



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

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

**Landscape quality objectives:
from theory to practice**

**Les objectifs de qualité paysagère:
de la théorie à la pratique**

Girona, Spain, 28-29 September 2006

Girone, Espagne, 28-29 septembre 2006

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Réunion organisée par le Conseil de l'Europe, Division de l'Aménagement du territoire et du paysage, en collaboration avec le Secrétariat général pour le territoire et la biodiversité du Ministère de l'Environnement de l'Espagne, le Département de la politique territoriale et des travaux publics de la *Generalitat* de Catalogne, l'Observatoire du paysage de la Catalogne et la Ville de Gironne.

Statements in their original language as presented at the meeting. 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.

Interventions dans leur langue originale telles que présentées lors de la réunion. Les vues exprimées dans cet ouvrage sont de la responsabilité des auteurs et ne reflètent pas nécessairement la ligne officielle du Conseil de l'Europe.

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Cover photo : close-up of the roof of the Casa de la Punxa (Girona, 1918) by Rafael Masó, inspired by the wheat fields just outside Girona

Photo de couverture : Détail du toit de l'immeuble de la Punxa (Gironne, 1918) de Rafael Masó, inspiré des champs de blé situés près de la Ville de Gironne

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Director of the Landscape Observatory of Catalonia

Maguelonne Déjeant-Pons

*Head of the Spatial Planning and Landscape Division,
Council of Europe*

Valery Sudarenkov

*Member of the Parliamentary Assembly
of the Council of Europe, Russian Federation*

Enrico Buergi

Chair of the Conference of the European Landscape Convention

Anna Pagans

Mayor of Girona

Antonio Serrano

*Secretary General for Territory and Biodiversity, Ministry of the Environment,
Spain*

Joan NOGUE

Director of the Landscape Observatory of Catalonia

Antonio Serrano, General Secretary for Lands and Biodiversity in the Ministry of the Environment,

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

Valery Sudarenkov, Member of the Parliamentary Assembly of the Council of Europe, Russian Federation,

Enrico Buergi, President of the Conference of European Landscape Convention,

Oriol Nel·lo, Secretary of Spatial Planning of the Department of Territorial Policy and Public Works, Generalitat de Catalunya,

Anna Pagans, Mayoress of Girona,

Representatives of the VIP row,

Dear Sirs,

You cannot imagine the emotion which I am feeling at the moment. When a little over a year ago in common agreement with the Ministry of the Environment and the Generalitat de Catalunya, we presented the candidature of Girona in Cork (Ireland) as the site for this international meeting, the Catalan Landscape Observatory was only a few months old. It could be said therefore that we have grown side by side with the organisation of the Workshop, or to put it another way, that the tasks and national and international contacts inherent in the organisation of an event of these characteristics and dimensions have helped us to mature and to grow. As such we would like to express our gratitude to the four entities which ensured that the 5th Meeting of the Workshops for the Implementation of the European Landscape Convention is to be held in Girona, the Council of Europe, the Ministry of the Environment, the Generalitat de Catalunya and Girona City Council.

The emotion and satisfaction which I am feeling at the moment are also explained by the success of the meeting (which has exceeded all expectations), due to the diverse nature of the programme and the quality of the speakers, in addition to the diversity and origin of those attending (44 countries) and above all what the holding of this Workshop in Spain could represent. In fact, this meeting will promote the definitive

inclusion of landscape in environmental and territorial policies of the state in first place, of the autonomous communities in second place, and local entities in third place. The more than likely ratification of the European Landscape Convention by Spain will consolidate the already initiated landscape policies which are currently being strongly implemented in some autonomous communities (such as our own), it will promote other more incipient, but also promising policies in other communities, and finally will enter the urban planning procedures of local administrations. This Meeting therefore marks a turning point in landscape policy.

The Catalan Landscape Observatory (www.catpaisatge.net), is a public association with its own legal body and one in which the Generalitat de Catalunya plays an important role. However, the association is also formed by more than thirty representative institutions in the institutional, social, economic and cultural fabric of Catalonia, and will continue participating in the implementation of the landscape policies which we referred to a moment ago, in the three main geographical areas of its implementation: Catalonia, Spain and Europe. We are using this occasion, which provides us with an audience as distinguished as this, and one which comes largely from these three areas, to place at your disposal all of our resources, ideas, and above all hopes. We are convinced that the moment has arrived to put into practice the objectives of landscape quality, and that we can add our own small contribution.

We hope you enjoy a pleasant stay in Girona, a charming city half way between our two main offices, which as many of you already know are Barcelona, the site of our head offices, and Olot (whose mayor is with us today), the site of our technical offices. Please feel free to request whatever you may need from any of us in the room in order to facilitate your work and stay, ahead of us lie three intense, but unforgettable days.

Welcome and thank you for your attention.

Maguelonne DEJEANT-PONS

Head of the Spatial Planning and Landscape Division, Council of Europe

Monsieur le Secrétaire Général,

Madame le Directeur,

Mesdames et Messieurs,

C'est pour moi une très grande joie d'être à Gironne pour la tenue de la 5^e réunion des Ateliers de la Convention européenne du paysage que le Conseil de l'Europe organise en coopération avec :

- le Secrétariat général pour le territoire et la biodiversité du Ministère de l'Environnement de l'Espagne,
- le Département de la politique territoriale et des travaux publics de la Generalitat de Catalogne,
- l'Observatoire du paysage de la Catalogne, et
- la Ville de Gironne.

Je souhaiterais, au nom du Secrétaire Général du Conseil de l'Europe, remercier bien vivement, le Secrétaire général pour le territoire et la biodiversité du Ministère de l'Environnement de l'Espagne, pour sa contribution particulièrement importante et appréciée dans l'organisation de cette rencontre, ainsi que la *Generalitat* de Catalogne et la ville de Gironne pour leur généreuse hospitalité. Merci tout spécialement à l'Observatoire du paysage de la Catalogne pour sa magnifique coopération dans la préparation de cette réunion.

Nouveau traité international intergouvernemental, la Convention européenne du paysage a pour objet de promouvoir la protection, la gestion et l'aménagement des paysages, et d'organiser la coopération européenne dans ce domaine. Véritable Convention sur le développement durable, elle tend à instaurer un équilibre harmonieux entre les quatre piliers du développement durable : social, environnemental, culturel et économique.

Je suis particulièrement heureuse de rappeler que 25 Etats ont déjà ratifié la Convention européenne du paysage et que 8 autres l'ont signée et nous espérons bien sûr également une prochaine ratification de la Convention par l'Espagne.

« Les objectifs de qualité : de la théorie à la pratique ». La Convention européenne du paysage prévoit que « Chaque Partie s'engage à formuler des objectifs de qualité

paysagère pour les paysages identifiés et qualifiés, après consultation du public ». Elle indique en outre que « les ‘Objectifs de qualité paysagère’ désigne la formulation par les autorités publiques compétentes, pour un paysage donné, des aspirations des populations en ce qui concerne les caractéristiques paysagères de leur cadre de vie ».

Il s’agit donc aujourd’hui d’examiner comment, au-delà de la lettre, il convient de mettre la Convention en œuvre et de l’appliquer sur le terrain.

Le paysage comme cadre de vie quotidien des populations, le paysage comme palimpseste, le paysage comme aboutissement du développement durable, le paysage est tout à la fois produit et révélateur des activités humaines et touche, comme le dit Andreas Stalder, le cœur des hommes.

Je suis heureuse de vous informer du fait que les résultats de la présente réunion des Ateliers seront présentés à la prochaine Conférence des Etats contractants et signataires de la Convention européenne du paysage qui se tiendra au début de l’année prochaine au siège du Conseil de l’Europe à Strasbourg, et je formule tous mes vœux de succès pour notre rencontre.

Valery SUDARENKOV

Member of the Parliamentary Assembly of the Council of Europe, Russian Federation

Dear Participants of the Landscape Conference

It is an honor for me as a Russian Parliamentary Assembly of the Council of Europe (PACE) member and a reporter of PACE Committee on the Environment, Agriculture and Local and Regional Affairs on the theme “Conservation and use of the landscape potential of Europe” to greet you here in Girona at this very important event for all European community.

I think that European Landscape Convention which is under discussion now has great prospects.

The fact is that during the Russia’s chairmanship in the Council of Europe concurred the PACE Standing Commission Meeting under the chairmanship of Mr Rene van der Linden, which took place on 29 May in Moscow. The Committee’s report “Conservation and use of the landscape potential of Europe” was discussed and adopted. (The head of Commission is Alfred Sixto).

