to promote democracy, human rights and the rule of law, while addressing the main challenges of contemporary society. The European Landscape Convention is central to these many challenges. The participation and involvement of the public are the keystones of the Convention. The support, involvement and will of the public are vital. It should also be noted that the Convention refers to “rights and responsibilities for everyone”. Ensuring respect for landscapes

and safeguarding their future for present and future generations is becoming one of the major issues of contemporary society.

The Convention is a new-generation international treaty involving commitments for the states which have signed and ratified it. It sets out areas of work and the main thrusts of a programme of action for ensuring proper governance and wise management of landscape. Many governments have already introduced or expanded legislation to take account of the provisions of the Convention and substantial progress has been made in only a few years.

The adoption by the Committee of Ministers of the Council of Europe on 6 and 20 February 2008 respectively of Recommendation CM/Rec(2008)3 to member states on the guidelines for the implementation of the European Landscape Convention and Resolution CM/Res(2008)3 on the rules governing the Landscape Award of the Council of Europe paves the way for a new phase. The fundamental provisions of these two documents will now be widely disseminated and implemented, making it possible to move forward on the basis of a common framework and illustrate good practices through examples gathered throughout Council of Europe member states.

I should like to thank all participants most sincerely and hope to see you again next year.

Jean-François SEGUIN

*Président de la Conférence de la Convention européenne du paysage*

Cette Septième réunion des Ateliers du Conseil de l'Europe pour la mise en œuvre de la Convention européenne du paysage, organisée dans le cadre de la Présidence slovaque du Comité des Ministres du Conseil de l'Europe sur « *Le paysage dans les politiques de planification et la gouvernance : vers un aménagement intégré du territoire* » a représenté une réunion à haut niveau.

Il s'agissait effectivement de la première réunion à l'occasion de laquelle les présentations et discussions ont porté, non sur des projets, mais sur des réalisations. Il s'agit d'un signe évident du fait que la Convention européenne du paysage est aujourd'hui arrivée à maturité. Désormais, la force de la Convention ne réside plus seulement dans la qualité de son texte et dans la portée de ses idées, mais aussi certainement dans sa capacité à générer des réalisations concrètes qui améliorent visiblement la qualité du paysage, c'est-à-dire du cadre de vie des Européens.

C'est pourquoi, je remercie très sincèrement les autorités Slovaques et la municipalité de Piešťany d'avoir offert l'opportunité de démontrer que la Convention est aussi dans l'action. Je remercie tout particulièrement Mme Pavlina Misikova, pour la grande qualité de l'accueil de la Réunion du Conseil de l'Europe, ainsi que les orateurs, représentants des gouvernements, des autorités régionales et locales et des organisations non gouvernementales pour leur engagement dans la mise en œuvre de la Convention.



## **Additional contributions / Contributions additionnelles**



## **Effects of spatial planning on Italian rural landscapes – Views of northern areas**

Stella AGOSTINI

*Senior researcher, Agricultural university of Milan, Italy*

### **Synopsis**

The rural landscape includes scenic beauty, agrotourism, recreation, education and tangible and intangible rural heritage. The values of this variety of social benefits are dynamic and constantly changing. Recent experiences showed that where there is an increase of urban expansion there is also a lack of adequate policies to safeguard agriculture. When the development of infrastructures push further and further the boundary between the countryside and the town, the agrarian landscapes are left under pressures of new intensive urbanisation services which are creating extreme ecological and visual pollution everywhere (Katzir, 1996), involving also protected areas. Going towards the metropolitan area managing the identity of rural landscapes becomes a serious problem, also when the planning strategy is focused on protection.

Rapid changes are taking place within urban and peri-urban areas in contrast with the static nature of agricultural areas and their policies, while the lifestyle of farmers has become more and more similar to city dwellers', in terms of habits, expectations and commodities.

Policy makers are today asked to highlight the role of agriculture in the future sceneries of territory transformation, tackling the challenge posed by the balance between sustainable development and the identity of each European area. Although in Italian spatial planning every region has developed specified landscapes and environmental policies, in the last thirty years they seem not to have been successfully implemented. In order to read the effects of these policies in rural/agricultural areas, Lombardy region was chosen as a case-study. To illustrate how people are influenced by planning and are changing their perceived value of rural landscapes, some visions are shown here focusing on rural landscapes in metropolitan areas.

## 1. Planning identity into globalisation

Lombardy with almost 24,000 square km, includes a variety of land conditions, involving different forms of agricultural production. The morphology of the land, from the irrigated plain lands to the mountains, defines several big areas of rural landscape: Alpine zone, Pre-alps zone, Site of hill, Site of high dry plain, Site of irrigated plain (such as the lower part of the Po valley) Site of Apennines, Sites of urbanisation. In each site, the effects of agricultural production change following the context of the local environmental factors. In each one of these systems, agricultural production generates different effects and local answers in landscapes and settlements. At high altitudes, above 1000 meters, where it is very cold and breeding in the wild state prevails, agricultural production creates settlements grouped together with large pastures (fig. 1a). In the hilly areas and lakes agricultural production forms small farms (fig. 1b). In the valley areas the courtyard farmstead prevails, following the fertility of the soil and intensive or extensive farming (fig. 1c).



*Fig. 1. Landscapes images of Lombardy  
(by Regional Spatial Landscape Planning, Lombardy Region)*

Within these sites, landscape change follows the context of agricultural production and technological development pressures. In certain areas the agricultural aspects prevail. In other cases, where the process of transformation caused by urbanisation is stronger, rural landscapes seem to have already disappeared. In order to distinguish how each condition is managed, the different areas were examined within the initiatives carried out by the Lombardy Region's and its Agriculture Department. Particular attention was paid to landscape planning, through the Regional Territorial Landscape Plan, cataloguing areas subject to environmental limitations (fig. 2).

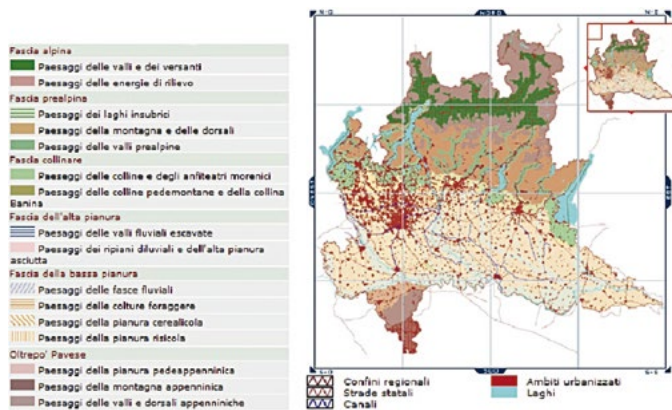


Fig. 2. Types of landscape in Lombardy  
(Source: Spatial landscape regional planning of Lombardy)

These levels of planning meet further instruments of spatial planning at lower levels, following the features of each area. Knowledge of agricultural land and the investigation of its programmes, plans, studies and reports with its components and its dynamics, is necessary to activate rational planning, in a correct relation with the location and, more generally, with the spatial planning choices of settlements and infrastructures.

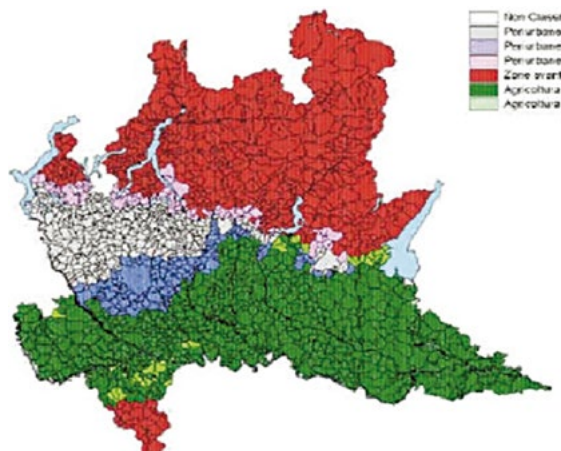


Fig. 3. Types of level of agricultural production in Lombardy  
(Source: General Directorate for Agriculture, Lombardy Region)

The concept of sustainable development in landscape should be easier to solve at the local level. It is the level in which the landscape is more perceived by the local community. It is not always the truth, or to put it better, the local landscape could be a sign of how it is perceived by the local community. The following example is focused on the effect of spatial and landscape planning in an agricultural protected site. It is managed by further different levels of spatial policy.

## **2. The perception of the protected area**

The Southern Milan Agricultural Park is located in the metropolitan area of Milan. It was founded in 1990 by combining the rural areas of 62 municipalities, covering 47,200 hectares.

Among its institutional aims there are balancing resources conservation and their enhancement with their use. The area under consideration is governed by:

- planning the instruments described above, at regional level;
- the Territorial Coordination Plan, with landscape content on a Provincial scale, instrument of co-ordination between landscape planning on a regional scale and planning on a municipal scale;
- the Plan of the Park, which constitutes the instrument of planning on a territorial scale. Approved in 2000 by Provincial Offices, as the prescriptive instrument of the Councillor, it has the effect of a declaration of general public interest and urgency, and of impossibility of postponing the interventions specified, replacing at all levels landscape, territorial or urban plans or any other planning instrument (Meriggi, 2002);
- the Master plan of the municipalities which lie inside the protected area. They must by law obey the indications of the Plan of the park;
- national laws, since the first norm of 1983 to the most recent of April 2008.

All levels of planning policy are focused on the protection of the rural area and of its landscape.

The area of the Park is also protected by the National Landscape and Cultural Heritage Code (Legislative Decree 22.01.2004, n. 42) which balances the competences and jurisdictions of the central, regional and local governments towards the issue of landscape quality. Preliminary landscape licences run by

Regions and Local Authorities are required for all application forms in this area. These efforts at preservation must continually confront the increasing degradation and abandonment of the agricultural landscape.

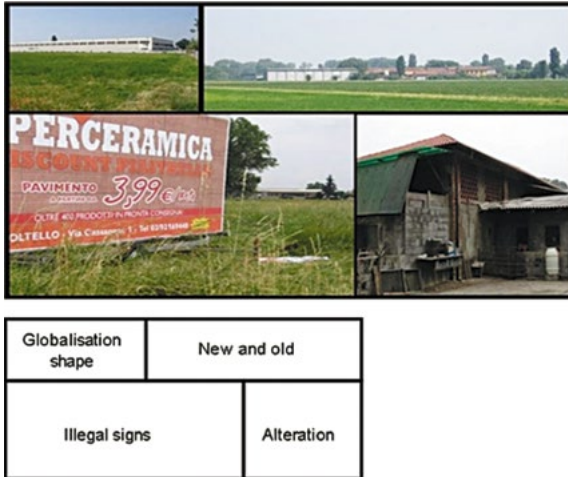


Fig. 4. The mosaic of intrusive signs in the agricultural protected landscape

The main problem involves the sense of place with the identity of areas, now marked by invasive promotional signs, billboards, together with a mixture of unidentified multi-purpose industrial buildings and by general neglect, like vegetable allotments and rubbish tips (fig. 4). This decay can be the result of people's wrong perception of what agrarian landscapes mean.

