

**International CEMAT Symposium on  
“A comprehensive approach to balanced sustainable  
spatial development of the European continent”**

**Symposium international CEMAT sur  
«Une approche globale pour un développement  
territorial durable et équilibré du continent européen»**

Kyiv, Ukraine, 11-12 June 2009

Kiev, Ukraine, 11-12 juin 2009



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Statements in their original language as presented at the Symposium. The opinions expressed in this work are the responsibility of the authors and do not necessarily reflect the official policy of the Council of Europe.

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## Contents / Sommaire

	<i>Page</i>
<b>WELCOME SPEECHES / DISCOURS DE BIENVENUE</b>	
<i>Vasyl Kuybida</i> .....	7
<i>Elena Sadovnikova</i> .....	15
<i>Robert Palmer</i> .....	17
<i>Natalia Romanova</i> .....	19
<i>Anne-Marie Chavanon</i> .....	25
<i>Anton Wirth</i> .....	29
<i>Olav Berstad</i> .....	31
<b>FIRST SESSION / PREMIERE SESSION</b>	
<b>New challenges facing balanced sustainable territorial development / Nouveaux défis liés au développement territorial durable</b>	
Comment concilier le développement des zones métropolitaines avec le développement territorial durable dans un contexte élargi ? <i>Robert Lafont</i> .....	35
Territorial planning in Ukraine : European principles and national experience <i>Yuriy Palekha</i> .....	39
Rural areas between economic revival and social buffer functions : what are the impacts of the changing context ? <i>Maceij Borsa</i> .....	47
<b>SECOND SESSION / DEUXIEME SESSION</b>	
<b>Innovative approaches to comprehensive, balanced and sustainable territorial development / Approches innovantes d'un développement territorial compréhensif, global et durable</b>	
The new territorial development strategy of the Russian Federation <i>Elena Sadovnikova</i> .....	57
Exemple d'une approche intégrée pour la revitalisation socio-économique des zones rurales <i>Patrice Collignon</i> .....	63

Norwegian example of integration of the landscape dimension into comprehensive territorial development strategies <i>Audun Moflag</i> .....	81
Landscape management as a process <i>Jaume Busquets Fàbregas, Albert Cortina Ramos</i> .....	89
<b>CLOSING SESSION / SESSION DE CLÔTURE</b>	
<i>Marciej Borsa</i> .....	128
<i>Elena Sadovnikova</i> .....	139
<i>Maguelonne Déjeant-Pons</i> .....	140
<b>PROGRAMME</b> .....	145
<b>LIST OF PARTICIPANTS / LISTE DES PARTICIPANTS</b> .....	161

# **Opening of the Symposium / Ouverture du Symposium**

**Welcome speeches /  
Discours de bienvenue**





Vasyl KUYBIDA

*Minister of Regional Development and Construction of Ukraine*

On behalf of the Government of Ukraine I would like to welcome all the participants of the International Symposium “A comprehensive approach to balanced sustainable spatial development of the European Continent” organised in close cooperation with the Council of Europe and with the kind support of the Swiss Project on decentralisation in Ukraine – DesPro, German Technical Cooperation office in Ukraine – GTZ and the Embassy of Norway in Ukraine.

I am very pleased that our ministry – Ministry of Regional Development and Construction became the venue of this Symposium – the first CEMAT event in Ukraine.

I am convinced that our today’s Symposium is important both for sharing experience between Council of Europe member states in the field of spatial planning and regional development and for the preparation to the 15<sup>th</sup> Session of the CEMAT Ministerial Conference, which will be held in the Russian Federation in 2010 on the topic “Future challenges : sustainable spatial development of the European continent in a changing world”.

We highly respect the activities of the Council of Europe in promoting sustainable spatial development and the initiative to organise Council of Europe Conferences of Ministers responsible for regional/spatial planning. Over the years, during the course of those activities, there have been adopted quite a number of fundamental documents, which have guided spatial planning policies in European countries.

At the first European Conference of Ministers responsible for Regional/Spatial Planning (CEMAT) held in Bonn, Federal Republic of Germany, on 9-11 September 1970, ministers, recognising spatial planning and regional development as “a major task in their work”, agreed that planning should be aimed at the development of disadvantaged territories, economic integration of areas divided by borders, and achievement of the balance between urban and rural areas.

At the 6<sup>th</sup> Session of the CEMAT in Torremolinos, Spain (19-20 May, 1983) the European Regional/Spatial Planning Charter was adopted.

Another fundamental document related to spatial planning policies – Guiding Principles for Sustainable Spatial Development of the European Continent – was adopted at the 12<sup>th</sup> European Conference of Ministers responsible for Regional Planning on 7-8 September 2000 in Hanover. Based on this document and in the context of CEMAT future work programme, ministers approved “A 10-point programme for greater cohesion among the regions of Europe”. The Conference developed recommendations to European institutions, national and regional authorities on implementation and application of the Guiding Principles.

The 13<sup>th</sup> Session of the CEMAT on 16-17 September 2003 in Ljubljana, Slovenia became a major political event for implementation of the Guiding Principles – in the framework of the Conference the Declaration on cooperation concerning the Tisza/Tisa River Basin was adopted, and the Initiative on the Sustainable spatial development of the Tisza/Tisa River Basin signed by the ministers responsible for Regional/Spatial Planning of Hungary, Romania, Serbia and Montenegro, Slovak Republic and Ukraine.

The 14<sup>th</sup> Session of the CEMAT held on 26-27 October 2006 in Lisbon was organised on the topic “Networks for sustainable spatial development of the European continent : building bridges across Europe”. The Conference participants discussed the issues of implementation of the Guiding Principles for Sustainable Spatial Development of the European Continent at the national, regional and European level, as well as support to the establishment of the Pan-European network of CEMAT model regions – “Regions of Innovations”.

Taking into account the recent trends in European spatial development policies, we expect that the 15<sup>th</sup> Session of the CEMAT will make valuable contribution to the main areas of the CEMAT Work Programme 2007- 2010 made up of seven most relevant themes in relation with the emergence of new challenges to regional development and territorial planning, including :

- demography, migration and their territorial impact ;
- territorial impacts in Europe of the new energy paradigm (energy supply, conservation and security, new geography of energy systems) ;
- territorial impact of the accelerating globalisation process ;
- creation of new transport and trading corridors (including maritime transport) and Europe-wide sustainable integration. Access to essential services ;

- territorial impact of climate change ; adaptation, management and prevention measures, especially in relation to natural hazards ;
- the role of spatial development policies for environmental sustainability, human surroundings and terrestrial and maritime landscape protection and enhancement ;
- transfrontier interactions and territorial integration of the European Continent.

The last theme is becoming increasingly important both for all European countries and Ukraine in particular in the context of building common Europe (without dividing borders), EU enlargement, implementation of the New Neighbourhood Policy and Eastern Partnership programme.

It is worth mentioning that our ministry elaborated the Draft Law of Ukraine “Amendment of the Law of Ukraine “on Transborder Cooperation”, aimed at improving mechanisms of coordination and government support in the sphere of transborder cooperation. I am pleased to inform you that yesterday this draft law was approved in the first reading by Verkhovna Rada (Parliament) of Ukraine.

I would like to emphasise that current territorial planning system in Ukraine was built on the long-term national experience, which is being evolved, especially lately, more and more in line with the requirements of European spatial development policies. In our work we rely on the Guiding Principles for Sustainable Spatial Development of the European Continent, other documents of the CEMAT, Council of Europe and the European Union. There is a remarkable change in policy orientation towards enhancing social cohesion, independence and territorial unity of Ukraine, and achieving clear-cut division of powers and responsibilities between central government and local self-government authorities, which creates principally new opportunities for further democratic development of our society.

The role of territorial planning is becoming increasingly important as an efficient instrument of integrating on particular territories not only local, regional and nation-wide interests, but also various sectoral interests, for better identification of the prospects for their balanced development. Nowadays, the role of space in social development increases worldwide due to the fact that space is considered not only as a passive place of various types of activities, but as a complex bio-socio-economic system, which actively impacts decision-making options regarding purposes, methods and intensity of using space.

Today, the activity in this sphere in Ukraine is regulated by the following laws : on “the Main Principles of Urban Development”, on “Territorial Planning and Development”, on “Architectural Activity”, on “Cultural Heritage Protection”, on “the General Scheme of Territory Planning in Ukraine”, on “Accountability of Enterprises, Agencies and Organisations for Felony in the Sphere of Urban Development”, other regulatory acts and building regulations, including state construction norms.

As you see, Ukrainian legislative base in the sphere of territorial planning and urban development is quite elaborated and regulates most important issues in those spheres. Nevertheless, it requires further improvement, since some laws and regulations have been drafted and adopted during the period of 17 years under very different conditions of social and development of Ukrainian state. Moreover, we are convinced that balanced territorial development is impossible without improvement of the territorial organisation of power and territorial planning, including the general scheme of planning the territory of state, planning schemes for oblast and rayon territories, general plans of cities, towns and villages.

In the European Union it is widely recognised that in relationship of sectoral and territorial planning, the latter plays the leading role for the reason that territorial planning (in contrast with many kinds of sectoral forecasts and programmes) and respective urban development documents for the national, regional and local levels :

- oriented directly at people and creation for them high quality sustainable living environment ;
- is of real inter-sectoral nature and its objective – to integrate and reconcile interests of various sectors of economy on a particular territory ;
- has as its major object the basis of a national welfare – the land.

Unfortunately, despite the law on “Territorial Planning and Development”, this is not yet the case in Ukraine. In a new draft law on “State Forecasting and Strategic Planning” territorial development is not mentioned at all, and in practice there exist a number of forecasting documents for the same territory, poorly linked with each other.

I would like to emphasise that one of the main tasks of the Ministry of Regional Development and Construction is to formulate and implement state regional policy and ensure sustainable territorial development. When we mention sustainability we talk about long-term approaches ; territorial development

policy should have positive long-term impacts, it should not depend on revisions and changes of government policies and priorities. As you know, sustainable territorial development has four dimensions : economic, social, environmental and cultural.

Among major objective problems which impede the application of a comprehensive approach of CEMAT Guiding Principles in Ukraine there are the following :

- deficiency of administrative-territorial system and as a consequence – significant administrative barriers for efficient land-use management ;
- curtailed reforms of local self-government not able to be a viable public authority capable to make decisions at its own discretion ;
- poor mechanism of financing regional development programmes and securing sufficient funding.

The Ministry has worked out a number of policy documents aimed at resolving those problems and advance in spatial development in Ukraine, for instance : Concept paper on state regional policy, Concept paper on administrative-territorial system reform, Concept paper on local self-government reform. Based on these documents we work further to prepare proposals for the Budget Code of Ukraine, new editions of the laws “On Basic Principles of the State Regional Policy”, on “Local Self-Government”, on “Local State Administrations”, and on “Administrative-Territorial System”. Adoption of those draft laws would allow us to attain the following objectives of sustainable development :

- Coherent integration of various legislation norms related to territorial planning. Basically, I am talking about the development of a new type of planning documents – community general plan, which would combine norms of a settlement general plan and general territorial development plan of the region (rayon). This would allow to ensure spatial continuity in territorial development planning.
- Simplification of decision-making procedures for land management. We talk about symmetric model of land privatisation and vice versa – land re-privatisation for public needs. In both cases the market price of land should be the basis for price setting in such transactions, as well as in land taxation system.
- Establishment of geospatial information infrastructure in Ukraine. It could be accomplished through the division of powers between local self-government and state administration authorities in the sphere of

land management. Local self-government should get the right for land management, while local state administrations should be responsible for control and monitoring the legitimacy of procedures – first and foremost, proper land use. A single GIS database system should become a basis for such procedures, which will help to eliminate numerous criminal offenses, existing in the current, closed to the public, system.

- And, finally, financial support of regional development programmes and projects. In this regard, our ministry suggested to establish Regional Development Fund in Ukraine which would finance infrastructural projects on a long-term basis. This will open more opportunities for Ukraine to participate in transborder projects and creation of new Europe-wide transport and trading corridors.

The draft law on “the Development of Mountainous Territories in Ukraine” elaborated in the context of implementation of the Framework Convention on the Protection and Sustainable Development of the Carpathians, ratified by Ukraine, could be regarded as a pilot project for launching development programmes of particular territories. The draft law contains the provision to transfer powers and responsibilities for the development of mountainous territories from central to regional level, as well as respective funding. We expect the boost of transborder cooperation after the law is passed.

We also have to make serious improvements in the sphere of urban planning and territory development. First of all, we need to apply new methods and approaches to urban development documentation. General plans of cities and towns of a new type should be the guides for strategic and operational activities of executive and self-government authorities.

I would like to say a few more words about our conference work. Tomorrow, there will be the meeting of the Task Force on Implementation of the Tisa Initiative. As you remember, the Declaration on Cooperation concerning the Tisza/Tisa River Basin was adopted by the ministers responsible for regional/spatial planning of Hungary, Romania, Serbia and Montenegro, Slovak Republic and Ukraine at the 13<sup>th</sup> session of the CEMAT in Ljubljana in 2003. The objective of the Declaration is implementation of the Guiding Principles for Sustainable Spatial Development of the European Continent, namely the following ten general principles :

- promoting territorial cohesion through a better balanced social and economic development of regions and improved competitiveness ;

- encouraging urban development generated by functions and improving the relationship between the town and countryside ;
- promoting better balanced accessibility ;
- developing access to information and knowledge ;
- reducing environmental damage ;
- enhancing and protecting natural resources and the natural heritage ;
- enhancing the cultural heritage as a factor for development ;
- developing energy resources while maintaining safety ;
- encouraging high quality, sustainable tourism ;
- limiting the impact caused by natural disasters through their prevention.

In the context of increasing importance of interregional and cross-border cooperation, we expect your support in proper organisation of the activities of the Task Force on implementation of the Tisa Initiative.

We would much appreciate further support from the Council of Europe and other international organisations in the efforts of our Ministry in realisation of the new state regional policy in Ukraine, where one of key elements should be implementation of the Guiding Principles for Sustainable Spatial Development of the European Continent. I think that the first step here could be identification of pilot (model) regions of Ukraine for implementation of the Guiding Principles.

I believe that as a result of discussions and exchange of ideas at the Symposium and Task Force Meeting we will jointly develop efficient and innovative approaches to comprehensive, balanced sustainable territorial development of our common living space – European continent.

I wish all of us constructive work during the Symposium !





Elena SADOVNIKOVA

*Chair of the 90th Meeting of the Committee of Senior Officials (CSO)  
of the Council of Europe Conference of Ministers responsible for Spatial/  
Regional Planning (CEMAT)*

Dear Council of Europe Director, Mr Palmer, and CEMAT Executive Secretary, Mrs Déjeant-Pons,

Mr Minister for Regional Development and Construction of Ukraine, Mr Kuybida,

Dear Leader of the Ukrainian CEMAT delegation, Mr Tolkovanov,

Dear Ladies and Gentlemen,

Dear Colleagues,

Allow me, on behalf and at the bidding of the Ministry of Regional Development of the Russian Federation and also on behalf of the Committee of Senior Officials of the CEMAT, to welcome those gathered in this meeting room – colleagues of European States’ delegations to the CEMAT and representatives of the European community of experts working on sustainable regional development issues – to the opening of this Symposium.

As you may know, next year marks the 40th anniversary of the CEMAT, which places a special responsibility on us in our work. The Council of Europe’s activities in the sphere of regional planning began in 1970, in Bonn, where the first European Conference of Ministers responsible for regional/spatial planning took place. It was then that the fundamental documents which have underpinned European countries’ spatial planning policy were adopted. In 2000, as Germany’s chairmanship of the CEMAT drew to a close, the “Guiding Principles for Sustainable Spatial Development of the European Continent” were adopted in Hanover and have since become the reference for European sustainable regional development policy and since have then continued to guide us in our work in the CEMAT.

Bearing in mind the fundamental priorities of sustainable regional and spatial development on the European continent, the Russian Federation has suggested the following as a theme for its chairmanship :

“Challenges of the future. Sustainable spatial development of the European continent in a changing world”, focusing on the most topical issues concerning development in a context of globalisation and the impact of that phenomenon on areas, the economy and the social sphere, the creation of new transport and trade corridors, a new culture of areas and changes in terms of climate, ecology and demography, resettlement and access to vital assets.

Many of these issues have been raised at the CEMAT international conferences over the years, and we know that discussing them and arriving at conclusions will be useful for the European community.

I am sure that the proposed theme of the present Symposium will also trigger keen, in-depth discussion and lead us to interesting conclusions and results.

Allow me, therefore, to wish all the participants a fruitful and interesting working session and to invite all of you to take part in the 15th CEMAT Ministerial Conference in Moscow in 2010, which will mark the end of the Russian Federation’s chairmanship.

Robert PALMER

*Director of Culture and Cultural and Natural Heritage, Council of Europe*

Excellences, Ladies and Gentlemen,

On behalf of the Right Honourable Terry Davis, Secretary General of the Council of Europe, I would like to warmly thank Mr Vasyl Kuybida, Minister of Regional Development and Construction of Ukraine, for the hospitality and much appreciated cooperation with the Council of Europe in the organisation of this event.

I would also like to extend my thanks for the commitment of the Russian Delegation for the preparations of the 15<sup>th</sup> Ministerial Conference to be organised next year, in particular Mrs Elena Sadovnikova, Chair for these events of the Committee of Senior Officials of the Council of Europe Conference of Ministers responsible for Spatial/Regional Planning on behalf of Mr Dmitriy Aratsky who recently changed his position in the Russian Government. I wish to congratulate him on his new functions.

This Symposium on “A comprehensive approach to balanced sustainable spatial development of the European Continent” is part of the Working Programme of the CEMAT Committee of Senior Officials. It should examine how to strengthen co-operation between the Member States of the Council of Europe and promote governance for spatial planning : a governance based on horizontal, vertical and transversal cooperation.

Horizontal co-operation concerns economic, financial and social policies as a whole. The various spatial conditions and the territorial impacts to be expected from their programmes and measures should be taken into account from the outset when decisions are being prepared. In preparing spatial development projects, co-operation with sectoral policies with significant geographical impacts – for example transport, agricultural and environmental policies – is also of particular importance.

Vertical co-operation between the various administrative entities should be organised in such a way as to enable local and regional authorities to adapt their spatial development objectives to measures decided at a higher level, while the

national authorities in turn should take into consideration in their decisions the objectives, plans and projects proposed at regional and local level. While national authorities focus mainly on general issues of transnational, national and inter-regional significance, the regional level is responsible, for ensuring the sustainability and coherence of spatial development in conjunction with local authorities and the public.

The participation of society in the spatial planning process is of fundamental importance. The involvement of the younger generation in the planning process increases the chances of interesting the public in the long-term planning of their home region and in efficient and innovative participation.

Over the years, the Council of Europe has notably developed principles for integrated enhancement of landscape and heritage which implies horizontal cooperation between the various departments (culture, environment, spatial planning, economy, education, agriculture etc), systematic cooperation between professionals (architects, town planners, developers, engineers, archaeologists, conservators, naturalists, sociologists, anthropologists, geographers, lawyers etc) as well as participation by the public. In this way, the whole territory is involved. This is recognised in the Guiding Principles for Sustainable Spatial Development of the European Continent.

The task now is to compare the approaches adopted by the different States, identify good practice, exchange experience and reach a certain European idea of the value, role and functions of culture today. The task before us is to encourage the effective exercise of “good governance” leading to harmonious development that will give meaning to individual and social life.

I am pleased that this International CEMAT Symposium will draw attention to the territorial dimension of democracy, social and territorial cohesion and will contribute to preparing the 15<sup>th</sup> Ministerial Conference on “Future challenges : sustainable spatial development of the European continent in a changing world”, which will also celebrate the 40<sup>th</sup> anniversary of the CEMAT.

Natalia ROMANOVA

*Vice-President of the Congress of Local and Regional Authorities (CLRAE)  
of the Council of Europe, Chair of Chernigiv Regional Council, Ukraine*

Mr Chairman,  
Excellencies,  
Ladies and Gentlemen,

It is an honour for me to represent today the Congress of Local and Regional Authorities of the Council of Europe – a body which has been particularly involved over the past years with the question of linking spatial development and sustainable development issues. I am especially pleased to see that this is the theme chosen for our Symposium.

The role of local and regional authorities in the spatial development of communities and territories, of our cities and our regions, has been fully recognised today by national governments and international organisations – much as has been their role in ensuring sustainable development of communities. Indeed, governments alone cannot cope any longer with the major challenges facing our societies and meet the evolving needs and expectations of our citizens. Even most taxing global problems today call for responses from local and regional level, and I should mention in particular such crises as the degradation of ecosystems and climate change – both the result, to a large extent, of human activity and both having a direct and extremely adverse impact on our cities and regions, creating tremendous social risks.

Against this background, we in the Congress see spatial development as a key to strengthening the capacity of our communities to adapt to the consequences of climate change – a process in which local and regional authorities play a crucial role. Their innovative practices, their action to reduce the emission of greenhouse gases and reverse the environmental degradation of territories represent a major component without which our response to climate change will not be successful.

Spatial development and sustainable development are interlinked – in fact, spatial development is part of the overall sustainable development package which is transversal in nature and cuts across all aspects of local and regional

governance. Its transversal nature is also reflected in the work of the Council of Europe Congress, where not only the Committee on Sustainable Development but also Committees on Social Cohesion and on Culture and Education are deeply involved in dealing with its various components.

Sustainable development is now a fundamental area of activity for local and regional authorities. We understand the term in its broadest sense to mean not only protection of the environment and natural resources but also the incorporation of social, cultural and economic dimensions.

We see sustainable development as the process of building a territory capable of maintaining itself in time, preserving its identity and that of its community, and keeping a sense of belonging to a community, as well as the momentum of its development dynamics. Sustainable development is an integral part of local democracy and citizens' rights, as a process which is part of governance and helps to build citizens' trust towards their public authorities, from local to regional to national level.

This is why a comprehensive approach to sustainable spatial development requires a new, synergetic vision of “people and territories”, a vision based on both human and territorial dimensions as two integral parts of “territorial identity” – and a strategy for an interlinked human and territorial sustainable development, based on the recognition of the central place of the citizen within a territory, which means making the concerns of our populations a priority in the territorial spatial planning.

This “territorial identity” will be shaped by the environment in our communities, which should be equal, sustainable and cohesive – an environment which integrates all aspects of every-day life of our citizens, an environment of equal opportunities in which they can exercise their rights freely and completely, including through spatial planning.

It is in this spirit that we adopted, at the Congress' plenary session in May last year, the new European Urban Charter : Manifesto for a new urbanity. The Manifesto lays down the principles of ethical governance, sustainable development and greater solidarity in public policies. It urges territorial authorities to place people, with all their multiple identities and cultures, at the heart of preoccupations in urban planning and development, paying particular attention to the needs of the most vulnerable.

Sustainable development today is essential for our citizens. The inhabitants of our towns and cities are no longer prepared to suffer the consequences of

uncontrolled global economic development that threatens the environment. They are no longer willing to accept climate change, the destruction of our natural resources or the effects of pollution on human health. Instead, they want a form of controlled development that will establish the basis for sustainable growth and ensure them a good quality of life, employment and a reasonable future for their children. This is the challenge that local and regional representatives are facing.

The non-sustainable trends today give rise to new societal patterns between citizens, private organisations and governments, including new expectations, responsibilities and roles of governance. Certainly, we believe that to move ahead we need strong and powerful cities and regions, ready for the future. This implies involving society at the grassroots level to mobilise citizens and to base our future development on a fruitful dialogue with all stakeholders.

However, the town and the country have often reacted differently to global upheavals. The interactions between urban and rural areas are numerous and it is necessary to now overcome the traditional dichotomy between them in favour of sustainable development and territorial cohesion. The European Urban Charter II considers also that urban development should naturally be regulated at regional, national and at European level based on a balanced partnership.

In this regard, there is a need to foster and reinforce the urban-rural complementarities for a coherent and balanced development of territories. Integrating spatial development with sustainability issues is an imperative and also a requisite condition for achieving another objective, which is territorial cohesion. Reducing regional disparities and bridging the urban-rural divide necessitates spatial planning which would channel benefits from sustainable development also to less advantaged communities. Among possible ways of reaching this goal we in the Congress advocate polycentric spatial development and transfrontier cooperation between cities and regions.

Among more recent Congress' recommendations aimed at strengthening territorial cohesion and promoting regional development, I should mention services of general interest in rural areas which we consider as a key factor in territorial cohesion policies and the need to specifically address peripheral and sparsely populated regions as these regions often face an accumulation of disadvantages due to problems related to their remoteness and inaccessibility.

In both sets of texts, the Congress stressed the need to consider polycentric spatial development models and cross-border cooperation to ensure the

development of integrated regional infrastructures in sparsely populated and peripheral areas.

We insist also that sustainable development concerns should be mainstreamed into all aspects of territorial policy, in particular to counter the growing urban-rural divide and the overall decline in the quality and accessibility of services, which is especially acute in peripheral and sparsely populated regions and rural areas.

The Congress recommended greater decentralisation of public services to local and regional level, to make sure that they are adapted to citizens’ needs and expectations, as well as broader partnerships with all stakeholders in the delivery of public services, the use of modern technologies and innovative approaches and the development of comprehensive public transport networks, among others.

Regional self-governance and polycentric spatial development give regions possibilities to engage in networking with other regions, in transfrontier cooperation and other international contacts, for instance making use of Euroregions. Peripheral regions networking with each other and with other regions in a system across Europe gives a sustainable base for economic growth. In this regard, we see the need to broaden the concept and the definition of peripheral regions. Even in the central part of Europe regions can be peripheral meaning that they face challenges of decreasing population, insufficient infrastructure and unfriendly landscape.

I would like to sum up my presentation today by stressing once again some key points :

- spatial development is an integral part of the sustainable development package ;
- it is key to adapting our cities and regions to respond better to today’s risks, posed in particular by climate change and the ecological crisis ;
- local and regional authorities bear the primary responsibility for sustainable spatial development of their communities and therefore must be equal partners of national governments in this process ;
- a comprehensive approach to sustainable spatial development must take into account the human dimension which, together with the territorial dimension, is an integral part of the “territorial identity” of our communities ;



- polycentric spatial development and transfrontier cooperation are two possible ways towards achieving territorial cohesion and therefore must be part of a comprehensive approach to balanced sustainable spatial development of the European continent.

I am confident that you will take these issues on board during deliberations today, and I look forward to our discussions.

Thank you.



Anne-Marie CHAVANON

*Présidente, Comité du Développement territorial, Conférence des OINGs  
du Conseil de l'Europe*

Monsieur le Ministre,  
Messieurs les Vice-ministres  
Monsieur l'Ambassadeur,  
Monsieur le Directeur,  
Madame la Présidente du Conseil régional,  
Madame la Présidente,  
Mesdames et Messieurs,

Au nom de la Conférence des OING et de sa Commission développement territorial durable, je voudrais tout d'abord vous remercier, Monsieur le Ministre, et vous, Madame la Présidente de Région, de votre accueil dans la splendide ville de Kiev. Et je voudrais remercier la Présidente et les membres de la CEMAT pour cette invitation qui me vaut l'honneur de m'exprimer aujourd'hui devant vous.

Je voudrais aussi – et encore – rendre hommage au Conseil de l'Europe en rappelant qu'en 2003, le Comité des Ministres a donné à la Conférence des OING un statut, non plus consultatif mais participatif et, ce faisant, lui a donné un rôle de 4<sup>e</sup> pilier qui fait du Conseil de l'Europe une enceinte pilote, en matière de gouvernance, au sein des organisations internationales.

La conférence regroupe 413 ONG internationales qui travaillent en commissions. La Commission « Développement territorial durable », qui s'exprime pour la première fois devant vous, est la fusion de deux regroupements antérieurs qui vous étaient familiers : « ONG villes » et « Monde rural et environnement », respectivement présidés par Robert Lafont et Patrice Collignon auxquels j'ai l'honneur de succéder.