The report will be of great importance also for Russia as the largest landscape country in the world.

I welcome also the recent CEMAT Seminar on “Networking for sustainable spatial development of the European Continent” hosted by the Council of Europe in cooperation with the Ministry for Regional Development of the Russian Federation in Moscow.

Europe was among the first who faced the need concerning landscapes conservation and management. The Meeting of the Workshops in Girona should demonstrate a new example regarding this issue.

We once again have been provided with an opportunity to call upon public organs to implement measures aimed at development and conservation of landscapes in efficient manner.

Furthermore the next step should be an approval of landscape approach as the efficient method towards sustainable development.

Ladies and Gentlemen! In accordance with Florence European Landscape Convention, Russia and me as a PACE reporter on this theme will make all efforts to create appropriate instruments for protecting, planning and managing landscapes, and we are ready to support efforts of your Meeting of the Workshops.

Enrico BUERGI

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

Monsieur le Secrétaire Général,

Madame le Directeur,

Monsieur le Conseiller des politiques territoriales de la Catalogne,

Madame le Maire de Girone,

Monsieur le Directeur de l'Observatoire du paysage de Catalogne,

Mesdames et Messieurs les représentants des Etats contractants et signataires de la Convention Européenne du paysage ainsi que des autres Etats membres du Conseil de l'Europe,

Madame le chef de la Division de l'aménagement du territoire et du paysage auprès de la DG IV du Conseil de l'Europe,

Mesdames et Messieurs, chers collègues et amis,

Je remercie sincèrement les autorités de l'Espagne, de Catalogne, de Girone et la Direction Générale IV du Conseil de l'Europe de nous avoir conviés à participer à la cinquième réunion des Ateliers pour la mise en œuvre de la Convention européenne du paysage, ici à Girone.

Après les Ateliers de Cork, en Irlande, tenus en juin 2005 et ceux de Ljubljana, en Slovénie, tenus en mai 2006 – il y a seulement quatre mois –, nous sommes à nouveau hôtes de l'un des 33 Etats membres du Conseil de l'Europe ayant signé ou ratifié la Convention européenne du paysage.

Ceci est un signe montrant l'actualité croissante de la thématique du paysage partout et à tous les niveaux en Europe. C'est en même temps, un signe de l'intérêt, très présent chez tous les partenaires, de participer activement au dialogue sur la mise en œuvre de notre Convention, d'ailleurs formulée de façon extrêmement simple et compréhensible, afin que son application puisse se réaliser sur la base de solutions appropriées à chaque Etat, à chaque région européenne. Solutions, elles aussi, dans la mesure du possible simples et compréhensibles soit pour les responsables à tout niveau, soit pour le grand public, et ceci dans l'intérêt de la qualité de vie des populations locales qui vivent leur paysage quotidiennement.

Nous allons traiter pendant ces deux jours des « Objectifs de qualité paysagère : de la théorie à la pratique ».

Il est possible de souligner que ce programme n'est pas seulement un vœux : c'est une promesse.

Nous ne nous perdrons donc pas dans des réflexions théoriques car c'est sur des exemples concrets, orientés vers la mise en œuvre des objectifs de qualité paysagère, que nous devons centrer notre travail pendant ces deux journées.

Chacun des Ateliers sera ouvert par une conférence initiale présentant les éléments majeurs de la thématique de l'Atelier en question. Seront ensuite présentées les expériences concrètes, puis un espace permettra d'engager un débat.

Lors du premier Atelier, voué à l'identification et à la qualification des paysages, des expériences nationales et régionales seront présentées. Lors du deuxième Atelier, portant sur les objectifs de qualité paysagère et la mise en œuvre de ces politiques, seront des expériences nationales, le résultat d'un projet Interreg IIIB ainsi qu'une guide pour des bonnes pratiques. Le troisième Atelier sera consacré dans sa totalité à l'expérience de l'Espagne, l'Etat qui nous accueille. Le quatrième Atelier sera ouvert par une Conférence initiale sur la signification culturelle du paysage, à laquelle feront suite différentes présentations sur différents aspects du thème du paysage, tels que la notion d'échelle, la coopération, le paysage du futur, les itinéraires paysagers et la perception des paysages contemporains.

Avant les conclusions finales, qui seront présentées par Monsieur Florencio Zoido, Professeur à l'Université de Séville et expert du Conseil de l'Europe, une table ronde aura lieu sur les objectifs de qualité paysagère.

Je suis donc certain que nous aurons tous l'occasion de profiter fortement de ces journées, ici à Gironne, d'approfondir nos connaissances et de conduire, entre nous tous, un dialogue constructif nous permettant de retourner à notre travail quotidien dans une certitude encore plus renforcée de l'importance de toute activité vouée à la qualité du paysage dans le sens de la Convention européenne du paysage. Ceci en sachant que non seulement chez nous, mais partout, les réussites suivent parfois des trajets difficiles et que notre engagement, nos connaissances, notre ouverture au dialogue, sont souvent la base de tout résultat remarquable.

Mesdames et Messieurs, j'ai encore le plaisir de vous annoncer que la prochaine Conférence des Etats contractants et signataires de la Convention européenne du paysage se tiendra en mars 2007 au siège du Conseil de l'Europe à Strasbourg.

En remerciant encore les organisateurs de cette cinquième réunion des Ateliers de la Convention, je souhaite à tous des travaux particulièrement fructueux.

Anna PAGANS

Mayor of Girona

Ladies and gentlemen, welcome to the city of Girona.

First I want to express my sincere thanks to the Council of Europe, the Ministry of the Environment of the Spanish Government, the Ministry of Town and Country Planning and Public Works of the Government of Catalonia and the Landscape Observatory of Catalonia for having chosen our city to hold the Fifth Meeting of the Workshops for the Implementation of the European Landscape Convention. To all of them, many thanks.

For our city to welcome this meeting is both a satisfaction and a challenge.

A satisfaction, because the working programme of this meeting is extraordinarily inspiring. The themes of the various talks, the rich variety of experiences and the scientific status of the speakers augur a high-level forum which will certainly enable us to hear about experiences and collect ideas for improvements in the protection, management and planning of our landscapes, understanding landscape, as does the European Landscape Convention (adopted in Florence in 2000), in its broadest sense: protected natural places, outstanding landscapes, urban landscapes, agricultural landscapes, degraded peripheral landscapes, every-day landscapes, etc. I am sure that all the contributions, starting from a broadly integrated vision, will help us to uphold the importance of the ecological, cultural, social and economic values of landscape as a fundamental element in guaranteeing welfare and quality of life.

A challenge, because in spite of the modest work over many years that we have started in our city for the management and preservation of our landscape (natural, rural and urban), we know that we have still a long way to go. We know that the most important thing is to anticipate, to foresee future changes and that this is not always easy. The landscape is a dynamic and changing reality and in this sense our challenge is to preserve our inherited landscapes, improve their distinctive traits and special features, reinforce cultural and ecological diversity and, above all, guarantee access to landscape for everyone, for all the city districts, as a cohesive element in the territory and a fundamental tool in achieving balanced, equitable and sustainable development. Your work here will certainly be profitable and inspiring to us and will give us tools to continue working, to go forward to meet these challenges, with the objective of achieving the presence of landscape in all the actions in the city's public life, on an every-day basis.

To end, I would like to tell you that this is the first Meeting to be held in this Girona Congress Palace Auditorium, which is another reason for satisfaction. Not only because it is the first, but also because I am very happy, and the city is very happy, to welcome an event in the European ambit of the quality and importance of this Workshop. And the Meeting is being held in a building located in one of the most symbolic parts of our city: Girona's Devesa Park. This large and leafy urban park extends for 40 hectares, of which nine are shady walks. The park has more than 2,500 plane trees, hybrids of the eastern and western species, most of which were planted around 1850 and therefore are some 150 years old. They are placed close to each other and the little space between them has meant that they have grown in height rather than spread and this has made them reach heights close to their maximum earlier than would be normal. Many of them have the exceptional height of 55 m. So that, if landscape is indisputably a key element in contributing to preservation of the cultural and natural heritage and in consolidating our local identity, this monoculture called the Devesa Park, monumental and delicate for its longevity, fulfils this function well. And in this sense I hope that our Devesa Park will contribute modestly to the proposals of the European Landscape Convention, and help to facilitate human wellbeing and also the strengthening of the identity of Europe.

Thank you.