These images show the effect of land management and planning on landscape, but first of all the difficulty local technicians have to apply the rules made by policy makers. It shows also that the protected area is not enough to protect landscape.

There is a risk. If people perceive these images as new rural landscapes, soon there will not be remaining any sign of identity. In Italy, at the moment the planning scenery is changing again, indeed one attributes to individual administrative organisations competences that move in a space empty of scientific and methodological orientation.

The main issues to solve are:

- land governance. The urban sprawl in metropolitan areas, which make the agricultural land economically less-favoured and decreases farmers'

personal motivation to take care of farming and landscape. This new model of land management has an influence on traditional rural settlements that nowadays are in a state of decay and neglect, which, as a consequence, entails safety problems and social tensions (Agostini S., Pizzingrilli P., Rausa P., 2006);

- assessment of agricultural areas value. Different levels of planning policy don't attribute the same value to rural landscape. If landscape is the result of people's perception, they need to understand that landscape is a reflection of the past and a prelude to the future (Pedroli, van Doorn, de Blust, Paracchini, Wascher, Bunce, 2007). They need to be able to read the landscape and to construct the links between what they see and what they are doing to it. Vice versa, the absence of shared values cannot influence the behaviour of citizens using and consuming the countryside;
- rural heritage management, including priorities for national and local rural recovery planning strategies. In Lombardy, the new law of land governance (regional law March 11<sup>th</sup> 2005 n.12,) on rural areas requires the "coherence" of the new layout. Looking at the stereotypes of globalisation, words like "coherence", "enhancement" or "respect" in planning, without any explanation, risk being misunderstood. Often the more sensitive policy makers, as in the protected area here introduced, ask to respect the recurrence of architectural typology in farms without considering that in many farms the industrial shape is becoming the most recurring typology.

### **3. Conclusions**

The reform of the Common Agricultural Policy (CAP) creates new challenges for planning, while agricultural landscapes are day by day fragmented by services linked to suburban sprawl and commercial development. The expansion of urban and metropolitan areas continue to require new dwellings, absorbing the surrounding agricultural lands. The urbanisation process and its confrontation with agricultural-rural areas, often cause many social, economical and environmental changes, which to a large extent reflect an adaptation to the new arising reality.

The ELC stresses the safeguard of rural landscape by as one of the fundamental elements defining the identity of local cultures. The process of urbanisation of agrarian landscapes is a worldwide phenomenon, resulting in a large number of urban centres spread more or less widely throughout the country.



The new rural policies should take into account the genetic code of the identity of places and of their processes of transformation able to renew the complexity of landscape.

The survival of rural areas needs a policy focused on the balance of protection, production and consumption, improving their development and attractiveness in central and local policies (Ward, 2002). Local stakeholders need to be awake to the importance of “farming for health” of land and life (Hassink and Van Dijk, 2006). The deep and quick changes in European rural lands stress this urgency for planning. Sustainable solutions to implement the ELC, linking the living landscapes of farming to policies of land development, are needed. The open question is: what knowledge is relevant and which actions are to be taken in rural landscapes?

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## **The European Landscape Convention : Cornish contribution**

John FLEET

*Head, Centre for European Research, Cornwall, United Kingdom*

May I on behalf of CERES – the Centre for European Research within Cornwall – extend our best wishes to the Piešťany Workshops and all taking part in them? We hope the outcomes will be purposeful and constructive, and we regret greatly that we cannot be present and take an active part. Unfortunately this is impossible due to considerations of distance and other factors, and so we send our apologies for absence. The Council of Europe’s invitation to attend is greatly appreciated, and we should like this to be known.

We have been invited to submit a written contribution, and do so here from a Cornish perspective. CERES is a voluntary group in membership with the Cornwall Voluntary Sector Forum, and its task is to provide cultural heritage and social links between Cornwall and wider Europe. It has been doing this successfully since the 1980s and has a long and productive working association with the Council of Europe, an association which is much valued. In the process CERES has been able to draw Cornish attention to the Council’s significance and achievements, which are often little known or understood here and typically confused with those of the European Union.

Cornwall’s voluntary sector is of major importance in Cornish affairs and contains the great majority of organisations involved in cultural heritage matters. The sector complements those of elected statutory organisations, with which there is a compact for liaison and working purposes.

CERES studied the Landscape Convention’s progress with interest, and was delighted when the measure was signed by the United Kingdom’s Government and ratified at Parliamentary levels. It is to be hoped that implementation will be sympathetic and effective, and that the Convention will prove of great practical value in ensuring that the characters of traditional landscapes – rural and urban – are maintained in the face of (for example) commercial interests and unsuitable housing developments.

With this hope in mind CERES' asks the following four questions:

- noting that the Convention – once ratified at national levels – acquires legal status, how might it be invoked when there are concerns about adverse developments in traditional landscapes?
- if stakeholders in the voluntary sector have such concerns, and these cannot be resolved satisfactorily at local levels, to whom could they appeal?
- given that such concerns may arise, has the Council of Europe considered appropriate arbitration procedures, through which to seek and agree satisfactory outcomes in the spirit of the Convention?
- is there to be a monitoring process at set intervals, by which signatories to the Convention can demonstrate compliance with its requirements?

CERES hopes that these questions will provide useful and relevant material for the workshop and perhaps later discussion. They reflect current Cornish concerns, but it is suggested that consideration of them could be of interest in the wider setting of Convention implementation and governance. A case study of Cornwall's experience might prove of additional value.

## **Annex**

Cornwall is a historic region of Europe, and part of the Celtic fringe along the continent's western seaboard. Its River Tamar border with England was set by treaty in the tenth century, and it retains its language, distinctive cultural heritage and traditions. Its distinctive nature was recognised in the Kilbrandon Royal Commission's Report on the United Kingdom's Constitution, presented in 1973 and which helped pave the way for Scottish and Welsh devolved authority. No such outcome was afforded to Cornwall, which despite its history and character has continued to be administered as a county within the English system of local government. Cornwall has an elected county council, but the council's freedom to act is constrained by external centralising policies and by unelected regional organisations, authorised by central government which have the ability to revoke decisions made at local democratic levels. Within this framework Cornwall is seen as a minor component of a much larger south-western region, and subject to the region's overriding controls.

The foregoing paragraph is not intended to suggest that the Council of Europe should become involved in the internal policies of the United Kingdom, and this must be stressed. But if there should be a serious consideration of the

Landscape Convention in a Cornish setting it is important that background facts are known.

Cornwall's landscape contains much of distinctive value: dramatic coastlines; fishing harbours, rugged moors and uplands; rural areas in which Celtic field patterns survive; sub-tropical gardens; archaeological concentrations that are among the most important in Western Europe; legacies of the missionary saints as they spread early Christianity. Cornwall was at the forefront of the Industrial Revolution and its mining technology was in demand on a world-wide basis. Its urban areas reflect a great variety of industrial and commercial achievements, and its mining landscape has been granted Unesco World Heritage Site status.

Much of Cornwall's industrial success – including its mining – is now largely in the past or under threat, and there is a chronic shortage of reasonably-paid work and opportunities. The problems thus caused have led to the provision of European Objective One funding, though its administration has been controlled largely by non-Cornish organisations related to central government. Equally Cornwall – with its many natural assets – is seen from the outside as an attractive retirement area, and one in which to buy second or holiday properties or to work from home using computer facilities. This has had the effect of inflating house prices beyond the means of younger Cornish people who can find themselves forced into leaving Cornwall to seek work and accommodation. This emigration is being more than offset by the arrival of more

prosperous new arrivals, and now we – the Cornish – could well be a minority in our own land. Cornwall is not the only one in facing such a situation, but similarly also other attractive areas within the United Kingdom – in the Lake District and New Forest for example, and along parts of the Welsh Marches, are affected.

Over and above these problems Cornwall is being faced with regional authority demands for a major house building programme to meet the target figures of central government. Where these houses are to be sited or for whom they are intended is not clear, but it seems likely they will be built for overspill populations from elsewhere rather than for native Cornish people. The effects on Cornwall's social life, distinctive cultural traditions and on the character of its landscape can only be guessed at this stage. Hence the concerns reflected in the four questions, and the suggestion that the unfolding Cornish situation

could provide the Landscape Convention with a timely case study of interest and value.

# Programme





## Introduction

The European Landscape Convention was adopted in Florence (Italy) on 20 October 2000 and came into force on 1 March 2004, with the aim of promoting European landscape protection, management and planning and organising European co-operation in this area. The Convention is the first international treaty to be exclusively concerned with all aspects of European landscape. It applies to the entire territory of the Parties and covers natural, rural, urban and peri-urban areas. It concerns landscapes that might be considered outstanding as well as everyday or blighted landscapes.

The Convention represents an important contribution to the implementation of the Council of Europe's objectives, namely to promote democracy, human rights and the rule of law and to seek common solutions to the main problems facing European society today. By taking into account landscape, cultural and natural values, the Council of Europe seeks to protect the quality of life and well-being of Europeans.

As of 24 March 2008, 29 out of 47 member states of the Council of Europe had ratified the Convention: Armenia, Belgium, Bulgaria, Croatia, Cyprus, Czech Republic, Denmark, Finland, France, Hungary, Ireland, Italy, Latvia, Lithuania, Luxembourg, Moldova, Netherlands, Norway, Poland, Portugal, Romania, San Marino, Slovak Republic, Slovenia, Spain, "the former Yugoslav Republic of Macedonia", Turkey, Ukraine, United Kingdom. Six states had signed but not ratified it: Azerbaijan, Greece, Malta, Serbia, Sweden and Switzerland.

## Organisers

The Council of Europe (<http://www.coe.int/europeanlandscapeconvention>) wishes to thank the following organisers for their co-operation and support in hosting the workshops and related events: the Ministry of the Environment of the Slovak Republic ([www.enviro.gov.sk](http://www.enviro.gov.sk)), the Slovak Environmental Agency ([www.sazp.sk](http://www.sazp.sk)), the Slovak Association for Landscape Ecology IALE-SK ([www.iale.sk](http://www.iale.sk)), Trnava Self-Governing Region ([www.trnava-vuc.sk](http://www.trnava-vuc.sk)), and Piešťany Spa-Town ([www.piestany.sk](http://www.piestany.sk)).

These meetings have also received the support from the Environmental Fund ([www.envirofonf.sk](http://www.envirofonf.sk)).

### Aim of the workshops

The workshops have been organised by the Council of Europe on a regular basis since 2002. The meetings of the Workshops for the implementation of the European Landscape Convention take a detailed look at various practical aspects of the European Landscape Convention. These meetings are a genuine forum for sharing practice and ideas and also provide an opportunity to present new concepts and achievements in relation to the Convention. Special emphasis is given to the experience of the state hosting the meeting. Six meetings of the Workshops for the implementation of the European Landscape Convention have been held so far:

- 23-24 May 2002 in Strasbourg, on “*Landscape policies: contribution to the well-being of European citizens and to sustainable development – social, economic, cultural and ecological approaches; landscape identification, qualification and quality objectives, using cultural and natural resources; awareness-raising, training and education; innovative tools for the protection, management and planning of landscape; landscape award*”;
- 27- 28 November 2003 in Strasbourg, on “*Integration of landscapes in international policies and programmes and transfrontier landscapes; landscapes and individual and social well-being; spatial planning and landscape*”;
- 16-17 June 2005 in Cork (Ireland), on “*Landscapes for urban, suburban and peri-urban areas*”;
- 11- 12 May 2006 in Ljubljana (Slovenia) on: “*Landscape and society*”;
- 28-29 September 2006 in Girona (Spain), on “*Landscape quality objectives: from theory to practice*”;
- 20-21 September 2007 in Sibiu (Romania), on “*Landscape and rural heritage*”.