Une soixantaine d'ONG internationales travaillent dans cette Commission. Ce sont

- des ONG qui rassemblent des collectivités territoriales et des élus locaux, comme l’Assemblée des régions d’Europe ou l’Association européenne des élus de montagne,
- des ONG « spécialisées », avec des capacités d’expertises de haut niveau. Ce sont souvent des « creusets » de gouvernance, ou, pour emprunter une image à la biologie, des « synapses », ces connections entre les neurones que sont le public et le privé, les gouvernants et les gouvernés. C’est ainsi, par exemple, que le Secrétaire général de l’ONG que je représente, je le dis avec fierté, est l’un de vos anciens collègues de la CEMAT.
- Nous avons enfin des ONG « généralistes » qui représentent tous les segments de la population, dans des domaines très divers, mais toujours au service des droits de l’Homme.

La Commission, comme les regroupements qui l’ont précédée, travaille en lien avec les autres piliers du Conseil de l’Europe, particulièrement sur les questions traitées par la CEMAT.

La problématique qui est posée aujourd’hui fait écho à des interventions récurrentes, exprimées avec force par les ONG, à chacune de nos réunions. Elle inquiète plus que jamais après le séisme financier qui a plongé le monde dans la récession, dans une Europe de plus en plus fragmentée, qui ne sera plus tout à fait la même, un continent où l’économie se polarise au détriment de pans entiers du territoire et où, même dans les zones les plus riches, peuvent cohabiter les plus grandes fortunes et les plus grandes précarités.

A travers les deux sessions de travail proposées aujourd’hui, la CEMAT, qui a l’immense mérite d’avoir doté l’Europe de principes de développement durable pionniers, traite, comme toujours avec pragmatisme, des points névralgiques.

Les questions abordées sous-tendent aussi bien la consultation sur le Livre Vert de la Commission européenne que celle du « Grand pari(s) », cette consultation qui a été lancée par l’Etat français auprès de dix équipes pluridisciplinaires pilotées par des architectes de renom, pour faire de la région parisienne, qui est un territoire handicapé par ses disparités internes, une région dynamique et cohésive.

Ce sont aussi des réflexions que conduisent les régions européennes sur la croissance métropolitaine et les échanges dynamiques qu’une métropole peut développer avec le territoire plus ou moins éloigné qui l’entoure. Metrex -

l'association des régions métropoles européennes – s'est réunie le mois dernier, au siège de l'OCDE, à Paris, pour réfléchir à l'avenir durable des métropoles.

Ce que chacun peut constater, c'est que, quelle que soit l'enceinte du débat, quels que soient les participants et quel que soit le périmètre de réflexion, les questions sont invariablement les mêmes : jusqu'où et comment peut s'exprimer la cohésion territoriale ? sur quelle échelle de territoire ? et avec quelle gouvernance ?

L'Europe nous oblige à porter un autre regard sur cet espace, y compris sur notre propre territoire qui, selon les Etats membres du Conseil de l'Europe, s'étend de 2 km<sup>2</sup> à plus de 17 millions de km<sup>2</sup>. Mais, partout, se pose le casse-tête de l'espace pertinent avec, le plus souvent, en réponse, un souhait d'approche fonctionnelle à faire vivre.

On sait que chaque territoire aspire à la plus grande liberté politique et économique possible, mais on sait aussi que s'il recherche des avantages concurrentiels légitimes, il lui faudra toujours mettre en adéquation projet de développement et « identité territoriale ». Ce qui ne peut se faire sans l'écoute et la mobilisation des populations.

C'est un gage de cohésion sociale, c'est un préalable absolu à la cohésion territoriale.

En septembre 2003, la Déclaration de Ljubljana stipulait que

l'interaction entre les organes et les partis politiques, les ONG, les associations professionnelles et autres, et les particuliers en matière de décision concernant le développement du territoire est un facteur décisif de démocratie locale.

C'est aussi un facteur décisif de développement territorial durable.

Chacun sait qu'un plan de relance par la consommation peut se révéler totalement contre-productif s'il ne répond pas aux attentes et aux modes de vie des habitants. Il en va de même pour la programmation d'équipements ou de logements.

Et, je voudrais, à cet égard, saluer la présentation d'Audun Moflag devant la Conférence de la Convention européenne du paysage qui, en votre nom, au nom de la CEMAT, le 30 mars dernier, a apporté une illustration exemplaire de ce que pourrait être, de ce que devrait être l'exercice de gouvernance aujourd'hui.

Plus que les pouvoirs et les compétences, c'est la méthode de prise en charge du territoire qui était repensée. C'est un sujet sur lequel travaille, en ce moment, notre commission Développement territorial durable.

Je voudrais, avant de conclure, rappeler qu'en octobre 2006, la Déclaration de Lisbonne prônait

de nouvelles formes de gouvernance territoriales par la mise en place de réseaux pour l'ensemble du continent européen.

Les ONG, vous l'avez dit alors, sont l'un de ces réseaux.

Je voudrais ici insister sur le fait qu'il ne s'agit pas de chercher à prendre la place des décideurs politiques, ni des administrations, il ne s'agit pas de « faire de la politique » en entrant par une porte dérobée. Il s'agit de dégager une communauté d'intérêt, de susciter une prise de conscience qui fera gagner du temps au lieu d'en faire perdre, comme on le redoute souvent.

Il s'agit de créer une dynamique et un enrichissement partagés, en dehors des circuits classiques. Mais on ne peut le faire qu'en prenant appui sur l'identité des territoires et sur la culture des peuples, ce socle sans lequel un territoire n'existe pas.

C'est la culture qui fait les terroirs, c'est elle qui fait la richesse de l'Europe : enlevons à la danse Serge Lifar, enlevons à la littérature Nicolas Gogol et à la peinture, Malevitch, l'apport de ces trois Ruthéniens, ces trois Kieviens de génie, et la culture du continent européen ne sera plus tout à fait la même.

En conclusion, vous me permettrez de dire que la CEMAT est une instance qui fait référence. On attend beaucoup de ses analyses et de ses propositions, je suis certaine que ses travaux apporteront aux gouvernements, bien sûr, mais aussi aux peuples d'Europe, une plus grande clarté non pas sur la conjugaison possible du réalisme et de l'utopie mais sur le possible et le réellement « faisable ».

« *Volja, Zlahoda, Dobro* », « Liberté, accord, bonté », c'est la devise nationale de l'Ukraine, souhaitons qu'elle inspire le développement territorial durable équilibré que nous recherchons !

Je vous remercie de votre attention.

Anton WIRTH

*Chief of the German Technical Co-operation (GTZ) Office in Ukraine*

Ladies and Gentlemen,

Today's Symposium deals with an interesting European topic. Considering the fact that Ukraine is centrally located within Europe and its high aspiration to approximate the European Union, this Symposium gives a strong signal to all.

The Symposium of to-days is directly connected to a German Project on Sustainable Regional Economic Development. In three regions we introduce EU-compatible instruments on regional economic promotion and most of them are connected to European institutions, business and civil society.

Spatial Development is in Ukraine also connected to migration. Migration is another important political topic. Of course, today everybody sees the short-term benefits of remittances in high volumes, the investments of those migrants in housing and their families and the fact, that migration has a very positive impact on employment. This also includes migration to Kyiv and other big urban centers.

Hardly, anybody is concerned about the long-term process that in rural areas, the number of young people drastically reduces. Absence of economic active people has the consequences that little may happen in the future and that those regions are slowly dying.

Globalisation and regional development in Ukraine are also more and more interlinked to regions. Central governments today are left with little instruments to protect the national economy. Regions are competing with little instruments to protect the national economy. Regions are competing with other regions within Ukraine for investments and markets opportunities. And regions are also directly confronted with the global markets. To improve competitiveness is the main road to success.

Over many years we learnt that environment has no national borders at all. This even more applies to climate changes. Ukraine is an example.

Spatial Planning combines in a wonderful way many of the development opportunities on the one hand and gives indicators of risks. Policy makers should really pay more attention to spatial planning and not only leave it to specialists.

With the Ukrainian Ministry of Regional Development, we maintain a trustful cooperation.

Finally, I wish all of us an interesting day and good discussions.

Thank you for your attention.



Olav BERSTAD

*Ambassador of Norway in Ukraine*

Ladies and gentlemen,

I would like to thank the Minister and the Ministry of Regional Development and Construction for inviting me to the opening of this Symposium.

It is not the first time that I am invited to an important conference in this Ministry. I feel that we are close partners on many issues of relevance, not only to the sustainable development, to regional and local development in Ukraine, but also for cooperation in a broader European context, and especially within the framework of the activities of the Council of Europe.

Spatial and regional planning is an important tool to tackle a range of challenges, from declining populations in certain areas of Europe, to immigration pressure, energy issues, climate change and the impact of globalisation. The core issue is the active, but sustainable and smart use of the landscapes in Europe, the natural landscape, the cultural landscape, the city landscape, for the benefit of present and future generations.

Norway has succeeded to a certain extent in preserving traditional settlement patterns, in small communities along the coast, in the inland and mountain areas, and in Northern Norway in general. But urbanisation and centralisation pose many challenges.

On the other side, the information society, high speed internet, new communication technologies have made it possible for people and small companies in rural areas to be close to the market. In many specialised trades it is no longer so important whether the production or market activities take place for instance in London, or somewhere far from a big city. In other words, new technology can mitigate some of the centralisation pressure on societies and landscapes.

Another factor which we increasingly recognise and which has both positive and negative impact on settlements and spatial planning is climate change. Warmer climate for us means, among other things, possibly new transport routes, with maritime transport through an expected ice-free Arctic ocean

in perhaps less than 50 years. Climate change will open new areas for permanent settlement and economic activity. It will create access to yet undiscovered mineral and energy resources, on land in the North and at sea. Such fundamental changes are already part of thinking and planning when it comes to our region of Europe.

On another level, the financial and economic crisis will also lead to fundamental changes. Crisis means not only great economic loss, but also means new opportunities and growth in new areas. Time is ripe for more innovation and new thinking. We need increased international cooperation and contact in politics and public administration, for the smart use of the regions and landscapes we have inherited.

I wish you all success in this important Symposium. Thank you.

# **First session / Première session**

**New challenges facing balanced  
sustainable territorial development /  
Nouveaux défis liés  
au développement territorial durable**

**Chair /  
Président**

**Didier MICHAL**

*Vice-Chair of the CEMAT Senior Officials Committee,  
Delegate of France to the Committee of Senior Officials/  
Vice-Président du Comité des Hauts Fonctionnaires de la CEMAT,  
Représentant de la France auprès du Comité  
des Hauts Fonctionnaires de la CEMAT*



## **Comment concilier le développement des zones métropolitaines avec le développement territorial durable dans un contexte élargi ?**

Robert LAFONT

*Vice-Président, Fédération internationale pour l'habitat, l'urbanisme et l'aménagement des territoires (FIHUAT)*

Le Conseil de l'Europe ne cesse de militer en faveur d'un développement durable équilibré du territoire européen et en faveur d'un véritable droit des citoyens à un tel développement. Mais depuis qu'en 2005 les Chefs d'Etat ont décidé de promouvoir un développement durable, la sensibilisation des citoyens à cet impératif s'est largement accrue.

L'élément nouveau, dû sans doute à cette prise de conscience de l'opinion, est que plusieurs Etats tels que les Etats-Unis et la Chine, jusqu'alors assez réticents à adopter le Protocole de Kyoto commencent à modifier leur attitude vis-à-vis du changement climatique et l'Union européenne elle-même s'engage résolument dans cette voie.

C'est dans ce contexte, sinon nouveau du moins renforcé, qu'il faut s'interroger sur les voies et moyens d'un développement territorial durable équilibré. Je voudrais pour ma part concentrer mon propos sur le développement urbain durable parce que c'est finalement dans les villes ou autour des villes que se concentre essentiellement la croissance.

Je propose d'orienter nos réflexions dans deux directions :

- d'une part, en terme de « projet urbain et territorial »,
- d'autre part, en terme de « gouvernance urbaine et territoriale ».

### **Le projet urbain et territorial**

La question des formes urbaines et de leurs adéquations aux conséquences du changement climatique et la question des rapports villes-campagnes est au cœur du débat.

Le modèle de développement de la ville doit être sobre en émission de carbone et donc

- économe en énergie et en ressources naturelles,
- attentif à la consommation d’espace,
- vertueux en matière de production des déchets.

Ces impératifs sont à prendre en compte à l’échelle du bâtiment, à l’échelle du quartier et à l’échelle de l’agglomération.

À l’échelle du bâtiment on sait que le bâtiment, qui contribue par le chauffage et la climatisation à près du quart des émissions de gaz à effet de serre, représente le principal gisement d’économie d’énergie. L’industrie est à même de proposer des solutions techniques pour réduire notablement la consommation d’énergie (jusqu’à 1/3 de sa valeur moyenne actuelle). Il faut donc encourager par des mesures adaptées (fiscalité, labellisation, réglementation) l’utilisation de ces techniques, notamment avec la réhabilitation du parc de logements sociaux.

À l’échelle du quartier il faut encourager dans chaque ville la réalisation « d’éco-quartiers ». Par « éco-quartier » il faut entendre un secteur urbain conçu de façon à minimiser son impact sur l’environnement, visant généralement au moins une autonomie énergétique et cherchant à diminuer son empreinte écologique. On notera que de telles initiatives ont déjà vu le jour en Europe (réalisations en Autriche, Danemark, Suède, Allemagne, projets en France).

À l’échelle de l’agglomération la réponse est évidemment plus difficile, car une ville ne se construit pas *ex nihilo*, mais se développe par strates successives. Au niveau de l’agglomération, une politique de développement durable concerne aussi bien les politiques sectorielles telles que le transport et le stationnement, l’eau, l’assainissement, l’énergie et le traitement des déchets que de façon plus synthétique le droit d’utilisation du sol public et privé et donc la densité et la consommation d’espace.

Au risque de décevoir, je pense qu’il n’y a pas sur ces sujets de modèle idéal qui pourrait faire l’objet de recommandations. Au contraire, il me semble qu’il faut se méfier de thèses *a priori* du genre : priorité absolue aux transport en commun, reconstruction de la ville sur elle-même, bannissement de l’habitat individuel, etc... qui sont souvent mises en avant par des experts au mépris de ce qu’en pense le citoyen de base. J’en parlerai plus loin à propos de la gouvernance.

À l’échelle du territoire, c’est-à-dire sur un espace qui déborde celui de la seule agglomération urbaine et qui, selon les sujets, peut prendre une dimension de plus en plus grande (en France par exemple, département, région, voire le territoire national tout entier).

Il est clair que certains aspects du développement durable urbain dépassent le plus souvent le cadre d'une seule agglomération, l'alimentation en électricité ou en eau, l'évacuation des eaux usées ou l'approvisionnement des marchandises pour n'en citer que quelques uns.

Il va de soi que dans cette optique le « projet urbain » ne peut se concevoir en entier de façon isolé et nécessite des alliances, des confrontations et de façon plus générale des mises en réseau.

Ce qui conduit à s'interroger sur le deuxième volet de mon propos.

### La gouvernance urbaine

Il ne suffit pas de repérer les bons critères à respecter pour établir un « projet urbain durable ». Encore faut-il examiner par quel processus de préparation, de discussion et finalement de décision ce projet peut être mis en œuvre.

Qui décide quoi et comment ?

Etant donné l'imbrication (et la hiérarchisation) des différents niveaux impliqués, il apparaît que la « gouvernance » du projet urbain n'est pas une question facile.

En théorie en régime démocratique, les choses sont simples : à chaque échelon territorial – nation, région, agglomération, commune – les élus au suffrage universel prennent les décisions qui les concernent en s'entourant d'experts de leur choix et, lorsqu'il y a inévitablement imbrication des décisions, comme c'est le cas dans notre sujet, il suffit d'appliquer le principe de subsidiarité et tout va bien.

Dans la pratique, cela ne fonctionne pas de façon aussi simple en raison de la difficulté d'appliquer le principe de subsidiarité. Je m'appuierai sur deux exemples, l'un à l'échelle du territoire, le cas des éoliennes, l'autre à l'échelle de l'agglomération, le cas de la densité urbaine.

Dans le premier cas, celui des éoliennes on a assisté à une démarche « descendante » dans laquelle à partir de directives de l'Union européenne, les Etats ont plus ou moins imposé aux collectivités locales de base l'obligation de réaliser sur leur territoire un minimum de « parcs d'éoliennes », ce qui a conduit à des situations absurdes, souvent contre productives en terme d'économie d'énergie et redoutablement agressives pour le paysage. Au lieu d'une démarche descendante (*up-bottom*) il aurait fallu une démarche ascendante (*bottom-up*).

Le deuxième exemple à l'échelle de l'agglomération concerne la recherche d'une plus forte densité urbaine dans le but certes louable de consommer moins d'espace. Il s'agit selon l'excellente formulation des experts de « reconstruire la ville sur elle-même » en augmentant la « densité » moyenne ou en tout cas en évitant qu'elle diminue par une extension désordonnée de l'agglomération en périphérie.

L'ennui c'est qu'il en résulte des malentendus particulièrement graves quant aux informations concernant la ville dense et compacte, d'habitude prononcées au nom du développement durable par les professionnels de l'urbanisme qui veulent valoriser, l'intensité, la mixité et la densité par des transports collectifs, alors que le citoyen et sa famille pensent intimité, tranquillité, disponibilité d'espace libres de proximité et autonomie grâce à la voiture individuelle. D'où un décalage permanent entre le discours sur la ville durable et la demande de confort spatial des citoyens.

Ces deux exemples démontrent la nécessité de mettre en place à chaque échelon une « démocratie participative ». Le Conseil de l'Europe s'y emploie avec détermination. J'en veux pour preuve l'engagement du Conseil de l'Europe sur la « Stratégie pour l'innovation et la bonne gouvernance au niveau local ».

Les ONG souscrivent pleinement à cette initiative, notamment au sein de la « Commission de développement territorial durable » de la Conférence des ONG du Conseil de l'Europe. Cette Commission a initié une réflexion pour rassembler et diffuser les bonnes pratiques en la matière telles que la mise en place à chaque échelon territorial de Commissions de développement durable, qui ont certes un rôle consultatif mais auxquelles participent, à côté des élus, des représentants de la société civile. Voilà un exemple à encourager qui va tout à fait dans le sens de la démarche décentralisée des « Agendas 21 ».



## **Territorial planning in Ukraine : European principles and national experience**

Yuriy PALEKHA

*Deputy Director, Ukrainian State Scientific Research Institute of Urban  
Design, Dipromisto*

The period of active transformation of our society, breakthrough of Ukraine to general European values call forth also the elaboration of a new city planning design strategy in our country.

Currently, in Ukraine the city planning activity is regulated by number of laws, first of all by Laws on “Bases of City Planning”, on “Planning and Building of Territories”, on “Architectural Activity”, on “Protection of Cultural Heritage”, on “General Scheme of Planning of the Territory of Ukraine”, on “Liability of Enterprises, Their Unions, Institutions and Organisations for Violations in the Sphere of City Planning”, as well as state building norms and other normative documents.

But we perceive the necessity of elaboration and adoption of the single legal city planning document – the City Planning Code. The first draft of the Code has already been developed and is currently being considered in the state bodies and local self-government bodies concerned.

The most optimal principle of management of territory spatial development, i.e. regions and individual settlement, which lies in the basis of the draft structure of the City Planning Code, is the hierarchic approach which stipulates development of city planning documents in a certain order at national, regional and local levels.

The national level of city planning documents includes development of the General Scheme of Planning of the Territory of Ukraine, the main tasks of which are determination of strategy of territorial development of our State and its individual regions for the nearest 25 years.

The regional level of city planning documents with consideration of national priorities concerns the matters of territorial development of individual regions of Ukraine. This is the Autonomous Republic of Crimea, individual oblasts and administrative areas. This level includes also the developing of the schemes

of planning of individual parts of the territory of Ukraine – the coasts of the Black and Azov Seas, mountainous territories of the Carpathians, territories that were damaged as a result of accident at the Chornobyl Nuclear Power Station, cross-border regions.

The local level presupposes the elaboration of city planning projects for individual settlements. First of all, we relate to it general plans, and also some other types of city planning documents – detailed plans, local building rules, etc.

The introduction of hierarchy model of city planning documents development and introduction of the City Planning Code shall take our State one step further to the implementation of generally acknowledged European approaches, activate development of city planning documents, because the majority of settlements (mostly middle-sized and small cities) have general plans which were developed and approved in 1975 to 1980 and are quite outdated.

The rebirth of independence has principally changed the priorities in spatial development planning of our country and established the necessary preconditions for development of the national strategy of planning at the central level which, first of all, lay in the implementation of the General Scheme of Planning of the Territory of Ukraine, which was developed during 1998-2001 and approved in February 2002 as the Law of Ukraine.

The aim of the General Scheme is to ensure planning basis for rational use of the territory of Ukraine, establishment and maintenance of full-value living environment, environmental protection and health of population, protection of historical and cultural monuments, as well as determination of state priorities for the development of systems of settling, production, social, engineering and transport infrastructure.

The General Scheme of Planning of the Territory of Ukraine includes about 30 individual schemes that reflect multi-aspect analysis of problems, preconditions and restrictions of planning of the territory of Ukraine. They consider such matters as geostrategic and geoeconomic status of Ukraine, land, water, forest, recreation, health care and resorts, natural resources, demographic, scientific and industrial, historical, cultural and tourist potential of international and domestic importance, the network of settlements, social, engineering and transport infrastructure, investment complex, ecological situation, industrial and environmental safety.

It is necessary that the General Scheme in its strategy is integrated into the general European development. The allocation of the National ecological network elements, the routes of transport corridors passage, the development of Euro-regions and cross-border regions are considered in the context of the general European spatial planning policy.

According to the Decision of the Government of Ukraine the monitoring of the General Scheme is made annually by the system of approved indices. Its results are the base for the Report, which is prepared by the Ministry of Regional Development and Construction of Ukraine annually in term till 1 October to submit it to the Government of Ukraine.

The European Charter Treaty of Planning of Territories, adopted in 1985 by Resolution of the European Parliament, states that “planning of territories is an important fact of development of the European community, intensification of international cooperation in this direction is an important component of further enhancement of European unity”. The regional city planning projects are playing an important role in this aim achieving.

As of today, we have completed in Ukraine the development of new schemes of planning of six regions – the Autonomous Republic of Crimea, Oblasts of Vinnytsia, Lviv, Mykolayiv, Odesa and Cherkasy.

Currently, schemes of planning of 15 more oblasts are being developed, 14 of which are developed in the institute “Dipromisto” and one more – in the NPDI Institute of City Planning.

The Scheme of Planning of the Territory of Lvivska Oblast is an example of one of the most successful works. Lvivska Oblast is a cross-border region with developed inter-state and inter-regional economical relations, transit area with the perspective of international transport corridors Kyiv – Berlin (A-3) and Lviv – Uzhgorod – Slovak-Hungarian border (A-5) passage. The oblast territory is a part of Euro-regions “Carpathians” and “Bug” that opens additional possibilities for solving common cross-border social-economic and environmental problems.

From the city planning point of view Lvivska Oblast is a central planning junction for forming supra-oblast economic region and inter-oblast system of settlement (including Ivano-Frankivska, Chernivetska, Zakarpatska, Volynska and Rivnenska oblasts). On this integrated planning base it is expected to develop systemic inter-oblast demographic and social-economic relations.

In the process of elaboration of the scheme of the territory planning, for the purpose of making analyses of social-economic and city planning development of Lvivska Oblast and exposing inner disproportions between separate administrative-territorial units, the system of indices had been introduced, which takes into account the peculiarities of the development of the social-economic complex of this oblast. Generally, five planning regions are identified within oblast : Northern, North-Eastern, Central, Front-Carpathian and Carpathian.

In developing planning schemes, spatial importance is given to the projects that concern planning of joint development of territories of several oblasts, or development of cross-border regions that cover the adjoining territories of Ukraine and the neighbouring countries.

In this context, I would like you to draw attention to significant city planning project for the South of Ukraine carried out by Institute “Dipromisto” – the scheme of planning of the coast of the Black and Azov Seas.

Within the coastal line of the seas of Ukraine, which occupies about one fiftieth of the territory of the country, there is one tenth of the population residing there.

From the point of the city planning development solution of the coast territories of the Black and Azov Seas it is important to take into account the general state interests while planning the territorial development of the separate oblasts adjoined to the sea coast. Only after taking into account these interests it is possible to develop the next city planning documentation complex at the local level.

Among the main tasks that are solved in the Scheme of planning of the coast it is possible to mark out the determination of Seaside region boundaries and complementary determination of the territories of 90 thousands hectares, which have to be reserved only for the purposes of allocation of recreational and health care institutions.

As the estimates show, the simultaneous staying of campers in the region can amount to 3 million persons, instead of 455 thousand persons as of today.

This regional project, which has a great significance in regional planning development in seaside oblasts and regions, initiates the range of inter-oblasts works, which consider the most problematic regions development. For the

future it is urgent the elaboration similar projects for Carpathian, Polissya, Donbas, Industrial Prudniprovya areas.

Over last years special attention should be paid to the efforts of the European community concerning development of long-term programs of development of Euro-regions in the countries of Eastern Europe. The spatial development in the countries of Eastern Europe is supported through special programs of Tasic, Meda, Phare, etc.

For Ukraine the development of Euro-regions “Bug”, “Carpathians”, “Lower Danube”, “Yaroslavna”, “Dnipro”, “Slobozhanshyna”, “Upper Prut” and “Donbas” is of special importance.

The development of Euro-regions is only one of the directions of inter-state territorial cooperation. Another trend is the development of cross-border regions within the boundaries of administrative units of neighbouring countries. Within Ukraine, there are conditions for formation of seven cross-border regions : Ukraine-Poland, Ukraine-Slovakia, Ukraine-Hungary, Ukraine-Romania, Ukraine-Belarus, Ukraine-Russia and Ukraine-Moldova.

The fact that 19 out of 25 oblasts of Ukraine and the Autonomous Republic of Crimea have conditions for formation of cross-border regions is noticed attention. In 2002, the Resolution of the Government of Ukraine determined the need to develop joint projects of city planning development of cross-border regions of Ukraine and neighbouring countries till the year 2020.

The elaboration of cross-border projects “Ukraine-Slovakia”, “Ukraine-Belarus” had been already finished, at the stage of elaboration are three more cross-border regions “Ukraine-Poland”, “Ukraine-Hungary” and “Ukraine-Moldova”.

I proceed to consideration of the third, local level of the city planning documentation, the realisation of which should be based on the solutions of the city planning documentation of the second, regional level.

First of all it is necessary to stop on the development of general plans of the settlements.

In the period of existence of the Soviet Union, the development of the general plans was subject to the requirements of planning and regulated economy. The transition of Ukraine to market economy principles caused also the change of the planning methodology. Currently we develop general plans on the base

of the principally new methodological and technological foundations. They are as follows :

1. The city planning model of development for the period till 2031 shall be based not on the extensive, but on the intensive model. The main factor which will determine the development of the majority of our cities in the nearest 20-25 years will be reduction of the population with its further stabilisation.
2. The search of the territories for settling building within the existing boundaries of the settlement becomes the main determinant of the development of the general plan.
3. The main economic levers which will determine planning solutions are : price of land, investment attractiveness of territory and rationality of its functional use.

Currently, the general plans of Kyiv, Kharkiv, Donetsk, Dnipropetrovsk, Zaporizhzhia, Odesa, Sevastopol, Simferopol, the Great Yalta, Alushta and other cities had been already developed by “Dipromisto” and other design organisations.

Ukraine is very rich country from the point of historic-cultural heritage. Architectural ensembles in Kyiv, Chernigiv, Lviv, Kamyanets-Podilskyi, Sevastopol and other cities, towns and villages are famous worldwide. In the purpose of its preservation and effective tourist use it is necessary the relevant city planning projects elaboration, the example of such is the complex of city planning documentation of Chernigiv city. On the base of general plan of this historical city are elaborated : local building rules, detailed plan of the central part of the city, scheme of the perspective tourist development, engineering networks cadastre.