Antonio SERRANO

General Secretary for Territory and Biodiversity

Ministry of Environment of Spain

Words of acknowledgement

- To the representatives of the Council of Europe's institutions, with special gratefulness to Maguelonne Déjeant-Pons and her team, without whose support these Workshops could not have been celebrated;
- To the Regional Government of Catalonia, specifically to the General Secretary of Spatial Planning and to the General Director of Architecture and Landscape, as well as to the Landscape Observatory of Catalonia, for their interest in the organisation and celebration of these Workshops;
- To the City Council of Girona, for its collaboration to the celebration in its city of the Workshops, wishing success to the Auditorium and Congress Centre of Girona that today is inaugurated with this meeting;
- Finally, to the more than 300 attending people to the Workshops, that during these two days are going to allow the experts and people in charge of the matter, of the Council of Europe's Members States and of other regions of the world, to interchange experiences in the implementation of the criteria of the Convention and to give to the landscape the treatment that deserves within the framework of sustainable development.

In the name of the Environment Minister, it's a reason for satisfaction for our Ministry, as organising institution, jointly with the Council of Europe, the Government of Catalonia, the Landscape Observatory of Catalonia and the City Council of Girona, to participate in the inauguration of this 5th Meeting of the Workshops for the implementation of the European Landscape Convention.

The Environment Ministry's commitments in landscape matter

A series of commitments were announced in June 2004, in an Act celebrated in the Environment Ministry, when the European Landscape Convention entered into force, in view of the demand of attention to this matter, not satisfied sufficiently in the past, and requested, fundamentally, by the Spanish regions (Autonomous Communities).

These commitments are born out of the preoccupation of the Ministry about the accelerated processes of transformation that are taking place in cities and the territory in general. And in particular, from the point of view of the double responsibility that has the Ministry, faced with the natural heritage and biodiversity losses.

These processes of degradation and simplification are the result of a greater appreciation of the economic aspects and of a loss of weight of the values of natural and cultural heritage.

To assume the criteria of the Convention: in that occasion the Environment Minister announced and today I repeat again in her name, the application of the criteria of the Convention although our country had not ratified it. Fundamentally, to share the concept and approach of landscape that contains the Convention. That is, *to understand landscape like any part of the territory as it is perceived by the population*; both natural zones and urban or peri-urban ones; and both exceptional and ordinary or degraded landscapes. In short, *all territory is landscape*.

It also included unblocking the ratification of the Convention by our country, signed in 2000, but still pending because of a diplomatic reserve. Today, after the some internal proceedings, and with the invaluable support of the Council of Europe, it's a pleasure for me to announce that the ratification's problems have been unblocked by the Ministry of Foreign Affairs, faced with the interest shown by the Ministries of Culture and Environment.

Therefore, it is a personal satisfaction to announce in this Meeting, in the presence of the Council of Europe's representatives and those of our Autonomous Communities, the will of proceeding to the ratification of the European Landscape Convention, joining the States that already have done it

Co-operation with the Council of Europe: in short, to incorporate the consideration of landscape and the Convention's criteria in the ministerial policies, interventions and new legislation. Among these are those relative to the National Parks network and Natural Heritage and Biodiversity; the strategic plan of the coastal public dominion that incorporates the assessment of landscape in its files; the beginning of the Strategic Plan of the Natural Heritage and Biodiversity; the AGUA Program, which implies participation and interventions in the hydraulic public dominion; and the previous Technical Assessment meaning the consideration of the landscape aspects before and after the intervention.

But these commitments need the cooperation with the regions and other ministerial departments. Because of the distribution of competences in our country, our regions – the Autonomous Communities – have a key responsibility in the application of landscape policies demanded in the Convention and practically all our regions are working in the matter.

To that end, a stable device of cooperation between the Central Government – with the Ministries of Environment and Culture – and the Autonomous Communities along with experts has been established, for the impulse of the development of the Convention in our country.

This 5th Meeting of Workshops in Girona is the best proof of the cooperation will with the Council of Europe and our regions. And also the conviction of the contribution that our country can offer to Europe, for the important landscape diversity, the instruments that are being implemented, with the guarantee of the sensitivity and the attention more and more demanded by the Spanish society.

Given its enormous interest, within this context of cooperation, our Ministry has published in Spanish language the CEMAT European Rural Heritage Observation Guide, elaborated by the Council of Europe. It will be distributed in this Meeting.

Additionally, other lines will be implanted: first, the consideration of landscape in the tasks of analysing the processes of transformation of our territory that develops the Observatory for the Sustainability of Spain (OSE) that allows to analyse the results and works of the Government Administration. And, in this way, have an annual guide within the framework of indicators of sustainability on landscape and land uses. To be completed with the establishment of national awards as a way for the candidacies to the European Award that the Council of Europe will launch, as well as the possibility of catalogues of good practices in landscape.

In this context, it'll be used within the framework of the collaboration and strengthening of the Biosphere Reserves Network. The idea is to incorporate the landscape in the strategies and examples of sustainable development that implies the management of these Reserves that plan to have a World Congress in 2008.

I don't want to finish my intervention without a brief reflection on the future.

The future for landscape it's to follow the line drawn up by the Convention that avoids "fossilising" conservation and suggests taking part in its tendencies as dynamic and living elements, and with the participation of the population.

According to that message and within the framework described, the Ministry is responsible for the important task of contributing to unravel the commitments and to develop the measures in agreement with the Convention that will be ratified.

Therefore, the outcome of this meeting will be of enormous interest. For that reason my best wishes for a good work.

Workshop 1/ Atelier 1

**Identifying and assessing landscapes/
Identification et qualification des paysages**

**Chairs/
Présidents**

Pavlina MIŠIKOVÁ
*Representative of the Slovak Republic
for the European Landscape Convention*

Michael STARRETT
*Chief Executive,
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Identifying and enhancing landscapes

Marc ANTROP

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Abstract

I will start from the definitions in the European Landscape Convention (ELC) related to identification and enhancing landscapes and the landscape qualities. Next, these will be compared to methodological and technical issues in classification and evaluation in general and its application on landscapes in particular. The implementation in policy largely involved the public and authorities, demanding a transdisciplinary approach, which will be discussed next. Finally, the five years of experience with the Landscape Atlas in Flanders will be used as an example to evaluate its use and implementation.

The third specific measure of the European Landscape Convention refers to the identification and assessment of landscapes, as well as to exchanges of experience and methodology at European level. This identification implies the analysis of the landscape characteristics and the forces and pressures transforming them and monitoring changes. The assessment should take into account the particular values assigned by the interested parties and in particular the population concerned. A similar concern is found in the definition of landscape quality objectives. This includes, “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”. Also, it is related to landscape policy and the strategic choices to be made on landscape protection, management and planning. Landscape change is recognised as inherent to landscapes and consequently these strategies should be implemented in a dynamical way.

Identification of landscapes implies a description of character and an assessment of qualities, as well as a delineation, which means mapping. Theory and methodology are based upon ‘classic’ land evaluation and landscape classification and typology, but are using GIS nowadays. Principally different classifications and typologies are possible. The goals and future use of the classification, the scale, the available data sets and their qualities, and logistic conditions such as time, money and infrastructure, are factors influencing the final choice of a classification and assessment. Defining the goals of the classification often depends upon the knowledge one has already. According to the scope, different classification may enforce each other or result in conflicting visions. Most often available data sets refer mainly or only to physical and ecological properties, while cultural and historical data are often too fragmentary, and in formats that are difficult to be used in spatial analysis in GIS-environments.

Basically, two approaches are possible in landscape classification, typology and evaluation: a holistic and parametric one. Holistic approaches generally work by subdividing stepwise general and large areal units which are more or less known, into smaller ones which are more uncertain. It works from small to large scale increasing the detail in a hierarchical way. Most often, the method is open for adding new knowledge when it becomes available. This allows making classifications and evaluations based upon incomplete data and making improvements in successive steps. The parametric approaches start from datasets that are completely covering the study area, which are overlaid and combined to delineate and characterise spatial units. In GIS this has become a standard procedure. These spatial units are often statistically analysed for similarity and clustered into types and areas. The quality of the outcome depends largely upon the geometric and semantic qualities of the data.

The ELC is not very precise in the methods to be followed for the identification of the landscapes, but recognises the necessity for international co-operation. Meanwhile, several classification of the landscape character have been made on national and even regional level, as well as an attempt with the ELCAI-programme to realise a comprehensive European characterisation. Most regional and national classification show severe discrepancies at the borders. The LANMAP2 classification for Europe is mainly based upon physical and ecological map data. Cultural and historical themes are lacking in the classification.