### The aim of the Piešťany Workshops

The workshops refer to the following articles of the Convention:

Article 5d: “*each party undertakes to integrate landscape into its regional and town planning policies and in its cultural, environmental, agricultural, social and economic policies, as well as in any other policies with possible direct or indirect impact on landscape*”;

Article 4: “each party shall implement this Convention, in particular Articles 5 and 6, according to its own division of power; in conformity with its constitutional principles and administrative arrangement, and respecting the principle of subsidiarity, taking into account the European Charter of Local Self-government. Without derogating from the provision of this Convention, each Party shall harmonise the implementation of this Convention with its own policies”.

The chosen theme of the meeting “*Landscape in planning policies and governance: towards integrated spatial management*” represents an up-to-date topic concerning the growing pressure on landscape and its use in the international context. Such a situation should sharpen the focus on planning and call for an adequate response in terms of the appropriate management of space, which integrates all aspects. The idea of the meeting structure is to go from the European level through national, regional and local levels to practical examples and challenges.

The expectations of the workshop are to emphasise the scale of the challenge facing Europe in the next two decades and furthermore, to relate this to planning and spatial management. This challenge includes expected large-scale migrations, leading to heavy demand for new housing, services and infrastructure in the receiving regions; massive investment in infrastructure (roads, railways, electricity services, water supplies, etc) and in industry, agriculture and other development; emphasis on renewable energy, including investment in solar-energy plants, wind turbines, hydro-electricity, which all have major impacts on the landscape; measures to mitigate and adapt to climate change, for example through heavy investment in coastal and flood defences and so on.

The meeting will provide an opportunity to share experiences by examining both good and bad practice in the integrated approach to landscape; it will try to strengthen the agenda on landscape among the key players and wider stakeholder groups involved in landscape protection, management and planning. Last but not least, the workshops will be an opportunity to present the Slovak practices and mechanism to the international landscape community, and also to promote the topic to Slovak society as one of the hottest issues in the context of sustainable development.

## Venue

The Piešťany Workshops will be held at the modern, renovated and well equipped building named “*Kino Fontana*” a cinema and cultural centre situated on the edge of a park in the centre of town, within walking distance of all the hotels <http://www.fontana-piestany.sk>. A map is attached to the document.

## Information on the Piešťany Spa-Town

Welcome to the town of sun, water and health! Piešťany owes its widespread fame to its unique natural resources; almost 70°C hot sulphur water restores the health of those suffering from rheumatic illnesses. It entered history in the year 1113 under the name of Pescan. The Piešťany spa natural healing centre, which concentrates on the treatment of locomotive apparatus illnesses, includes the gypsum-sulphur thermal water applied in forms of baths in pools and bath-tubs, and the healing sulphur mud is applied in partial or whole body packs. The spa boom began in 1889, when the spa was leased by the Winter family from the Erdody. The company *Alexander Winter and Sons* has transformed the spa into a business of international significance and the little town of Piešťany and Teplice village into a well known spa town.

The town with its c. 30,000 residents is in Western Slovakia, in the Trnava Region, in the valley of the longest river, Vah, under the western slopes of the Povazsky Inovec mountain range, 162m above sea level. The architectural heritage includes buildings representing mainly Classic, Romantic, Art Nouveau, Purist and Functionalist periods as well as post-war styles. The town has many sculptures, fountains, sacred landmarks and parks. Piešťany has a warm climate with the highest number of sunny days a year in Slovakia. The unique landscape around Piešťany is influenced by its position and history, allowing many different ways to use including relaxation and sport. It has also a strong influence on the ordinary life of its citizens.

The parks are close to the spa, and are on both banks of the River Vah. The town is among those with the largest green area per capita in Slovakia. The high diversity of trees and shrubs is maintained thanks to the work of several generations of gardeners. In the 1960s, lake Slnava was created on the Vah River with favourable conditions for birds during their spring and autumn migrations. It is the largest water reservoir in the area covering some 480 hectares. Since 2004, it has become a protected nature reserve and was

included on the National List of Protected Bird Territories and the National List of Territories of European Significance Natura 2000.

Piešťany is not only the town of spas, parks, social life and culture but, for its residents and visitors, it is also an important sports centre. Swimming, tennis, water polo, football and water sports in general have long traditions here. A large number of sports can be practised and several important international sporting events and competitions are held here. For more information: Tourist Information Centre <http://www.pic.piestany.sk/>, The Municipality <http://www.piestany.sk/>, The Spa <http://www.spapiestany.sk/>

### **Participants**

The workshops are open to government officials, representatives of local and regional authorities, scientists, independent experts, public and private organisations and NGOs working on landscape and sustainable spatial development. The number of participants is limited to 250 and the working languages are English, French and Slovakian. The organisers would like to ask participants and all speakers for co-operation to ensure that the meeting is run promptly at the scheduled time.

### **Side events - Posters and art exhibition to coincide with the workshops**

A poster presentation space will be possible during the whole meeting in the hall of Kino Fontana. The size of the posters should be 80 x 100 cm.

There will be an exhibition of photographs with a landscape motif in the same place.

## **Organisation**

### **Council of Europe**

Mrs Maguelonne DÉJEANT-PONS

Head of Cultural Heritage, Landscape and Spatial Planning Division – DG  
IV

F-67075, STRASBOURG Cedex

Tel: + 33 (0) 3 88 41 23 98 – Fax: + 33 (0) 3 88 41 37 83

E-mail: maguelonne.dejeant-pons@coe.int

Mrs Béatrice SAUVAGEOT

Assistant

Cultural Heritage, Landscape and Spatial Planning Division – DG IV

F-67075 STRASBOURG Cedex

Tel: +33 (0)3 88 41 22 53 – Fax: +33 (0)3 88 41 37 83

E-mail: beatrice.sauvageot@coe.int

### **Slovakia**

Mrs Pavlina MISIKOVA

Co-ordinator of the European Landscape Convention, Senior Adviser

Ministry of the Environment of the Slovak Republic

Landscape Management Department

Namestie L. Stura 1, 812 35 Bratislava, Slovakia

Tel: 00421 2 5956 2190 – Fax: 00241 2 5956 2551 – Mobile: 00421 915 11  
47 40

E-mail: misikova.pavlina@enviro.gov.sk

Mrs Anna Krsakova

Director of Centre for Rural Environment

Slovak Environmental Agency

Tajovského 28, 975 90 Banská Bystrica, Slovakia

Tel: 00421 48 4374 173 (Mr Robenek) – Fax: 00421 48 4152 890

E-mail: krsakova@sazp.sk

**THURSDAY 24 APRIL 2008**

**8.00 – 9.00**      **REGISTRATION OF THE PARTICIPANTS**

**9.00 – 10.20**    **OPENING SESSION**

**Chair**            **Mr Jaroslav JADUS**, State Secretary, Ministry of the Environment of Slovakia

**9.10 – 9.50**      **WELCOME SPEECHES**

**Mr Robert PALMER**, Director of Culture and Cultural and Natural Heritage (DGIV), Council of Europe

**Mr Valery SUDARENKOV**, Representative of the Parliamentary Assembly of the Council of Europe

**Mr Jean-François SEGUIN**, President of the Conference of the European Landscape Convention and Representative of France for the European Landscape Convention

**Mr Lubos CILLAG**, Deputy Director of the Slovak Environmental Agency

**Mrs Maria KOZOVA**, Chair of the Slovak Association for Landscape Ecology, Professor, Comenius University, Slovakia

**Mr Tibor MIKUS**, Chair of Trnava Self-Governing Region, Slovakia

**Mr Remo CICCUTO**, Mayor of Piešťany Spa-Town,

Slovakia

**9.50 – 10.20**    **KEYNOTE PRESENTATION OF THE MEETING**

The European Landscape Convention, its origins, scope and implications for planning and integrated spatial management

**Mr Michael DOWER**, Professor, Expert Adviser to the Council of Europe's Working Group on the European Landscape Convention (1995-98), United Kingdom

**10.20 – 10.50**    **Coffee break**

## **Workshop 1**

### **LANDSCAPE IN INTEGRATED SPATIAL MANAGEMENT AT PAN-EUROPEAN LEVEL**

**[10.50 – 1.10 hours]**

#### **Chairs**

**Mr Alfredas JOMANTAS**, Chair of the Steering Committee for Cultural Heritage and Landscape of the Council of Europe (CDPATEP)

**Mrs Elena SADOVNIKOVA**, Deputy Chief of the Chair of the Committee of Senior Officials of the European Conference of Ministers responsible for Spatial/Regional Planning of the Council of Europe (CEMAT)

#### **Moderator**

**Mrs Natasa BRATINA-JURKOVIC**, Vice-Chair of the Conference of the European Landscape Convention, Representative of Slovenia for the European Landscape Convention

#### ***OPENING SLOVAKIAN PRESENTATION OF THE SESSION***

**10.50 – 11.10**

Landscape as the object of integrative and sectoral planning at the European level

**Mr Maros FINKA**, Professor, Vice-Rector, Slovak University of Technology, Director of SPECTRA Centre of Excellence EU – Central European Research and Planning Centre in Spatial Planning, and

**Mr Florin ZIGRAI**, Visiting Professor at Slovak University of Technology, Institute of Management

#### ***PRESENTATIONS***

**11.10 – 11.30**

The European Conference of Ministers responsible for Spatial/Regional Planning of the Council of Europe (CEMAT) and landscape: Results of the 14<sup>th</sup> CEMAT – The Lisbon Declaration and the CEMAT Glossary

**Mrs Maria José FESTAS**, Chair of the Committee of Senior Officials for the 14<sup>th</sup> CEMAT, Representative of Portugal for the CEMAT-CSO and for the European Landscape Convention



- 11.30 – 11.50** Visual monitoring of the landscape  
**Mr Tapio HEIKKILÄ**, Representative of Finland for the European Landscape Convention
- 11.50 – 12.10** Positive and negative effects of agricultural policy on landscape  
**Mr Mauro AGNOLETTI**, Associate Professor, University of Florence, Italy, Chair of the Working Group LANDSCAPE for the National Strategic Plan for Rural Development 2007-2013
- 12.10 – 12.30** Environment, climate change and biodiversity policies related to landscape  
**Mr Robert FLIES**, Protection the Natural Environment, DG Environment, European Commission Visual Monitoring of Landscapes
- 12.30 – 13.10** **DISCUSSION**  
**END OF THE SESSION**
- 13.10 – 15.00** **LUNCH in Kino Fontana**  
**Hosted by Mr Tibor MIKUS**, Chair of Trnava Self-Governing Region, Slovakia

## **Workshop 2**

### **HOW TO OVERCOME SECTORIALISM IN THE NATIONAL MEASURES TO ACHIEVE INTEGRATED SPATIAL MANAGEMENT?**

**[15.00 – 18.00 hours]**

- Chairs** **Mr Enrico BUERGI**, Former Chair of the Conferences of the European Landscape Convention, Swiss Landscape Foundation, Switzerland  
**Mrs Mireille DECONINCK**, Representative of Belgium (Walloon Region) for the European Landscape Convention
- Moderator** **Mrs Cristina HERTIA**, Representative of Romania for the European Landscape Convention

#### **OPENING SLOVAKIAN PRESENTATION OF THE SESSION**

- 15.00 – 15.20** Collision and harmonisation of different department interests in the cultural landscape in Slovakia

**Mrs Anna KRSAKOVA *et al.***, Slovak Environmental Agency

**PRESENTATIONS**

**15.20 – 15.40** Landscape in territorial planning in the Netherlands: Triennial Apeldoorn

**Mrs Marieke BERKERS**, Programme manager Stichting A Wider View

**15.40 – 16.00** Infrastructural, industrial, and transport aspects in integrated spatial management: big infrastructures or grand infrastructures?