Another good example of historic city planning is elaboration of general plan of Baturin – ancient kozak capital. Important aspect of Baturin general plan elaboration is that the whole complex of planning works on restoration of separate buildings of the city and regeneration of its historical environment is elaborated on its base already now.

Dear colleagues ! It is possible to conclude that in Ukraine different types of territorial planning have been widely developed. For the future, the main tasks shall be, first of all, further harmonisation of national legal regulation and practice with the provisions of the Guiding Principles for Sustainable Spatial Development of the European Continent.

We are convinced that spatial planning has to become the most efficient instrument for the implementation of the principles of sustainable development, the achievement of social coherence in our community and its integration to admitted European values.

Thank you for your attention.





## **Rural areas between economic revival and social buffer functions : what are the impacts of the changing context ?**

Macej BORSA

*Warsaw School of Economics (SGH), Representative of Poland  
to the Committee of Senior Officials of the CEMAT*

To recognise the new challenges facing balanced sustainable development, one of the crucial questions is what are the impacts of the changing context of rural areas ? Last years the theory and practice of spatial planning have mostly concentrated on the urban areas, while rural ones were mentally neglected. Towns and cities were perceived as the “engines of growth” while rural areas somewhere and sometimes were seen as “the breaks”. But, nowadays we even cannot precisely define – what are rural areas of 21st century in Europe ? We can expect their economic revival, but in fact we use them as a social buffer for our rapid spatial development processes. Rural areas are of the growing importance – become “theatres” of many spatial processes and in some countries, as for example Ukraine and Poland, may be crucial for the sustainable development of the urban centres as well.

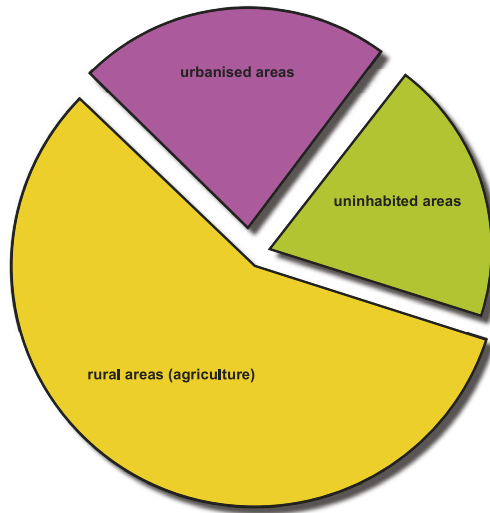
### ***Definition of rural area***

Generally one can say that rural areas are those which are not urban nor other unhabited areas, as for example seas. It lookslike a joke, but other definitions are not much more precise or useful.

What concerns the shares the situation differs country to country. In rather lowland countries the shares of rural areas is rather high. For example in Poland 60 % of the territory is arable land used for agriculture, 29 % are forests and remaining 11 % are urbanised territories - settlements of any kind.<sup>1</sup>

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1. Some examples in this paper were discussed personally with author and some data were taken from : Kamiński Z. : *Współczesne planowanie wsi* ; Wydawnictwo Politechniki Śląskiej, Gliwice 2008.



*What are “rural areas” ?*

The “non-urban” definition of the rural areas cannot be use in major research. To delimitate the rural areas we can use many more sophisticated “official” as well as theoretically justified methods. We can use different criteria :

- statistical, based mostly on the administrative divisions and their combinations for Eurostat purposes (Nuts) ;
- economic, based on the domination of specific products – for rural areas we usually preassume that agriculture should be the main economic activity there ;
- social, based on the demographic data and domination of agriculture-connected occupations and jobs ;
- spatial, which base on our physiognomic approach, maybe not convincing for all (especially not spatial planners), but practically useful and effective.

The variety of methods used is a problem itself. It makes the comparisons among countries difficult and leads sometimes to misunderstandings or domination of unproved stereotypes. For example :

- in Austria – rural areas means “not towns” from a legal point of view – population lower than 1000 inhabitants, and no “urban attributes” ;

- in Czech Republic – rural areas means communes with less than 2000 inhabitants ;
- in Denmark – rural areas means communes with less than 200 (two hundred) inhabitants – please compare this figure with above mentioned Czech example ;
- in France – communes with less than 2000 inhabitants ;
- in Germany “rural” are areas with the population density lower than 100 inhabitants per square kilometer, dominated by the town bigger than 100,000 inhabitants, or areas with the population density lower than 150 inhabitants and no dominant town ;
- in Sweden – rural areas means communes with less than 1000 inhabitants ;
- in Switzerland – agglomerations smaller than 20,000 inhabitants are perceived as “rural” ;
- in Scotland – rural are areas which are “not towns” (town is “something bigger than 10,000 inhabitants) – it should be mentioned that legal definition of rural areas in Wales is different<sup>2</sup>.

These differences are not only the legal curiosity or another example of inconsistency of the European rules. They cause serious problems in research and, what is more dangerous, the application of the European policies. Let have a look on the consequences of this differences on the example of Poland :

- using the administrative division into rural and non rural areas, what is the official method in the country, we obtain the following shares – rural population of the country is 38,1 % and area of rural territories – 93,4 % ;
- using the OECD method (“rural” are areas with the density lower than 150 inhabitants/ km<sup>2</sup>) we obtain the following shares – rural population of the country is 35,0 % and area of rural territories – 91,7 % ;
- using the Eurostat method (“rural” are areas with the density lower than 100 inhabitants/ km<sup>2</sup>) we obtain the following shares – rural population of the country is 32,8 % and area of rural territories – “only” 83,0 %, almost 10 points less than in other official methods<sup>3</sup>.

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2. Comparison : Polish Statistical Office, 2006

3. Calculations : Bański J., *Geografia polskiej wsi*, PWE 2006

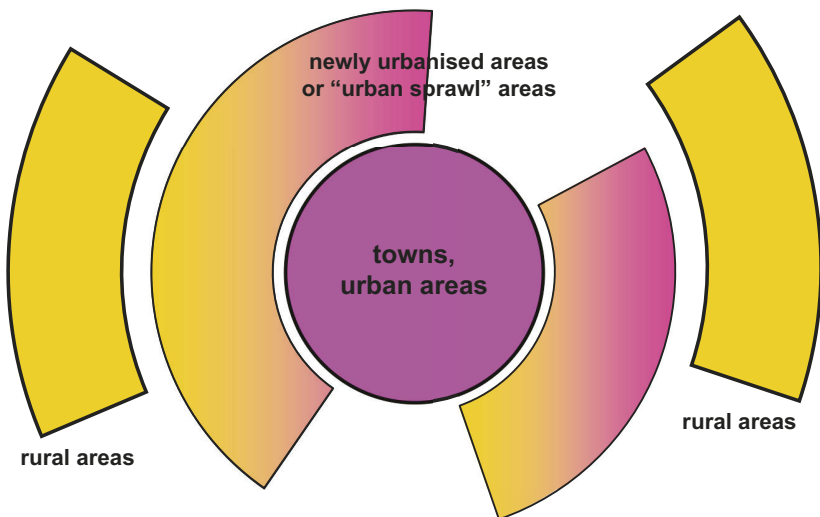
### **Characteristics of rural areas**

The above example demonstrates how crucial is the method of delimitation for any comparison – on the regional, national and respectively on the transnational level. Using different definitions it may be hard to responsibly characterise the nowadays rural areas and assess their importance for sustainable development. We can rather build opinions through exchange of stereotypes than extend the knowledge or rationalise convictions. But there are some observations which can be done without the deep research. One of them concerns the high dynamics of spatial changes in rural areas.

Preassuming that :

- there are constant administrative borders of towns and villages, what is true in most countries and cases ;
- there is the high dynamics of spatial processes, everywhere, but probably especially in towns and cities – we can preassume this as the “working hypothesis” ;

we can observe the high dynamics of problematic areas, which can be characterised by the tensions of rural-urban relationships.



*What are “rural areas” nowadays ?*

Towns are growing rapidly what influence their neighbourhood – in most European countries the spatial problem “number one” is now “urban sprawl”, emergencies or even shrinkages of open spaces, and transition of rural “hinterland” into the more urbanised forms. The real villages are far away from towns nowadays, much further than decade ago. We have to adapt our “rural criteria” to these changes. We cannot treat “urban sprawl” areas as rural anymore. We must agree with changes and treat them as urban ones. To be honest – this is the urban not a rural sprawl in fact. So, we have to consider :

- the new definition – should we use the definitions decades old to nowadays situation ? But maybe we need the constant definition for some reasons or purposes ?
- how to undertake the comparable analyses of spatial changes – typical example : is urban sprawl the symptom of concentration or deconcentration of population and its settlements – the opinions differ ;
- what are the suitable policies for these areas ? The urban policies or the rural policies, or the combination of both ? So, how they should differ ?
- do we really control the most important spatial changes while we have such dilemmas ?

Let’s analyse briefly the rural issues of one of the most “rural” countries of European Union – Poland. In this almost 40 millions populated country 27 % of inhabitants are “connected” with agriculture. From these 80 % live in rural areas. The share of rural inhabitants employed in agriculture differs regionally : from 33-35 % in western regions up to 70-80 % in eastern regions.

We can estimate that the desired (rational) level of employment in agriculture should be about 10 % of all productive inhabitants. This state can be achieved in Poland within the time horizon of 20 years. But what is the long term future for Poland, has already happen in other countries : in Netherlands in 1945, in Denmark – 1955, in Ireland – 1975, in Portugal – 1985, in Greece – 1995. This, what in some countries is the deep history, may occur in Poland in the year 2025. This shows the level of the European differences – one can say. But we cannot be sure of this well known stereotype. Maybe situation is different – depending on the point of view ?

Let’s focus on Poland again. The average farm size in the country is 9,57 ha. The number of farms bigger than 1 ha is 2,2 millions, but less than 10 % of farms exceed 15 ha, what is the “profitable agriculture” size threshold. So, only 20 % of Polish farms are fully “market oriented”, other 40 % are weakly

connected with the market and the rest – 40 % are pure “social farms”, which are not operating on the market. They are not selling anything, just producing for their owners direct consumption. Can they be treated still as a part of agriculture sector ? Are their problems the agricultural or production or even economic issue at all ? Or is it the typical social issue, which have to be considered in the spatial research as such only ?

### *Spatial policies in rural areas*

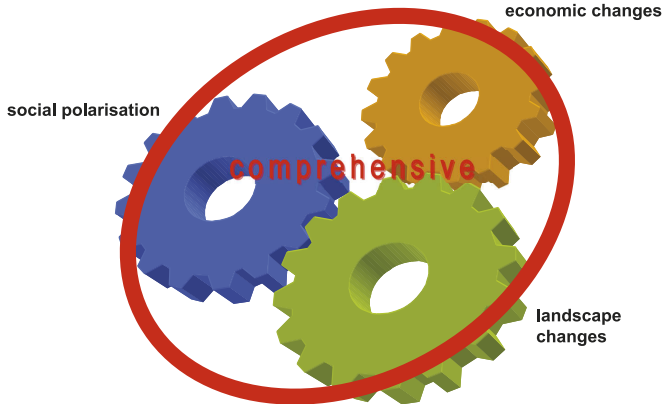
Why rural areas are so important for spatial development ? For many years spatial planners have assessed them as too simple from professional point of view, of small importance, too remote and too fragmented to be seriously discussed, and finally as relatively devoid of real spatial problems comparing with urban areas. So, finally there was no efficient and reliable spatial planning for these areas – comparing with the unseen challenges and needs.

Today the situation has changed. We’ve noticed the importance of spatial processes ongoing in rural areas. Beside the traditional justification we’ve perceived many new reasons to treat rural areas more seriously. Of course the traditional sentimental justification for rural issues remain the same since years :

- hunger threat – which focus public attention on agriculture and food production ;
- village charm – village landscape is attractive for townspeople as the antidote to urban life ;
- social solidarity – the support for rural communities is treated by nowadays societies as kind of obligation ; from here originates the social roots of most people, so, the social solidarity has special form.

But now the rationale for appreciation of rural issues has increased through new factors as :

- economic changes – reduction of direct employment in agriculture, new activities of village people and economic revival of the rural areas ;
- social polarisation – country-town migration threats and the crucial functions of rural areas as social buffer for urban changes ;
- landscape changes – cumulative effects of both economic and social processes, including “urban sprawl” and other spatial spin off effects.



*The three factors of spatial and rural policies nowadays*

How to react on these challenges ? The effective policies for rural areas have to stem from above mentioned roots and should be focused on the future. They should join three basic functions of rural areas :

- production – agriculture, services for it and new activities which become more and more important ;
- social issues of the rural community – most of problems here stems from the social buffer function of the changes in the whole society, predominantly urban ;
- environment – including among others natural and cultural (but for most townspeople similar to natural) landscape.

This we can point out as the comprehensive approach of planning in rural areas. It may influence simultaneously :

- landscape quality and diversity ;
- social identity which is closely tied with cultural heritage ;
- natural heritage protection – important as it extends on large areas as rural territories are in most countries.

Such comprehensive approach may consist the core of the balanced and sustainable spatial development. It should join three basic levels of relevant policies :

- agricultural policy – dedicated on agriculture, but extended on the wider changes in the rural economy ;

- rural policy – dedicated on the social and economic issues of rural areas, but with the additional scope on the territorial and spatial processes especially on the “rural urbanisation” (urban sprawl etc.) ;
- spatial policy – where territory (the “space”) forms the basis for coordination of sectoral policies, including agricultural and rural policies on the rural areas.



# **Second session / Deuxième session**

**Innovative approaches to comprehensive,  
balanced and sustainable territorial development /  
Approches innovantes d'un développement territorial  
compréhensif, global et durable**

**Chairs /  
Présidents**

**Margarita JANCIC**

*Former Chair of the 13<sup>th</sup> Committee of Senior Officials of the CEMAT,  
Delegate of Slovenia to the Committee of Senior Officials of the CEMAT*

**Vyacheslav TOLKOVANOV**

*Director of International Co-operation, Investment Development  
and European Integration, Ministry of Regional Development  
and Construction of Ukraine  
Delegate of Ukraine to the Committee of Senior Officials of the CEMAT*



## **The new territorial development strategy of the Russian Federation**

Elena SADOVNIKOVA, on behalf of Dimtriy ARATSKY

*Chair of the 90th Meeting of the Committee of Senior Officials (CSO) of the Council of Europe Conference of Ministers responsible for Spatial/Regional Planning (CEMAT)*

The Guiding Principles, adopted at CEMAT 2000 held in Hanover, became the most important European document that sets forth the main principles for spatial development of the European continent. These Guiding Principles provide for the Council of Europe Member States, including their regions and communes, with a flexible framework for cooperation and guidelines for sustainable development.

The Government of the Russian Federation is preparing to adopt the Concept for Russia's Regional Policy Improvement, which will set forth the priorities in spatial development of Russia, economic potential of regions and the mechanisms of federal regional development policy to be used to realise that potential, being largely guided by the said principles.

Thus, the basic objective behind Russia's regional policy is to ensure a balanced socioeconomic development of its regions, to bridge the gap in levels of economic development between its regions and in the quality of life of people living there – which is one of the key CEMAT principles.

A system for strategic planning of socioeconomic and spatial development of regions will serve as the basis for solving these tasks.

For this purpose economically advanced areas were identified among Russian regions. Such areas include regions that, taking into account inter-regional differentiation of labour and economic integration, expected to have the most favourable conditions for economic growth and development in the long term, from the point of view of certain economic specialisations being the main contributors to the economy of each region.

Such areas include large urban communities, agro-industrial and industrial economic zones, research and innovation and educational centers, transport and logistic nodes, tourism and recreational territories.

To reduce the risk of being dependent on the world prices for primary goods, the economies of regions that are mainly focused on primary goods shall be developed through diversification and increase of labour productivity at the enterprises of primary industry, which shall be achieved by introducing new up-to-date technologies to be used to produce high-level processing products.

The key role in the development of economies of the regions relying on their historical industrial base shall be played by governmental support of a wide range of investment projects aimed to provide the required state and municipal infrastructure for the regional economies focused on production and to encourage creation of up-to-date machinery, equipment and technologies needed for technical upgrade of such regions.

It is necessary to increase the role of new centers for innovative economic growth relying on modern and domain-specific communication technologies, concentration of human resources and technical potential that have a significant impact on the transformation of the structure of population and distribution of human resources, first of all :

- large urban communities with a high level of environmental quality and human potential, dynamically developing research, innovation, educational and cultural infrastructure, rising business activity and a growing service sphere ;
- territorial production clusters, focused on high-tech manufacture in the top-priority industries of Russia’s economy in urbanised regions and on high-level processing of primary goods in the areas that remained underdeveloped before ;
- tourism and recreational areas with a high level of services on the territories having unique environmental and climatic conditions, a great deal of cultural heritage and a potential of traditional folk culture of the regions ;
- large transport and logistic nodes and production complexes.

Development of the national transport, power and telecommunication networks shall be aimed not only to realise the potential of economic growth centers in constituent entities of the Russian Federation but shall also ensure their gradual integration into the global infrastructures.

Special measures of economic regulation at the federal level are planned to be used for geopolitically important but depressive (due to their geographical position, climatic conditions and other factors) constituent entities of the

Russian Federation, being unable to overcome a significant gap in levels of socio-economic development, as compared to the average level in Russia, employing their own resources only.

First of all, such measures shall be aimed at creating favourable conditions, as far as possible, for the development of business in the relevant territories, taking into account their economic specialisation, and at ensuring a balanced development of the social sphere. Such measures will include :

- integration of infrastructures of such regions into a single socioeconomic space of Russia ;
- creating special territorial development zones, which shall apply to the entire territory of a constituent entity of the Russian Federation, and provision of benefits and preferences on a transparent and statutory basis for business and other economic activities, primarily, out of the federal budget ;
- subsidising of services provided by natural monopolies on those territories where such services cause exceedingly high production costs, and subsidising of certain types of public services to increase their competitiveness ;
- preserving the historical and cultural and/or natural and landscape outlook of territories, as well cultural traditions to improve the quality of social environment to the level of advanced communities ;
- preserving the traditional way of living and occupations of the population.

These special landmarks of the development of country's economies shall constitute a single base for strategic planning of activities of public and local authorities in the field of socioeconomic and territorial development of the Russian Federation, constituent entities of the Russian Federation and municipal formation.

The strategies for socio-economic development of the federal districts and certain territories of geopolitical importance, in particular the Far East, which are currently being elaborated, shall occupy a special place in the system of strategic planning of socioeconomic development.

These documents shall take into account the peculiarities of federal districts (certain territories), i.e. territorial distribution of the resource base, rational inter-regional differentiation of labour and economic integration between

regions, and shall specify in detail prospective economic specialisations of the constituent entities of the Russian Federation, and shall coordinate the directions for the development of the federal, regional and municipal production and social infrastructure within the economically advanced areas.

This will help to connect the steps stipulated by sectoral development strategies, requiring approval at the federal level in different fields of economic and social sphere, with the top-priority directions for development of each territory, set forth regional and municipal development strategies, as well as ensure their consistency and achieve complex development of the corresponding territories.

The said strategies shall serve as the basis for approval of Russia’s territorial planning schemes that shall take into account adopted federal (long-term) target programs and reflect the expected location of facilities forming the federal production, social, transport, customs and logistic infrastructure, all being aimed at creating conditions required to achieve in certain territories manufacture of products with maximum added value and supply of such products to domestic and foreign markets with cost minimisation.

Actions, required for creating such infrastructural facilities and implementing measures for provision of governmental support to realise the economic potential of Russian regions, shall be taken within territory- and time-synchronised federal (long-term) target programs.

Policies, adopted at the federal level and setting forth the strategy for the development of federal districts (territories) and industries and social sphere, shall set the direction for preparation of relevant programs (strategies for socioeconomic development, territorial planning documents, long-term target programs) at the level of constituent entities of the Russian Federation and municipal formations. As far as the regional level is concerned, such documents shall be prepared taking into account reasonable suggestions of local authorities regarding location of facilities forming the regional production, social, transport, customs and logistic infrastructure, based on economic priorities and competitive advantages of municipal formations.

Taken all together, the said document of strategic planning of socioeconomic development of the Russian Federation, constituent entities of the Russian Federation and municipal formations shall set up a predictable and favourable environment for planning and implementation of investment projects and business programs.

Strategic planning of the activities of public and local authorities related to long-term socioeconomic development of the state on a management by objectives basis shall be combined with prompt measures of governmental support of implementation of certain top-priority investment projects.

Such an approach to planning of public infrastructure development is in line with other CEMAT guiding principles :

- development of regions taking into account different types of spatial arrangement of their territories ;
- encouragement of sustainable tourism ;
- development of access to information and knowledge ;
- increase and protection of natural resources and natural heritage ;
- development of energy resources under good safety conditions ;
- creation of more balanced conditions for transport access to territories.

Thus, Russia has been gradually accumulating its own experience in strategic planning of sustainable spatial development that relies on a systematic regional policy and a system of governmental institutions for development, such as target federal, regional and local development programs, creation of special economic zones and territorial development zones, support of cooperation between the public and the private sector out of funds of the Investment Fund and Russian Venture Company that were set up especially for this purpose.

Besides, Russia's practice of implementing regional policy still has many unresolved issues, connected with the elaboration and application of best mechanisms of formation of favourable conditions for a balanced spatial development.

In this connection, it is very important to extend our experience exchange within the main directions of CEMAT activities, continue work for unification of notions and concepts in this field, systematisation of methods and mechanisms of harmonious balance of regions in the countries throughout European continent.





## Exemple d'une approche intégrée pour la revitalisation socio-économique des zones rurales

Patrice COLLIGNON

*Directeur, Association internationale*

« *Ruralité-Environnement-Développement (RED)* »

Cette présentation donne un éclairage sur trois expériences menées en zones rurales, sur des territoires à dimension croissante. La commune de Beckerich au Grand-duché de Luxembourg, la Communauté de communes du Pays de Rouffach en France et le District rural de la Maremma en Italie sont autant d'illustrations qui ouvriront le champ pour un bref commentaire sur la mise en œuvre de projets de développement durable des territoires ruraux. Il y sera bien évidemment question de l'échelle territoriale pertinente de la programmation, des modes de gouvernance à animer, mais aussi sur du positionnement des zones rurales, notamment par rapport aux concentrations urbaines de proximité.

### Beckerich (Grand-duché de Luxembourg)

La commune de Beckerich est située dans la partie occidentale du Grand-Duché de Luxembourg, non loin de la frontière belge. Elle regroupe huit villages sur une superficie totale de 2 841 ha, dont 683 ha de bois. Sa population de 2 300 habitants environ est composée de 72 % de luxembourgeois et de 28 % d'étrangers.

Fin du 19<sup>e</sup> siècle, la commune, desservie par le chemin de fer qui assure une liaison avec les bassins sidérurgiques voisins, compte 2 300 habitants. Autour des années 1970, la crise de cette industrie et la suppression de la ligne de chemin de fer induisent un exode qui réduit la population à 1 500 habitants.

En réaction, une nouvelle équipe communale élue en 1982 engage un processus de redynamisation qui se traduit d'abord par la rénovation du village (aménagement des places, enfouissement du câblage électrique, éclairage public...) et du patrimoine local. Sous la conduite, à partir de 1992, du bourgmestre Camille Gira, une dynamique locale de développement durable prend forme, avec la volonté de s'engager dans une démarche inscrite dans la modernité mais respectant les héritages locaux.

Dans sa volonté de se positionner par rapport aux enjeux du futur, la commune rejoint en 1995 l'Alliance internationale du climat. Outre les aspects de solidarité Nord-Sud, qui se traduiront par l'affectation de 0.7 % du budget ordinaire à des projets pour le Sud, la commune s'engage alors à réduire ses émissions de CO<sup>2</sup> de 50 % à l'horizon 2010.

### **Une approche systémique organisée autour de trois piliers**

Au fil du temps et des expérimentations, la gestion communale adopte une approche systémique construite, au départ d'un diagnostic fin du territoire, sur trois axes : économique, environnemental et social.

### **Axe économique : la valorisation des ressources locales**

La commune dispose de sources d'eau de grande qualité. L'enjeu communal consistait à faciliter le développement de sa commercialisation par le privé tout en permettant à la commune de tirer un réel bénéfice de l'exploitation de sa ressource. Aussi, dans le montage du projet retenu, la commune, qui reste propriétaire des sources, perçoit une redevance par m<sup>3</sup> d'eau embouteillée, tout en étant actionnaire à 15 % de la société. Cette activité, qui supporte 65 emplois locaux, permet une rentrée annuelle moyenne d'environ 250 000 euros.

Dans le domaine des énergies renouvelables aussi, l'objectif poursuivi est d'orienter les plus-values au profit de la population. C'est le sens de l'appui de la commune à un projet de biométhanisation regroupant 18 agriculteurs au sein d'une coopérative. Si le financement de la station de production est autonome, le soutien communal s'exerce par la signature d'un contrat de fourniture de chaleur d'une durée de 15 ans. Celui-ci offre aux habitants raccordés au réseau la garantie d'un prix fixe pour 50 % du montant pendant 15 ans, 20 % variant selon le prix du mazout et 30 % suivant l'inflation. La commune prend en charge la réalisation technique du raccordement du réseau de chaleur jusqu'à l'échangeur thermique situé dans les maisons. Elle dispose ainsi par ce projet d'un levier important sur le prix du kwh distribué dans le réseau de chaleur, et peut à l'occasion en faire un élément d'aide sociale.

La population bénéficie d'un réseau d'accès rapide à Internet, mettant les villages en même capacité d'information et d'exploitation que la ville de Luxembourg et permettant ainsi l'accueil d'activités décentralisées.

La commune, qui n'avait pas de tradition touristique, a pris en charge les premières infrastructures touristiques pour enclencher un développement dans ce sens. Un ancien moulin a été réaffecté en restaurant et centre de séminaire. L'ensemble du bâtiment est chauffé grâce à la chaleur produite par le réseau de chaleur, comme la plupart des habitations.



*Hall sportif- Beckerich (L)*

### **Axe environnemental**

C'est un axe majeur de développement de la commune, dont les projets propres servent de vecteur de communication et de sensibilisation de ses habitants. En illustrent des constructions publiques comme l'extension de l'école communale d'Oberpallen ou le hall sportif. Construit en privilégiant les principes d'énergie passive, ce dernier bâtiment accueille sur son toit des panneaux solaires financés par des particuliers qui trouvent là un espace d'installation co-géré. Des primes à l'investissement et des campagnes de sensibilisation accompagnent cette mobilisation communale.

Aujourd'hui, 11 % des 700 ménages de la commune ont déjà investi dans le solaire et Beckerich est autonome à 90 % en ce qui concerne l'électricité domestique. La commune vise l'autonomie énergétique totale à l'horizon 2020. Divers projets devraient y contribuer : une chaudière à copeaux de bois pour renforcer le réseau de chaleur, la télégestion informatique de l'éclairage

public, la mise à disposition gratuite des toitures des bâtiments communaux aux citoyens afin d’y installer des panneaux photovoltaïques...

### **Axe social**

Le fil conducteur en est le maintien d’une identité locale qui s’appuie sur la capacité du territoire à offrir à ses habitants un cadre de vie et de services de qualité. Le maintien du paysage et du patrimoine en est un aspect, mais cet objectif est aussi décliné dans des dimensions plus sociales :

- la décentralisation scolaire grâce à laquelle chaque village garde son école ;
- la construction de logements pour personnes âgées et d’une maison d’accueil de l’enfance ;
- la mise en place d’une politique proactive d’intégration par la culture, dans une commune où près de 30 % des habitants sont des étrangers ;
- la mise en place d’une Commission consultative pour les jeunes.