The ELC is also vague concerning the landscape quality objectives. An important linguistic confusion should be noted here. The English concept “qualities” refers more to properties than values. It is often translated in other languages meaning ‘values’ in the sense of ‘good’ or ‘bad’ or ‘better’ or ‘worse’. Also, the importance of scale on the assessment of qualities and values is ignored. Assigning values to landscapes or landscape elements can be different for the different scales considered. A remarkable tree can be very significant for local people, but hardly be considered for ‘universal’ value. Four scale levels in assigning landscape values should be recognised: the universal one, the national (state) level, the regional (nation) level and the local level.

Landscape is a complex concept as well stated in the ELC’s definition. Different sets of qualities can be defined. Some common main groups are (1) physical and ecological qualities, (2) cultural and historical ones, (3) aesthetical ones, (4) social ones, (5) structural and functional ones. Each use different variables to assess the quality. Very often different scales of measurement are involved and the nature of the indicators may vary a lot. Often the main problem is to combine and integrate quantitative and qualitative assessments, and continuous and discrete ones.

In decision-making, ‘objectives’ refer to concrete alternative outcomes fitting in a general goal. Technically, in decision-making procedures such as multi-criteria evaluation (MCE), different objectives are compared and combined to obtain the most suitable outcome in the scope of the preconceived goal. The different objectives

are often linked to different scenarios and strategies. Thus, setting up well-defined goals is the first important step. These can be *Leitbilder*, or normative planning goals. Important questions here are who defines the goals? How can they be realised? Who controls and evaluates the result?

The ELC emphasises the importance of the public and responsible authorities in the processes of landscape protection, management and planning. This suggests a bottom-up approach, which is believed to be more easily acceptable by the general public and local interest groups. However, most experiences here indicate difficulties in achieving comprehensive classifications and evaluations in such way that sustainable solutions are seldom realised and values often change according particular needs power. Who is competent for what? Clearly, the landowners carry out all material changes in the landscapes. They have the territorial competence according to the terminology of Hägerstrand. Public authorities at different levels only have spatial competences, which allow them only to stimulate, steer or restrict ongoing processes in an indirect way.

Who will be responsible for values at the different scale levels? Until now, most landscape classifications and assessments are made top-down by experts. A positive trend is the increasing inter- and transdisciplinary approach in this field. Transparent procedures, simple indicators and good communication during the whole process are important factors of success. Also, because of the complexity of the landscape and its dynamics, the expertise of scientists in practical matters of policy and management is demanded. They can set up normative planning goals and define different scenarios but need to be involved in the continuing participatory process where good communication is essential.

The experience of such a top-down landscape classification and assessment for cultural and historical values in Flanders is used as an example. The Landscape Atlas of Flanders (Belgium) was realised using a top-down approach by experts. The first edition was realised in 2000, before the ELC entered into force. The method used was holistic and the outcome is a selection of landscape relics (objects and areas) based on their natural-ecological, historical, socio-cultural and aesthetical values. Legibility, soundness, completeness were important criteria in the selection. The typology of the relics was made according to the spatial dimension (point, line, area) and not on the nature or age of the selected relics. The mapping was achieved in a GIS at scale 1/50 000 and linked to a descriptive database. Important was the way of releasing the atlas. First on CD-ROM available for all, and distributed at municipal level. Soon followed by a version on internet by a map server¹. The first edition was based upon orthophotomaps from 1995 as a reference date. Rapid changes of the landscapes made an update necessary. The second edition was realised in 2005 based

1. <http://geo-vlaanderen.gisvlaanderen.be/geo-vlaanderen/landschapsatlas/>

on orthophotomaps of 2002. Also, a survey was made for improving the new edition using the experiences of the users. Important changes were an upscaling to cadastral level, resulting in precise and crisp boundaries, and a more thematic approach to the database.

L'expérience de la Belgique : les territoires paysagers de Wallonie

Mireille DECONINCK

Représentante de la Belgique pour la Convention européenne du paysage

Contexte institutionnel et cadre géographique de la Wallonie

Depuis les lois spéciales de réformes institutionnelles de 1980, la Belgique est régie par trois niveaux de pouvoir : l'État fédéral, les Régions et les Communautés. La plupart des compétences concernant directement ou indirectement le paysage sont aujourd'hui du ressort régional. Il s'agit notamment de l'aménagement du territoire et de l'urbanisme, du patrimoine, de l'environnement et de la conservation de la nature, des richesses naturelles, de la politique de l'eau et de l'énergie, des travaux publics, des transports, du logement, de la politique agricole, du tourisme, etc.

La Région wallonne couvre une superficie de 16 844 km², soit plus de la moitié de la Belgique (44,9 % du territoire wallon est occupé par des cultures et des prairies, 32,3 % par des forêts, 9,7 % par des terres délaissées, jachères etc. et 13,1 % du territoire wallon est construit : bâtiments et voies de communications).

Occupant une position relativement centrale en Europe de l'Ouest, à proximité de Bruxelles, la région wallonne – ou Wallonie – constitue la partie sud de la Belgique. Le relief de la Wallonie est assez accidenté ; l'altitude au nord de la région est de moins de 25 mètres et s'élève progressivement entre 50 et 200 mètres sur les plateaux de moyenne Belgique pour atteindre, vers le sud et l'est, une altitude culminant à 694 mètres sur le plateau des Hautes Fagnes. Vers l'extrême sud régional, au-delà du plateau ardennais, l'altitude diminue vers la Lorraine belge qui constitue la bordure nord du bassin parisien. La diversité du relief et la variété des paysages qui en résulte s'expliquent par la grande variété du sous-sol wallon.

La Wallonie a une population d'environ 3 360 000 habitants, répartie inégalement au sein de 262 communes. La densité moyenne, de 199 hab./km², est supérieure à la moyenne européenne, mais reste inférieure à celle rencontrée dans les régions voisines (Flandre et Pays-Bas notamment). La population est assez inégalement répartie sur le territoire. L'occupation humaine s'est principalement développée le long du sillon industriel formé par les vallées de la Sambre et de la Meuse (bassins charbonniers) et au nord de celui-ci (triangle Bruxelles-Mons-Namur). La dispersion des lieux d'habitat est beaucoup plus grande dans le sud de la région, où l'on note seulement quelques petits pôles urbanisés. Sur le plan historique, les implantations ont été influencées par les potentialités industrielles, d'échanges et de transport.

Les réseaux de communication (routes, rail, eau) irriguant la région sont assez denses. La Wallonie compte également deux aéroports régionaux. Enfin, il convient de signaler que le territoire wallon se caractérise par son ouverture par rapport aux régions et pays voisins : absence de réelles barrières physiques, prolongement de ses caractéristiques géographiques au-delà des frontières dans toutes les directions.

La mise en œuvre de la Convention européenne du paysage

La Belgique fait partie des premiers Etats à avoir signé la Convention européenne du paysage ouverte à la signature le 20 octobre 2000 à Florence, et la Région wallonne l'a très rapidement ratifiée par un décret du 20 décembre 2001. Dans ce domaine, on peut comprendre toute la complexité institutionnelle de la Belgique. En effet, la Communauté française a ratifié la Convention le 19 décembre 2002, la Région de Bruxelles-Capitale le 7 février 2003, la Région et la Communauté flamandes le 18 juillet 2003, la Communauté germanophone le 17 mai 2004 et l'Etat fédéral le 28 octobre 2004. Elle est entrée en vigueur en Belgique le 1^{er} février 2005.

Par la ratification de cette Convention, le Gouvernement de la Région wallonne a clairement indiqué sa volonté d'une meilleure prise en compte du paysage dans ses différentes politiques.

Le constat que le paysage concerne une multitude d'acteurs et d'intérêts parfois divergents doit à présent se traduire de manière concrète et à cet égard, la Convention européenne du paysage est sans nul doute un moteur puissant pour une attention et une action renouvelées.

La Conférence permanente du développement territorial

Une première réponse, apportée en la matière par la Région wallonne, l'est au travers des travaux de la Conférence permanente du développement territorial (CPDT). La Conférence permanente du développement territorial, créée en 1998, est un lieu de rencontre interdisciplinaire mais aussi un important réseau de recherche fondamentale et appliquée dont l'action est orientée et coordonnée par le Gouvernement wallon.