**Mr Ignacio ESPANOL ECHANIZ**, Professor, University of Castilla la Mancha, Spain

**16.00 – 16.30** **Coffee break**

**16.30 – 16.50** Aspects of culture, history and tourism in integrated spatial management of Italy

**Mr Teresa CAPULA, Mr Giorgio COSTA**, Representatives of the Sardinia Region, Italy

**16.50 – 17.10** Starting process of landscape integration into development policies in the Russian Federation

**Mr Alexander DROZDOV**, Professor, Russian Academy of Science, Russia

**5.10 – 6.00** **DISCUSSION**

**END OF THE SESSION**

**20.00 – 23.00** **OFFICIAL DINNER IN KURSALON** (*in the town park*)

**Toast by Mr Jaroslav JADUS**, State Secretary, Ministry of the Environment of the Slovak Republic

**FRIDAY 25 APRIL 2008**

**Workshop 3**

**INTEGRATED SPATIAL MANAGEMENT ON REGIONAL  
AND LOCAL LEVELS**

**[9.00 – 12.00 hours]**

- Chairs**            **Mr Kees VERBOGT**, Ministry of Agriculture,  
Representative of the Netherlands for the European  
Landscape Convention  
**Mr Gabor KISS**, Ministry of Regional Development,  
Hungary, Representative of Hungary for the European  
Landscape Convention
- Moderator**       **Mrs Ingrid SARLÖV-HERLIN**, Representative of the  
European Council of Landscape Architecture Schools  
(ECLAS)
- 9.00 – 9.20**        ***OPENING SLOVAKIAN PRESENTATION OF THE SESSION***  
Self-government and landscape: an opportunity to  
combine different interests at the grassroots level  
**Mrs Eva WERNEROVA *et al.***, Member of the Local  
Council in Piešťany, Slovakia  
***PRESENTATIONS***
- 9.20 – 9.40**        Landscape and good governance: the experience of Catalonia  
**Mr Pere SALA**, Co-ordinator of the Landscape  
Observatory of Catalonia
- 9.40 – 10.00**      Landscape included in the Flemish regional planning process  
**Mrs Els HOFKENS**, Representative of Belgium (Flemish  
Region) for the European Landscape Convention
- 10.00 – 10.30**     **Coffee break**
- 10.30 – 10.50**     Experience of integrated spatial management in the village Modra  
**Mr Mirek KOVARIK**, Mayor of Modra, the Czech  
Republic
- 10.50 – 11.10**     The European Local Landscape Circle Studies Implementation  
Guide

**Mr Terry O'REGAN**, President of Landscape Alliance  
Ireland

**11.10 – 12.00**     *DISCUSSION*  
*END OF THE SESSION*

**12.00 – 14.00**     **LUNCH in Kino Fontana**

#### **Workshop 4**

### **CHALLENGES AND PRACTICAL EXAMPLES OF LANDSCAPE ACHIEVEMENTS WITHIN INTEGRATED SPATIAL MANAGEMENT**

**[14 – 16.20 hours]**

**Chairs**            **Mr Graham FAIRCLOUGH**, Representative of English  
Heritage

**Mr Christopher ATTARD**, Representative of Malta  
Environment and Planning Authority

**Moderator**       **Mr Richard STILES**, Representative of ECLAS

**14.00 – 14.20**     *OPENING SLOVAKIAN PRESENTATION OF THE SESSION*  
Landscape planning as a strong forward-looking tool for  
integrated spatial management

**Mrs Pavlina MISIKOVA et al.**, Ministry of the  
Environment, Slovakia, Representative of Slovakia for the  
European Landscape Convention

#### *PRESENTATIONS*

**14.20 – 14.40**     Landscape in urban policies in France: the example of Park of  
Deûle, Winner of the Landscape Award of France

**Mr Pierre DHENIN**, Urban Community of Lille  
Metropolis, France

**14.40 – 15.00**     Krakow – experience with spatial management in an urban context  
**Mr Marceij BORSA**, Delegate of Poland to the  
Committee of Senior Officials to the CEMAT

**15.00 – 15.20**     Contribution of economics as a challenge for integrated spatial  
management

**Mr Jose Manuel HENRIQUES**, Professor, Higher Institute for Labour and Business Sciences, Portugal

**15.20 – 15.50**     **DISCUSSION**  
**END OF THE SESSION**

**15.50 – 16.20**     **Coffee break**

**16.20 – 18.40**     **CLOSING SESSION**

**Chairs**            **Mr Peter JANCURA**, Technical University, Slovakia  
**Mr Leif GREN**, Representative of Sweden for the European Landscape Convention

**Moderator**        **Mr Werner KVARDA**, Professor, Academia Danubiana, Austria

**16.20 – 17.10**     **ROUND TABLE**

*(no Power Point presentation, joint discussion only)*

*The question under discussion is how to emphasise the need for robust and effective policies and systems for spatial planning and management with landscape as a major factor in the process of integrated spatial management.*

**Mr Jesper BRANT**, Chair for the preparation of the International Association of Landscape Ecology, Professor, Roskilde University, Denmark

**Mr Abdurrahman GUZELKELES**, Ministry of Environment and Forest, Turkey

**Mrs Marta ZAHUMENSKA**, Ministry of Construction and Regional Development

**Mr Jerker MOSTRÖM**, Representative of Sweden for the European Landscape Convention

**Mr Karoly MISLEY**, Representative of Hungary to the Committee of Senior Official of the CEMAT

**Mrs Lionella SCAZZOSI**, Professor, University of Milan, Italy

**17.10 – 17.30**     **GENERAL CONCLUSIONS**

**Mr Peter BENUSKA**, Vice-president, Slovak Chamber of Architects, Member of the European ICLEI Working Group “Local Agenda 21” for the Earth Summit 1992

**Ms Maria KOZOVA**, Chairman of the Slovak Association for Landscape Ecology, Professor, Comenius University, Slovakia

With the co-operation of the chair from each session

**17.30 – 18.00**

***CLOSING PRESENTATION OF THE MEETING***

Reflection on the further progress of the European Landscape Convention and topics to be developed in the near future

**Mr Yves LUGINBUHL**, Professor at the University of Paris, France, Expert of the Council of Europe

**6.00 – 6.30**

***CLOSING SPEECHES***

**Mr Jean-François SEGUIN**, President of the Conference of the European Landscape Convention – Representative of France for the European Landscape Convention

**Mrs Maguelonne DEJEANT-PONS**, Head of the Cultural Heritage, Landscape and Spatial Planning Division, Council of Europe

**Mr Marian CIPAR**, Director General of the Division of Regional Development, Trnava Self-Governing Region, Slovakia

**Mrs Denisa BARTOSOVA**, Head of the Municipality of Piešťany Spa-Town, Slovakia

**Mr Stanislav KLAUCO**, Director General of the Division of Nature and Landscape Protection, Ministry of the Environment, Slovakia

**SATURDAY 26 APRIL 2008**

***STUDY VISIT***

**A. Bus visit to the Carpathians**

Theme: *“Landscape mosaic of the remote settlements and the flowering meadows”*

**B. Walking visit of Piešťany town**

Theme: *“Landscape of the healing thermal springs”*





## **List of participants / Liste des participants**



## **ANDORRA / ANDORRE**

M. Joan REGUANT, Président, ICOMOS-Andorre, Avinguda Fiter i Rossell, 71, AD 700 - ESCALDES-ENGORDANY  
Tel.: +376 82 57 00 – Fax: +376 86 19 11  
E-mail: seturia@andorra.ad

## **AUSTRIA / AUTRICHE**

Mrs Barbara BIRLI, Project Assistant LE:NOTRE, ECLAS Secretariat, Vienna University of Technology (ECLAS), Operngasse 11, A – WIEN  
Tel.: +43 15 880 12 6125 – E-mail: barbara.birli@tuwien.ac.at

Ms Katrin HAGEN, Assistant lecturer, Technical University of Vienna, Operngasse 11, A – 1040 VIENNA  
Tel.: +43 1 58 801 26 113  
E-mail: katrin.hagen@tuwien.ac.at

Mr Thomas KNOLL, Secretary ÖGLA, EFLA, Schiffamtsgasse 18/6, A – 1020 WIEN  
Tel.: +43 1 216 60 91 – Fax: +43 1 216 60 91 15  
E-mail: sekretariat@oegla.at

Mr Werner KVARDA, University Professor, University of Natural Resources and applied Life Sciences, Kammerjoch 24, A – 3400 WIEN  
E-mail: werner.kvarda@boku.ac.at

Mr Peter RISTO, Assistant Professor, Department of Landscape Architecture, Operngasse 11, A – WIEN  
Tel.: + 43 1 588 01 – Fax: +43 1 5881 26199  
E-mail: ritso@tuwien.ac.at

## **BELGIUM / BELGIQUE**

M. Patrice COLLIGNON, Directeur, Association “Ruralité-Environnement-Développement” (RED), 304 rue des Potiers, B – 6717 ATTERT  
Tel.: +32 63 23 0490 – Fax: +32 63 23 0499  
E-mail: patrice.collignon@ruraleurope.org

Mme Mireille DECONINCK, Dr Sc géographiques, Attachée, Ministère de la Région Wallonne, Division du Patrimoine, rue Brigades d’Irlande, 1, B - 51000 NAMUR  
Tel.: +32 81 33 25 92 – Fax: +32 81 83 25 67  
E-mail: Mireille.Deconinck@spw.wallonie.be

Mme Els HOFKENS, Consultant de l'Héritage et du Paysage, Division Monument et Sites, Région Flamande, Koning Albert II-laan 19, bus 3, B - 1210 BRUSSEL

Tel.: +32 25 53 16 27 – Fax: + 32 25 53 16 05

E-mail: els.hofkens@rwo.vlaanderen.be

### **BULGARIA / BULGARIE**

Mr Kristio POPOV, Chief expert, Ministry of Environment and Waters, Gladston street 67, BG – 1000 SOFIA