### **Pour un développement durable au niveau local**

Sur la base d’une expérience riche de plus de 20 ans, les autorités locales ont dégagé une série de principes déterminant leurs actions :

- l’élaboration commune d’une vision à long terme, à traduire en étapes concrètes, même si parfois modestes ;
- le développement d’une stratégie basée sur des faits et des données vérifiables, accompagnée d’objectifs précis et vérifiables qui permettront une évaluation régulière des actions ;
- l’utilisation d’une communication créative et adaptée ;
- l’échange d’expériences au sein et en dehors de la commune ;
- la mise en réseau de tous les niveaux concernés ;
- la coopération intercommunale, dont l’échelle et la forme doivent s’ajuster aux besoins et objectifs. Ainsi la commune coopère dans plusieurs domaines : la gestion d’un parc d’activité économique et d’une crèche, les transports en commun... Plusieurs jumelages ont permis également de développer des thématiques autour du réchauffement climatique ainsi que des solidarités internationales ;
- la participation citoyenne : 12 commissions consultatives (développement économique et rural, environnement, jeunesse, sports...) impliquant

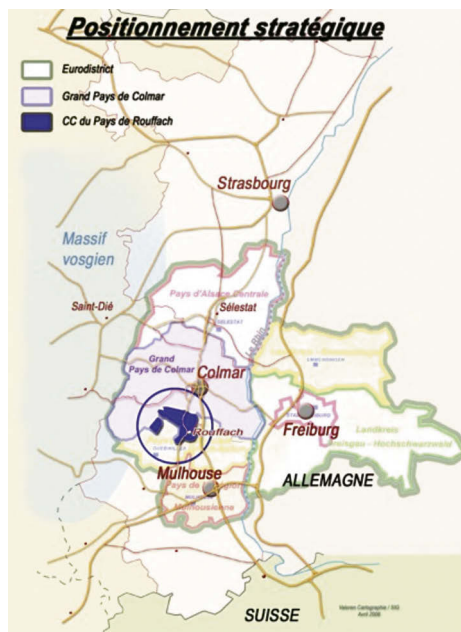
80 citoyens assistent le Conseil communal. Si les avis des commissions ne sont pas toujours suivis, une explication de la décision doit être fournie par le Conseil communal. Ce système a créé une tradition participative au sein de la commune.

### Communauté de communes de Rouffach (Alsace, France)

#### Présentation

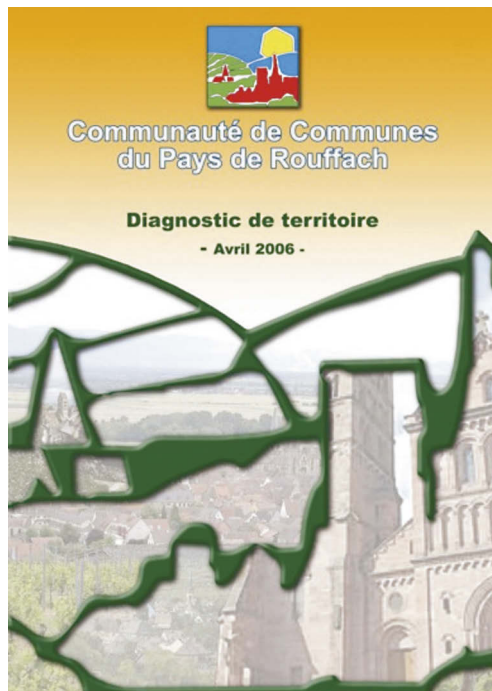
La Communauté de Communes du Pays de Rouffach est située au sud de Strasbourg, à la charnière entre la plaine alsacienne et la montagne vosgienne, dans l'est de la France.

Elle regroupe les quatre communes de Gueberschwihir, Hattstatt, Pfaffenheim et Rouffach. Leur patrimoine architectural, avec notamment de nombreux édifices romans, et historique est particulièrement riche et offre aux touristes autant qu'aux habitants un cadre de vie agréable, tout en participant à l'attractivité du territoire. Une route des vins offre une opportunité supplémentaire de découverte de ce patrimoine.



Par ailleurs, le territoire constitue un espace de loisirs de proximité de choix, avec des activités diverses comme la randonnée ou le VTT. Du point de vue économique, il se caractérise en particulier par la présence d'une grande entreprise industrielle, Behr France, d'un important centre hospitalier, d'une entreprise en biotechnologies de pointe (Forenap) et d'un Lycée agricole renommé.

Le territoire est entièrement intégré à l'unité géographique majeure que constitue le piémont viticole, qui se caractérise par un ensemble de facteurs très favorables à une végétation et une faune particulièrement riches. L'habitat, traditionnellement groupé en Alsace, ne fait ici pas exception. Le maillage urbain se caractérise par la présence de villages peu éloignés les uns des autres et par la présence d'un bourg-centre, Rouffach. La vocation d'habitat résidentiel s'est affirmée avec l'essor industriel et tertiaire du territoire. Sur le plan administratif, le territoire est inclus à l'intérieur de l'arrondissement de Guebwiller et du canton de Rouffach.



## **Une position à fort potentiel**

Placée au centre de l'Alsace, entre la Lorraine et l'Allemagne, la Communauté de Communes de Rouffach est partie intégrante du Grand Pays de Colmar qui s'étend du massif vosgien à la plaine du Rhin. Située sur la partie ouest de ce territoire, dans le piémont vosgien particulièrement favorable à la culture de la vigne, elle bénéficie donc à la fois :

- de la proximité de pôles urbains majeurs à forte attractivité et rayonnement, dont il faut tirer parti en veillant à contenir les déséquilibres qu'une telle proximité est susceptible de générer (importance des migrations alternantes, évolutions du territoire en espace-dortoir...) ;
- de la présence de Rouffach, qui s'impose en chef-lieu de canton et dont certains équipements, services et commerces rayonnent au moins à cette échelle ;
- de voies de communication performantes, qui doivent jouer en atout et non en contrainte ;
- de prédispositions touristiques « naturelles » liées au piémont (paysage...), à l'attractivité touristique reconnue du terroir alsacien et aux potentialités intrinsèques locales ;
- d'un cadre de vie attractif à préserver et valoriser.

Dans ce contexte, c'est notamment en termes d'affirmation de sa place avec les territoires voisins, les agglomérations proches et le Grand Pays de Colmar, en termes de développement raisonné et choisi des activités, de maîtrise des espaces et de l'expansion démographique que les grands enjeux d'aménagement et de développement du territoire se posent.

## **Projet de territoire de la Communauté de Communes du Pays de Rouffach**

La Communauté de Communes du Pays de Rouffach s'est constituée le 1<sup>er</sup> janvier 1994. La première charte de la Communauté de Communes du Pays de Rouffach est élaborée et approuvée en 2000 et débouche sur la définition d'un premier programme d'action 2000-2006.

Depuis 2001, différentes modifications de statuts ont notablement élargi les compétences ou les champs de suivi de la Communauté de Communes : petite enfance, jeunesse et personnes âgées, transport collectif, patrimoine forestier des communes, patrimoine archivistique, architectural et culturel, suivi des schémas directeurs, schémas de secteur et schémas de cohérence, gestion d'une Maison des services et d'un Pôle culturel avec médiathèque...

D'autres formes d'intercommunalité spécifiques ont été également développées, autour de la gestion de l'eau et des déchets (déchetterie intercommunale, collecte sélective des déchets ménagers...).

### **Cadre stratégique de la Charte de la Communauté de Communes du Pays de Rouffach**

La charte stratégique s'articule autour de trois enjeux, dont se dégagent différentes orientations qui vont guider les programmes d'actions.

**Enjeu 1** : Faire du Pays de Rouffach un pôle économique diversifié au positionnement et rayonnement régional et européen renforcé.

- 1<sup>è</sup> orientation : consolidation, développement et valorisation du pôle de formation et recherche/développement du Pays de Rouffach ;
- 2<sup>è</sup> orientation : mettre en œuvre une politique de soutien à l'activité et à la diversification économique du territoire ;
- 3<sup>è</sup> orientation : mettre en œuvre une politique de développement de productions, produits et services agricoles, artisanaux à forte identité et caractérisation territoriale et rurale.

**Enjeu 2** : Faire du Pays de Rouffach un pôle culturel de services et de résidence structurant pour le Grand Pays de Colmar et le territoire de vie élargi.

- 1<sup>è</sup> orientation : développement du pôle d'éveil, de création et de diffusion culturelle du Pays de Rouffach en en faisant un pôle inter Pays et transfrontalier structurant ;
- 2<sup>è</sup> orientation : consolidation et développement du pôle de services, de santé sociale et d'éducation du Pays de Rouffach : la cohésion sociale ;
- 3<sup>è</sup> orientation : mise en œuvre d'une politique du logement et du cadre de vie.

**Enjeu 3** : Affirmer et faire reconnaître l'espace interterritorial à la conjonction du Grand Pays de Colmar et du Pays de Guebwiller en pôle rural intermédiaire de développement reconnu.

- 1<sup>è</sup> orientation : mise en œuvre d'une politique concertée en faveur d'une cohésion territoriale dynamique à l'échelle du Pays de Rouffach et du territoire de vie élargi ou pôle rural intermédiaire de développement ;
- 2<sup>è</sup> orientation : mise en œuvre d'une stratégie partagée de développement touristique et de valorisation des patrimoines à l'échelle du territoire de vie.



## **Un acteur au sein du Grand Pays de Colmar**

L'Alsace était souvent perçue au travers des deux pôles économiques majeurs de Strasbourg, dans le Nord Alsace, et de Mulhouse-Bâle, dans le Sud. Ce dualisme va à l'encontre de l'équilibre régional, accentuant l'impression de « vide » entre ces deux pôles. Le projet de « Grand Pays de Colmar » entend relever ce défi, afin de permettre au Centre Alsace de s'affirmer comme un véritable troisième pôle. Pour rappel, le *Pays* est défini dans la loi dite « Voynet » comme étant un

territoire de projets présentant une cohésion géographique, culturelle, économique ou sociale, exprimant une communauté d'intérêts socio-économiques et traduisant des solidarités entre la ville et l'espace rural.

Constitué en 2000, le Grand Pays de Colmar a vu son Conseil de développement approuver sa Charte en octobre 2004. Les étapes suivantes ont été la reconnaissance du Pays par arrêté préfectoral en mars 2005, suivie par la signature, trois mois plus tard, du Contrat de Pays entre l'Etat, le Conseil régional d'Alsace et les collectivités membres.

La Charte du Grand Pays de Colmar est fondée sur l'ambition initiale suivante : positionner le Grand Pays de Colmar en 3<sup>e</sup> pôle alsacien, un pôle d'excellence en Biotechnologie, Agronomie et Neurosciences. Il vise à soutenir la filière des biotechnologies, de l'agronomie et des neurosciences et les acteurs existants et futurs qui y sont liés (entreprises, universités et structures de formation initiale et professionnelle, unités de recherche...) afin de permettre au territoire d'être reconnu en « pôle d'excellence » dans ces domaines.

Un enjeu clé pour la Communauté de Communes de Rouffach est donc d'affirmer sa place au sein de cet ensemble territorial plus large, potentiellement troisième pôle régional.

Avec Forenap (laboratoire et entreprise) et le lycée agricole de Rouffach, le territoire dispose de deux acteurs majeurs de la filière des biotechnologies / agronomie / neurosciences sur lesquels il pourra entre autres s'adosser pour affirmer sa place au sein du Grand pays de Colmar. En s'appuyant sur les axes directeurs adoptés pour sa Charte et sur les ressources locales associées, la Communauté de Communes de Rouffach peut s'engager dans le dialogue avec la Communauté urbaine de Colmar et ses homologues à partir d'une position mieux reconnue qui lui permet une meilleure balance des plus-values territoriales.

## **District rural de la Maremma (Toscane, Italie)**

Avant d'évoquer plus précisément le district rural de la Maremma en Toscane, il convient sans doute d'introduire cette notion de district rural développée en Italie.

### **La notion de district rural**

Peuvent être reconnus comme districts ruraux les systèmes économiques territoriaux ayant les caractéristiques suivantes :

- une production agricole cohérente avec la vocation naturelle du territoire et d'un niveau significatif pour l'économie locale ;
- une identité historique homogène ;
- une intégration consolidée des activités rurales et des autres activités locales ;
- une production de biens ou de services spécifiques, en cohérence avec les traditions et la vocation naturelle du territoire.

Le district rural se constitue par un accord entre des organismes locaux et des partenaires privés qui travaillent de manière intégrée dans le système productif local. Cet accord vise à consolider et à renforcer l'agrégation et la mise en relation des divers intérêts locaux, pour le développement économique et la valorisation des ressources du territoire, en phase avec l'environnement et les traditions historiques.

Différents types de critères en encadrent la reconnaissance. Certains sont obligatoires :

- une dimension territoriale minimum de cinq communes ;
- la nature du panel d'adhérents à l'accord : les représentants des acteurs privés agissant dans le district, des organisations professionnelles agricoles, des syndicats et des associations de coopération, des associations actives sur le territoire, la ou les provinces intéressées mais aussi la majeure partie des autres organismes locaux de l'intérieur du district.

D'autres sont qualifiants et leur absence de rencontre doit être justifiée :

- une continuité territoriale et l'intégralité des territoires communaux concernés ;
- une densité inférieure à la limite de l'OCDE (150 h/km<sup>2</sup>) ;
- des pourcentages de superficie agricole et forestière supérieurs à la moyenne régionale.

Des critères annexes liés à l'emploi et à la valeur ajoutée agricoles, à la spécificité des productions locales et à leur cohérence avec le territoire complètent la liste.



### **Présentation du District rural de la Maremma**

Le territoire du District rural de la Maremma correspond à la Province de Grosseto, qui est le niveau administratif situé entre les 28 communes qui le composent et la Région Toscane.

*Paysage de Maremma (1)*

Le District rural de la Maremma, avec ses 4 505 km<sup>2</sup>, couvre 19,6 % du territoire de la Région Toscane. Un dixième de sa surface est de type montagneux, dix autres pourcents sont situés en plaine, essentiellement autour de la commune chef-lieu de Grosseto, et les 80 % restants sont des zones de collines, soit littorales (45 %) soit intérieures (35 %). Sa population est de 211 086 habitants, avec une densité de 46,85 h/km<sup>2</sup>, ce qui fait qu'il n'y a pas de tension particulière par rapport à la ressource « sol ».

C'est la plus grande province de Toscane et la plus agricole, avec 24,1 % de la superficie agricole utile régionale. Avec un indice forestier de 41 % environ, c'est aussi la province toscane la plus boisée. Dans la province de Grosseto, la superficie agraire représente 76,9 % du territoire, et la SAU 45,8 %, ce qui confirme sa vocation agro-sylvicole.

Le territoire de la province de Grosseto est caractérisé par sa complexité géomorphologique et climatique. La transition lente et graduelle de la montagne à la mer a déterminé la présence de différents systèmes environnementaux. L'agriculture est certainement l'activité qui a dû le plus s'adapter à la complexité de l'environnement physique, en ajustant les techniques de travail et les combinaisons culturales à un environnement le plus souvent hostile et pauvre. En outre, l'agriculture a été le principal architecte du modelage du paysage.

### **Economie et niveau d'intégration**

La province de Grosseto conserve des particularités évidentes par rapport au reste de la Toscane. Certaines la placent dans une position de faiblesse et de

déclin, alors que d'autres recèlent des opportunités de développement, dans le domaine de l'agriculture, de la pêche et du tourisme, et plus généralement dans les activités rurales. L'agriculture, avec 40 % du total des entreprises (14 % au niveau régional), tient un rôle particulièrement important dans l'économie de la province. A côté de cette activité, on trouve un fort secteur commercial orienté vers le tourisme et un secteur industriel faible (7 % seulement des entreprises).

En matière agricole, la province de Grosseto concourt pour environ un cinquième à la production mise sur le marché par la Région, avec une présence relevante dans tous les secteurs. L'agriculture de la province est orientée vers la zootechnie, la culture céréalière et la culture des fruits et légumes, mais aussi la culture de la vigne et des olives qui sont ces dernières années en forte expansion. Cette diversité de productions dans les filières agricoles, agro-industrielles et autres, insérées dans un contexte rural, est caractéristique de la zone.

La Maremma se glorifie d'un grand patrimoine de produits agro-alimentaires liés aux traditions et à la spécificité environnementale et biologique du territoire : les produits traditionnels de la Maremma inventoriés dans le répertoire régional sont plus de 150.

Au-delà de la filière agricole et agro-industrielle, la province de Grosseto présente un vaste ensemble d'activités, dont quelques-unes semblent particulièrement susceptibles d'intégration dans une dynamique de développement rural de qualité. Parmi elles, on pense certainement au tourisme, qui dans la phase actuelle, constitue une ressource croissante pour le développement rural du territoire, compte tenu du fait que le tourisme balnéaire de masse évolue vers des modes mieux articulés avec le territoire.

L'activité agro-touristique a ainsi connu une véritable explosion dans toute la province, en lien avec la diffusion croissante des « alternatives touristiques » au balnéaire. L'offre agro-touristique de la province a augmenté en termes de nombre d'exploitations autorisées et le nombre de lits disponibles est le plus élevé de toute la Toscane. De 48 exploitations agro-touristiques en 1993, le nombre est passé à 273 en 1999 et à 674 fin 2004, avec une offre de plus de 7 000 lits.

Dans l'optique d'un « développement rural soutenable » de la province, l'agro-tourisme représente un maillon fondamental d'intégration à l'intérieur du système territorial de qualité, à travers l'agriculture, le tourisme, l'artisanat, l'environnement, les richesses culturelles et historiques. L'articulation entre ces ressources engendre une offre attractive en toutes saisons. Ceci est en accord

avec une organisation rationnelle de l'ensemble complexe des zones protégées et des parcs naturels qui sont en train de devenir une attraction touristique majeure et une opportunité pour les pratiques agricoles respectueuses de l'environnement.

### **La question de la délimitation territoriale du District rural**

Si le chef-lieu constitue bien un pôle significatif d'attraction, on ne retrouve pas dans la province de Grosseto les mêmes phénomènes de « concentration territoriale » (de la population et des activités économiques, mais aussi sociales) qui sont généralement présents dans les autres provinces toscanes. Dans le même temps, il n'y a pas une « domination » de certains types d'activités économiques par rapport aux autres, même si les dernières années ont vu le renforcement du rôle du tertiaire au détriment des activités liées aux grandes industries, en particulier extractives et chimiques. Cette diversité des milieux physiques et humains est fort complexe en termes de développement socio-économique, ce qui se traduit par une polycentricité et une polysectorialisation de l'économie de la Maremma.

C'est pour ces raisons que l'ensemble du territoire de la province de Grosseto est à considérer comme une unité, et que c'est son caractère rural qui en définit le caractère. L'identification du territoire entier de la province comme une zone rurale homogène est donc fonction des dynamiques tant institutionnelles que socio-économiques et environnementales, comme en témoigne l'adhésion de toutes les administrations locales et de nombreuses organisations de représentants du système social et productif de la province.

### **Stratégie**

Le statut de district rural, d'abord accordé à titre expérimental en 2002, a fait l'objet d'un second décret (n° 4515) le 3 octobre 2006.

L'objectif final de la Stratégie de développement est de consolider le processus d'intégration de territoires qui ont connu des évolutions socio-économiques diverses, mais qui aujourd'hui s'identifient dans le modèle de développement rural de qualité proposé par le District rural de la Maremma.

La Stratégie s'articule autour de quatre axes :

- maintenir et renforcer les liens entre les différentes entreprises. Les actions proposées doivent prendre en compte tout le potentiel de développement du territoire : de l'infrastructure, qui doit être fonctionnelle, à la naissance

de nouvelles activités productives, jusqu’au soutien à toute initiative qui apparaît intégrée dans le tissu économique et social (transport des personnes, des biens, de l’énergie, communications, système d’éducation et de formation...);

- cibler l’agriculture sur les structures et les productions qui constituent le pivot autour duquel tournent les diverses activités productives. La perspective d’une agriculture qui travaille principalement grâce aux aides publiques, et en particulier communautaires, devrait être remplacée par un projet local intégré et axé sur le marché, avec des productions orientées vers les entreprises de transformation (même situées à l’extérieur), et dont les caractéristiques de qualité sont considérés comme typiques de la région ;
- coordonner les différents niveaux de gestion du territoire pour poursuivre des objectifs cohérents avec la croissance d’un système de productions différenciées, où la composante environnementale joue un rôle important ;
- mettre en place un projet fédérateur pour la région, basé sur une croissance auto-soutenable porteuse d’un développement de qualité. En ce sens, il est nécessaire de définir un projet qui fait consensus au sein de la population et des entreprises afin d’obtenir le concours de toutes les composantes de la société et du tissu productif pour sa réalisation.

## **Objectifs**

Les objectifs poursuivis au départ de l’initiative en 1998 concouraient prioritairement à la définition d’un système territorial de qualité. Ils ont été redéfinis en 2006 avec une vision plus englobante répondant mieux aux enjeux renouvelés de ce territoire. L’ambition générale est aujourd’hui d’assumer le rôle modèle d’un développement rural de qualité, dont la mise en œuvre favorise le développement économique et social durable de la province de Grosseto.

La déclinaison des objectifs est la suivante :

- le renforcement de l’intégration des divers facteurs de production sur le territoire, en particulier des petites entreprises,
- la valorisation des productions locales et de leur qualité, avec des garanties pour les consommateurs,
- le renforcement de l’identité et de la capacité d’action des acteurs locaux,
- la valorisation des zones environnementales et l’application du principe de durabilité dans l’usage des ressources,

- le positionnement de la Maremma dans le contexte national et international.

La mise en œuvre du programme s'appuie sur différentes structures agissant en interrelations : Comité de territoire, Tables thématiques de concertation animées autour d'approches sectorielles, Comité de district et Comité technique scientifique.

### **L'avenir**

La mise en œuvre de la notion de district rural, que ce soit dans le district de Maremma ou dans les 10 autres districts opérationnels, soulève des questions ouvertes sur leur évolution. La territorialisation croissante des politiques, revendiquée notamment par la Commission européenne, appelle sans doute des améliorations dans les domaines de la gouvernance et de l'intégration des instruments de programmation.

Les réflexions préliminaires sur l'évolution des politiques structurelles de l'Union paraissent apporter un intérêt renouvelé à des modes de gouvernance et de programmation dont les Districts ruraux constituent des expérimentations

intéressantes à bien des égards. Une réflexion approfondie sur la mise en cohérence avec les Programmes de développement rural soutenus par le Feader constitue certainement une piste à exploiter pour une efficacité renforcée de l'approche par district rural.

### **Développement des territoires ruraux et cohésion territoriale**

Les trois exemples présentés illustrent à leur façon la diversité rurale en Europe, mais, bien que relevant d'échelles territoriales différentes, ils présentent de nombreux éléments communs. La notion de projet global, les démarches participatives, la poursuite d'une reconnaissance basée sur les qualités locales, l'ouverture sur les territoires proches ou d'ambitions partagées... traversent ces trois expériences à dominante rurale. Elles contribuent aussi à montrer que les territoires ruraux ont un potentiel de développement qui leur confère une place indéniable dans la cohésion spatiale du continent européen.

Cet objectif de cohésion territoriale doit viser à garantir le développement équilibré de tous les territoires, dans un processus intégratif, durable et endogène, qui permette à ses habitants de valoriser les caractéristiques locales et leur garantisse des conditions de vie équitables. D'un point de vue de gestion des territoires, elle préconise la recherche d'un équilibre entre le développement

urbain et rural, tout en préservant les activités agricoles et forestières ainsi que les paysages.

La cohésion territoriale ne doit pas seulement s'exprimer entre les régions, mais elle doit aussi se traduire par des pratiques, au sein même de chaque région, qui permettent à ses composantes territoriales, urbaines comme rurales, de définir et de poursuivre leurs objectifs de développement. Au nom de la cohésion territoriale, les espaces ruraux européens doivent être associés, sur un pied d'égalité avec les pôles urbains, à la construction et à la conduite des stratégies de développement des régions et des Etats. La reconnaissance des territoires ruraux en pôles de développement, et non plus uniquement comme espaces naturels et agricoles, est un préalable pour réussir l'objectif de cohésion territoriale. L'équilibre poursuivi passe notamment par la structuration du territoire autour de pôles urbains et ruraux complémentaires.

### **La coordination et la cohérence des politiques, garante de leur efficacité et d'une meilleure cohésion, relèvent de l'adéquation conjointe du territoire, du projet et de la gouvernance**

#### *En matière de territoire*

Comme développé ci-dessus, l'Association internationale « Ruralité-Environnement-Développement » (RED) défend une vision multipolaire de l'espace européen, articulée sur des pôles ruraux et des pôles urbains en interrelation positive. Pour rappel, la notion de pôle rural figurant, à l'initiative de RED, dans le *Glossaire du développement territorial de la Conférence du Conseil de l'Europe des Ministres de l'aménagement du territoire (CEMAT)*<sup>4</sup>, est la suivante :

Le pôle de développement rural est un espace territorial habité où les évolutions sociales, économiques et résidentielles sont conduites dans le cadre d'un projet intégré et prospectif de développement. Le pôle rural n'est pas une entité, une agglomération (bourg structurant, petite ville) mais le territoire rural dans son ensemble mû par un projet intégré de territoire.

S'il est difficile d'apporter une réponse quantitative précise à la question de l'échelle territoriale de l'intervention publique, il faut considérer qu'à chaque

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4. Editions du Conseil de l'Europe, Glossaire du développement territorial/Spatial development glossary, Série Territoire et paysage n° 2, 2007, ISBN 978-92-871-6286-1



problème correspond un double effet de seuil d'efficacité : tant un seuil minimal qu'un seuil maximal :

- de nombreux projets s'inscrivent par leur nature dans des stratégies sous-régionales qui ont d'autant plus d'efficacité qu'elles sont réfléchies, conduites et menées à cette échelle. Elles perdraient une part de leur dynamique à être fondues dans une échelle territoriale trop grande. Mais, dans la mesure où ces stratégies intègrent des objectifs de développement interne et de positionnement externe, la coopération transnationale et interterritoriale doit faire partie du cadre ordinaire de réflexion ;
- d'autres projets, notamment d'infrastructures, trouvent leur cohérence à une échelle plus vaste et appellent une vision nationale ou supra-régionale.

#### *En matière d'élaboration du projet*

Le croisement entre cette approche multipolaire et le principe de subsidiarité trouve sa concrétisation par la réalisation de programmes stratégiques territoriaux issus de processus de gouvernance davantage collaboratifs associant des acteurs du « *bottom* » et de l'« *up* », y inclus les orientations nationales et européennes. Le programme stratégique territorial, accompagné d'une gouvernance qui peut s'inspirer de l'approche Leader de l'Union Européenne doit devenir la base et la référence de toutes les aides publiques apportées sur un territoire donné.

Le projet territorial de développement peut être appréhendé comme un projet d'entreprise du territoire concerné. Il détermine les objectifs de résultat à court, moyen et long terme et il précise les orientations de développement, les moyens humains et matériels pour atteindre les objectifs de résultat fixés.

#### *En matière de gouvernance*

L'élaboration et la conduite du projet de territoire doivent être participatifs. La société civile, acteurs publics et privés, doit en être le partenaire. Le développement local participatif en France et le programme Leader de l'Union Européenne comptent parmi les dispositifs qui en précisent l'approche, mais des démarches de même type existent dans d'autres Etats.

Pour faciliter la mise en œuvre de démarches territoriales dans une dynamique vraiment européenne, ce qui implique un cadre souple mais partagé, RED propose que soit créé à l'échelle européenne un nouvel instrument de cohésion territoriale, le Groupement européen de développement territorial (GEDT). Son caractère volontaire en ferait un instrument répondant notamment à la question

de la dimension territoriale du projet, pour lesquelles les limites administratives ne répondent pas toujours à une logique de bassin de vie ou d’emploi.