En effet, la CPDT rassemble à la fois la plupart des départements ministériels de la Région wallonne et les trois grandes universités francophones autour d'un programme pluriannuel de recherche mobilisant plus de quarante chercheurs, dotant ainsi la Région wallonne d'un outil efficace de connaissance et d'aide à la décision.

L'ensemble des informations relatives à la CPDT est accessible sur le site Internet <http://cpdt.wallonie.be>

Les territoires paysagers de Wallonie

Depuis 2001, le programme consacre un thème de recherche au patrimoine paysager. Dans ce cadre et pour répondre aux engagements prévus par la Convention européenne

du paysage, les travaux ont, dans un premier temps, porté sur un inventaire des outils réglementaires et des travaux relatifs aux paysages en Région wallonne² pour se consacrer ensuite à une tâche d'une plus grande ampleur : l'identification et la qualification des territoires paysagers au sens de l'article 6C de la Convention européenne du paysage.

L'approche du paysage qui préside à la cartographie des territoires paysagers de Wallonie est issue en droite ligne de la Convention européenne du paysage : le paysage est ce que les gens perçoivent visuellement d'un territoire, en premier lieu le relief et son modelé, puis l'occupation végétale et humaine de ce substrat.

Pour caractériser la grande diversité des paysages wallons, il a été décidé d'identifier des « territoires paysagers » formés de plusieurs unités paysagères présentant des caractéristiques similaires. L'échelle d'analyse adoptée est le 1/50 000^e. Cette échelle permet d'appréhender la Wallonie dans son entièreté tout en restant suffisamment fine pour une analyse relativement détaillée et pertinente en matière de planification réglementaire des affectations du sol, principal outil de gestion paysagère du territoire en Région wallonne.

Les territoires paysagers ont été identifiés, en plusieurs étapes, sur la base des caractéristiques du relief, de l'occupation du sol et de l'habitat.

Dans un premier temps, l'analyse du relief (formes principales et secondaires, altitude et modelé) et de l'occupation du sol (expression des interactions qui existent entre le substrat, la nature et les activités humaines) a conduit à la constitution d'une base de caractérisation systématique des paysages sur l'entièreté du territoire wallon. Les deux principales bases d'informations cartographiques utilisées sont le modèle numérique de terrain établi à partir des courbes de niveaux des cartes topographiques de l'Institut Géographique National (IGN) à 1/50 000^e (1994) et le plan d'occupation du sol à 1/50 000^e du Ministère de la Région wallonne (1989) réalisé à partir d'images satellitaires multispectrales complétées par une couverture de photos aériennes infrarouges. A partir du modèle numérique de terrain les cartes des altitudes et des pentes de la Wallonie ont été dérivées. Les cartes géologique, lithologique et pédologique ont également été examinées.

Dans un deuxième temps, l'examen des caractéristiques de l'habitat (groupement, dispersion et intermédiaire) a permis d'affiner les premiers découpages.

Ensuite, une série de consultations a permis de rassembler les avis, remarques et suggestions d'une part, des personnalités dont les travaux et/ou les enseignements sont en lien avec la problématique des paysages et d'autre part, des témoins privilégiés que

2. Pour plus de détails, voir les documents du Conseil de l'Europe T-FLO2 (2002) 15 et 16 distribués lors des Ateliers pour la mise en œuvre de la Convention européenne du paysage des 23-24 mai 2002. « Prise en compte du paysage dans les documents réglementaires et stratégiques en Belgique – Région wallonne » et « Travaux relatifs aux paysages en Belgique – Région wallonne ».

sont les personnes confrontées quotidiennement à la gestion du territoire à l'échelle sous-régionale (gestionnaires des parcs naturels, des réserves naturelles, des « contrats rivière »...). Les nombreuses discussions auxquelles les consultations ont donné lieu ont largement contribué à l'affinement de la cartographie des territoires paysagers, notamment par l'ajustement de certaines limites.

Enfin, cette analyse a été validée par une campagne de terrain. Vingt-trois itinéraires soit près de 6 650 kilomètres ont été parcourus, ponctués par environ 650 arrêts et 2 500 prises de vue permettant ainsi de balayer l'ensemble des territoires paysagers et d'en valider la définition et les limites. Chaque prise de vue a fait l'objet d'une fiche d'information consignée dans une base de données.

Découlant du principe de départ, les limites entre deux territoires paysagers correspondent à des limites d'horizons visuels. Ainsi, une limite entre deux territoires peut être matérialisée par une limite de relief (ligne de crête, bordure de plateau, ligne de rupture de pente), par une limite d'occupation du sol (lisière forestière, frange d'urbanisation, changement dans les proportions dans l'occupation du sol) ou certains axes de communication.

Le travail de cartographie a conduit à subdiviser la Wallonie en 76 « territoires paysagers » regroupés en 13 « ensembles ». Certains territoires sont subdivisés en « faciès » lorsque de légères variantes paysagères s'expriment (voir annexe 1). La carte des territoires paysagers accompagnée d'un livret décrivant brièvement chaque territoire est publié dans un document intitulé « Les territoires paysagers de Wallonie » disponible auprès du service de diffusion des publications du Ministère de la Région wallonne³.

Développements récents : vers des atlas de paysages

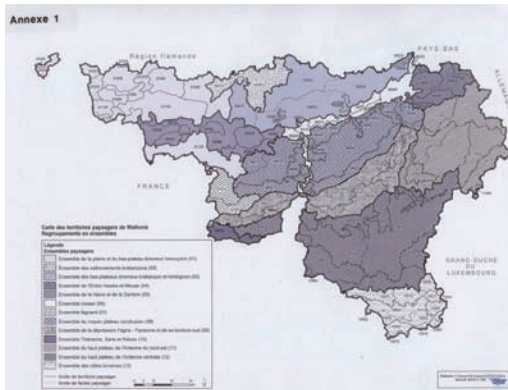
L'article 8 de la Convention prône, au niveau européen, l'assistance mutuelle et l'échange d'informations.

S'inscrivant dans cette optique, la France et plus précisément le Ministère de l'Ecologie et du Développement durable a pris l'initiative d'organiser un Atelier transfrontalier franco-wallon consacré aux atlas de paysage, tenu à Monthermé les 15 et 16 septembre 2005. Un des résultats de cet échange fut l'élaboration d'une « grille de lecture des atlas de paysages » permettant de mettre en évidence les éléments constitutifs d'un tel document (voir annexe 2).

En 2005, confortée par cet Atelier transfrontalier, la Région wallonne a décidé de se lancer dans la production d'atlas de paysages et en a confié la réalisation à la CPDT. Au départ du travail des « Territoires paysagers de Wallonie », l'échelle territoriale choisie

3. Direction Générale de l'Aménagement des Territoires, du Logement et du Patrimoine (DGATLP), Service de diffusion des publications, rue des Brigades d'Irlande, 15100 Namur, Belgique, Tél : +32(0)81 33 22 70, Fax : +32(0)81 33 21 12, courriel : p.molina@mrw.wallonie.be

est celle des ensembles paysagers. A terme, la Région wallonne sera donc couverte par 13 atlas de paysages. L'atlas de paysages se veut être un document de connaissance, de référence et de gestion du territoire mais aussi un outil de dialogue avec tous les acteurs du paysage dont la population. Le premier atlas qui concerne l'ensemble de l'Entre-Vesdre-et-Meuse, territoire frontalier des Pays-Bas et de l'Allemagne, devrait être disponible en 2007.



Annexe 2

Convention européenne du paysage, article 6C

- « 1. En mobilisant les acteurs concernés conformément à l'article 5.c et en vue d'une meilleure connaissance de ses paysages, chaque Partie s'engage :
- a. i) à identifier ses propres paysages, sur l'ensemble de son territoire ;
 - ii) à analyser leurs caractéristiques ainsi que les dynamiques et les pressions qui les modifient ;
 - iii) à en suivre les transformations ;
 - b. à qualifier les paysages identifiés en tenant compte des valeurs particulières qui leur sont attribuées par les acteurs et les populations concernés.
2. Les travaux d'identification et de qualification seront guidés par des échanges d'expériences et de méthodologies, organisés entre les Parties à l'échelle européenne en application de l'article 8. »

Grille de lecture des atlas de paysages

Rappel du contexte : cette grille a été proposée et validée lors de l'Atelier franco-wallon en septembre 2005 à Monthermé. Les documents supports de ce travail étaient « l'Atlas de la région Champagne-Ardenne » pour la France et « les territoires paysagers de Wallonie » pour la Belgique.