Tel.: +359 2 940 61 02 – Fax:+359 2 981 66 10

Email: kpopov@moew.government.bg

### **CROATIA / CROATIE**

Mr Aleksandar BASIC, Head of Department for Regional Development and Urban Planning, Institute for physical planning, Ministry of Environmental Protection, Physical Planning and Construction, Ul. Republike Austrije 20, HR – 10 000 ZAGREB

Tel.: +385 1 37 82 447 – Fax: +385 1 37 17 104

E-mail: aleksandar.basic@mzopu.hr

### **CZECH REPUBLIC / REPUBLIQUE TCHEQUE**

Mrs Klara JANCUROVA, IFLA of Czech Republic, V. Brozika 317, CZ - 33002 DYSINA

Tel.: +420 724 749 086 – E-mail: klarajancurova@yahoo.com

Mr Igor KYSELKA, Landscape Architect Independant Developing Assistant, Institut for Spatial Development, Jakubske namesti, CZ - 602 00 BRNO

Tel.: +42 5 4242 31 46 – E-mail: kyselka@uur.cz

Mr Petr LEPEŠKA, Officer, Ministry for Regional Development of the Czech Republic, Staromestske Namesti, 6, CZ – 110 15 PRAHA 1

Tel.: +42 (0)22 486 2306 – E-mail: petr.lepeska@mnr.cz

Ms Marta STRÁNSKÁ, General Manager, Studio Mac-Architecture, Ltd., Sušická 17/1847, CZ – PRAGUE 6-160 000

Tel.: +420 724 162 007 ; +420 233 323 338

E-mail: stranska.marta@veltrusyparck.cz or martaslunce@seznam.cz

## **DENMARK/DANEMARK**

Mr Jesper BRANDT, Dept. of Environmental, Social and Spatial Change,  
Roskilde University, House 02, P.Box. 260, DK - 4000 ROSKILDE  
E-mail: brandt@ruc.dk

## **ESTONIA / ESTONIE**

Mr Maila KUUSIK, Adviser, Estonian Ministry of the Interior, Pikk 61,  
EE-15065 TALLINN  
Tel.: +372 6125 178 – Fax: +372 6125 83  
E-mail: maila.kuusik@siseministeerium.ee

## **FINLAND / FINLANDE**

Mr Tapio HEIKKILÄ, Senior Adviser, Ministry of the Environment, PO  
Box 35, FI-00023 GOVERNMENT  
Tel.: +358 50 594 7515  
E-mail: tapio.heikkila@ymparisto.fi

## **FRANCE**

Mme Hanane ALLALI-PUZ, Chargée de mission Education et  
gouvernance, Fédération des Parcs naturels régionaux de France,  
9 rue Christiani, F – 75018 PARIS  
Tel.: + 33 01 44 90 86 20 – Fax: +33 01 45 22 70 78  
E-mail: allali-puz@parcs-naturels-regionaux.fr

M. Pierre DHENIN, Directeur général, Espace naturel Lille Métropole,  
93 boulevard Carnot, F – 59044 LILLE CEDEX  
Tel.: +33 0 20 63 1124 – Fax: +33 3 20 63 1135  
E-mail: pdhenin@enm-lille.fr ; cloridan@enm-lille.fr

M. Yves LUGINBUHL, Directeur de recherche, Centre national de la  
Recherche scientifique, 5 rue Léon Delhomme, 75015 PARIS  
Tel.: +33 (0)1 56 23 01 97/06 80 43 92 42  
E-mail: yves.luginbuh@univ-paris1.fr

M. Nicolas SANAA, Chargé de mission Aménagement du territoire,  
Fédération des Parcs naturels régionaux de France, 9 rue Christiani, F –  
75018 PARIS

Tel.: +33 01 44 90 86 20 – Fax: +33 01 45 22 70 78

E-mail: nsanaa@parcs-naturels-regionaux.fr

M. Jean-François SEGUIN, Chef du Bureau des Paysages, Ministère de  
l'écologie et du développement durable, 20, Avenue de Ségur, F - 75032  
PARIS 07 SP

Tel.: +33 (0)1 42 19 20 32 – Fax: +33 (0)1 42 19 20 35

E-mail: Jean-Francois.seguin@developpement-durable.gouv.fr

Mme Nadia TOBON-RICO, Président, YUREIMAKO, 6 rue Malar,  
F – 75007 PARIS

Tel.: +33 01 53 59 99 56 ; +33 06 18 41

E-mail : ntobon@free.fr

## **GERMANY / ALLEMAGNE**

Mr Gerhard ERMISCHER, Chair, Archaeological Spessart-Project,  
Schlossplatz 4, D – 63739 ASCHAFFENBURG

Tel.: +49 60 21 38 74 11 – Fax: +49 60 21 38 74 30

E-mail: gerhard.ermischer@aschaffenburg.de

## **HUNGARY / HONGRIE**

Mr Gabor KISS, Senior Counsellor (Representative of Hungary for the  
ELC), Ministry of Environment and Water, Dept of Landscape Preservation  
and Eco-Tourism, Fő utca 44-50, HU 1011 BUDAPEST

Tel.: +36 1 4573434 – Fax: +36 1 2754 504

Email: kissgab@mail.kvvm.hu

Dr Eva KONKOLY GYURÓ, Associate professor, Institute of  
Environmental Sciences, University of West Hungary, Bajcsy-Zsilinszky ut.  
4, HU – 9400 SOPRON

Tel.: +36 99 518 389 – Fax: +36 99 329 840

E-mail: egyuro@emk.nyme.hu

Mr Kliment MINDJOV, Head of Department “Education and Capacity Building”, Regional Environmental Center for Central and Eastern Europe, 9-11, Ady Endre ut., HU – SZENTENDRE  
Tel.: +36 26 50 40 69 – Fax: +36 26 311 294  
E-mail: kliment@rec.org

Mr Karoly MISLEY, Advisor, Ministry of Local Government and Regional Development (OTM), Kéthly Anna tér. 1, 1077 BUDAPEST  
Tel.: + 361 441 77 47 – Fax: +361 441 77 42  
E-mail: misley.karoly@meh.hu

### **IRELAND / IRLANDE**

Mr Terry O’REGAN, Founder/Co-ordinator, Landscape Alliance Ireland, Old Abbey Gardens, Waterfall, IRL – CORK CITY  
Tel.: + 353 21 4871 460 – Fax: +353 21 4872 503  
Email: lai.link@indigo.ie ; bhl@indigo.ie

Mr Patrick O’SULLIVAN, Assistant Principal Spatial Policy, Department of the Environment, Heritage and Local Government, Room G.27, Custom House, IRL – DUBLIN 1  
Tel.: +353 1 888 2269 – Fax: +353 1 888 2716  
E-mail: patrick\_o’sullivan@environ.ie

### **ITALY / ITALIE**

Mr Mauro AGNOLETTI, Associate Professor, Università di Firenze, Via San Bonaventura 13, I – FIRENZE  
Tel.: +39 055 3288676 – Fax: +39 055 3288676  
E-mail: mauro.agnoletti@unifi.it

Mr Riccardo PRIORE, Director, European Network of local and regional authorities for the implementation of the European Landscape Convention (ENELC-RECEP), Villa Medicea di Careggi, Viale G. Pieraccini, 15, I – 50139 FIRENZE  
Tel.: +39 (0)55 422 15 35 – Fax: +38 (0)69 7257 628  
Email: info@recep-enelc.net

Mrs Lionella SCAZZOSI, Université Polytechnique de Milan, Corso Lodi 78, I – 20139 MILANO  
Tel.: +39 338 259 71 62 – Fax: +39 025 69 26 37  
E-mail: lionella.scazzosi@tiscali.it

Ms Amy STRECKER, Researcher, European University Institute, Law Department, Via Boccaccio 121, I – 50133 FIRENZE  
Tel.: +39 347 4441 149 – E-mail: amy.strecker@eui.eu

### **LITHUANIA / LITUANIE**

Mr Alfredas JOMANTAS, Chef du Service des Relations internationales et de l'Information, Département du Patrimoine, Ministère de la Culture, Snipiskiu 3, LT – 2600 VILNIUS  
Tel.: +370 52 72 40 84 – Fax: +370 52 72 40 58  
E-mail: zai@is.lt

### **MALTA / MALTE**

Mr Christopher ATTARD, Senior Planning Officer, Malta Environment and Planning Authority (MEPA), St. Francis Ravelin, MT – FLORIANA  
Tel.: +356 2290 1612/6 – Fax: +356 2290 2295  
E-mail: chris.attard@mepa.org.mt

### **THE NETHERLANDS / PAYS-BAS**

Ms Marieke BERKERS, Programme Manager, A Wider View Foundation, Muntstraat 7, NL – UTRECHT  
Tel.: +31 30 230 50 10 – Fax: +31 30 238 0915  
E-mail: merieke@awiderview.eu

Mrs Cyane CONIJN, Programme Manager, A Wider View Foundation, Muntstraat 7, NL – UTRECHT  
Tel.: +31 30 230 50 10 – Fax: +31 30 238 0915  
E-mail: cyane@awiderview.eu

Mr Bas PEDROLI, Secretary General, Alterra Wageningen UR/Landscape Europe, NL - 6700 AA WAGENINGEN  
Tel.: +31 317 485 396 – E-mail: bas.pedroli@wur.nl

Mrs Muriël PELS, Project Manager, Dutch Association for Landscape management, PO Box 9756, NL – 3506 GT UTRECHT  
Tel.: +31 30 2345 013 – Fax: +31 30 2310 315  
E-mail: M.pels@landschapsbeheer.nl



Mr Kees VERBOGT, Policy Advisor, Ministry of Agriculture, Nature and Food Quality, Willem Witsenplein 6, NL – 2500 EK THE HAGUE  
Tel.: +31 70378 5794 – E-mail: k.verbogat@minlnv.nl

## **POLAND / POLOGNE**

Mr Maciej BORSA, Advisor to the Minister, Ministry of Infrastructure, Wspolna Street 2/4, PL – 00-926 WARSAW  
Fax.: + 48 (0) 22 629 43 57 – E-mail: mborsa@mb.gov.pl

Mrs Joanna BUDNICKA, Specialist, Ministry of Infrastructure, Department of real estate and spatial planning, Wspolna Street 2/4, PL – 00-926 WARSAW

Tel.: +48 22 661 82 42 – Fax: + 48 (0) 22 629 43 57

E-mail: jbudnicka@mb.gov.pl

Mr Jozef HERNIK, Agricultural University in Krakow, Al Mickiewiczza 24/28, PL – 30-059 KRAKOW

Tel.: +48 12 662 41 54 – Fax: + 48 12 633 11 70

E-mail: rehernik@cyf-kr.edu.pl

Mrs Katarzyna KACZOROWSKA, Representative of the City Planning Office, PL – KRAKOW

E-mail: kaczorka@um.kfrkow.pl

Mr Jacek PIJANOWSKI, Agricultural University in Krakow, Ul. Balicka 253 A, PL – 30-149 KRAKOW

Tel: + 48 12 662 45 32 – Fax: + 48 12 633 11 70

E-mail: jacekpijanowski@poczta.onet.pl

Ms Elzbieta SZELINSKA, Councillor to the Minister, Ministry of Infrastructure, Ul. Wspolna 2/4, PL 00-926 WARSZAWA