S’inspirant du concept de Groupement européen de coopération territoriale (GECT) que la Commission européenne a instauré pour faciliter les coopérations interrégionales (axe 3 de l’objectif du Fonds européen de développement régional), il permettrait, sur un territoire de projet donné, de faciliter et d’accompagner la réalisation des actions contribuant à renforcer la cohésion sociale, économique et territoriale. Transcendant les expériences et les procédures du GECT et des Groupes d’actions Leader, cet instrument facilitateur de la cohésion serait notamment habilité à mettre en œuvre les programmes ou projets territorialisés. Pour rappel, c’est l’initiative de l’Union de créer des Groupes d’action locale qui a véritablement permis le succès de la dynamique de type Leader. Le caractère européen du GEDT permettrait d’insuffler une dynamique plus aisément partagée dans les pratiques de développement territorial.

Pour élargir sa base partenariale, le Groupement européen de développement territorial (GEDT) serait accompagné dans sa tâche par un Conseil du GEDT. Ce Conseil serait constitué des partenaires institutionnels du GEDT et de partenaires socio-économiques et associatifs du territoire. Sa mission serait double : expertise et élaboration de la stratégie de pôle de développement d’une part, sélection et programmation des actions financées dans le cadre de la stratégie d’autre part. Ces processus de gouvernance participative devraient être renforcés par des soutiens à l’ingénierie, à l’animation des territoires et aux actions d’accompagnement par la formation.

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## **Norwegian example of integration of the landscape dimension into comprehensive territorial development strategies**

Audun MOFLAG

*Representative of Norway to the Committee of Senior Officials of the CEMAT*

Dear Mr Chairman,  
Ladies and Gentlemen,

Thank you so much for the opportunity to speak at this important event.

By this brief example, I will try to explain how we see the implementation of the European Landscape Convention as a strategy in local community planning and development in Norway.

### **First some general facts and figures about the country**

The land area of Norway (except Svalbard) is 324,000 km<sup>2</sup>, the population 4,800,000 (2009).

Towards the sea we are facing the Skagerrak, the North Sea, the Norwegian Sea and the Barents Sea. The overall coastline (base line without fjords, inlets and islands) is 2,532 km. Including all fjords, inlets and islands it amounts to 80,000 km. Over land we have borders with Sweden, Finland and Russia, 2 562 km in all.

In a European context, we have a big territory with a small population. Apparently, this gives us plenty of room with only 15 persons per km<sup>2</sup>. However, the larger part of the country is not really suited for human settlement. Of the total territory, forests make up 20 %, mountains, bogs and lakes 75 %, arable land 3 % and build up areas the remaining 2 %. Here, with a few exceptions, people live on narrow strips of land along the coast and fjords and in the valley bottoms.

We have a lot of magnificent nature and beautiful landscapes. People from all over the world come to experience our nature, peace and tranquillity.

Unfortunately, that is not often the case with the environment we have created ourselves in our local communities.

### **The European Landscape Convention is an eye opener**

It tells us what landscapes are – and what they really mean to us as human beings.

#### **Firstly, the Convention defines the entire national territory as landscapes**

All places are landscapes, whether 100 % manmade or (almost) 100 % natural. Along this scale, only the extent of human interaction varies.

Then, the notion of “landscapes” is not any longer limited to outstanding scenery and beautiful countryside outside our towns and cities. They also include the everyday or even degraded landscapes, in which most people live and work.

#### **Secondly, the Convention emphasises the landscape as living environment for people**

Landscape is defined as an area, as we *perceive* it on the basis of our experiences and knowledge.

Our perception goes far beyond visual aesthetics – ugly or beautiful. We perceive the landscape by all our senses – eyesight, hearing, smell, taste and touch. This is in turn giving rise to emotional associations and personal identity : like sense of belonging, pride, self-confidence, security, recreation and coping with stress.

Not only does the landscape stimulate our senses. In any given situation, our environment is also presenting physical opportunities and obstacles, influencing where and how we choose to go, and what we will happen to experience (or not).

Therefore, to us the convention is not so much about preserving nature and landscapes of outstanding beauty. We choose to turn our main focus to the everyday landscapes – the strips of land where people actually live and work.

#### **Thirdly, the Convention accommodates the fact that the landscape is always changing**

The changes may be due to nature’s own processes – such as wind, rain and snow, flooding, landslides and fires – or impacts by man.

By far, most changes are caused by human activities. The driving forces may be forestry and agriculture, urban development, industry, energy production, transport infrastructure and so forth.

The Convention does not aim at preventing such changes or freezing any particular landscape. On the contrary – the Convention can help us turning the changes that are bound to occur, into a direction that we positively want.

### **Local and regional authorities are the main players**

In Norway, 14 % of the national territory is assigned as national parks and other protected areas. These areas are under the management of central government. The remaining 86 %, the municipalities control through the Planning and Building Act.

At present we have 430 municipalities, ranging from 200 to 575 000 inhabitants. The municipalities are divided by territory only, comprising both urban and rural areas within their boundaries. They are all, regardless of size, equally responsible for local planning and development issues, primary services, land use decisions, municipal engineering and building permits.

We have 19 county councils (including the City of Oslo, which is also a municipality). The county councils are responsible for regional planning and development issues, secondary education and public transport within the county. At national level there is no comprehensive spatial planning.

This implies that local and regional authorities carry the main responsibility for managing land use and landscape on behalf of the nation. It also implies that central government authorities must achieve the national goals by means of local and regional planning, besides specific instruments they may have within their own sectors.

How do we qualify 430 municipalities, of very different size and capacity, in dealing with landscape issues according to the European Landscape Convention ?

How do we integrate landscape policies in comprehensive regional and municipal plans and land use decisions ?

### ***We are applying the specific measures of Article 6 at municipal level***

However, we do not yet have the appropriate methodology.

The Ministry of the Environment is supporting pilot studies in two counties.

- Hordaland : Landscape in municipal planning, guided by landscape experts at regional level,
- Telemark : Landscape as development strategy for settlement and business in the hinterland of the Telemark Canal (regional park).

Furthermore, the ministry is working on guidelines for how impacts on landscape should be assessed in the mandatory environmental impact assessments of plans and enterprises.

In our opinion, awareness raising and better knowledge are the keys to the implementation of the European Landscape Convention.

#### **A. Awareness raising**

Everyone in a planning or decision making position must recognise :

- that all places are *landscapes* – whether unspoiled nature, countryside, villages or cities,
- that the quality of the landscape has great impact on our quality of life and health,
- that these landscapes are ever changing – the reasons why, and how.

#### **B. Training and education**

The municipalities should consider how to :

- involve experts in their landscape analysis and visualising techniques. Such skills are required to assist decision-makers in understanding and considering the qualities of the landscape,
- organise cross sector training for planners and decision-makers within the community,
- provide adequate lessons at the local primary and secondary schools. Young people should get familiar with the qualities and potentials of their own living environment.

The following measures C, D and E should be carried out with active participation by the citizens and other parties concerned.

### **C. Identification and assessment**

The landscape analysis must reveal the qualities of the municipal territory and the value attached to them by the citizens. On this basis, planners and decision makers should :

- realise what kind of municipal decisions and actions that are changing the present situation,
- understand which ones that are promoting the qualities we appreciate, and which ones that are detrimental.

Many decisions and actions may in themselves seem small and insignificant. However, the added impact of many small actions may cause changes that *nobody* really wants. Therefore, municipalities should look ahead and make scenarios on where today's trends are going to bring us – to where we would like to go, or to where we do *not* want to end up.

### **D. Landscape quality objectives**

Planners and decision-makers should aim to reinforce the positive trends and reduce or eliminate the negative ones :

- set clear and unambiguous goals for the development ahead,
- concretise what actions to take in order to get where we want, avoiding ending up where we do not want,
- identify the resources required – money, human capacity, skills and others.

### **E. Implementation**

Local and regional planning according to the Planning and Building Act widen the scope for active participation and political innovation. The planning provides :

- a common meeting ground in which the authorities and other stakeholders can reach mutual understanding of today's situation and the objectives ahead,
- an efficient tool for joint implementation, in which all players commit themselves within their particular field of responsibility.

### **The project in Hordaland will be completed this year**

Four municipalities (Granvin, Lindås, Samnanger and Sund) are taking part. The main focus is landscape analysis, participation and planning process.

The municipalities attempt to integrate the landscape qualities in a variety of concrete planning areas : a comprehensive municipal plan, a detail plan for a housing area and a local community development scheme.

The project is already showing some remarkable results :

- the analysis prove to be of great significance for improving the knowledge within the municipalities – among the politicians and staff as well as the citizens ;
- there is now greater awareness of the qualities in landscape and natural and cultural heritage, both within the specific planning areas and the municipalities in general ;
- there is political support for applying firm guidelines on development projects to come ;
- the project has paved the way for a predictable decision making process and provides a good framework for the land use planning.

## **Conclusion**

Despite these encouraging results, the project reveals great need for concrete advice and guidance. Landscape is a theme easy to catch, but very wide and hard to concretise. Today, our knowledge and skills are still quite insufficient.

There will be a national conference on the European Landscape Convention in Bergen (Norway) 24-25 November 2009, bringing together politicians and practitioners at municipal and regional level, central government agencies and research institutions. Hopefully, this event is going to encourage mutual learning across the different levels of government, relevant sectors and the academic world in Norway.

The County of Hordaland is going to present their project at the 8th meeting of the Council of Europe Workshops for the implementation of the European Landscape Convention, in Malmö (Sweden) 8-9 October 2009. By this, the county may get in touch with municipalities and regions in other European countries, who may be interested in sharing knowledge and experiences in this challenging field.

As you can understand, we would like to see more people to people co-operation on how the Landscape Convention may be implemented – particularly by comprehensive regional and local policies and planning.



More information on the Hordaland project is available on the project web site : [www.landskapiplan.no](http://www.landskapiplan.no) (in Norwegian only) or by getting in touch with one of the project co-ordinators :

- Ms Marit Rødseth, the County Council, e-mail : [marit.rodseth@post.hfk.no](mailto:marit.rodseth@post.hfk.no)
- Ms Kari Olrich Sørebo, the County Council, e-mail : [kari.sorebo@post.hfk.no](mailto:kari.sorebo@post.hfk.no)
- Ms Eva Katrine Taule, the County Governor, e-mail : [ekt@fmho.no](mailto:ekt@fmho.no)

Then, I thank you all for your kind attention !



## Landscape management as a process<sup>5</sup>

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and

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### I. The concept of landscape management

#### 1. Definition and characteristics of landscape management

Landscape management is a recent concept, one which emerged much later than others used in the same field, with which it is sometimes confused. The present paper uses the definition of the concept provided in Article 1 of Chapter 1 of the Council of Europe European Landscape Convention (hereafter ELC) :

“Landscape management” means action, from a perspective of sustainable development, to ensure the regular upkeep of a landscape, so as to guide and harmonise changes which are brought about by social, economic and environmental processes.

The same article sets out the definitions making up the basic conceptual framework of the ELC :

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

“Landscape policy” means an expression by the competent public authorities of general principles, strategies and guidelines that permit the taking of specific measures aimed at the protection, management and planning of landscapes ;

“Landscape quality objective” means, for a specific landscape, the formulation by the competent public authorities of the aspirations of the public with regard to the landscape features of their surroundings ;

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5. Additional contribution to the Symposium : See also *Gestión del paisaje. Manuel de protección, gestión y ordenación del paisaje*, Ariel publ., Barcelona, 2009.

“Landscape protection” means actions to conserve and maintain the significant or characteristic features of a landscape, justified by its heritage value derived from its natural configuration and/or from human activity ;

“Landscape planning” means strong forward-looking action to enhance, restore or create landscapes.

So we shall be adopting a concept which is defined in the framework of an international treaty, consistently with other parallel concepts closely bound up with the fundamental objectives of the ELC, namely “*to promote landscape protection, management and planning, and to organise European co-operation on landscape issues*”.

Drawing on these definitions as set out in the European Landscape Convention, this Handbook will develop the *landscape management* concept as :

the process of formulating, articulating and developing a set of strategies geared to enhancing a specific landscape and improving the quality of human life, as part of a sustainable development approach using the appropriate instruments and implementing the programmes and actions set out in a landscape management project.

This definition highlights the four main features of landscape management as one of the objectives pursued by the ELC :

1. The *social dimension* : given that landscape is a social product resulting from interaction between nature and society, its management must incorporate the social dimension, with both its aspects of being an object of study and a subject of management. This requirement involves *participation by the social partners* in the various phases of the management process and consideration of their perceptions of and ambitions concerning the landscape.
2. The *sustainable perspective* : given that the ELC’s objectives include protecting landscape features and values, landscape management must be based on the principles of sustainable development and foster the establishment of harmonious relations between human activities and their environment.
3. The *operational approach* : all the concepts defined in the ELC are based on the action principle, which means that landscape management is intended to be operational and influential, ie it must be geared to

action and have an impact on the landscape and the social, economic and institutional players, drawing on the initial objectives and formulations of the management project instigators.

4. The time dimension : landscape is changeable in nature, and so its management must be conceived as a *process* providing for *programming* actions over time, in accordance with a number of local strategies and sequences.

## 2. Landscape management aims

The management concept was long secondary to other concepts relating to the landscape (analysis, design, protection, planning, programming, etc), which took pride of place in the research field and in professional practice. So what has been the reason for the increased role taken on by landscape management over the last few years ? In my view, there have been a number of factors in this change of direction :

- a) The increasing pace of landscape change, which has been happening with unprecedented intensity over the last fifty years, and the general spread of landscape transformation processes to every larger areas, now covering virtually all regions and geographical environments.
- b) The lack of appropriate strategies and methodologies to cope with the changes affecting landscapes with no special protection status (ordinary landscapes), which constitute the majority of landscapes as perceived by individuals.
- c) The social concern at landscape changes and the concern to retain democratic control over these changes, which are continuing at a vertiginous rate, as if unavoidably linked to economic growth.
- d) Consideration of landscape as a useful variable in contemporary urban and spatial planning, similar to other variables traditionally used in these areas.
- e) In contemporary societies, the demand for greater well-being, which includes the individual and collective right to a quality environment and a non-depersonalised landscape which embraces significant values that help improve the quality of human life.

- f) The status of cultural and natural heritage attributed by society to the landscape, given that an increasing number of landscapes have become a rare, threatened asset which must be cherished and protected.

All these factors point to the fact that landscape management can be a mode of dealing with the landscape and a professional technique which – taking account of the aspirations of the public and the input from the various sectors involved – provides society with a working method for promoting the landscape, sustainable development and quality of human life. The main aims of landscape management are to :

- promote the harmonious preservation of landscapes and creation of new quality landscapes ;
- foster local development on the basis of the values and opportunities provided by landscapes ;
- improve the quality of life of individuals by rationalising a mode of socio-economic development respecting the landscape ;
- improve the efficiency of spatial organisation of local activities ;
- help determine landscaping guidelines for subsequent implementation in spatial and urban planning and sectoral policies ;
- provide criteria, methods and instruments in pursuit of landscape quality objectives ;
- increase the landscape capital of a specific area, landscape being understood as a forefront economic and (natural and cultural) heritage resource ;
- trigger social debate on the environment and landscape and help establish consensus by involving the social partners ;
- facilitate decision-making and development of joint strategies by social and institutional actors in the area, by means of landscape consultation and mediation processes.

## **II. Developing a landscape management project**

### **1. Definition of a landscape management project**

A landscape management project is an instrument that systematically implements all the stages in a landscape management process (territorial

vision, diagnosis, formulation, implementation, dissemination and follow-up to proposals and actions), geared to enhancing a specific landscape and improving human quality of life in line with the landscape quality objectives established.

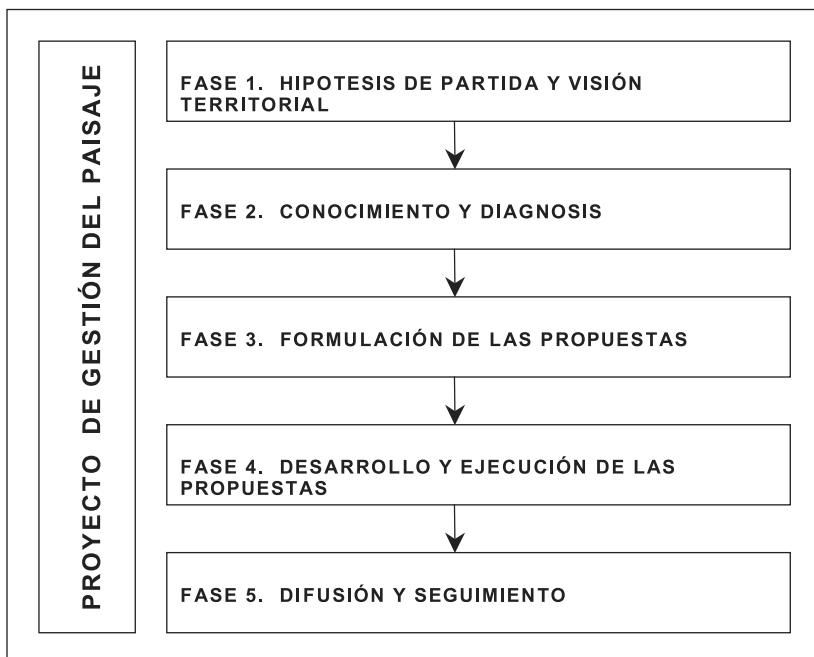
The operators and actors in any landscape management project are the promoter, the landscape manager, the landscape management team and the landscape partners.

- The *landscape management promoter* may be a social, economic, institutional or professional operator implementing or instigating landscape management processes and projects and taking the requisite action for their success, by providing the manager or management team with the necessary resources for developing the project.
- The *landscape manager* is the professional directing or actively participating in the teams working on landscape management processes or projects.
- The *landscape management team* is interdisciplinary, comprising professionals and experts who play an active part in developing the project, co-ordinated by a landscape manager.
- The *landscape partners* are a group of social, economic and institutional operators working in a given area who participate throughout the management process, interacting with the manager or management team.

## **2. Phases in the landscape management project**

### ***Introduction***

Landscape management is a dynamic process which embraces the formulation, articulation and development of a set of strategies, geared to enhancing a specific landscape and improving human quality of life by using the appropriate instruments and developing programmes and activities set out in a landscape management project. Under this process, all landscape management projects break down into five main phases, which run seamlessly into each other :



The first phase, *initial hypothesis and territorial vision*, involves entering into contact with the local area and the landscape which is to be covered by the project. Drawing on a number of initial hypotheses put forward by the project promoter, the landscape manager or management team uses his/her/its professional experience and interdisciplinary knowledge to conduct a preliminary analysis of the territory and provisionally delimit the area to be covered by the management project, put forward a number of key ideas and present an outline description of the themes to be developed on the ground. We refer to this professional activity as producing a *territorial vision*.

The second phase, consisting of *reconnaissance and diagnosis*, is geared to guaranteeing that the project is based on a thorough and systematic analysis of the landscape. This phase involves finalising the delimitation of the chosen area and working at the territorial level most suited to the management project in question. The territorial analysis, the diagnosis of the current and prospective future state of the landscape, its tendencies and dynamics, knowledge of existing studies and documentation, the relevant prescriptive



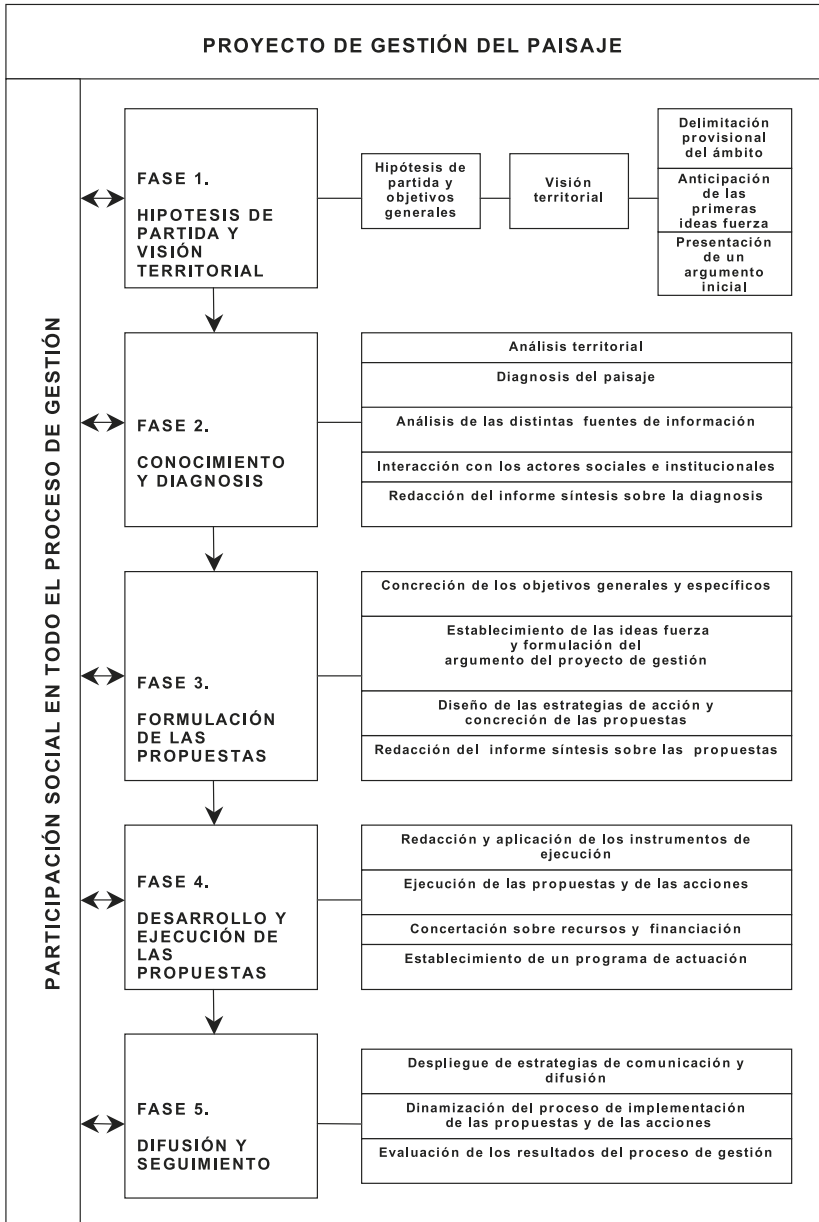
and planning framework, the interaction with the landscape partners by means of interviews with the major social, economic and institutional operators and identification of their social networks : all these factors help the landscape manager or management team to present a diagnosis that will enable them to instigate the subsequent management phase.

After this prior reconnaissance and a diagnosis which is rigorous but also both single-minded and focused on confirming the initial hypotheses and the territorial vision, we come to the *proposal formulation* phase. Here, via an apposite process of social participation, the objectives of the management project are finalised and its key ideas and the basic project description defined. During this phase, which has both methodological and creative dimensions, the manager or management team confirms or corrects the initial hypotheses and territorial vision with an eye to articulating the objectives and key ideas by means of a main thread or argument providing for a consistent interpretation of the various themes and actions to be proposed for the specific landscape.

Up to now this has been a non-linear, interactive, two-way exercise facilitating progress through the successive stages of defining the strategies for establishing the key ideas and the criteria for achieving the objectives, and for formulating the proposals and definitive actions in the landscape management project. The whole process is organised, as we mentioned above, around social participation.

In the fourth phase, *development and implementation*, the management team expands on the proposals and actions for the project, seeking co-operation and consensus among the various landscape operators. By preparing and implementing the various executive instruments (plans, projects, agreements, consortia, etc), the proposals and actions are implemented in accordance with a management programme identifying the operators involved, the economic resources required and the schedule for execution. This phase usually comprises mediation and consultation procedures which serve to frame the commitments and obligations adopted by the landscape partners, particularly those relating to funding of activities and the implementation schedule.

Lastly, the *dissemination and follow-up* phase comprises a set of communication and dissemination strategies geared to fostering public understanding of the proposals and actions set out in the project. The management project promoter sets up a *landscape council* in order to ensure the involvement of the social, economic and institutional partners in the follow-up stage of the



process, promoting awareness-raising activities and measures to enhance the landscape capital, thus creating a genuine “landscape quality culture”.

A *technical landscape office* can also be set up to support this participatory body, helping implement the practical proposals and activities set out in the management project. The technical office comprises landscape managers and other professionals specialising in landscape planning, protection and management, and is responsible for disseminating and promoting the proposals contained in the management project among the social, economic and institutional partners and among the general public. A landscape management liaison officer might be specially recruited for this purpose.

During this follow-up phase it is important to conduct a regular assessment of the result of the management process, drawing on various landscape indicators.

We shall now go on to describe the objectives and content of each phase in the landscape management project.

## **Phase 1. Initial hypotheses and territorial vision**

### ***A. Initial hypotheses and general aims***

The landscape management project usually starts off with a number of *initial hypotheses and general aims*, which the promoter proposes to the landscape manager or management team.

The landscape management promoter should discharge his/her leadership and instigative duties in a participatory manner, involving the other social, economic and institutional partners. In this way, the initial hypotheses and the general aims will be the outcome of a process of prior social participation which will intensify and expand throughout the management process.

Transposing these general objectives into a number of basic starting points for the requisite work or framing them as administrative documents, in the case of public contracting, enables the landscape manager to set up an interdisciplinary team to deal with the main features of the process in question, the type of landscape to be managed and the objectives pursued.

The landscape management project promoter is responsible for taking the requisite action for the success of the general objectives, providing the manager or management team with the requisite resources for implementing the project.

## ***B. Territorial vision***

Drawing on the initial hypotheses and the general objectives proposed by the process promoter, the landscape manager or management team, drawing on his/her/its specialist knowledge and experience, has recourse to a professional capacity which we call a *territorial vision*. Thanks to this vision, once the initial analysis of the territory has been completed, the scope of the management project is provisionally delimited, a number of initial key ideas are noted and a preliminary outline description is presented, articulating the said ideas in the form of a summary of the various themes and actions to be developed in the specific landscape.

### *a) Provisional delimitation of project scope*

The scope of the landscape management project coincides with the physical boundaries of the territory established by the promoter, the manager and the team having formulated the project, in accordance with the geographical scale of intervention.

At this stage, however, the project scope is only provisionally defined, given that as the project develops the scope may change and clarify, with the results of the diagnosis and the practical pursuit of the specific objectives.

This phase should also comprise a decision on the scale of the work, bearing in mind that this decision will influence the analysis of the landscape components and the subsequent development of the management instruments (planning, programming, etc). An intermediate scale, eg 1 :25.000, might be appropriate for analysing homogeneous landscape areas, while analysis of eco-geographical structures might require a scale of 1 :10.000.

### *b) Setting out the initial key ideas*

Once the preliminary landscape analysis has been completed, the initial key ideas can be advanced on the basis of the manager’s or management team’s territorial vision.

By “key idea” we mean a particularly striking tangible or intangible element of a given landscape which has a strategic potential, alongside other key ideas, which can combine to form the main outline description for a landscape management project.

A key idea is no mere description of tangible themes or resources (the territory, the physical components of a given landscape, etc) or of intangible

resources (social, cultural, historical, touristic, aesthetic and other elements) : it actually links up the most important themes, values and resources making up the landscape capital of a specific territory, emphasising its energy and strategic potential.

The territorial vision brings out the key idea(s) capable of providing the hub of one or more theme(s) enhancing and energising the landscape to be managed.

*c) Presentation of an initial outline description*

Lastly, the manager or management team pursuing the general objectives laid down by the process promoter prepares and presents a preliminary version of the description of the management project.

The description is a basic summary which, in conjunction with the key ideas, forms the main thread coherently linking up the various themes, objectives, strategies, proposals and concrete activities for the management project.

The outline description for a management project should ultimately lead to enhancing the specific landscape and providing fresh dynamism thanks to synergised resources and a new consensus among all the operators in the territory in question.

## **Phase 2 : Reconnaissance and diagnosis**

### ***A. Territorial analysis***

Since a landscape is the specific physiognomy of a given territory as perceived by the human eye, the two concepts of territory and landscape, operate in dialectical tandem. On the other hand, the territory is not just a space in the strict Euclidian meaning of the term, but a unique configuration of its component parts.