Cette grille permettra, en France notamment, de mettre en évidence de façon synthétique les éléments constitutifs des différents atlas couvrant le territoire national.

TITRE - année de publication

1. Objectifs et finalités affichés du document

2. Organisation de la maîtrise d'ouvrage

Maîtrise d'ouvrage unique ou partenariale

- Constitution d'un comité de pilotage qui peut associer
 - Pour la France : les services déconcentrés de l'Etat, le Conseil régional, le Conseil général, les communes, le CAUE, les associations concernées.
 - Pour la Wallonie : la région wallonne, les communes, les associations concernées.

Le comité de pilotage est invité à une réflexion sur la sélection des données utiles à l'élaboration de l'atlas et à leur transmission au chargé d'étude.

- Maîtrise d'œuvre, composée d'une équipe pluridisciplinaire en charge d'associer une bonne approche de terrain et des compétences en traitement de données.

3. *Identification des unités paysagères (F) ou territoires paysagers (W)*

- limites, composantes caractéristiques, dénominations des unités
- échelles (échelles d'analyse, échelles de restitution cartographiques, emboîtement d'échelles)

4.a. *Identification et caractérisation des paysages (systèmes de représentations)*

- paysages « institutionnalisés » (paysages protégés au titre de législations existantes)
- Identification de paysages « témoins » (de l'histoire des lieux)
- Représentations artistiques (ou « savantes ») des paysages
- Identification des sites (parties de paysage) d'intérêt local

4.b. *Les systèmes de valeurs – critères d'évaluation*

5. Evaluation des dynamiques des paysages

- Identification des signes visibles d'évolution des paysages
- Mise à jour des tendances et des processus d'évolution
- Identification des projets individuels et collectifs
- Enjeux du paysage et jeux des acteurs

6. Validation

- Formelle par le comité de pilotage
- Par les utilisations constatées (études d'impact, schéma éolien...)
- Par la diffusion, la communication (supports, nombres d'exemplaires)

7. Mise en place d'un système de suivi en vue de l'actualisation

The promotion of landscape management in Finland

Silja SUOMINEN

Representative of Finland for the European Landscape Convention

Summary

Finnish legislation is sufficiently diversified and gives excellent opportunities for the protection of both particularly valuable and more common landscapes. Nevertheless, there is still much work to be done so that landscape issues are really taken into account in practical situations. Since it hardly seems likely that more resources will become available, development has to be spread over a number of years, and administrative priorities need to be worked upon. Likewise, the co-operation between different authorities, and the exchange of international experiences, will facilitate the work that needs to be done.

I would like to stress that the starting point for landscape protection, planning and management must be the definition of the characteristic features of landscapes. If we lack knowledge on the character of the landscape, it is impossible to assess how vulnerable it is, and equally impossible to monitor changes. Without this knowledge we cannot set quality objectives for changes, nor can we work safely for goal achievement. But can we really read the landscape for our purposes? Can we identify the salient features, do we know how they have arisen, how sensitive to change they are, and how to strengthen features? I am happy that we have possibilities to exchange experiences and get new ideas from each other.

Preparation of ratification

Finland was among the very first countries to sign the European Landscape Convention in Florence in 2000. Nevertheless, Finland only ratified the Convention on 16 December 2005, although even at the outset, we aimed at early ratification. The ratification process turned out to need legal and other studies and several stages and thus to be quite long, even though it had been estimated that existing Finnish legislation and administrative instruments were quite sufficient for the landscape protection, management and planning envisaged in the Convention.

The ratification was prepared at the Ministry of the Environment. Various other ministries, the regional administration and a number of organisations were asked to comment on the proposed bill. Nearly all were unanimous in taking a favourable view of the proposal, a few statements took a neutral view of the Convention. The sufficiency of the administrative resources was questioned in many statements. During the preparation, the translation into Finnish of the Convention text was revised. Experts

on landscape issues eagerly debated some wordings, such as the proper Finnish equivalents for the words “identification” and “assessment” in Article 6. Also, what did the obligations in Article 6 mean in practice?

Before ratification, landscape professionals had high hopes of more financing for landscape research, planning and management, bigger inputs into training and more employment opportunities. However, political interest in the Convention remained very low. When the bill of legislation and the 21 pages justifying the bill were presented to the Government and the Parliament, the acceptance of the European Landscape Convention did not give rise to any discussion at all. The news media showed no great interest either, although information material had been distributed at every step of the ratification process. The press releases were brief and matter-of-fact and did not dwell on existing deficiencies in landscape protection, since high officials at the Ministry of the Environment were of the opinion that the Convention would not be ratified, if the preparatory documents revealed problems and presented projects which would require State financing, at a time when saving public money was a priority. One is tempted to ask if it had been better to take advantage of the publicity, so as to demonstrate visibly the problems in landscape management and the tangible threats while continuing to work for additional resources for landscape management and, above all, for an updating of the existing, outdated and narrow landscape inventories.

The interest in developing the landscape and strengthening its characteristic features seems very small indeed. It is often repeated that beauty lies in the eye of the beholder, and that is, in fact, the view on which the definition of landscape in the Convention itself is based. It is also often said that the landscape is in a state of continuous change, that every generation will make its own imprint on it, and that this is a perfectly natural process with which one should not interfere. It sounds nice and easy. Why should we identify and assess our landscapes?

I will next discuss the main Convention Articles, the obligations they contain, and the implementation of these Articles in Finland. I want particularly to emphasise questions related to the importance of landscape inventories; identification and assessment.

Article 4 – Division of responsibilities

In Finland, it is generally accepted that responsibilities are shared between different organisations, that landscape policy should be integrated in all decision-making, and that especially the local viewpoint must be taken into account. Yet in actual practice, responsibility issues are not very clear, and this is why it would be good to have a landscape management programme, defining those responsible for each action. In actual fact, one of the most difficult responsibility issues is whether landscape inventories in the rural areas should come under the environmental administration or the agricultural authorities, since the last-mentioned monitor the effects of agricultural subsidy programmes on the landscape – or should such work be undertaken by university

researchers, or by officers at the Regional Environment Centres, or should it possibly fall under the Finnish Environment Institute, which is charged with monitoring the state of the environment, but where there is not one expert on landscape issues – .

A major responsibility in promoting landscape issues rests with the Ministry of the Environment. Other Ministries are in charge of landscape issues within their own spheres of competence. The National Board of Antiquities is the national expert authority in matters relating to the built cultural environment, the cultural heritage and ancient remains. The National Board of Antiquities has inventoried our built cultural heritage. The Finnish Forest and Park Service administers state-owned areas such as national parks and is in charge of landscape management in these areas. One person in each of the districts was given the responsibility for the cultural heritage and landscapes. These officers see that landscape values are taken into account in the management and maintenance plans. This requires inventories of extensive forest-dominated areas, followed by prioritisation and value assessment, with a view to their use for tourism or recreation activities.

The Ministry of the Environment is charged with result-oriented management of the 13 Regional Environment Centres, and their task consists in promoting landscape protection and management in their respective areas. Since the Convention came into force, there are specific officers whose task is to look after the dissemination of information on the characteristic features and values of landscapes, and to promote the other issues mentioned in the Convention. The Regional Environment Centres also co-ordinate regional co-operation between various authorities, and there are working groups in charge of working on landscapes and cultural heritage. For example these groups will assess the sufficiency of the landscape inventories made for proposed regional plans, as well as the impact of the proposed plans on the landscape. Moreover, the working groups for landscape and cultural heritage also draw up regional programmes for the cultural environment and landscape.

The municipalities, totalling over 400, have an important task in managing landscape values, since they are the ones who approve local detailed plans and issue building permits. The municipalities are independent decision-making bodies, and consequently have much responsibility. Nevertheless, their resources for landscape protection, management and planning are quite restricted. Only the biggest municipalities have a person with higher education related to landscape management. Since finances are strained in the municipalities, economic issues tend to take priority, and there is not much interest in financing landscape management. Fortunately, we have legislation which requires sufficient landscape inventories to be made prior to land use planning, and the municipalities will put these inventories out for tender and employ consultants. The municipalities are all members of the Regional Councils, 16 in number, which are responsible for the regional plans, where one of the requirements is the protection of landscape and cultural heritage. The regional plans promote the regional land use aims

and, again, direct the local, more detailed land use plans, so that in actual fact they harmonise the national, regional and local aims in land use planning.