Tel.: +48 22 661 82 36 – Fax: +48 22 629 43 57

E-mail: eszelinsk@amb.gov.pl; eszelina@poczta.onet.pl

## **PORTUGAL**

Mrs Maria José FESTAS, Ministry of Environment, Spatial Planning and Regional Development, Directorate General for Spatial Planning and Urban development, Campo Grande 50, P - 1749 014 LISBOA

Tel.: +351 (21) 782.50.11 – Fax: +351 (21) 782 50 03

E-mail: gabdg@dgotdu.pt

Prof. Dr José Manuel HENRIQUES, University Institute Lisbon (ISCTE),  
Rua Prof. Delfim Santos, 9, 1ºD, P- 1600-610 LISBOA  
Tel.: +351 21 790.30.00 – Fax:+351.21.964.710  
E-mail: jose.henriques@netcabo.pt

### **ROMANIA / ROUMANIE**

Mrs Cristina HERTIA, Councillor, Ministry of Development, Public Works  
and Housing, 17 Apolodor Street, RO - 050741 BUCHAREST 5  
Tel.: +40 37 211 4524 – Fax: +40 37 211 4525  
E-mail: chertial@yahoo.com

Mrs Lacramiora-Violeta TANASAŞA, P.R. Officer, The Metropolitan Library  
of Bucharest, Street Tache Ionescu, 4, RO – BUCHAREST 1  
Tel.: + 40 745 690 532 ; +40 213 16 36 25 – Fax: +40 213 16 36 25  
E-mail: violetatanasa2004@yahoo.com

### **RUSSIAN FEDERATION / FEDERATION DE RUSSIE**

Dr Alexander DROZDOV, Professor and Leading Researcher, O, stotite pf  
Geography, Russian Academy of Sciences, Staromonetny Pereulok, 29,  
RU – 119017 MOSCOU  
Tel.: +7 495 951 90 70 ; 930 24 49 – Fax: +7 495 951 90 70  
E-mail: a.drozdov@mtu-net.ru

Mrs Elena SADOVNIKOVA, Russian delegation to CEMAT, Deputy Chief  
of delegation, RU - MOSCOW  
Tel.: +7 499 195 82 65 – Fax +7 499 195 82 65  
E-mail: elenas@atom.ru

### **SLOVENIA / SLOVENIE**

Mrs Nataša BRATINA-JURKOVIČ, Undersecretary, Ministry of the  
Environment and Spatial Planning, Dunajska 47, SLO – 1000 LJUBLJANA  
Tel.: +386 1478 7080 – Fax: +386 1478 7123  
E-mail: natasa.bratina-jurkovic@gov.si

## **SLOVAK REPUBLIC / REPUBLIQUE SLOVAQUE**

Mr Ladislav AMBROS, Director, Landscape Management Department,  
Ministry of Environment, Nam. L.. Stura 1, SK – 812 35 BRATISLAVA  
Tel.: +421 2 59562147 – Fax: +421 2 5962551  
E-mail: ambros.ladislav@enviro.gov.sk

Ms Zuzana BALAZOVA, Mayor of Kremnica, the Municipality of  
Kremnica, Stefanikovo namestie 1/1, SK – 967 01 KREMNICA  
Tel.: +421 45 6742504 – Fax: +421 45 6742505  
E-mail: msu@kremnica.sk

Mr Jan BARANOVIC, Head of the Environment Department, the  
Municipality of Piešťany, Nam. SNP 3, SK – 921 01 Piešťany  
Tel.: +421 33 7765420 – Fax: +421 33 7765444  
E-mail: baranovic@piestany.sk

Ms Denisa BARTOSOVA, Head of the Municipality of Piešťany, Nam. SNP  
3, SK – 921 01 Piešťany  
Tel.: +421 33 7765313 – Fax: +421 33 7765444  
E-mail: bartosova@piestany.sk

Mr Peter BENUSKA, Architect, INTER.CONCONSULTATIONS, Gorkeho 13,  
SK-811 01 BRATISLAVA 1  
Tel: +421 2 54430904 – E-mail: posta@peterbenuska.sk

Mr Dusan BEVILAQUA, Landscape expert, Frana Krala 9/4,  
SK – 052 01 SPISSKA NOVA VES  
Tel.: +421 53 4465303, +421 918 815128  
E-mail: dusan.bevilaqua@gmail.com

Ms Marianna BOGYOVA, Architectonic Atelier BP, Bratislavská 110, SK -  
921 01 Piešťany  
Tel.: +421 33 7628810 Fax: +421 33 7628810  
E-mail: marianna@kios.sk

Ms Iveta BOHALOVA, Landscape Expert, Slovak Environmental Agency,  
Tajovskeho 28, SK – 975 90 BANSKA BYSTRICA  
Tel.: +421 48 4374174 – E-mail: iveta.bohalova@sazp.sk

Mr Peter BOHUS, Director of the centre, Slovak Environmental Agency,  
Alzbetina 25, SK – 040 01 KOSICE  
Tel.: +421 55 7203411 – Fax: +421 55 7203418  
E-mail: peter.bohus@sazp.sk

Mr Ladislav BIRO, Expert, Department of Planning and Landscape Design,  
Technic University Zvolen, SK – 980 50 VCELINCE 11  
Tel.: +421 914 113484 – E-mail: ladislav.biro@gmail.com

Ms Silvia BREZNIKOVA, Head of the Unit of Ecology and Management of  
Urban Landscape, Slovak Environmental Agency, Hanulova 5/D,  
SK – 844 40 BRATISLAVA  
Tel.: +421 2 60201636 – Fax: +421 2 64282683  
E-mail: silvia.breznikova@sazp.sk

Mr Peter BURDA, Landscape expert, Slovak Environmental Agency,  
Sabinovska 3, SK – 080 01 PRESOV  
Tel.: +421 907 850130 – Fax: +421 51 17480118  
E-mail: peter.burda@sazp.sk

Mr Dusan CHLAPIK, Head of the Department Water Management  
Development, Slovak Water Management Company, OZ Piešťany, Nabr. I.  
Krasku 3, SK – 921 80 Piešťany  
Tel.: +421 33 7764209, +421 903 795071  
E-mail: dusan.chlapik@svp.sk

Mr Remo CICUTTO, Mayor of Piešťany, the Municipality of Piešťany,  
Nam. SNP 3, SK – 921 01 Piešťany  
Tel.: +421 33 7765301 – Fax: +421 33 7765444  
E-mail: primator@piestany.sk

Mr Lubos CILLAG, Vice-director, Slovak Environmental Agency,  
Tajovskeho 28, SK – 975 90 BANSKÁ BYSTRICA  
Tel.: +421 915 595200 – E-mail: lubos.cillag@sazp.sk

Ms Anna DOBRUCKA, Chair, Slovak Association of Urban and City  
Planners, Panska 15, SK – 810 00 BRATISLAVA  
Tel.: +421 905 505665 – E-mail: adobrucka@gmail.com

Mr Kornel DUFFEK, Editor in chief, Revue Piešťany Magazine, Mierova  
20, SK – 921 01 Piešťany  
Tel.: +421 907 626 468 – Fax: +421 33 7621293  
E-mail: duffekk@stonline.sk

Ms Viera DVORAKOVA, Head of the Monuments Areas, The monuments  
Board of the Slovak Republic, Cesta na Cerveny most 6, SK – 814 06  
BRATISLAVA  
Tel.: +421 2 54778970 – E-mail: dvorakova.viera@pamiatky.gov.sk

Mr Viliam FIGUSCH, Director, Information Office of the Council of Europe, Klariska 5, SK – 810 00 BRATISLAVA  
Tel.: +421 2 54435752 – Fax: +421 2 54435672  
E-mail: viliam@radaeuropy.sk

Mr Maros FINKA, Profesor, Slovak University of Technology, Spectra Centre of Excellence EU, Vazovova 5, SK – 812 43 BRATISLAVA  
Tel.: +421 905 612465 – E-mail: maros.finka@stuba.sk

Mrs Tereza FRIEDLOVA, Senior Specialist, Ministry of the Environment of the Czech Republic, Vrsoviccka 64, CZ – PRAHA 10  
Tel.: + 420 267 122 524 – E-mail: tereza.friedlova@env.cz

Ms Erika HORANSKA, Architect, Academia Istropolitana Nova, Prostredna 47/A, SK – 900 21 SVATY JUR  
Tel.: +421 2 44970453 – Fax: +421 2 44970455  
E-mail: erika@ainova.sk

Ms Jarmila HUSENICOVA, Associate professor, Slovak University of Technology Bratislava, Faculty of Civil Engineering 11, SK – 813 68 BRATISLAVA  
Tel.: +421 903 809530 – Fax: +421 2 65311305  
E-mail: husenc@svf.stuba.sk, jarmila.huseniceva@stuba.sk

Mr Pavol IZVOLT, Director, Department of the Monuments Protection Fund, Ministry of Culture, SR-BRATISLAVA  
Tel.: +421 2 59391422 – Fax : +421 2 59391475  
E-mail : pavol.izvolt@culture.gov.sk

Mr Jaroslav JADUS, State secretary, Ministry of Environment, Nam. L.. Stura 1, SK - 812 35 BRATISLAVA  
Tel.: +421 2 59562012 – Fax :+421 2 59562175  
E-mail :jaroslav.jadus@enviro.gov.sk

Mr Peter JANCURA, Associate professor, Head of Department of Landscape Planning and Design, Technical University Zvolen – Fakulta ekológie a environmentalistiky, T.G. Masaryka 24, SK – 960 53 ZVOLEN  
Tel.: +421 45 52 6111 – E-mail: jancura@vsld.tuzvo.sk

Ms Erika JAUSCHOVÁ, Adviser, Ministry of Environment, Nam. L.. Stura 1, SK – 812 35 BRATISLAVA

Tel.: +421 2 59562112 – Fax: +421 2 59562551

E-mail: erika.jauschova@enviro.gov.sk

Mr Luboš JURIK, University lecturer, Slovak Agricultural University, Nitra, Faculty of Garden and Landscape Engineering, Hospodarska 7, SK – 949 76 NITRA

Tel.: +421 37 6415234 – E-mail: lubosjurik@uniag.sk

Ms Zelmira KALINOVA, Adviser, Ministry of Construction and Regional Development, Prievozska 2/B, SK – 825 25 BRATISLAVA

Tel.: +421 2 59364287 – Fax: +421 259364204

E-mail: zelmira.kalinova@build.gov.sk

Mr Stanislav KLAUCO, General director, Division of Nature and Landscape Protection, Ministry of Environment, Nam. L.. Stura 1, SK – 812 35 BRATISLAVA

Tel.: +421 2 59562161 – Fax: +421 2 59562533

E-mail: stanislav.klauco@enviro.gov.sk

Mr Jozef KLINDA, Director, Department of Environment, Science and Education, Ministry of Environment, Nam. L.. Stura 1, SK-81235 BRATISLAVA

Tel.: +421 2 59562004 – Fax : +421 2 59562358

E-mail :klinda.jozef@enviro.gov.sk

Ms Erika KOCICKA, University lecturer, Department of UNESCO, Faculty of Ecology and Environment, Technic University Zvolen, T. G. Masaryka 24, SK – 960 53 ZVOLEN