These two premises presuppose that any landscape management project must include rigorous *reconnaissance* of the territory, as regards both its static and its dynamic elements, either by conducting new fieldwork or referring to existing work or, as usually happens, by combining both these approaches. Furthermore, this analysis must be based on the essential fact that every territory is unique, just as every landscape is unique, since bio-geographical conditions are never identical (for the simple reason, *inter alia*, that each specific location excludes all other specific locations).

Territorial analysis under the landscape management project must be based on a study of the area within the meaning ascribed to this concept in the French- or English-speaking world : the area of location of a specific project and its area of influence from the functional and perceptual angles. It must embrace identification (*reconnaissance*) and characterisation (description) of the *essential* components of the territory of the landscape being studied :

- *location components* : siting, accessibility, geographical context ;
- *geomorphological components* : relief structure, hydrological system, topography ;
- *biophysical components* : soil, climate, vegetation, ecosystems ;
- *socio-economic components* : settlements, infrastructural networks, land use, economic activities and flows (economy, energy, goods and supplies, etc).

However, this process would be incomplete without an overall interpretation of the territory, forging the basic links between the various parameters and defining the existing hierarchy, namely the *territorial summary*, which highlights the territorial configuration and evidences the underlying structure of the landscape to be managed.

In conclusion, territorial analysis in the landscape management context must be highly *selective* and *succinct* in nature, geared to pinpointing the territorial configuration and providing the essential parameters to provide the basis for the landscape diagnosis and, ultimately, for the whole landscape management project.

### ***B. Landscape diagnosis***

The data deriving from the territorial analysis are a necessary but not a sufficient condition for the development of a landscape management project. A landscape diagnosis is also needed, geared to highlighting the *components, values* and *trends* of the landscape. If the objective in the territorial analysis phase was to understand the territorial configuration and the specificity of the location, here it is a case of revealing the *state of the landscape, its evolutive tendencies* and its future *opportunities*. All management projects correspond to a number of objectives in the social interest relating to the landscape as a generator of common projects borne by their promoters, and the said objectives must be constantly referred to throughout the process.

A variety of methods of landscape analysis and diagnosis have been developed by the different scientific disciplines and professions, such as geography, history, ecology, landscape gardening, spatial and urban planning, etc. They are all applicable to the different dimensions and components of landscapes. In implementing landscape management projects, contributions from different specialists can vary according to the features of the individual territory and landscape, and various methods can therefore be used simultaneously under the supervision of the management team co-ordinator, provided that the same objectives are pursued and a standard diagnosis of the landscape is established.

Under the landscape diagnosis, the data supplied during the territorial analysis phase are complemented with an analysis of other variables required for understanding a concept, namely the landscape, which has multiple meanings and facets. The components are not always easy to objectify, but they are necessary to achieve a comprehensive understanding of the landscape and to link up the population with the latter's future. These components include tangible and intangible components such as visual, perceptual, culture and eco-geographical elements :

- *visual components* : (lines, points, areas, volumes, etc), organisation (formal lines, visual structures, spatial order, etc), variables (dominance, diversity, position, orientation, colouring, lighting, etc) ;
- *perceptual components* : scales of perception, observation points and visual references, viewsheds and other sensory components ;
- *cultural components* : cultural representations (traditions, illustrations, literature, etc), heritage elements (social, natural, aesthetic, etc) and symbolic elements ;
- *eco-geographical components* : patchwork landscapes, (geo-ecological and socio-economic) landscape structures, landscape units, habitat types, plots of land, etc ;
- *present and future trends* landscape values, evolutive dynamics, impacts, challenges, opportunities.

If landscape diagnosis is to be genuinely useful in the landscape management project, it must also be *selective and succinct*. Avoiding exhaustive inventories and local monographs, the manager or management team must pinpoint the most significant of the components identified, list them in order of importance and highlight the internal organisation of the landscape. The results of the

landscape diagnosis must clearly spotlight the landscape’s *values, trends* and *opportunities*, helping to formulate specific proposals for enhancing the landscape, shed light on the requisite types of implementing projects and, ultimately, facilitate decision-making and the formulation of strategies to be jointly implemented by all the landscape partners.

### **C. Information source analysis**

During the *reconnaissance* and diagnose phase it is vital for the management teams to guarantee that all available sources of information on the landscape covered by the project have been used. This is a question not just of scientific and technical rigour but also of professional efficiency and reliability. Care must be taken not to repeat tasks already performed by other specialists and professionals in the past. This will avoid wasted effort and improve the use of the time available and management team efficiency.

#### *a) Direct information sources*

The first source of direct information is the actual local area and fieldwork, ie studying the landscape *in situ*. Nothing can replace recourse to this primary information source, including scientific texts, illustrated documents and statistical databases. Nevertheless, it must also be realised that information-gathering is not the only task or purpose of fieldwork.

On-the-spot work enables *important data to be collected* on different variables by a variety of means (taking notes, photographs, maps, sketches, etc), but also facilitates *comparison of information* from other sources with direct observation, *confirming one’s own perception* with other points of view, and *making contact* and interacting with the social partners (interviews, surveys, debates, etc). Similarly, fieldwork not only provides answers but also *raises questions* and prompts new ideas and hypotheses.

If the fieldwork is to be effective, it must be prepared in advance, and participants must realise that regular visits will be required for the duration of the management project, geared to complementing and/or confirming new data. Depending on the scope of the study and the project aims, organising the fieldwork requires programming and co-ordination of varying complexity among the management team members. In all cases, the landscape managers must be familiar with the location, becoming acquainted with both the landscape, namely the territory, and the population, namely the persons inhabiting it.



b) *Indirect information sources*

Broadly speaking, information on the territory and access to it has greatly increased in parallel to social, political and economic progress in our countries. Moreover, the development of electronic networks has promoted public access to a huge volume of information of all kinds (including a wide range of geographical and landscape-related data), which would have seemed impossible only a few years ago. While this greatly facilitates access to documentary sources and helps the management teams compile the requisite documentation, it does not detract from the critical importance of this task, to which a great deal of time still has to be devoted.

There are six major types of indirect information sources, broken down by origin :

- *prescriptive* : regional urban and sectoral planning, and spatial, urban and sectoral legislation ;
- *scientific* : studies, catalogues, monographs, doctoral theses, etc ;
- *cartographical* : maps, aerial photographs, satellite pictures ;
- *statistical* : economic, demographic, social, etc ;
- (non-cartographical) *illustrations* : paintings, engravings, photographs, etc ;
- *cultural* : local monographs, literary works, press articles, etc.

While knowledge of the various documentary sources is indubitably important as a basis for proposed strands within the management project, it is actually *absolutely vital* to pinpoint the prescriptive sources, because these instruments establish the legal and planning framework (regulating such substantive aspects as urbanisation processes, land use regulations and territorial development of activities) for any type of landscape management project.

The great diversity and dispersal of documentary sources often causes difficulties with locating them, necessitating a systematic effort at detection. Although government departments are increasingly ready to provide citizens with access to documentation of public interest (planning documents, legislation, statistics, etc) and documents providing information or promoting participatory procedures, many papers have to be consulted directly, and they are not always properly catalogued or easy to locate.

However, while the dearth or dispersal of information hampers progress in landscape projects, excess or indiscriminate use of information can reduce the cost-effectiveness of the landscape manager’s or management team’s work. Accordingly, proper importance must be attached to information during this phase of the management process and a systematic method adopted. The search for and effective use of the information sources must therefore always begin after the general objectives of the project have been established, in accordance with the procedure set out below :

- compilation and interpretation of background data provided by the management project promoters ;
- adoption of the type of information required, depending on the management project objectives ;
- identification and pinpointing of information sources ;
- analysis and selection of relevant information ;
- information-processing.

The prevailing imbalance between specific information on the landscape and general information on the territory is being rectified in that the various levels of government (municipal, regional, national, etc) are incorporating landscape policies into their fields of action and promoting the formulation of such instruments as landscape atlases, landscape catalogues, landscape plans, landscape decrees, etc.

During the information-seeking process, care should be taken to consult experts and professionals having previously worked on similar projects and with social operators familiar with the territory. Finally, we would point out that the bibliography should fully list all sources consulted and that the acknowledgments section should include the names of all natural or legal persons having provided any kind of assistance or information.

#### ***D. Interaction with the social and institutional partners***

In the first part of this chapter we saw that our conception of landscape management regards the landscape as a *social product*. The type of relationship that grows up between society and the natural environment is the main shaping factor for our landscapes, whether as a result of the changes arising from the use of natural resources for human survival and other activities, or because of a deliberate attempt to create new landscapes. Furthermore, the landscape concept itself is a social construction (resulting from a specific social view of

and attitude towards the environment) and also a cultural postulate (which, as we know, has not always existed throughout history or in all societies).

We would emphasize the “social product” dimension of the landscape because at the current stage in the development of our societies, any process or action geared to protecting, managing or organising landscapes must grant a major role to the social operators, although this role is often disdained or minimised. Landscape management is inconceivable unless we also include society in our thinking. Society is not a passive subject vis-à-vis changing landscapes : it produces landscape, *it is landscape*, on the same footing as the other biotic or abiotic components of the landscape, although its role never ceases to expand because of its enormous environmental transformation potential.

Landscape management projects must be designed as *social processes* involving painstaking work to which the manager and the management teams must devote the necessary time and resources, comprising the following activities :

- *identifying the social partners* :
  - institutional partners (local, regional, autonomous community, state and international administrations),
  - economic partners (economic sectors, employers’ associations, chambers of commerce, trade unions, etc),
  - civic partners (non-governmental organisations, cultural bodies, professional associations, land protection agencies, etc) ;
- *identifying social networks* : objectives, links, contradictions, conflicts, etc ;
- *interaction with social partners* : consultation, mediation, negotiation, co-ordination.

Major benefits are to be derived from interacting with the social partners in landscape management processes : this provides a kind of information which is very difficult to obtain by other means, improves knowledge of landscape complexity (private and public interests, sectoral mindsets, social demands, etc), helps set up synergies and lays the foundations for *drawing up agreements* via landscape consultation and mediation.

#### ***E. Consolidated report on the diagnosis***

Since the management process is based on social participation and has an eminently operational purpose, it is useful to facilitate communication

between the partners by means of comprehensible information sources and succinct documents. During the reconnaissance and diagnosis phase, this requirement involves drawing up a *consolidated report on the diagnosis* which comprehensibly and concisely sets out the main *results and conclusions* reached. Although the structure and content of the report must be flexible enough to adapt to the aims of the management project, it must always include the information needed to respond to a number of very specific questions :

- *summary characterisation* of the landscape (why is the landscape covered by the project and what distinguishes it from the others ?) ;
- *dysfunctions* vis-à-vis the landscape (what are the outstanding problems and conflicts ?) ;
- the *landscape values* (what landscape and social resources are available ?) ;
- the *conclusions* (have the initial hypotheses and expectations targeted by the project promoter been fulfilled ? What opportunities were highlighted during the reconnaissance and diagnosis phase ?).

The Consolidated Report must be self-sufficient in the sense that it must be meaningful in isolation from the rest of the documentation. Drafting must begin on the text as soon as the various diagnostic stages have been completed and the results are confirmed through initial contact with the social partners. The consultations with and opinions expressed by the social partners do not exempt the professionals from taking any more appropriate decisions based on their capacities and their interpretation of the results of their analysis. Nevertheless, these consultations provide a guarantee that they have not overlooked any important social criteria.

### **Phase 3. Formulating proposals**

#### ***A. Finalising the general and specific objectives***

As we mentioned in the section on Phase 1, professionals who take charge of a landscape management project receive from the project promoter(s) information on the general objectives to be pursued and a number of initial hypotheses relating to the main thrust and content of the project. Sometimes this involves setting out an actual mandate which the promoter expects the manager or management team to use for articulating and developing the whole project, eg *imparting new impetus to the development of a specific river basin by enhancing the local industrial landscape heritage*. In other cases,

the promoter may transmit a more general objective, such as *organising and enhancing the landscape of a specific region*, instructing the management team to flesh out the mandate before beginning the project.

It is also important to secure a specific agreed definition of the management project's general objectives ; this is a prerequisite for ensuring that the project is properly launched. In most projects, as the work proceeds and the management team interacts with the social partners, the goals initially set by the promoter are adapted, developed or even reformulated. This is a normal process of maturation of the initial ideas, based on better acquaintance with the territory, the aspirations of the local population and the challenges and opportunities arising from the landscape.

In the proposal-formulating phase the landscape manager or management team pursues two aims : *finalising the general objectives and establishing the specific objectives*. As a general criterion, it is better to set a small number of general objectives, breaking them down into a reasonable number of specific goals. Excessive numbers of general and/or specific objectives usually weaken their impact and lessen the coherency of the whole project.

The *general objectives* must refer to general and/or transverse aspects of the landscape management project, while the *specific objectives* must refer to partial aspects deriving from the former. For instance, the general objective "Boosting local development of X river basin by enhancing the industrial landscape heritage" may give rise to the following specific objectives : "establishing ecological flow in X river", "restoring the most interesting components of the industrial architectural heritage" and "involving the tourism sector in creating high-quality tourist services and facilities".

Lastly, from the angle of communication, all the objectives must be defined *directly, succinctly and clearly*. They must be intelligible on a first reading and be free of ambiguity. These conditions facilitate communication among the landscape partners during the participatory phase and prevent repetitions, misunderstandings, false expectations and ultimate feelings of frustration.

### ***B. Establishing the key ideas and formulating the specifications for the landscape management project***

Once the objectives have been defined, we enter a working phase which must be both systematic and creative. This work consists in *selecting a number of key ideas and articulating them by inventing a description or*

main “thread” enabling the various themes, proposals and actions to be read in a coherent manner.

It is possible to *establish key ideas* by detecting socially important relationships between landscape *elements* and/or *themes*. The themes are material or non-material elements or groups of elements of the landscape which have a major presence, prominence and significance in the latter and are selected on the basis of their presence and importance in the landscape and their potential for eliciting interest.

*Inventing the description* is based on the capacity for linking up the key ideas in a meaningful and creative manner by means of a “narration” or outline facilitating the progress of the management project and the attainment of its objectives. The *description* must be easy to explain and understand. The landscape management project description must not be confused with the project *motto*, which is a summary expression of its content with a short, attractive wording.

Furthermore, as the definition of the key ideas proceeds and the project description takes shape, the initial hypotheses and territorial vision are confirmed, adapted or corrected and the scope of the management project is finalised. The whole process represents a non-linear, interactive, variable exercise in laying the foundations for implementing the proposals and designing action strategies, remaining within a cross-disciplinary framework with constant social participation.

### ***C. Designing action strategies and giving concrete expression to the proposals***

In order to achieve the management project goals, proper *strategies must be designed* and the *proposals concretised*, and this is the appropriate stage for so doing. The time devoted to both these tasks – which must be co-ordinated by the management team leader – will be offset in calculating the total time spent on the project, in order to avoid having to improvise because of faulty planning.

*The strategies* are systems for *co-ordinating actions and approaches to achieve carefully defined objectives*. Management strategies must establish the short-, medium- or long-term *tasks* to be carried out, the *order* in which they are to be carried out and the *professionals and actors* directly or indirectly involved in the scheduled tasks, as well as the content of the project proposals. They must

also provide for alternatives in order to secure a wide range of opportunities and mechanisms for negotiation and consultation. A number of effective strategies should be capable of anticipating on potential difficulties during the management process and ensuring the means of overcoming them.

The following are examples of the *challenges to be met* during the management processes by means of effective strategies :

- lack of *references* or of similar projects ;
- difficulties of *communication* with certain landscape partners ;
- the difficulty of gaining *access* to specific types of information ;
- restricted economic *resources* ;
- the difficulty of securing firm *commitments* from partners ;
- lack of *motivation* on the part of the social partners ;
- lack of a *model* for a specific territory or landscape.

Moreover, the *opportunities arising from the cross-disciplinary work* in designing proper strategies include :

- multiple *cognitive, relational and informative networks* linked to the various professionals ;
- a wide diversity of *multiple and complex visions* of the specific reality ;
- the various *professional competences* of the team members ;
- the different *technical skills* associated with the various disciplines ;
- the range of *expressive resources* and forms of communication.

The management team leader is responsible for co-ordinating strategy design and supervising the whole process. He must accordingly ensure follow-up and look after the following aspects : the project work schedule, timetabling the various tasks, co-ordinating the activities and joint work of the team members, supervising result quality, ensuring financial control, communicating with the management project promoter, keeping the most important project documents drawn up during the process, and finally, archiving the documentation.

The *proposals* are actions of any kind which the management project may embrace, ranging from selective activities or interventions (eg integration of specific installations into the landscape or rehabilitation of a particularly important landscape) to more complex operations (eg drafting or implementing planning instruments, setting up consortia, etc).

One very important aspect of the proposals is that they must be communicated to the social partners and the landscape operators. A good project which is badly formulated, with inappropriate information resources or ill-conceived communication strategies may be perceived in a negative manner. This is why close attention must be paid to the choice of the form and means of expressing the results. The manager or management team must realise that understanding the proposals is the first step towards ensuring their success. Current technologies (geographical information systems, design programmes, image processing, virtual representation systems, etc) together with traditional resources (freehand drawing, photography, sketches, models, etc) should be used in accordance with individual abilities and the features of the specific proposals. The resources must in all cases be used to promote the project and pursue its purposes and specific character.

#### ***D. Drafting the summary report on the proposals***

The management team leader should plan the development of the three aforementioned aspects (objectives, description and strategies) during the initial phases of the project. The results of such planning must be set out during this phase in a summary Report on the proposals, succinctly describing, in respect of each proposal :

- the general aims of the proposal ;
- the specific interest of the proposal vis-à-vis the project ;
- the ideas to which it relates ;
- how it fits in with the management project description ;
- the characteristics of the proposal ;
- the commitments taken on by the social, economic and institutional partners ;
- the human and technical resources involved ;
- the schedule for implementing the proposal ;
- budget and financing.

All the proposals may be represented in a summary diagram or plan to provide an overall idea of the project content. The report should not be too long, although it should provide a proper overview answering all the basic questions likely to occur to the landscape promoters and operators. As an instrument of communication which is to be widely read by the social



operators and is capable of facilitating the progress of the project during the proposal implementation phase, it merits all the requisite care and time.

#### **Phase 4. Development and implementation of proposals**

##### *A. Drafting and implementation of executive instruments*

The landscape management project is developed by means of a set of instruments facilitating the enforcement of the proposals and actions formulated during the previous phase. These instruments cover planning, project development, regulation, consultation and organisation.

###### *a) Planning instruments*

The proposals formulated under a landscape management project generally require organisation of the physical space by means of an *operational spatial or urban planning instrument*.

The type of instrument required for setting out the proposals depends on the scale of the work to be performed, in conjunction with the type of plan and initiative or the department formulating it.

The proposals set out in the landscape management project may, for instance, necessitate *amending the general municipal plan* or else drafting an *internal reform plan, an urban restoration plan* or a *special urban development plan*, which may be multi-function or exclusively landscape-oriented. All these binding provisions can lay down guidelines and provide for landscape interventions in the existing urban environment, new developments, areas of economic activity, the outskirts of cities, infrastructures and amenities, the countryside, protected areas and river systems.

At the territorial level, the proposals in the landscape management project may be gleaned from *regional plans, sectoral plans, master plans* or any other spatial planning instrument drawn up in the specific area of intervention.

###### *b) Project development instruments*

*Landscape architecture projects* are further instruments developing the proposals and actions set out in a landscape management project which is being implemented in the territory by means of reconstruction, restoration or creation of new landscapes.

Landscape architecture projects define physical transformations of the territory, setting out the key ideas and main description of the management project and improving existing landscapes by means of their subsequent implementation.

*c) Regulatory instruments*

One possible means of developing the proposals and actions set out in a landscape management project is to use the legal machinery provided by the legal system.

Landscape regulations constitute a standard-setting instrument laying down detailed provisions, for the local area, on various aspects affecting the landscape (eg buildings, installations, utilities, activities, advertising, landscape improvement campaigns, economic support and incentives, etc), with an eye to improving the quality of urban, rural or suburban landscapes.

Urban planning provisions in the planning instruments can also be used to incorporate some of the proposals more specifically related to buildings and regulations on their use and other activities.

*d) Landscape consultation and mediation instruments*

As we have seen throughout this section, the landscape management process involves social participation, striving to achieve territorial consensus on the landscape values and improving the quality of life for the local populations.

“Landscape consultation” can be defined as a mode of social participation which aims, via a process of negotiation between territorial operators and the relevant government departments, to secure a consensus on the territorial model and the requisite landscape policies, or an agreement on specific strategies, goals, instruments, actions or measures to be implemented in order to improve the protection, planning and management of the landscape.

On the other hand, we have defined landscape mediation as the process of preventing conflicts and reconciling interests as undertaken by a manager or management team under a specific landscape protection, planning or management policy. We also use this new term to refer to the mediation carried out by landscape managers or management teams among the various regional operators with a view to improving the quantity and quality of information received by the former, thus ensuring consensus on the identification, characterisation and qualification of the landscape and the definition of the landscape quality values and goals, as well as the determination of the

strategies, proposed interventions, projects and actions to be developed under a given landscape management process.

One of the most widely used landscape consultation instruments is the *landscape charter*, which is a voluntary operational instrument for participation, consultation and mediation among public and private operators in a given territory, geared to improving landscapes and the quality of human life by setting out landscape quality goals, concluding agreements on action strategies and securing undertakings to implement the actions set out in a specific management programme. This instrument is applicable at the supra-municipal level and may comprise one or more landscape management projects or else develop a specific management project for one well-defined area.

Another consultation and mediation instrument is the *landscape management covenant*. This agreement between public authorities and the operators involved in a management process sets out the commitments formulated under the project, with such aspects as the obligations and conditions for maintaining a given landscape, implementation of practical measures for incorporating the landscape into a specific project, formulae for access to certain types of aid or subsidies and territorial compensations for parties affected by a given landscape protection, planning or management measure.

One final useful instrument for landscape management is the land protection contract, which can cover all the written agreements involving the adoption of undertakings vis-à-vis the conservation and management of a specified plot of land binding on the landowner and a land protection agency. Such agreements can be concluded on the basis of negotiation and consultation as formalised in a contract detailing each legal option adopted (with or without transfer of ownership of the land). Such contracts can take the form of officially recorded instruments, entered in the Land Registry with a view to ensuring legal security and granting public access for third parties.

e) *Organisational instruments*

In order to carry out the activities scheduled and develop the description set out in the landscape management project, an *ad hoc* body may be set up in the form of an association, consortium or other administrative entity or agency as provided for in the applicable legislation, with due regard for landscape *jurisdiction*, which is apportioned among the various administrative levels, namely, the State, the Autonomous Communities, the regions, provinces, municipalities, etc.

The management project can also be developed by civil-law bodies (foundations, associations, land-owning agencies, etc) or commercial agencies (limited companies, private companies, etc), providing they are compatible with the individual country’s legal system.

### ***B. Implementing the proposals and activities***

A landscape management project is an operational instrument and must therefore be designed with a view to its implementation, ie it must not be a mere research project, academic exercise or strategic programme.

### ***C. Consultation on resources and funding***

The requisite resources for developing and implementing a landscape management project embrace both financial and human resources.

Specific resources can be included among the management project proposals to conduct activities by setting up *landscape funds* fuelled from public or private sources. The main facility is the *public fund for the conservation of the landscape*, which has been set up by a number of administrations in line with their specific landscape legislation. In some countries this fund is maintained by a minimum percentage of the budget for major works, infrastructures and public amenities, with a view to implementing proposals and activities linked to landscape policies.

On the other hand, the introduction of landscape aspects into sectoral policies (environment, tourism, agriculture, public works, culture, etc) is an indirect way of ensuring that the resources earmarked for these sectors can help implement the proposals and actions laid down in landscape management projects.

It is also possible to initiate consultation and negotiation processes with an eye to signing funding agreements with the private sector (foundations, banks, business associations, economic promotion consortia, patronage associations and individual sponsors), thus establishing *private funds* for implementing the proposals and actions in the management project.

Lastly, we might mention such other incentives as technical assistance for individuals or enterprises dealing with drafting and implementing the executive instruments (plans, landscape projects, etc) or enhancing landscapes by means of support for tourism policies, high-quality agricultural production and other indirect incentives.

The landscape manager must be kept informed, and inform the project promoter and the landscape operators, of the existence of the various sources of funding, incentives and economic resources, as well as possible tax deductions and subsidies for landscape policies and actions. He or she can even directly deal with applications for support or subsidies.

The landscape management agreements are the appropriate instruments for negotiating the funding and implementation of the commitments entered into by the social, economic and institutional partners.

#### ***D. Establishing an action programme***

All landscape management projects must include programming for the short-, medium- and long-term development of the specific proposals and activities to be implemented.

It is important to set realistic deadlines. The different landscape operators should be involved in the development and implementation of the activities in a logical chronological order in order to ensure the efficiency of the management process.

### **Phase 5. Dissemination and follow-up**

#### ***A. Developing communication and dissemination strategies***

“Communication” in the landscape management processes means transmitting and exchanging important information on the landscape by the various social, economic and institutional partners. In a broader sense, we might also define it as the transmission of knowledge or cultural signifiers relating to the landscape.

All landscape management projects must comprise a communication and dissemination programme geared to publicising the goals, key ideas, strategies, proposals and actions, the project description and the methods of ensuring its formalisation, materialisation or execution.

Alongside the traditional media (press, radio, television, etc), Internet sites have provided new tools for developing effective dissemination programmes. Throughout the project phases, all news items of any kind relating to the management project should be compiled in order to build up the documentation for the follow-up to the project.

A communication strategy must be devised to cater for the diversity of social sectors potentially interested and diversifying the information in accordance

with the main features and interests of each sector : the whole general public, civic entities, the school population, etc. The manager or management team should approach educational centres in order to inform teachers and pupils about the local management projects, so as to promote *landscape education*, ie transmitting information and fostering positive attitudes to the landscape and landscape values.

The ultimate goal of the communication and dissemination phase is to create a social climate conducive to the development of the landscape management projects, and also to create a genuine *landscape culture* boosting the appreciation of landscape values and improving personal and social attitudes to the landscape.

### ***B. Imparting impetus to the process of implementing the proposals and actions***

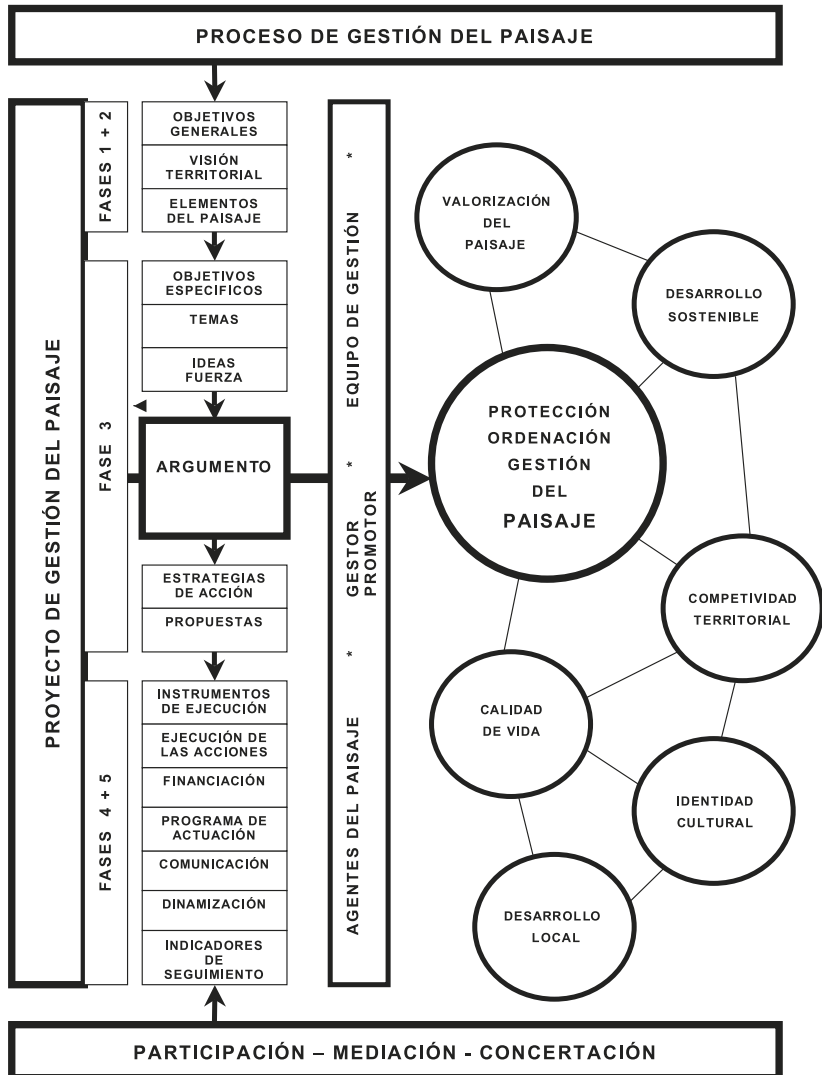
At this stage, the landscape management promoter who originally initiated the whole process, exercising leadership and funding project development, can propose setting up a *landscape council*, namely a body representing the local operators, the landscape managers involved during the management process and other professionals specialising in landscape planning, protection and management. This body is mandated to motivate these operators to take part in the communication, dissemination, impetus, follow-up and evaluation phases for the landscape management project.