During the last few years, local engagement in landscape management has increased, as village associations and other local interest groups have started defending landscape values in the areas where they live. This comes out in their engagement in the protection of shores and open agricultural fields against too much exploitation, or against the building of wind-power plants. The municipalities provide financial support to these NGOs and systematically ask for their views on issues related to the local living environments. Representatives of these associations are also frequently invited to take part in the steering groups for various projects, where they may provide a local viewpoint at the very outset of planning. The municipalities also arrange presentations of land use plans and discussion rounds for the local people.

Nature conservation associations also are actively and diligently working for the maintenance and care of traditional rural biotopes and cultivated landscapes, and they will organise working camps and apply for EU financing to have unemployed people working with landscape maintenance.

A considerable sum of money has been reserved for Leader activities during the next programme period, both in the form of national funds and as EU financing. The Leader action groups have prepared a number of village development plans, including landscape assessments and proposals for landscape management. Leader financing has also been used to restore sites and buildings of cultural value, to clean up roadsides, and to care for traditional rural biotopes.

Under the Finnish Constitution, everybody has responsibility for the environment, including the landscape. However, the local people and the various associations need more information on the characteristic features, in order to be able to shoulder their responsibility for the landscape.

Article 5 – General measures

5 a. Legislation

Finnish legislation recognises landscapes and related values at the level of the Constitution, and also in many laws regulating activities that may have an impact on the landscape. The most important legal instruments in implementing the goals of the Convention are the Land Use and Building Act (132/1999) and the Nature Conservation Act (1096/1996), together with the provisions on financial support for agriculture and forestry.

The 2000 Government Resolution on National Land Use Guidelines, which is based on the Land Use and Building Act (Section 22), emphasises the consideration, in decisions on land use, of landscape values and cultural and natural values. The

promotion of these objectives should permit all land use planning, and the work of the government authorities (Section 24).

The Land Use and Building Act states the general objectives for land use planning. An overall goal is to promote the protection of the beauty of the built environment and the care of cultural values, as well as the preservation of biological diversity and other natural values (Section 5). The protection of landscape is a goal at all levels and should be mentioned in the plan (Sections 28, 39 and 54). When a land use plan is drawn up, the impact of plan implementation on the landscape should be assessed to the necessary extent (Section 9). Land use plans may include provisions on planning, protection and building as justified by the landscape (Sections 30, 41 and 57). The Act also states that buildings should fit into the landscape (Section 117), that permits are necessary for activities that may change the landscape (Section 128), and that the built environment should be maintained with a view to the characteristic landscape (Chapter 22).

The Land Use and Building Act also has provisions for the establishment of national urban parks, especially with a view to safeguarding specific landscape values (Section 68). Under the Nature Conservation Act, landscape conservation areas can be set up to preserve and manage a natural or cultural landscape of outstanding beauty, historical interest or other specific values (Section 32).

5b. Landscape policy

Finland has drawn up many landscape policy strategies and programmes, but they have become outdated, and it is now necessary to draw up a new Action Plan. The work will start next year.

The most important political resolution is the Government's Decision-in-Principle on developing landscape management (1995), which includes the designation of 156 landscapes of national value. The Government's Resolution on National Land Use Guidelines (2000) specifically mentions the Lapland fell area, the Archipelago Sea, the land-rise coast, the *Vuoksi* waterways and the *Sami* people home region as such entities whose natural and cultural values are important and where the specific landscape features. Moreover, the Resolution states that the nation-wide inventories of landscapes, the built heritage and ancient remains should be taken into account in land use planning.

The Built Heritage Strategy (2001), the Rural Policy Programme (2004) and The National Coast Strategy (2006) mention a number of objectives related to the landscape. Other landscape policy guidelines are to be found in memoranda and reports on the management of traditional rural biotopes, the building of wind power plants and masts, and building in shore areas.

In the promotion of landscape protection, Finland can boast a network of national parks and wilderness areas, and there are also national nature conservation programmes (for eskers, mires, shore areas, and others). These are important demonstrations of political will, and related to the promotion of landscape issues.

Our regional programmes for the cultural environment and landscape are being drawn up for each of the 13 regions. Meanwhile, as many municipalities have drawn up their own programmes for the cultural environment, or included landscape-related objectives in their local agendas for sustainable development. The Ministry has part-financed the drawing up of regional and local programmes and will shortly issue a guidebook on the drawing up of such programmes, intended for use by the local authorities.

Landscape policies should be supported by an overriding definition of landscape features and characteristics. If, for instance, there is a strategy for conserving the characteristic features of archipelago areas, the actual objective may never be reached, unless we really know what these features are.

5c. Participation

The right of public participation is an overriding legal principle. The right of participation has got more emphasis in recent revisions of the environmental legislation.

The participation procedures are in a state of constant development, which is good. For land use planning and for the assessment of project impact on the landscape, quite diversified methods are required. Planners have to demonstrate clearly to the public what the issue is and what alternatives there are. Queries or questionnaires to local people, asking them to name and pinpoint on maps both beautiful and ugly sites, and to explain why they think so, has proved to be a procedure which gives the planners much valuable information. Lists of arguments where you tick a box have also revealed the importance of changes in landscape features. People have also been happy to indicate on maps such areas that should be preserved as such, or regularly looked after.

5d. Regional and town planning policies, sectoral policies

The required integration of landscape into regional and town planning policies is already a matter of fact, mainly on account of the Land Use and Building Act.

In goal programmes and action plans in various sectors, landscape is taken into account under the Act on the Assessment of the Impacts of the Authorities' Plans, Programmes and Policies on the Environment (200/2005). This Act provides for the study and assessment of direct and indirect impacts of plans and programmes on the landscape, too.

Landscape considerations are already integrated into sectoral policies for, one say, development and environmental plans drawn up for rural areas, forestry, agriculture and the roads administration.

After the ratification of the Convention it has become increasingly easy to call for clear-cut measures to promote landscape protection, planning and management in sectoral programmes, too.

To make it possible for planners and authorities in various fields to take account of the landscape, there should be easily available information on the characteristic and valuable features of landscapes, including brief descriptions, possibly as lists of characteristics.

Article 6 – Specific measures

Awareness raising

This requirement is presently satisfied in a number of ways. Consultations and theme days in landscape planning and management are organised for various contact groups, information and consultation services are made available to demonstrate how landscape should be identified and taken into account. The training and advisory services included in the system for environmental support to agriculture also provide information on the management of the cultivated landscape. The Ministry of the Environment also part-finances regional architects, and this has made both local authorities and ordinary people more aware of the importance of landscape. Small municipalities may jointly employ an architect for tasks related to land use planning and to the management of the built environment, and the Ministry will pay half of his or her salary.

A network of model farms, covering almost all of Finland, has already been set up to promote the management and conservation of traditional rural biotopes. A number of private farmers have been trained as exemplary managers, and they have undertaken to present their farms to other farmers, students and researchers. The contact information to these farms is available on the Internet, and by just informing the farmers in advance, anyone interested can visit them to see beautiful traditional rural biotopes, such as grazed meadows and forests.

In Lapland, a project of several years is aimed at identifying and assessing the landscapes and making the local hidden culture and Lapland's landscape better known among both the indigenous *Sami* people, immigrants and the authorities.

By well-planned sales promotion and marketing, and by presenting the characteristic features of different regions, it is possible to increase nature tourism and cultural visits and thus to add to the appreciation of the landscape and promote landscape management.

Training and education

In Finland, landscape architects have been trained at the Helsinki University of Technology since 1969. A training programme in cultural production and landscape research is to be found at Turku University few years ago. Training related to the identification and assessment of landscapes is also arranged at other universities and vocational high schools. Moreover, landscape features are discussed in comprehensive school, secondary school and vocational training institutions, in connection with courses dealing with environmental protection and geography.

In order to raise the standard of training and education and to increase landscape research, it would be justified to channel more resources to universities and high schools.

Identification and assessment

In order to facilitate research and assessment related to landscapes, Finland has been divided into ten landscape regions with their specific features, and these have further been subdivided so that there are now 40 types of landscapes. This work was done in the early 1990s, and it included an assessment of characteristic landscape features all over Finland's territory, in accordance with Convention requirements. At that period, the geographical data information systems remained not available, but in spite of that, it is generally held that the division into characteristics types succeeded so well that there is no need to renew them.