Tel.: +421 905 581860

E-mail: kocicka@vsld.tuzvo.sk, erikakocicka@gmail.com

Mr Martin KOVAC, Director, Division of the Local Development, Association of Town and Villages, Bezrucova 9, SK – 811 09 BRATISLAVA

Tel.: +421 2 52964243 – Fax: +421 2 52964256

E-mail: kovac@zmos.sk

Mr Miroslav KOVÁŘÍK, Mayor of Modrà, 687 06 P. Velehrad, CZ – MODRÁ

Tel.: + 420 603 251 539 – Fax: + 420 572 571 180

E-mail: modra@uh.cz

Ms Libusa KOZMOVA, Adviser, Trnava Self-government Region,  
Starohajjska 10, SK – 917 01 TRNAVA  
Tel.: +421 33 5933372 – Fax: +421 33 5933336  
E-mail: kozmova.libusa@trnava-vuc.sk

Ms Maria KOZOVA, Professor, Landscape Ecology Department, Chair of  
IALE – SK,  
Faculty of Natural Science UK Bratislava, Slovak Associazon for  
Landscape Ecology (IALE-SK), Mlynska dolina B-2, SK – 842 15  
BRATISLAVA  
Tel.: +421 2 60296608 – Fax: +421 2 60296703  
E-mail: kozova@fns.iniba.sk

Mr Igor KRPELAN, IK Projekt, Horka 14/48, SK – 026 01 VYSNY  
KUBIN  
Tel.: +421 903 533210 – E-mail: ikprojekt@orava.sk

Ms Anna KRSAKOVA, Director, Centre for Rural Environment, Slovak  
Environmental Agency, Tajovskeho 28, SK – 975 90 BANSKA BYSTRICA  
Tel.: +421 48 4374 171 – Fax: + 421 48 415 28 90  
Email: anna.krsakova@sazp.sk

Mr Vladimir KRUPA, Director - archeologist, Balneological Museum,  
Beethovenova 5, SK – 921 01 Piešťany  
Tel.: +421 33 7722875, +421 902618740 – Fax : +421 33 7722875  
E-mail: vladimir@zupa-tt.sk

Mr Ladislav KUBO, University lecturer, Institute of Garden and Landscape  
Architecture, Faculty of Architecture, Slovak University of Technology,  
Nam. Slobody 19, SK – 812 45 BRATISLAVA  
Tel.: +421 905 469957 – E-mail: kubo@fa.stuba.sk

Ms Alena KUCERAVCOVA, Environmental Expert, Slovak Environmental  
Agency, Tajovskeho 10, SK – 040 01 KOSICE  
Tel.: +421 55 7203467 – Fax: +421 55 7203418  
E-mail: alena.kuceravcova@sazp.sk

Ms Adriana KUSIKOVA, PhD student, University of Constantine the  
Philosopher Nitra, Institute of landscape ecology of Slovak Academy of  
Science Bratislava, branch in Nitra, Akademicka 2, P. O. BOX 23/B, SK –  
949 01 NITRA  
Tel.: +421 2 65938237 – E-mail: adriana.kusikova@mail.t-com.sk

Mr Igor KYSELKA, Assistant responsible for rural and landscape planning,  
Institute for spatial development, Ústav územního rozvoje, Jakubské náměstí 3,  
SK – 601 00 BRNO  
Tel.: +420 542 423 146 – Fax: + 420 542 423 190  
E-mail: kyselka@uur.cz

Mr Martin LAKANDA, Landscape expert, Slovak Environmental Agency,  
Tajovskeho 28, SK - 975 90 BANSKA BYSTRICA  
Tel.: +421 48 4374173 – Fax : +421 48 4152890  
E-mail : martin.lakanda@sazp.sk

Mr Vladimir MACURA, IT expert, Slovak Environmental Agency, Okružna  
110/79, SK – 022 01 CADCA  
Tel.: +421 915 595185 – Fax : +421 41 4322648  
E-mail : vladimir.macura@sazp.sk

Mr Lubomir MICEK, General director, Division of the Rural Development,  
Ministry of Agriculture, Dobrovicova 12, SK – 812 66 BRATISLAVA  
Tel.: +421 2 59266275 – Fax : +421 2 59266585  
E-mail : judita.opalkova@land.gov.sk

Ms Lubica MIKULASKOVA, Adviser, Ministry of Environment, Nam. L.  
Stura 1, SK – 812 35 BRATISLAVA  
Tel.: +421 2 59562461 – Fax : +421 2 59562457  
E-mail : mikulaskova.lubica@enviro.gov.sk

Mr Tibor MIKUS, Chairman, Trnava Self-governing Region, Starohajska  
10, SK-917 01 TRNAVA  
Tel.: +421 33 5933311 – Fax : +421 33 5933336  
E-mail : predseda@trnava-vuc.sk

Ms Pavlina MISIKOVA, National Focal Point for the European Landscape  
Convention, Ministry of the Environment, Landscape Planning Department,  
Nam. L. Stura 1, SK – 812 35 BRATISLAVA  
Tel.: +421 2 5956 21 90 – Fax: +421 2 5956 2551  
E-mail: misikova.pavlina@enviro.gov.sk

Mr Timotej MISTINA, Vice-mayor of Piešťany, the Municipality of  
Piešťany,  
Nam SNP 3, SK – 921 01 Piešťany  
Tel.: +421 33 7765305 – Fax : +421 33 7765444  
E-mail : mistina@piestany.sk



Mr Jan MIZERAK, Director, State Nature Conservancy, Lazovna 10,  
SK – 974 01 BANSKA BYSTRICA

Tel.: +421 48 4713626 – Fax : +421 48 4153866

E-mail : [silvia.kucejova@sopsr.sk](mailto:silvia.kucejova@sopsr.sk)

Ms Silvia NEUROCNA, Adviser, Ministry of Environment, Nam. L. Stura  
1, SK – 812 35 BRATISLAVA

Tel.: +421 905633572

E-mail : [silvia.neurocna@enviro.gov.sk](mailto:silvia.neurocna@enviro.gov.sk)

Ms Anna PERNECKA, Architect, Architektonic Atelier BP,  
Bratislavská 110, SK – 921 01 Piešťany

Tel.: +421 33 7628810 – Fax : +421 33 7628810

E-mail : [aabp@kios.sk](mailto:aabp@kios.sk)

Ms Eva POBJECKA, Economist, the Municipality of Piešťany, Nam.  
SNP 3, SK - 921 01 Piešťany

Tel.: +421 33 7765363 – Fax : +421 33 7765444

E-mail : [pobjecka@piestany.sk](mailto:pobjecka@piestany.sk)

Ms Kataria RAJCOVA, Landscape expert, NGO Pre Priordu, Nerudova  
709/5, SK – 018 41 DUBNICA NAD VAHOM

Tel.: +421 42 4424828, +421 905210033

E-mail : [rajcova@mail.t-com.sk](mailto:rajcova@mail.t-com.sk)

Mr Robert ROBENEK, Adviser, Slovak Environmental Agency,  
Tajovskeho 28, SK – 975 90 BANSKA BYSTRICA

Tel.: +421 48 4374173 – Fax : +421 48 4152890

E-mail : [robert.robenek@sazp.sk](mailto:robert.robenek@sazp.sk)

Ms Jana RUZICKOVA, Scientist, Faculty of Natural Science, Comenius  
University, Mlynska Dolina B-2, SK – 842 15 BRATISLAVA

Tel.: +421 908178337 – E-mail : [jana.ruzickova@fns.uniba.sk](mailto:jana.ruzickova@fns.uniba.sk)

Mr Peter SABO, Scientist, Institute of Science and Research, University of  
Matej Bell, Cesta k amfiteatru 1, SK – 974 00 BANSKA BYSTRICA

Tel.: +421 48 4466217 – Fax : +421 48 4466212

E-mail : [peter.sabo@umb.sk](mailto:peter.sabo@umb.sk)

Ms Marta SLAMKOVÁ, Director of the centre, Slovak Environmental Agency, Dolny Val 20, SK – 010 06 ZILINA

Tel.: +421 41 5070911 – Fax : +421 41 5621191

E-mail : [marta.slamkova@sazp.sk](mailto:marta.slamkova@sazp.sk)

Ms Katarina SLEZAKOVA, EURO projekt specialist, CENTIRE, Zahradnicka 72, SK–821 08 BRATISLAVA

Tel.: +421 2 50109800 – Fax : +421 2 50109888

E-mail : [katarina.slezakova@centire.com](mailto:katarina.slezakova@centire.com)

Mr Drahomir STANO, Director, Office of the Landscape Protected Area of the White Carpathians, Trencianska 31, SK- 914 41 NEMSOVA

Tel.: +421 32 6598387, +421 903563118 – Fax. +421 32 6598387

E-mail : [drahomir.stano@sopsr.sk](mailto:drahomir.stano@sopsr.sk)

Mr Peter STRAKA, Biodiversity expert, Fialkove udolie 43, SK – 81101 BRATISLAVA

Tel.: +421 904873765 – E-mail : [pestraba@gmail.com](mailto:pestraba@gmail.com)

Mr Michal SARAFIN, Profesor, Faculty of Architecture, Slovak University of Technology, Nam. Slobody 19, SK – 812 45 BRATISLAVA

Fax : +421 2 52494816

E-mail : [studio@atelierdomova.sk](mailto:studio@atelierdomova.sk)

Mr Stanislav STOFKO, Associate professor, General director, Slovak Environmental Agency, Tajovskeho 28, SK – 975 90 BANSKA BYSTRICA

Tel.: +421484374110, +421907670020 – Fax. +421 48 4230409

E-mail : [stanislav.stofko@sazp.sk](mailto:stanislav.stofko@sazp.sk)

Ms Alena TAJCNEROVA, Urban planner, Trnava Self-governing Region, Starohajska 10, SK – 917 01 TRNAVA

Tel.: +421 33 59333471 – Fax : +421 33 593336

E-mail : [tajcnerova.alena@trnava-vuc.sk](mailto:tajcnerova.alena@trnava-vuc.sk)

Mr Peter TREMBOS, University lecturer, Faculty of Natural Science, Comenius University, Mlynska dolina B-2, SK – 842 15 BRATISLAVA

Tel.: +421 2 60296264

E-mail : [trembos@fns.uniba.sk](mailto:trembos@fns.uniba.sk)

Mr Peter VISVADER, Spokesman, Ministry of Environment, Nam. L.  
Stura 1, SK – 812 35 BRATISLAVA  
Tel.: +421 905463044  
E-mail : peter.visvader@enviro.gov.sk

Ms Jana VITKOVA, Architect, the Municipality of Piešťany, Nam. SNP 3,  
SK – 921 01 Piešťany  
Tel.: +421 33 7765470 – Fax : +421 33 7765444  
E-mail : vitkova@piestany.sk

Ms Eva WERNEROVA, Member of the Local Council of Piešťany,  
Landscape architect, AWE atelier, Vodarenska 96, SK – 921 01 Piešťany  
Tel.: +421 33 7728607 – Fax : +421 33 7728607  
E-mail :awe@nexta.sk