Given that the landscape council is a representative body involving the landscape operators in monitoring the project, it should be backed by a *technical landscape office* made up of a technical team of landscape managers and other professionals specializing in landscape planning, protection and management. This office is geared to implementing, boosting and ensuring continuity in the execution of the management project.

A *landscape management liaison officer* might also be called in at this point, responsible for disseminating all the proposals emerging from the management process among the social, economic and institutional partners and also among the population in general. The liaison officer co-operates with the landscape manager, the management team, the landscape council and the technical office in promoting and implementing the landscape management project proposals and actions.

### ***C. Evaluation of the results of the management process***

All management processes require continuous evaluation of their results. Where landscape management is concerned, evaluation of the development and implementation of the project and achievement of the objectives also necessitates a number of appropriate methods and instruments.



To this end, the technical landscape office might design a set of *landscape indicators* using all the quantitative and qualitative factors conducive to securing information on and monitoring the development and progress of the landscape which is the subject of the management project, specifying the degree of public satisfaction with the outcome of the proposals and actions implemented or awaiting implementation and gauging the effectiveness of the public and private initiatives arising from the agreements reached under the various landscape consultation and mediation processes.

### **III. Landscape management professionals**

#### **1. Converging disciplines and professions**

The European Landscape Convention states the need for interdisciplinary and inter-professional work in protecting, managing and planning the landscape. With specific reference to management, however, this need is even greater, since the pursuit of the corresponding goals and results involve the ability to create synergies by means of interaction among all the operators involved in the landscape.

This is why the teams participating in landscape management project include specialists from a variety of disciplines and professions pursuing the same research and operational objective from different viewpoints and the different outlooks provided by their specific modes of training, some of them being largely epistemological (landscape planners, geographers, architects, environmental scientists, engineers, etc) and other being more recently involved in managing landscapes (sociologists, lawyers, economists, etc).

We shall be investigating, although not exhaustively, a list of the professionals directly involved in landscape management teams, whether throughout the process or at specific points therein, or else co-operating in specific types of projects depended on their specific features :

- *Landscape planners* : these specialists enjoy a long professional tradition and come from a variety of educational backgrounds. They work on designing, formalising, restoring and planning landscapes. Initially, therefore, work concentrate on urban gardens and parks, later expanding massively to all types of open and built-up areas.
- *Landscape architects* : like landscape planners, albeit with an architectural training, their participation in landscape management project is vital. The ability to formalise the projects or their development,



design, restoration, urban planning, etc, are professional skills of strategic importance for most landscape management projects.

- *Geographers* : the landscape is one of the founding themes of geography. Starting from regional, spatial and territorial analysis, geographers have broadened their scope to such aspects as analysing contemporary production of landscapes and regional planning and development. Their participation in the analysis and proposal phases provides strategic results for the design and definition of management projects.
- *Environmental scientists, ecologists and biologists* : landscape ecology has provided a major contribution to understanding the functioning of landscapes and their structures as systems. Training for such professionals qualifies them for analysing the socio-ecological aspects of the landscape and also for integrating environmental sustainability criteria into the projects.
- *Engineers* : these professionals can help establish criteria for facilitating the choice of locations, minimising landscape impacts and incorporating buildings and major infrastructures into the landscape. Drawing on their expert knowledge (of such important aspects as mobility and energy infrastructures, technical and environmental services, industrial installations, etc), their contribution to specific projects can be decisive.
- *Urban planners* : these professionals have various types of training behind them (architecture, engineering, law, environmental science, geography, economics, etc), and work in the field of urban planning and management in towns and cities. Urban planners provides landscape management processes with criteria for defining land use, the location of activities and buildings in a manner compatible with landscape values, the aims of improving the landscape and landscape planning guidelines. The urban planning angle can provide the landscape management team with an overview of the means of planning the various uses and activities in the urban and non-urban areas, as well as the regulations and parameters governing both urban and rural constructions.
- *Lawyers* : their in-depth knowledge of the applicable legislation and the by-laws deriving from the urban planning and sectoral instruments provides the management teams with essential facilities for developing their projects, viz the “*legal cartography of the territory*”. Furthermore, lawyers help design and formulate the goals and proposals for the

management projects and are empowered to conduct negotiation, social consultation and territorial mediation processes, and, within this conflict-preventing or -settling function, play this role alongside other landscape management mediation professionals.

- *Cultural heritage managers* : culture and cultural heritage have become an increasingly important variable in today’s knowledge-based society, based on its capacity not only for changing the lives of individuals but also for generating major economic activities around it relating to leisure, tourism, training, etc. The contributions of such professionals as historians, archaeologists, anthropologists, etc, is well-suited to the heritage and cultural dimension of the landscape.
- *Sociologists and political scientists* : the experience of these professionals in the fields of social and political sciences is particularly useful in the processes of identifying social partners, pinpointing the social networks which grow up in a specific area and ensuring interaction with the landscape operators by designing and implementing citizen participation procedures. These professionals also act as landscape management mediators and work alongside other professionals in concluding agreements via negotiation and social consultation.
- *Tourist managers* : tourism, particularly cultural tourism, regards landscape as a *leitmotiv* and a resource useful for the development of its economic activity. Tourist managers devote great attention to managing the natural and cultural heritage of specific areas. It is very important to involve these professionals in landscape management projects in order to generate or increase the landscape capital relating to leisure and tourist activities.
- *Agricultural and forestry engineers* : incorporating such professionals into the landscape management processes is useful with a view both to formulating realistic proposals and actions for the landscape management project and to subsequently drafting and implementing the various executive instruments (codes of good agricultural practices, technical forestry improvement plans, landscaping projects for parks and gardens, etc), taking account of the requirements and opportunities vis-à-vis agricultural, forestry and horticultural production.
- *Landscape educationalists* : the contribution of these professionals (teachers, educational scientists and other training specialists from the social science field) stems from their ability to implement criteria and

define strategies in the landscape management processes to promote social awareness of citizenship, landscape education and the creation of positive attitudes to the latter.

- *Communication experts* : the training and experience of these professionals can be useful during the phase involving the dissemination of objectives, the key ideas and proposals making up the main description of the landscape management project. They can also be called upon to contribute at various points in the social participation process which proceeds alongside the management process.
- *Economists* : experts in economics and business sciences can help define the strategies to ensure that the management projects are viable from the economic and financial angles. Involving company executives, managers and directors in promoting this type of project necessitates using business terminology and various techniques for economically enhancing the material and non-material assets of the landscape, to whose management these professionals must undoubtedly contribute.
- *Patronage and sponsorship experts* : some landscape management processes can benefit from bringing in such experts in obtaining private funds from individuals to companies via their social corporate responsibility programmes. This can help design a funding programme to facilitate the development and implementation of the proposals and actions for the landscape management project.
- *Psychologists* : most landscape management instruments and proposals comprise aspects linked to the perception of individuals and social groups vis-à-vis the landscape in which they live and conduct their day-to-day activities. This is why input from psychology and other medical sciences can help the landscape management team to use various techniques and procedures to assess the degree of physical or mental well-being which the proposals or activities to enhance and improve a specific landscape can provide for individuals.
- *Other professionals* : artists, photographers, writers, poets, philosophers, musicians, film-makers, advertisers, etc. Drawing on their familiarity with the visual and sensory aspects and their ability to transmit feelings, contemporary views of landscapes and their artistic and spiritual values, such professionals can be an asset to landscape management project at specific points in the procedure.

The specific make-up of the management team will require the promoter and the manager co-ordinating the project to achieve maximum cross-disciplinarity with the available economic resources, ie he or she must optimise the capacity for interaction between the approaches and outcomes of the various professional disciplines and skills, so that each specific vision is influenced or altered by all the others and the different experts rethink their approaches in the light of discussions with the other members of the landscape management team.

During the cross-disciplinary work, the expert or professional contributes, learns and, with hindsight, modifies his or her own contributions. The cross-disciplinary team adopts a systematic conduct, which explains the spiralling progression of its working procedures (R. Folch, 2003).

## **2. Professional skills in landscape management**

In this chapter we have approached landscape management as a transverse, cross-disciplinary process. Its basis features are dynamism, social participation, rigour and creativity in the development of strategies and proposals. These qualities help concretise the goals, develop key ideas and create an appropriate main description to achieve the aims of a specific landscape management project.

When intervening in the landscape management processes, the different professionals, promoters, social, economic and institutional partners constantly interact, building up networks, creating consensus and deepening the culture of landscape enhancement.

We have also seen that the teams devising landscape management projects comprise specialists from different disciplines and professions providing a variety of viewpoints depending on their specific training, and that they use a cross-disciplinary working method to analyse the elements of a specific landscape, diagnose its state and pinpoint the prevailing themes.

The formulation and implementation of a landscape management project, specifically geared to helping improve the quality of human life and local development, require special abilities on the part of the professionals involved throughout the process.

The most important skills to be wielded by the landscape management professionals include :

- teamwork ;
- communication skills ;
- mediating skills ;
- ability to synthesise ;
- creativity ;
- ability to make proposals.

The cross-disciplinary nature of the teamwork necessitates capacities for interaction (teamwork) with other professionals, who often have different views, methodologies and even terminologies.

Being a good communicator facilitates the transmission of ideas and proposals to both the project promoter and the partners involved in the different social participation phases.

Having mediating skills helps the manager to prevent conflicts throughout the process and to secure agreement between individuals or social groups which often represent different concomitant interests, albeit in the same territory.

The ability to synthesise enables the professional to deal with the extensive information, documentation, data and criteria to be used in the various phases of the management process.

Developing creativity enables the landscape manager to go beyond the mere administrative function. Managing projects does not mean merely administering : it involves analysing, planning, leading, controlling and modifying the working teams, in a continuous manner for the whole duration of the project (M. Ruano, 1997).

The landscape manager must be capable of motivating the management teams in order to articulate the different key ideas and formulate a management project description that can be visualised via proper formulation of proposals.

The ultimate aim of landscape management is to formulate and implement a series of proposals and actions geared to enhancing and improving landscapes and increasing the well-being and quality of life of the individuals living in them, with an eye to promoting sustainable development based on a balanced, harmonious relationship between environmental, cultural, economic and social needs.

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# **Closing session / Session de clôture**

## **Presentation and adoption of the concluding documents of the Symposium**

Marciej BORSA

*Representative of Poland to the Committee of Senior Officials of the CEMAT*

The title of the Symposium – “A comprehensive approach to sustainable spatial development of the European Continent” – which reflects our conviction, now part of the mission of spatial planners, that European citizens have the right to a sustainable territory. We discussed this topic during two thematic sessions : the first was focused on the challenges to which we have to react, and the second concentrated on the approaches to be applied.

The background thesis of these two sessions, as well as the third which summarised the discussions, was that clever governance, applying a “comprehensive approach”, leads to the desirable “sustainability” of the territory. The sustainability to which, according to our convictions, our citizens have the right. And which we, spatial planners, intend to deliver to them.

But sustainable territory, as in the case of other human rights, also involves obligations. Giving values to citizens involves some contributions. Can we take assets without having to give something back ? Who knows about these questions. Do our citizens have enough knowledge to fulfil the expectations of sustainable territory to activate resources and finally to use or take advantages of them ?

The willingness, readiness and preparation of society to make use of its right to sustainable territory seems to be a key issue in the desirability “comprehensive approach” to spatial planning. Due to the spirit of the age, we are trying to avoid restrictions in our plans and procedures. We focus more on limitations and regulations in this respect. The final decisions are not in our competences, are uncertain (cannot be precisely foreseen) and mostly based on the meeting together of many partial decisions, undertaken by different persons. The final spatial result is based on the partial decisions of an unknown number of “small decision-makers”. It is hard to say whether these decisions are “planned” by any official plan or even a spatial plan. We do not even know whether all these “small decision-makers” know that they

## **Présentation et adoption des documents de conclusion du Symposium**

Marciej BORSA

*Représentant de la Pologne au Comité des hauts fonctionnaires de la CEMAT*

L'intitulé de notre Symposium, « Une approche globale du développement spatial durable du continent européen », reflète notre conviction – qui s'inscrit désormais dans les missions des spécialistes de l'aménagement du territoire – que les citoyens européens ont le droit à un territoire durable. Nous avons examiné cette question lors de deux séances thématiques, la première axée sur les défis auxquels nous devons réagir, la seconde concentrée sur les approches que nous devons appliquer.

Le thème dominant de ces deux séances, et de la troisième, qui clôturait le Symposium, était que seule une gouvernance éclairée appliquant une approche globale pouvait assurer la durabilité souhaitée du territoire. Nous sommes convaincus que cette durabilité est un droit pour nos citoyens et, en tant que spécialistes de l'aménagement du territoire, nous sommes résolus à leur garantir.

Mais le droit à un territoire durable, comme tous les autres droits fondamentaux, suppose aussi des devoirs. Tout avantage procuré aux citoyens exige en effet une certaine contrepartie. Peut-on faire usage d'actifs sans redevance ? Que savons-nous de ces flux ? Nos citoyens sont-ils suffisamment formés et informés pour répondre aux exigences d'une gestion durable du territoire, mettre en valeur des ressources ou enfin les utiliser ou en tirer profit ?

La volonté, la capacité et la préparation de la société à faire usage de ses droits à un territoire durable sont, semble-t-il, un élément clé de l'approche globale souhaitable de l'aménagement du territoire. Compte tenu de l'esprit du temps, nous essayons de faire en sorte que nos plans et procédures ne soient pas soumis à des restrictions trop grandes. Nous nous concentrons davantage sur les limites et les réglementations à cet égard. Les décisions finales en matière territoriale n'entrent pas dans notre champ de compétences. Elles sont par ailleurs incertaines (elles ne peuvent pas être prévues avec précision) et pour la plupart fondées sur de nombreuses décisions partielles prises par des personnes diverses. Le résultat final est donc le fruit des

had taken spatially important decisions or even if they had participated in the spatial development process. They are unconscious actors in this area.

These reflections leads directly to simple conclusions – to achieve sustainability of the territory, to implement clever governance or to make planning approaches really comprehensive, we have to start with information, awareness-raising of citizens, first to make them understand that the problem is important, and later on, to teach them the basic way to reach positive results. So we, spatial planners, should face the people, focusing on training and education in spatial behaviour. We need more jobs open to public concerns in planning and implementing spatial goals in practice : moderators, public discussion facilitators, etc. This is a very different job from that of GIS specialists. In fact the number of potential posts in these areas is probably higher than in “pure” planning.

The discussions during the second session of our Symposium presented or mentioned a number of positive examples of social engagement in the spatial processes. They prove that the willing participation of citizens in the sustainable spatial development is possible. But we have to develop or at least to deepen the useful models of such participation. This may be an important task both for individuals as well as for professional organisations at both national and European levels.

The initial step in this direction is to define the challenges. This was the topic of the thematic session during the Symposium. We have the wide experiences, from the Council of Europe, different countries and from the European Union. There are the Recommendation Rec. (2002) 1 of the Committee of Ministers on the CEMAT “Guiding Principles for Sustainable Spatial Development of the European Continent”, ESDP, the EU Regions 2020 and the Barca reports as well as the EU Cohesion ongoing discussion with the most recent Green Paper on Territorial Cohesion. This particular process has exemplified that we are still far from recovering the territorial approach – it is still not very well placed in our policies, especially at transnational level. Some years ago, it seemed that “territoriality” was a promising pillar of EU policies, in addition to social and economic issues. These factors are better known and stable. But, until now, we had no fixed understanding of the meaning “territorial” – whether it was something “spatial” in the wider sense, or only (as it is sometimes perceived) a way of mapping the social and economic statistics. We should work on the interpretations of some basic keywords, to make it clear for other parties. This was already underlined in that day’s discussions.

décisions partielles d'un nombre inconnu de « petits décisionnaires ». Il est difficile de dire que ces décisions sont planifiées dans le cadre d'un schéma officiel ou du plan d'aménagement. Nous ne savons même pas si tous ces « petits décisionnaires » savent qu'ils ont pris des décisions d'aménagement importantes, voire qu'ils ont participé au processus de développement du territoire. Il s'agit d'acteurs inconscients dans l'espace territorial.

On peut donc en conclure très simplement que pour parvenir à une gestion durable du territoire, mettre en œuvre une gouvernance plus éclairée ou faire en sorte que l'approche de la planification soit plus globale, nous devons commencer par informer et sensibiliser les citoyens, en premier lieu afin qu'ils comprennent que ce problème est important. Il faut ensuite leur apprendre les principes de base qui leur permettront d'obtenir des résultats positifs. En tant que spécialistes de l'aménagement du territoire, nous devons éduquer les citoyens en axant nos efforts sur la formation et l'éducation aux comportements en matière d'aménagement du territoire. Cela signifie que nous avons besoin de nouveaux emplois davantage tournés vers les préoccupations du public et la concrétisation des objectifs en matière territoriale : modérateurs, facilitateurs du débat public, etc. Ces emplois différents de ceux des spécialistes des SIG. En fait, les emplois susceptibles de développer dans ces domaines sont probablement plus nombreux que ceux ayant trait à la planification « pure ».

Au cours de la deuxième séance de notre Symposium, de nombreux exemples positifs de l'engagement social dans les processus d'aménagement du territoire ont été présentés et mentionnés, prouvant ainsi que la participation volontaire des citoyens au développement territorial durable est possible. Nous devons cependant élaborer, voire perfectionner, les modèles d'une telle participation, ce qui pourrait être une tâche énorme pour les individus et les organisations professionnelles, aux niveaux national et européen.

La première étape en la matière consiste à définir les défis. Cette tâche a été l'objet d'une séance thématique de notre Symposium. Nous pouvons à cet égard nous appuyer sur la vaste expérience du Conseil de l'Europe, de certains pays et de l'Union européenne. Nous pouvons aussi nous inspirer de la Recommandation Rec. (2002) 1 du Comité des Ministres sur les « Principes directeurs pour le développement territorial durable » de la CEMAT, du SDEC, des rapports « Régions 2020 » et « Barca » et du résultat final de la consultation publique sur le Livre vert sur la cohésion territoriale. Ce processus de consultation montre en particulier que nous sommes encore loin d'une approche globale

Another of these keywords is “comprehensive”. Does it mean that it concerns each sector and the whole territory ? What is our explanation ? Do we agree on a common understanding of such basic terms ? We can observe many “comprehensive” policies, which are fragmented, devoted to territorial “islands” – isolated parts of a wider territory. Can we accept that comprehensiveness has its levels ie that we have comprehensive policies together with many other with a lower level of comprehensiveness ? Maybe we should define the minimum requirements and desirable levels ? We should work towards it – to focus and operationalise our policies. They should be more efficient and addressed territorially (we now address them mainly to easily defined general goals).

The third topic which should be mentioned is how to reconcile the long-term and short-term objectives of spatial development. Or generally – how to achieve goals and implement best practices in it ? The useful answer is – through innovative governance. We are no longer concentrating on “spatial planning”, switching imperceptibly to “spatial governance”, sometimes we are using the term “spatial management”. What is the difference between planning and management of space ?

Management and governance are much wider than planning itself. We can use the classic definitions of management in non-spatial economic applications : management has four elements : planning, organisation, motivation and control. We can assume that in general similar contents apply to spatial management. The main conclusion from this classical definition is that planning is part of management, not the opposite.

It is possibly now obvious to us all. But, not so long ago, in many Eastern European countries, planning was something that was much wider and situated above management and governance, that is to say : planning was the dogma influencing everything else. So, in many of these countries, the transformation of the spatial planning paradigm, which now occurs in Europe, is harder than in other countries. For many planning officers (and ordinary workers), it is hard to understand and agree that planning is only the tool of governance.

But, on the other hand, people who do not directly participate in the spatial development processes have merged “spatial planning” with the “central planning” period in their countries. They perceive planning as the past habit, which has to be rapidly cancelled. In these circumstances, spatial planners in the post-soviet countries have an additional task concerning their public

de l'aménagement du territoire et que celle-ci n'est pas encore profondément ancrée dans nos politiques, notamment au niveau transnational. Il y a plusieurs années, il semblait que la « territorialité » était un pilier prometteur des politiques de l'Union européenne, s'ajoutant aux facteurs de la cohésion économique et sociale, relativement mieux connus et stables. Mais nous ne disposons toujours pas d'une interprétation commune du sens donné à la « territorialité ». S'agit-il de quelque chose de « spatial » au sens le plus large du terme ou seulement (comme cela est parfois perçu) une manière de faire coïncider des statistiques économiques et sociales ? Nous devons préciser le sens de certains mots clés afin que toutes les parties prenantes aient le même degré d'interprétation. Ce point a été précisé lors du débat d'aujourd'hui.

Le mot « global » est un autre de ces mots clés. Concerne-t-il chaque secteur ? L'ensemble du territoire ? Quel sens lui donner ? Avons-nous une interprétation commune de ces termes fondamentaux ? Nous pouvons observer de nombreuses politiques « globales » qui sont fragmentées, vouées à des « îlots » territoriaux, c'est-à-dire des parties isolées d'un territoire plus vaste. Pouvons-nous accepter divers degrés de « globalité » ? Est-il judicieux que des politiques « très » globales coexistent avec d'autres, d'un niveau de globalité moindre ? Peut-être devrions-nous définir des exigences minimales et des niveaux souhaitables ? Nous devrions y travailler, afin que nos politiques soient mieux ciblées et plus opérationnelles. Elles doivent être plus efficaces et appliquées territorialement (pour la plupart, elles sont à l'heure actuelle définies en termes trop généraux).

Le troisième thème qui doit être mentionné en conclusion concerne la façon de concilier les objectifs à court et à long terme du développement territorial. Ou, plus généralement, comment atteindre les objectifs et appliquer les meilleures pratiques pour y parvenir ? Réponse : par une gouvernance innovante. On passe donc imperceptiblement de la « planification territoriale » à la « gouvernance territoriale », parfois dénommée « gestion territoriale ». Quelle est la différence entre la planification et la gestion de l'espace ?

Gestion et gouvernance sont des notions plus larges que la planification. On peut, utiliser la définition classique de la gestion pour des applications économiques non liées à l'aménagement du territoire. Dans ce sens, la gestion comprend la planification, l'organisation, la motivation et le contrôle. On peut supposer qu'un tel contenu à caractère général s'appliquera à la gestion de l'espace territorial. Il ressort notamment de cette définition classique que la planification fait partie de la gestion et non l'inverse.

awareness activities – to convince people that spatial planning has not disappeared and that, in the same way that we make business plans for market operating companies, we have to make spatial plans for market dependent territories. But, of course, the correct methods have to be used.

It is important for the future that we already use such methods, and try to implement them as was mentioned today in several presentations. The Ukrainian programme for cities and programmes intended to increase the abilities and skills of spatial planning professionals and many others are relevant. We need more knowledge, we should increase professional capacities. Switching from “planning” to “governance” is not the easy way. It much easier to declare than to implement change. Even if we know what to do – are we in a position to do it ? Who will support us and who will hinder us ? Are we prepared to construct a coalition for “new spatial governance” or are we lonely fighters who will lose ?

That is why we should talk to a wider public about the rights and obligations for sustainable territory. To explain that it is not something given, but something that can be achieved by common long lasting efforts. This seems to be the basic rule for a comprehensive approach to planning.



Cette conclusion est peut-être désormais une évidence pour chacun de nous. Mais il n'y a pas si longtemps, dans de nombreux pays de l'Europe de l'Est, la planification englobait et chapeautait la gestion et la gouvernance. La planification était en effet le dogme, qui s'imposait dans tous les domaines. Dans nombre de ces pays, la transformation du modèle de la planification territoriale qui se produit actuellement en Europe rencontre davantage de résistance que dans d'autres pays. Pour de nombreux spécialistes (et simples acteurs) de la planification territoriale, il est difficile de comprendre et d'admettre que la planification n'est qu'un outil de gouvernance.

En revanche, ceux qui ne participent pas directement aux processus de développement territorial ont associé la « planification territoriale » avec la période de la « planification centrale » dans leurs pays. Ils ont le sentiment que la planification est un héritage du passé qui doit être profondément et rapidement supprimé. Dans ce contexte, les spécialistes de l'aménagement du territoire dans les pays post-soviétiques ont une tâche supplémentaire lorsqu'ils se livrent à des activités de sensibilisation du public, celle de convaincre que la planification territoriale existe encore, et que nous devons élaborer des plans d'aménagement pour des territoires dépendants des marchés comme nous élaborons des plans d'activités pour des entreprises publiques ou privées.

Il est très important pour l'avenir que nous disposions de telles méthodes et que nous essayions de les mettre en œuvre, ce qui a été évoqué aujourd'hui dans de nombreuses interventions. Le programme ukrainien pour les villes et les programmes prévus pour augmenter les capacités et les compétences des spécialistes de l'aménagement territorial et d'autres sont à cet égard pertinents. Nous devons accroître nos connaissances et les capacités professionnelles. Passer de la « planification » à la « gouvernance » n'est pas une chose aisée. Il est plus facile de faire des déclarations que de mettre en œuvre les changements nécessaires. Or savoir n'est pas forcément pouvoir. Qui nous appuiera et qui fera obstruction ? Sommes-nous prêts à bâtir une coalition en faveur de la « nouvelle gouvernance territoriale » ? Ou sommes-nous simplement des lutteurs isolés voués à l'échec ?

C'est pourquoi nous devons informer les citoyens des droits et des obligations que suppose la gestion durable du territoire, et leur expliquer que ce n'est pas un dû mais quelque chose qui peut être réalisé grâce aux efforts communs et incessants des innombrables acteurs concernés. Il s'agit là, semble-t-il, de la règle de base de l'approche globale de la planification.



# **Closing speeches / Discours de clôture**



Elena SADOVNIKOVA

*Chair of the 90th Meeting of the Committee of Senior Officials (CSO)  
of the Council of Europe Conference of Ministers responsible  
for Spatial/Regional Planning (CEMAT)*

Dear Colleagues,

We are coming to the end of our meeting, which, I am sure you agree, has been an active and productive joint working session.

We are approaching straight of our preparation of the 15th Ministerial Conference, to be held in Moscow in 2010, which, let me remind you, will mark the 40th anniversary of the CEMAT.

We have completed our work on the resolutions to be examined at the 15th Conference and now await the French delegation's proposals for a resolution for the French Presidency of the 16th session of the CEMAT.

We have adopted decisions on all the base documents for the 15th Conference and established the arrangements and deadlines for preparing them.

We welcome Ukraine's wish to put itself forward for the chairmanship after France and thank it for the national report submitted to the CEMAT secretariat.

We welcome new members of the CEMAT's national delegations which have been granted credentials at the Committee of Senior Officials meeting and wish them all success in their work.