Ms Marta ZAHUMENSKA, Adviser, Ministry of Construction and  
Regional Development, Prievozska 2/B, SK – 825 25 BRATISLAVA  
Tel.: +421 2 59364266 – Fax : +421 2 59364408  
E-mail : zahumenska@build.gov.sk

Mr Florin ZIGRAI, Professor, Institute of Management, Department of  
Spatial Planning, Slovak University of Technology, Vazovova 5, SK –  
812 43 BRATISLAVA  
E-mail : florin.zigrai@aon.at florin.zigrai@tele2.at

## **SPAIN / ESPAGNE**

Mr Vicente COLLADO CAPILLA, Director territorial, Direcció, territorial  
de Valencia, Conselleria Medio ambiente, agua, urbanismy y vivienda,  
C/ Gregorio Gea 27, ES – 46009 VALENCIA  
Tel.: +34 96 386 62 50 – Fax +34 96 386 62 80  
E-mail: collado\_vic@gva.es

M. Linarejos CRUZ PÉREZ, Technician in Heritage, Ministry of Culture,  
Instituto del Patrimonio Historico español, c/ Greco 4, ES –  
28040 MADRID  
Tel.: + 34 91 550 44 06 – Fax: +34 91 550 44 44  
E-mail: linarejos@mcu.es

Mrs Maria Luisa DUBON PRETUS, Consellera Executiva, Consell de Mallorca, General Riera 113, ES – ILLES BALEARS  
Tel.: +34 97 12 19 889 – Fax: +34 97 11 73 810  
E-mail: mldubon@conselldemallorca.net

Mr Ignacio ESPAÑOL ECHANIZ, Senior Lecturer, Universidad de Castilla la Mancha, Calle Rey Francisco nº 16, 3º Dcha, ES – 28008 MADRID  
Tel:+34 91 54 26 707 – E-mail: ignacioespanol@yahoo.es

Ms Sonia GÓMEZ-PARDO GABALDÓN, Jefa de Seccion, Conselleria Medio ambiente,e agua, urbanismo y vivienda, servicio territorial de ordenación del territorio, C/ Gregorio Gea 27, ES – 46009 VALENCIA  
Tel.: +34 96 386 64 83 – Fax: +34 96 386 64 80  
E-mail: gomez\_son@gva.es

Mrs Carolina HORRACH MORA, Tecnica, Consell de Mallorca, General Riera 113, ES - Illes Balears  
Tel.: + 34 97 1219 889 – Fax: +34 97 1173 810  
E-mail: chorrach@conselldemallorca.net

Mr Tomas PASTOR MARTINEZ, municipal architect responsible for policy of the landscape, Ayuntamiento de Beniarjo city council, Paseo Germanias 98, ES- ENTLO. 46702 GANDIA  
Tel.: + 34 96 286 40 61 – Fax: +34 96 287 01 16  
E-mail: tommaspastor@ctav.es

Mr Tomas PASTOR PUIG, municipal architect responsible for the policy of the landscape, L'olleria City Council (Valencia), 98 Paseo Germanias, ENTLO, ES – 46702 GANDÍA  
Tel.: +34 96 286 40 61 – Fax: + 34 96 287 01 16  
E-mail: 09050@ctav.es

Sr Pere SALA I MARTI, Technical Coordinator, Landscape Observatory of Catalonia, c/ Hospici 8, ES – 17800 OLOT  
tel.: +34 972 27 35 64 – Fax +34 972 27 15 89  
E-mail: pere.sala@catpaisatge.net

## **SWEDEN / SUEDE**

Mr Hans ANTONSON, Researcher, VTI, Swedish National Road and Transport Research Institute, Olaus Magnus väg 35, SE – 58195 LINKÖPING

Tel.: +46 709 43 04 42 – Fax: +46 13 14 14 36

E-mail: hans.antonson@vti.se

Mr Leif GREN, Executive Officer, National Heritage Board of Sweden, Box 5405, SE-114 84 STOCKHOLM

Tel.: +46 70 88 43 626 – E-mail: leif.gren@raa.se

Mr Jerker MOSTRÖM, Executive Officer, National Heritage Board of Sweden, Box 5405, SE - 114 84 STOCKHOLM

Tel.: +46 851 91 85 34 – Fax: +46 86 67 89 43

E-mail: jerker.mostrom@raa.se –

Mrs Ingrid SARLÖV HERLIN, Senior Lecturer, Dr., Department of Landscape Architecture, SLU, PO Box 58, SE – 250 53 ALNARP

Tel.: + 46 40 41 5407 – Fax: +46 40 46 5442

E-mail: ingrid.sarlov-herlin@ltj.slu.se

## **SWITZERLAND / SUISSE**

M. Enrico BUERGI, Ancien Président de la Conférence de la Convention européenne du paysage, Casa al ronco, CH - 6654 CAVIGLIANO

Tel.: +41 78 792 04 12 – E-mail: enrico.buergi@gmx.ch

Mlle Stéphanie PETIT, Consultante Projet Développement durable, 81 rue du Maupas, CH – 1004 LAUSANNE

Tel.: +41 79 675 85 69 – E-mail: stepha\_petit@yahoo.fr

M. Raphaël RINALDI, Ingénieur conseil, 81 rue du Maupas, CH – 1004 LAUSANNE

Tel.: +41 79 529 13 69 – E-mail: raphael\_rinaldi.yahoo.it

## **TURKEY / TURQUIE**

Mrs Aynur GONUL, Chief of Landscape Conservation Section, Ministère de l'environnement et des forêts, Direction Générale pour la protection de la nature et des parcs nationaux, Section Conservation du Paysage, Çevre ve orman Bakanlığı, doğa koruma ve milli parklar genel müdürlüğü, söğütözü cad. no:14 beştepe / ANKARA

Tel.: +90 312 207 58 87 – Fax: + 90 312 207 59 59

E-mail: aynurgonul1@yahoo.com

Mr Abdurrahman GUZELKELES, Official expert, Ministère de l'environnement et des forêts, Direction Générale pour la protection de la nature et des parcs nationaux, Section Conservation du Paysage, Çevre ve orman Bakanlığı, doğa koruma ve milli parklar genel müdürlüğü, söğütözü cad. no:14 beştepe / ANKARA

Tel.: +90 312 207 58 85 – Fax: + 90 312 207 59 59

E-mail: aguzelkeles@yahoo.com

Mr Osman IYIMAYA, Director General, Ministry of Public Works and Settlements, Necatibey Cad. N° 63, TR – ÇANKAYA

Tel.: +90 31 24 10 2239 – Fax: +90 31 22 31 8950

E-mail: osmani@bayindirlik.gov.tr

Mr Zumrut KAYNAK, City Planner, Ministry of Public Works and Settlements, Necatibey Cad. N° 63, TR – ÇANKAYA

Tel.: +90 31 24 10 2357 – Fax: +90 31 22 31 8950

## **UNITED KINGDOM / ROYAUME-UNI**

Mr Michael DOWER, Chairman UK Section, Ecovast, University of Gloucestershire, 56, Painswick Road, GB - CHELTENHAM GL 50 2 ER

Tel.: +44 12 42 22 65 11 – E-mail: mdower@waitrose.com

Mr Graham FAIRCLOUGH, Head of Characterisation, English Heritage, Waterhouse Square, 138-142 GB - Holborn, GB - LONDON EC1N 2ST

Tel.: +44 207 97 3124

E-mail: graham.fairclough@english-heritage.org.uk

Ms Jenny KAMP, Landmap/ELC Officer, Countryside Council for Wales, Maes y Frynnon, Penrhosgarnedd, GB – BANGOR, Wales

Tel.: +44 (0)1248 387283 – E-mail: j.kamp@ccw.gov.uk

Mr David LIDDELL, Senior Planner, Scottish Government, Area 2H  
(South), Victoria Quay, GB – EDINBURGH Eh6 6QQ  
Tel.: +44 (0) 131 244 7549 – Fax: +44(0) 131 244 7555  
E-mail: david.liddell@scotland.gsi.gov.uk

Dr Gloria PUNGETTI, Scholar & Lecturer in Landscape, University of  
Cambridge UK, 9 Selwyn Rd, Cambridge, GB - CAMBRIDGE CB3 9EA  
Tel.: +44 792 052 00 22  
E-mail: gp114@cam.ac.uk –

Mr Gareth ROBERTS, International Centre for Protected Landscapes and  
Landscape Research Group, Dolwen, Trawsfynydd, GB – GWYNEDD  
LL41 4 SP  
Tel.: +49 (0)1766 540 403

**GENERAL SECRETARIAT OF THE COUNCIL OF EUROPE /  
SECRETARIAT GÉNÉRAL DU CONSEIL DE L'EUROPE**

**DG IV - Education, Culture and Heritage, Youth and Sport /  
Éducation, Culture et Patrimoine, Jeunesse et Sport**

Mr Robert PALMER, Director, Directorate of Culture, Heritage  
and Cultural and Natural Heritage, Council of Europe, F – 67075  
STRASBOURG Cedex  
Tel.: +33 3 88 41 22 50 – Fax: +33 3 88 41 37 51

**SECRETARIAT OF THE EUROPEAN LANDSCAPE CONVENTION /  
SECRETARIAT DE LA CONVENTION EUROPÉENNE DU PAYSAGE**

Mrs Maguelonne DÉJEANT-PONS, Head of the Spatial Planning and  
Landscape Division, Directorate of Culture and Cultural and Natural  
Heritage,  
Council of Europe, F-67075 STRASBOURG CEDEX  
Tel.: +33(0) 3 88 41 23 98 – Fax: +33(0) 3 88 41 37 51  
E-mail: maguelonne.dejeant-pons@coe.int –

Ms Frédérique PRIVAT-DE-FORTUNIE, Assistant, Directorate of Culture  
and Cultural and Natural Heritage, F-67075 STRASBOURG CEDEX  
Tel.: + 33(0) 3 88 41 28 35 – Fax: +33 (0) 3 88 41 37 51  
E-mail: frederique.privat-de-fortunie@coe.int

Mrs Béatrice SAUVAGEOT, Assistante, Spatial Planning and Landscape Division, Directorate of Culture and Cultural and Natural Heritage, Council of Europe, F-67075 STRASBOURG CEDEX  
Tel.: + 33 3 88 41 22 53 – Fax: + 33 3 88 41 37 51  
E-mail: [beatrice.sauvageot@coe.int](mailto:beatrice.sauvageot@coe.int)

### **INTERPRETERS / INTERPRÈTES**

Mrs Marianne DE SUSBIELLE, 28 rue Dussoubs, F – 75002 Paris  
Tel. : +33 01 42 33 01 79 – Mobile : +33 06 08 55 20 82  
E-mail : [madiades@club-internet.fr](mailto:madiades@club-internet.fr)

Mrs Eline AITKEN, 68 Résidence Elysée II, F –  
78170 La Celle Saint-Cloud  
Tel.: +33 01 30 82 70 38 – Mobile : +33 06 81 17 12 37  
E-mail : [e.aitken@aiic.net](mailto:e.aitken@aiic.net)



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