In conclusion, allow me, on behalf of all the members of the Committee of Senior Officials of the CEMAT of the Council of Europe, to thank the leadership of the Ukrainian Ministry of Regional Development and Construction for the wonderful organisation and running of the Conference and the CEMAT Committee for its hospitality.

We look forward to seeing you all in Moscow for the 15th Ministerial Conference of the CEMAT.

Maguelonne DEJEANT-PONS

*Executive Secretary of the CEMAT, Head of the Cultural Heritage,  
Landscape and Planning Division, Council of Europe*

At the close of this International CEMAT Symposium, I would like to express my heartfelt thanks to Mr Vasyl Kuybida, Minister of Regional Development and Construction of Ukraine, and his colleagues, including, in particular, Mr Vyacheslav Tolkovanov, Director of International Cooperation, Investment Development and European Integration, and Ms Svitlana Sokolyk, the Head of the European Integration Department of the Directorate of International Cooperation, Investment Development and European Integration, for their very warm welcome and full co-operation with the Council of Europe Secretariat in organising this event.

The title of the event was long and complex : *“A comprehensive approach to balanced sustainable spatial development of the European continent”*. The suggestions put forward were also complex. However, we must learn to cope with this complexity, as some of the problems we currently face are unprecedented. There are several levels of competence and authority, and the geographical areas in which the work is to be carried out vary in their size and their nature, but a country’s land (territory), which is unique and irreplaceable, is an increasingly valuable asset. Belgium talks of the “careful use of the land” and France regards land as “the nation’s common heritage”.

More and more attention is being paid to land. Mr Vasyl Kuybida spoke of territory as a biological and spatial system, pointing out that the objective was to create a high-quality environment. The title of the previous CEMAT Symposium, held in Yerevan, Armenia, on 13 October 2008, was *“The spatial dimension of human rights : for a new culture of the territory”*. The aim truly is to create a “new culture of the territory”, with the diversity of each territory and its population reflected in its culture.

Ms Margarita Jancic, who chaired the 12<sup>th</sup> session of the European Conference of Ministers responsible for Spatial Planning (2000-2003) and represents Slovenia on the Committee of Senior Officials of the CEMAT, informed us in a side event during the 12<sup>th</sup> CEMAT (Ljubljana-Maribor, 2003) that people who did not feel that the spatial dimension concerned them were only interested in their own back yards. On that occasion she reminded us that the

Maguelonne DEJEANT-PONS

*Secrétaire exécutive de la CEMAT, Chef de la Division du Patrimoine culturel, du paysage et de l'aménagement du territoire du Conseil de l'Europe*

Au terme de ce Symposium international de la CEMAT, je souhaiterais remercier bien vivement Mr Vasyl Kuybida, Ministre du développement régional et de la construction de l'Ukraine ainsi que ses collaborateurs et tout particulièrement M. Vyacheslav Tolkovanov, Directeur de la coopération internationale, du développement d'investissements et des affaires européennes et Mme Svitlana Sokolyk, Chef du département des affaires européennes de la Direction de la coopération internationale, du développement d'investissements et des affaires européennes, pour leur accueil très chaleureux et leur parfaite collaboration avec le Secrétariat du Conseil de l'Europe dans l'organisation de cet événement.

Le titre du Symposiuml était long et complexe : « *Une approche globale pour le développement durable équilibré du continent européen* ». Les solutions proposées au cours de cette rencontre étaient également complexes. Nous devons toutefois travailler avec cette complexité dans la mesure où certains des problèmes qui se posent à présent à nous n'ont pas de précédent. S'il existe plusieurs niveaux de compétence et d'autorité, si les espaces géographiques où se déroulent les actions à mener sont à géométrie variable, le territoire – unique et non reproductible –, devient un bien de plus en plus précieux. La Belgique parle « d'utilisation parcimonieuse du territoire » et la France considère que « le territoire est le patrimoine commun de la nation ».

Le territoire devient sujet et objet d'une attention accrue. M. le Ministre Vasyl Kuybida, qui nous a parlé du territoire comme d'un système bio-cosmique en indiquant qu'il s'agissait de créer un espace de qualité. Le précédent Symposium de la CEMAT, tenu en Arménie à Erevan le 13 octobre 2008, qui avait pour titre « *La dimension territoriale des droits de l'homme : pour une nouvelle culture du territoire* ». Il s'agit bien de créer une culture du territoire pour des territoires de culture, fondée sur la prise en compte de la diversité des territoires et des populations qui les peuplent.

Mme Margarita Jancic, Présidente du Comité des Hauts fonctionnaires de la 12<sup>e</sup> Session de la Conférence européenne des Ministres responsables de l'aménagement du territoire (2000-2003) et Représentante de la Slovénie

aim was to promote an approach that was sustainable in the area in question, but also balanced and innovative.

What do we mean by a “balanced” approach ? Do we mean the balanced and harmonious relationship needed for sustainable development according to the European Landscape Convention, which refers to the environment, culture, the economy and social affairs as pillars of sustainable development ?

An “innovative” approach could also consist in recognising and rediscovering natural, cultural and landscape assets which are already there. It might also involve, as suggested by Mr Maciej Borsa, representative of Poland to the Committee of Senior Officials of the CEMAT, rational acknowledgment of the value of items which had, in some cases, only ever been viewed in sentimental terms. The CEMAT’s Rural Heritage Guide emphasises the importance of the tangible and intangible heritage as an asset which creates activity and employment for local residents.

Some of the participants in the Symposium talked of the need to disseminate information on the work carried out in the spatial planning field. In response, the Council of Europe is setting up on its Internet site an information system for the CEMAT and the European Landscape Convention which will make it possible to bring together the most relevant information and foster an exchange of experience.

The spatial dimension is becoming a key aspect of national, regional and local policies, linked to issues of human rights, democracy and the rule of law. A country’s territory should be viewed as a whole, since its “protected” areas are often testing grounds for the type of good governance which should be applied nationwide.

In conclusion, I would like to cite a Breton proverb which says, that the earth is too old for us to laugh at it.



après du Comité des hauts fonctionnaires de la CEMAT, nous a indiqué dans un *Side event* à la 12<sup>e</sup> CEMAT (Ljubjana-Maribor, 2003) que ceux qui ne se sentaient pas concernés par la dimension territoriale ne s'intéressaient qu'à leur *living room*. Elle nous a ici rappelé qu'il s'agissait de promouvoir une approche qui soit tout à la fois durable sur le territoire et dans le temps, équilibrée et innovante.

Que faut-il entendre par approche *équilibrée* ? Faut-il parler d'équilibre ou d'harmonie du territoire, ainsi que cela est inscrit dans le texte de la Convention européenne du paysage, qui s'appuie sur les quatre piliers – environnemental, culturel, économique et social – du développement durable ?

L'approche *innovante* pourrait aussi consister à reconnaître et à redécouvrir les richesses naturelles, culturelles et paysagères qui s'y trouvent souvent déjà. Elle pourrait consister, comme l'a indiqué M. Marceij Borsa, Représentant de la Pologne auprès du Comité des hauts fonctionnaires de la CEMAT, à reconnaître de manière rationnelle la valeur de biens qui n'ont parfois été jusqu'alors été perçus que selon une approche sentimentale. Le « Guide du patrimoine rural de la CEMAT » souligne l'importance en tant que capital du patrimoine matériel et immatériel, créateur de vie et d'emploi pour les populations.

Certains participants au Symposium ont fait état de la nécessité de favoriser l'information sur les travaux réalisés dans le domaine de l'aménagement du territoire. Afin de répondre à cette demande, le Conseil de l'Europe met en place un système d'information pour la CEMAT et la Convention européenne du paysage sur le site internet du Conseil de l'Europe qui permettra de collecter les informations les plus pertinentes et de favoriser un échange d'expériences.

La dimension territoriale devient une dimension majeure des politiques nationales, régionales et locales liée aux problématiques des droits de l'homme, de la démocratie et de l'état de droit. Il est nécessaire d'appréhender le territoire comme un tout, les zones « protégées » étant souvent en quelque sorte des laboratoires d'une bonne gouvernance qui devrait s'exercer sur l'ensemble du territoire.

Je rappellerai pour terminer, un proverbe breton qui indique : « La terre est trop vieille pour que l'on se moque d'elle ».



# Programme



The international Symposium on “***A comprehensive approach to balanced sustainable spatial development of the European Continent***” was organised by the Council of Europe – Cultural Heritage, Landscape and Spatial Planning Division – in co-operation with the Ministry of Regional Development and Construction of Ukraine, within the context of the Council of Europe Conference of Ministers responsible for Spatial/Regional Planning – CEMAT / CoE.

The Symposium took place in Kyiv (Ukraine), on 11 June 2009, in the Ministry of Regional Development and Construction of Ukraine **9, Velyka Zytomyrsta str., Kyiv, Ukraine** (Conference room, 4 floor)  
Tel : + 38 (044) 590-4777 / +38 (044) 590-4774  
An optional study visit was organised on 13 June 2009.

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## **Context**

The Council of Europe Conference of Ministers responsible for Spatial/Regional Planning (CEMAT) brings together representatives of the following 47 member States of the Council of Europe in the pursuit of the shared objective of sustainable territorial development of the European continent : Albania, Andorra, Armenia, Austria, Azerbaijan, Belgium, Bosnia and Herzegovina, Bulgaria, Croatia, Cyprus, Czech Republic, Denmark, Estonia, Finland, France, Georgia, Germany, Greece, Hungary, Iceland, Ireland, Italy, Latvia, Liechtenstein, Lithuania, Luxembourg, Malta, Moldova, Monaco, Montenegro, Netherlands, Norway, Poland, Portugal, Romania, Russian Federation, San Marino, Serbia, Slovakia, Slovenia, Spain, Sweden, Switzerland, “the former Yugoslav Republic of Macedonia”, Turkey, Ukraine, United Kingdom.

The Council of Europe aims to promote human rights, the rule of law and democracy. Territorial development policies, although based on a legal and institutional framework, have a less strict character. The actions proposed and implemented in this context generally go further than the minimum standards required by regulations. The CEMAT’s aim could be considered as the promotion of “The right of European citizens to a sustainable territory”.

The main purpose of the CEMAT is the creation or development and transfer of ideas. Inspired by the results of research and forward-looking studies, the CEMAT identifies, confronts and compares concrete experiences from the member States, opening the door to transfers of know-how and of effective solutions.

The political activities associated with spatial/regional planning are a major condition for the continued, harmonious integration of the European continent, insofar as they stress the territorial dimension of human rights and democracy, and promote territorial and social cohesion. At the Council of Europe’s Third Summit in 2005, the Heads of State and Government of the Member States committed themselves to improving the quality of life of their citizens. In the section of the Action Plan devoted to “promoting sustainable development”, they declared that the Council of Europe would continue, on the basis of existing instruments, to develop and support integrated policies in the fields of environment, landscape and regional planning, in a sustainable development perspective.

The 14<sup>th</sup> Session of the European Conference of Ministers responsible for Spatial/Regional Planning (CEMAT) was held in Lisbon, Portugal, on 26-27 October 2006, on the topic “*Networks for sustainable spatial development of the European continent : bridges over Europe*”.

The Kyiv Symposium is part of the 2007-2010 CEMAT Work Programme of the Committee of Senior Officials responsible for preparing the 15<sup>th</sup> Session of the CEMAT Ministerial Conference, which will be held in the Russian Federation in 2010, on the topic “*Future challenges : sustainable spatial development of the European continent in a changing world*”.

The **2007-2010 Work Programme** of the Committee of Senior Officials proposed by the Russian Presidency of the CEMAT and adopted by the Committee of Senior Officials is made up of seven thematic issues selected according to their relevance for the coming decade in relation with the emergence of new territorial challenges. Only the territorially relevant aspects of these thematic issues are investigated by the CEMAT. Integrated and horizontal approaches are considered and promoted, thus reflecting the comprehensive character of territorial development policies.

### **1. Demography, migrations and their territorial impact**

Most countries of Europe are confronted with by the trend of an ageing population and growing pressure from immigration, resulting in substantial challenges for cities and regions. Intra-European migration flows also play a significant part, for instance between East and West, but also within individual countries. Major impacts are expected on regional labour markets, with a shortage of qualified labour, on housing needs in metropolitan areas where younger population groups and immigrants are concentrated, on maintaining public and private services in regions with strongly

declining populations, on tensions related to the socio-cultural integration of immigrants in cities etc. The CEMAT's efforts concentrate on highlighting emerging problems as well as on the joint development of strategies aimed at alleviating the problems and at drawing benefits from emerging opportunities such as those resulting from replacement immigration or from the development of the residential economy in specific regions.

***Key issues :***

- Population ageing in relation to the supply of services, regional labour markets, depopulation ;
- Immigration and internal migrations in relation with regional labour markets, supply of housing and services ;
- Regional opportunities generated by the residential economy.

**2. Territorial impacts in Europe of the new energy paradigm (energy supply, conservation and security, new geography of energy systems)**

The significant increase in energy prices resulting from a sustained imbalance between supply and demand on the world scale, has generated the emergence of a new energy paradigm, especially in Europe, aiming at reducing the external dependence on energy supply. The new paradigm includes energy saving measures, the development of renewable energy sources and of other innovative energy supply technologies (such as hydrogen technology), a more rational use of conventional energy sources available in Europe (such as oil, gas and coal). The territorial aspects of the new energy paradigm investigated by the CEMAT are related to the highlighting of a new geography of energy supply in Europe (showing fossil energy reserves, main energy transport axes, the areas best suited for the production of renewable energy etc.), and to changes likely to occur in transport and mobility patterns, in settlements, in rural areas, in the location of productive activities etc.

***Key issues :***

- Territorial impact of high energy prices, of energy saving measures and of possible scarcity of mobility, regional productive systems and settlement systems ;
- Territorial and environmental impact of the exploitation of renewable energy sources and of the emergence of new energy technologies ;
- New geography of energy supply in Europe.

**3. Territorial impact of the accelerating globalisation process**

The globalisation process is on-going and it has a fundamental impact for Europe. Its evolution permanently affects new parts of the economy and therefore different

types of regions. The globalisation process differs greatly, such as in the increasing global competition on products and, recently on services, relocation of enterprises and activities, the growing number of mergers and acquisitions and related changes in the property of enterprises on an intercontinental scale, pressure on wages and salaries, acceleration of technological development etc. In this respect, it is also important to pay attention to far-reaching aspects, because the future evolution of the globalisation process may differ substantially from the effects already observed up to now, with competition moving more and more from low-wage production segments to technology-intensive products. An additional dimension of the globalisation process is the development of the information society which generates numerous new activities. The CEMAT concentrates its activities on those aspects of the globalisation process which have the most important impacts on the European territory, especially on the development of regional labour markets, on the evolution of metropolitan and rural areas etc.

**Key issues :**

- Impact of the globalisation process on regional productive systems, regional labour markets and settlement systems (metropolisation) ;
- Requirements in terms of territorial clustering and networking for increasing the critical mass and for ensuring enhanced competitiveness ;
- Search for compatibility between the enhancement of competitiveness and maintaining spatially-related values ;
- Opportunities provided by the information society for organising territorial competitiveness and maintaining territorial balance in a context of growing competition.

**4. Creation of new transport and trading corridors (including maritime transport) and Europe-wide sustainable integration. Access to essential services**

The main aspect of this thematic issue is related to the impact of the development of major transport infrastructures on territorial integration and regional development. Territorial integration within the area covered by the member States of the Council of Europe still has to achieve significant progress in future, in order to overcome its present fragmentation. At a lower scale, modernisation of transport infrastructures and services is needed to improve the accessibility of landlocked regions and has to contribute to maintaining access to essential services. In this field, the CEMAT concentrates its activities on the identification and investigation of major corridors in development across Europe and on the requirements for sustainable territorial development related to them. A second field of activity will be the investigation of conditions for improving the accessibility of landlocked regions in a sustainable way. Finally, the CEMAT pays attention to strategies likely to ensure the maintaining and improving of access to essential services.



**Key issues :**

- Sustainable territorial development related to the promotion of major corridors throughout the European continent : impact on settlement systems and regional development ; containment of environmental pressures and promotion of environmentally-friendly transport modes ;
- Improvement of the accessibility of terrestrial and maritime landlocked areas in order to ensure and promote their development potential ;
- Maintenance and improvement of access to essential services in less favoured areas.

**5. Territorial impact of climate change ; adaptation, management and prevention measures, especially in relation to natural hazards**

The acceleration of climate change is at present considered as a major factor with considerable impact for the coming decades in a wide range of fields. Territorial development policies can hardly influence the intensity of climate change, but they can significantly modify the impact of climate change on the territory, especially through adaptation and prevention measures. In this respect, the CEMAT investigates the most important impacts likely to be generated by climate change on the European territory, especially those on ecosystems (flora and fauna), production structures and services (agriculture and forestry, tourism etc.), on residential location and settlements etc. Differentiation will be made between impacts with a structural character (like drought in southern Europe which lastingly affects large stretches of the territory) and impacts with a more local and temporary character (like floods and other natural hazards) which may occasionally cause considerable damage, but on limited parts of the territory. The CEMAT's efforts also concentrate on the types of territorial development measures most appropriate to limiting negative impacts of climate change and the damage related to natural hazards. Adequate measures are also needed to optimise a number of opportunities which may emerge from the changing climatic situation.

**Key issues :**

- Territorial impact of climate change (negative as well as positive) on settlements, infrastructures, ecosystems, employment and regional production systems ;
- Prevention, management and adaptation measures to counteract the negative impacts of climate change, especially the damage likely to be caused by natural hazards and to enhance its positive impacts.

**6. The role of spatial development policies for environmental sustainability, human surroundings and terrestrial and maritime landscape protection and enhancement**

Environmental protection is high on the agenda in most European countries. Not only has the damage caused to ecosystems and to human health in the past generated

an awareness of the need to improve the environmental situation, but also the more recent recognition of the relationships between the emissions of greenhouse gases and climate change have reinforced this awareness. Due to their horizontal and cross-thematic character, spatial development policies have the possibility and the task to intervene in a variety of fields and to promote coherence in order to reach a higher degree of sustainability. The CEMAT deepens the resolutions adopted at the Ljubljana Conference and elaborates joint proposals for a more substantial contribution to spatial development policies of environmental sustainability in Europe, including recommendations regarding transport, agriculture and forestry, tourism, energy, the development of settlements etc. The CEMAT also investigates the possibilities for spatial development policies to contribute to the conservation and enhancement of landscapes, and therefore to the implementation of the principles contained in the European Landscape Convention.

**Key issues :**

- Long-term character of territorial development policies, setting up possible structural activities in favour of the environment ;
- Cross-thematic character of territorial development policies, contributing to ensuring coherence and containing conflicts and shortcomings with a damaging impact on the environment ;
- The contribution of territorial development policies to the protection and enhancement of landscapes.

**7. Transfrontier interactions and territorial integration of the European Continent**

Although cross-border cooperation has a long tradition in Europe, territorial fragmentation along national borders still exists along a number of national borders, especially those of eastern and south-eastern Europe, resulting from their shorter practice of and experience in integration and cooperation policies. A number of areas with specific problems, such as the enclave of Kaliningrad, should be considered with particular attention. The CEMAT identifies the border areas where territorial fragmentation is still significant and where transfrontier interactions are not harmoniously developed. Proposals and recommendations should be elaborated on the role of territorial development policies for enhancing territorial integration and cohesion along national borders.

**Key issues :**

- Identification of areas along national borders with significant territorial fragmentation and incoherent territorial development, requiring strengthened cross-border cooperation ;
- Elaboration of principles and methods for coherent territorial development policies in transfrontier regions.

The three last international CEMAT Symposia were organised on the following topics<sup>6</sup> :

- *“The accessibility and attractiveness of rural and landlocked areas : sustainable transport and services of general interest”*, organised by the Council of Europe – Cultural Heritage, Landscape and Spatial Planning Division – in co-operation with the Ministry of Urban and Spatial Planning of the Principality of Andorra, Andorra la Vella, Andorra, 25-26 October 2007 (No. 85) ;
- *“Challenges and strategies for metropolises and metropolitan regions in a context of growing globalisation with regard to economic, social, environmental and cultural development”*, organised by the Council of Europe – Cultural Heritage, Landscape and Spatial Planning Division – in co-operation with the Ministry of Regional Development of the Russian Federation, St. Petersburg, Russia, 26-27 June 2008 (No. 90) ;
- *“The spatial dimension of human rights : for a new vision of landscape and territory”*, organised by the Council of Europe – Cultural Heritage, Landscape and Spatial Planning Division – in co-operation with the Ministry of Urban Development of Armenia, 13-14 October 2008 (No. 91).

## Objectives

The aim of the Kyiv Symposium was to promote an integrated approach to spatial/regional planning, and good governance, and in particular to :

- implement Recommendation Rec. (2002) 1 on the CEMAT Guiding principles for sustainable spatial development of the European continent, adopted on 30 January 2002 by the Council of Europe’s Committee of Ministers ; and
- make proposals for the preparation of the 15<sup>th</sup> Session of the CEMAT, which will take place in the Russian Federation in 2010 concerning the right of European citizens to a sustainable territory.

## Participants

The Symposium was intended for specialists on sustainable spatial development, representatives of international, national and local authorities, public and private organisations and non-governmental organisations.

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6. The Proceedings are available in the Council of Europe European Spatial Management and Landscape Series

*The documents are available on the CEMAT website <http://www.coe.int/>  
CEMAT and on the website of the Ministry of Regional Development and  
Construction of Ukraine <http://www.minregionbud.gov.ua>*

## **Organisation**

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## **WEDNESDAY 10 JUNE 2009**

Arrival of participants

## **THURSDAY 11 JUNE 2009**

**9.00 – 9.30**      *Welcome and registration of participants*

**9.30 – 10.30**    *Opening of the Symposium. Welcome speeches :*

**Mr Vasyl KUYBIDA**, Minister of Regional Development and Construction of Ukraine

**Mrs Elena SADOVNIKOVA**, Chair of the Committee of Senior Officials (CSO) of the Council of Europe Conference of Ministers responsible for Spatial/Regional Planning (CEMAT) - 90<sup>th</sup> Meeting

**Mr Robert PALMER**, Director of Culture and Cultural and Natural Heritage, DG IV, Council of Europe

**Mrs Natalia ROMANOVA**, Vice-President of Congress of Local and Regional Authorities of the Council of Europe, Chair of Chernigiv Regional Council, Ukraine

**Mrs Anne-Marie CHAVANON**, Chair of the Sustainable Territorial Development Committee of the Conference of INGOs of the Council of Europe

**Mr Manuel ETTER**, Director of the Swiss Cooperation Office in Ukraine

**Mr Anton WIRTH**, Chief of the German Technical Cooperation (GTZ) office in Ukraine

**Mr Olav BERSTAD**, Ambassador of Norway in Ukraine

**10.30 – 11.00**    *Coffee Break*

## **FIRST SESSION**

### **NEW CHALLENGES FACING BALANCED SUSTAINABLE TERRITORIAL DEVELOPMENT**

**Session Chair**    **Mr Didier MICHAL**, Vice-Chair of the Committee of Senior Officials of the CEMAT, Representative of France to the Committee of Senior Officials of the CEMAT

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**11.00 – 12.45**    *Presentation*

- How to reconcile the growth of metropolitan areas with balanced territorial development at a wider scale ?

**Mr Robert LAFONT**, Representative of the International Federation for Housing and Planning (FIHUAT)

- Territorial planning in Ukraine : European principles and national experience

**Mr Yuriy PALEKHA**, Director of the Institute “Dipromisto”, Ukraine

- Rural areas between economic revival and social buffer functions : which are the impacts of the changing context ?

**Mr Marceij BORSA**, Representative of Poland to the Committee of Senior Officials of the CEMAT

*Questions / Answers*

*Discussion*

**12.45 – 14.15**    *Buffet lunch for the participants*

**SECOND SESSION**

**INNOVATIVE APPROACHES TO COMPREHENSIVE, BALANCED AND SUSTAINABLE TERRITORIAL DEVELOPMENT**

**Session Chairs**    **Mrs Margarita JANCIC**, Former Chair of the 13<sup>th</sup> Committee of Senior Officials of the CEMAT, Representative of Slovenia to the Committee of Senior Officials of the CEMAT

**Mr Vyacheslav TOLKOVANOV**, Director of the Directorate for International Cooperation, Investment Development and European Integration, Ministry of Regional Development and Construction, Representative of Ukraine to the Committee of Senior Officials of the CEMAT

**14.15 – 16.00**    **Presentation**

- The new territorial development strategy of the Russian Federation

**Mrs Elena SADOVNIKOVA**, Chair of the Committee of Senior Officials (CSO) of the Council of Europe Conference of Ministers responsible for Spatial/Regional Planning (CEMAT) - 90<sup>th</sup> Meeting, on behalf of Mr Dmitriy ARATSKY, Russian Federation

- Example of integrated approach for the socio-economic revitalization of rural areas

**Mr Patrice COLLIGNON**, Director of the International Association “Rurality-Environment-Development” (RED)

- Example of integration of the landscape dimension into comprehensive territorial development strategies

**Mr Audun MOFLAG**, Representative of the Committee of Senior Officials of the CEMAT to the Council of Europe Conference on the European Landscape Convention, Representative of Norway to the Committee of Senior Officials of the CEMAT

**Questions / Answers**

**Discussion**

**16.00 – 16.15**    *Coffee Break*

**16.15 – 17.30**    *PANEL : How to reconcile the long-term objectives of territorial development – territorial cohesion ; sustainable development – with the short-term measures aiming at overcoming the economic crisis ?*

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

**With the participation of :**

- Members of the CSO
- Local and Regional elected representatives
- Representatives of NGOs and training institutions
- Ukrainian and international Experts

***Conclusions and proposals :***

**Mr Zinoviï BROYDE**, Advisor to the Head of Chernivtsy Regional Administration, Ukraine

**CLOSING SESSION**

**17.30 – 18.00**     ***General conclusions of the Symposium***

**Mr Marceij BORSA**, Representative of Poland to the Committee of Senior Officials of the CEMAT

***Closing of the Symposium :***

**Mrs Elena SADOVNIKOVA**, Chair of the Committee of Senior Officials (CSO) of the Council of Europe Conference of Ministers responsible for Spatial/Regional Planning (CEMAT) - 90<sup>th</sup> Meeting

**Mrs Maguelonne DEJEANT-PONS**, Executive Secretary of the CEMAT, Head of the Cultural Heritage, Landscape and Spatial Planning Division of the Council of Europe

**Mr Vyacheslav NEGODA**, Deputy Minister of Regional Development and Construction of Ukraine

**18.30 – 20.00**     ***Reception offered by the Minister of Regional Development and construction of Ukraine, M. Vasyl Kuybida***

Culturel monument – Cathedral Sainte-Sophie, 24, street Volodymyrska, Kyiv, 4<sup>th</sup> floor

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**FRIDAY 12 JUNE 2009**

**9.00 – 11.00**     ***90<sup>th</sup> meeting of the Committee of Senior Officials (CSO-CEMAT participants only)***

**11.00 – 11.30**     ***Coffee break***

**11.30 – 13.00**     ***90<sup>th</sup> meeting of the Committee of Senior Officials***

**13.00 – 14.00**     ***Lunch break***

**14.00 – 16.30**     ***90<sup>th</sup> meeting of the Committee of Senior Officials***



**16.30 – 18.00**     *Meeting of the CEMAT Working Group on the Tisza Initiative with the participation of the CSO-CEMAT Representatives – Hungary, Romania, Slovak Republic, Serbia, Montenegro, Ukraine*

**16.30 – 19.00**     *Social Programme : visit to Saint-Sophia Cathedral*

**19.30 – 20.00**     *Classical music concert*

Culturel monument – Cathedral Sainte-Sophie, 24, street Volodymyrska, Kyiv

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### **SATURDAY 13 JUNE 2009**

**9.00 – 12.00**     *Social programme (Visit to Kyiv-Pecherska Lavra)*

Departure from the Hotel Dnipro (European Square)  
(9, street Velyka Zhytomyrsta, Kyiv)



## **List of participants / Liste des participants**



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