The main studies made on landscapes concerned the most representative rural environments (1992); 156 of these areas were nominated as having national landscape value. In 1993, a study was published on the built cultural heritage, and this mentions 1772 valuable sites. In 1992 – 1998, an inventory was made of traditional rural landscapes, which resulted in the nomination of 3700 valuable traditional biotopes. The National Board of Antiquities has embarked upon an ambitious project to list and check the limits of built cultural environments, and this has nearly been finalised. Similarly, a follow-up inventory of traditional rural landscapes was initiated this summer, using a new electronic data format which makes it possible to make national summaries directly. The register of ancient remains is continuously being added to, and at present there are about 18,000. The roads administration have their own studies of historical roads, bridges and canals. The prettiest stretches of old roads have been nominated as tourist roads.

Landscape inventories and monitoring are also undertaken in connection with land use planning and in the assessment of the environmental impact of plans and programmes. However, this information remains dispersed and of an unequal quality. The monitoring of the environmental programme for agriculture and the one of the roads administration also include landscape monitoring.

The ongoing work on regional land use plans includes assessments of landscape changes in the past, the present and the future. It also includes the setting of landscape quality objectives and the marking, in the plans, of nationally and regionally important landscapes by a sign denoting the specific characteristics of each landscape, and this is accompanied by provisions determining land use. Moreover, all land use plans require sufficient landscape inventories to be made. These inventories also provide information on everyday landscapes, but a problem remains in the varying detail levels and coverage and quality of these inventories. It would be important to have clear guidelines and provisions on how to do these inventories, and the ensuing information would then also be useful for other purposes. There are no detailed provisions on management and maintenance plans neither for valuable landscapes nor for the inventories made of them. Since the contents and presentation of landscape inventories and of management and maintenance plans vary from one case to another,

it is difficult to locate the required information in them, and consequently, they are not always taken very seriously.

Since old maps are invaluable in studying landscape changes and their characteristic features, and in the planning of landscape management, a book was published last year containing advice to planners on the reading of historical maps. The most recent novelty is a guidebook for digitising old maps, which aims at unifying methods and the storing of data. Finland has an exceptional wealth of high-quality map material, the earliest parts dating back to the early 17th century.

New projects include the development of landscape monitoring, with the selection of indicators based on registers kept by the authorities and on geographical data information; all this will, during the next few years, be compiled into a system for monitoring data on living environments. Easily accessible and accurate figures are needed for landscape monitoring, so that politicians can then be persuaded to take a serious view of landscape protection, on the basis of statistical information. Additionally, photographic material has also been utilised in landscape monitoring.

There are recent instructions and a form for the updating of the inventory of nationally valuable landscapes; the form will be filled in on the basis of register data and visits to the areas concerned. Before this work starts in earnest, we still need clear instructions for the verbal descriptions of characteristic landscape features. Here, it seems likely that the old formats will be retained so that natural and cultural features are described separately. The only addition would be “essential features”, which would help in drawing up land use plan provisions and in making impact assessments. Essential features would be those on the basis of which a landscape has been nominated as nationally valuable, and those features should always be preserved.

A handbook for the assessment of impacts on cultural environments is envisaged early next year. It is intended for use by local authorities and should facilitate and unify land use planning in municipalities, as well as impact assessment. In this connection, too, it has come out that it is impossible to assess impacts on specific landscape areas unless these, and the essential features, are already known. Since building always changes the environment, it is important to assess if a proposed building project will significantly affect the landscape, that is, if it will clearly weaken its characteristic features. Good planning may strengthen the characteristic features, provided that they are already known.

Landscape quality objectives

According to the National Land Use Guidelines, land use and the activities of the authorities should contribute to the preservation of nationally valuable landscapes. The Land Use and Building Act says that at all plan levels, the objectives for developing an area should be defined. The requirements on the contents of land use plans (Sections 28, 39 and 54) include the safeguarding of landscape values, and this

must be taken into account in setting objectives for land use planning. In the plans, specific objectives may be set for particular sites, for instance by means of provisions on planning, building, or protection (Sections 30, 41 and 57). The local residents and all interested can participate in setting land use priorities under the Land Use and Building Act (Section 62).

In addition, the objectives set for the national urban parks and the rural landscape conservation areas which, by decisions of the Ministry of the Environment, are established to preserve and manage particular landscape areas, fulfil the Convention's definition with regard to landscape quality objectives.

As already told the regional and local programmes for the cultural environment and landscape are drawn up in co-operation with the interested contact groups. The management plans for nationally valuable landscapes are also based on qualitative objectives which are determined jointly with the local people.

In this connection, it inevitably comes to mind that the setting of landscape quality objectives is actually related to the strengthening of the characteristic features of landscapes, and so we are back to the importance of identifying the characteristic qualities of landscapes.

Implementation

Finnish legislation already contains the main instruments for implementing landscape objectives. High-quality land use planning, where landscape objectives are clarified by sufficient provisions on planning, building and protection, will make it possible to implement the chosen policies. Land use planning provides a central instrument for promoting landscape planning.

Specific instruments to protect and develop cultural landscapes include the urban national parks based on the Land Use and Building Act, and the landscape conservation areas established under the Nature Conservation Act. The establishment of national parks and the implementation of nature conservation programmes are important instruments in protecting natural landscapes.

For the preservation of rural landscapes, the main thing is that agriculture and cattle-grazing continue so that traditional rural biotopes and small villages continue to exist. Agricultural landscapes may be influenced by supporting and guiding agricultural and forestry activities. There is also financing available for managing the built cultural environment. EU project financing could also be directed towards the promotion of landscape management.

The implementation of the Convention will be speeded up by means of drawing up a national landscape programme, specifying objectives and steps to be taken, and by arranging for regular monitoring of this programme.

Above all, it is a question of introducing landscape considerations into various action programmes and taking steps to fulfil the obligations. This requires not only a generally favourable attitude to landscape issues, but also sufficient resources, for instance in the form of professional and well-trained administrative staff, and sufficient financing not only for research and development but also for inventories and landscape management plans, and for their local implementation. Voluntary public participation in the work also needs encouragement, however, it is not sufficient to rely on active landowner engagement and unpaid voluntary work, since landscapes are really a public affair, a joy for all the people, and society should take part in managing and maintaining landscapes.

Actions for the implementation of the Landscape Convention in Lithuania

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Abstract

The process of implementation of the European Landscape Convention in Lithuania began with the adoption of the National Landscape Policy (2004) and the Government measures of its realisation (2005). The next stage is the revision of the inventory of Lithuanian landscape structure and its identification (2006), as well as the preparation of National Landscape Plan (2007). These methodological grounds will present the sufficient basis for the further determination of the problem of landscape management in all levels of territorial planning and land use practice.

Introduction

Through the first scientific studies for Lithuanian landscape structure and typology produced in 70-ties, while elaborating landscape planning system and designating landscape orientated System of Protected Areas (1984-1992), while making the landscape based Comprehensive (Master) Plan of the Territory of Lithuania (2002) and other environmental strategic documents, Lithuania naturally found a place amongst the first countries. This country signed the Convention in 2000 and later, ratified it in 2002. Nowadays the Convention in Lithuania is seen as a key document, making the framework for the cooperation between the European countries and development of national legislation in this field.

1. National Landscape Policy

Implementing the European Landscape Convention's Article 5, the Ministry of Environment initiated the preparation of the National Landscape Policy in 2003. A draft document was prepared by leading landscape specialists in Lithuania: geogr. P. Kavaliauskas, ecol. R. Pakalnis and arch. J. Bučas in the beginning of 2004.

The evaluation of the document was done and main role coordinating the broad discussions was undertaken by the Ministry of Environment's Landscape Division with the Advisory Council of experts and non-governmental organisations' representatives. Almost 30 States and non-governmental organisations, differently related to landscape science, conservation, management, planning and design, designated their representatives to the Advisory Council. These include representatives of the

Ministries of Culture and Agriculture, the State Commission for Cultural Heritage Protection, the Council for the Protection of Ethnic Culture, specialists from the highest schools, scientific institutes associated to landscape matters, planning organisations and enterprises, associations of landscape ecologists, landscape architects, and local authorities. The consultations, discussions, evaluations and other preparatory works took almost the whole year. The National Landscape Policy was approved by the Government at the end of 2004.

The main goal of the National Landscape Policy is to determinate preconditions and the framework for the use and the protection of landscape territorial units. This document fixes the conception of landscape and the basic related definitions, prescribes the main trends of historical changes of Lithuanian landscape, gives SWOT analysis of the current state of the Lithuanian landscape use, protection, management and planning legislation system and the practice, delivers main trends, principles and methodologies of state policy in this field.

The National Landscape Policy provides objectives and general guidelines for the future actions. The most important of them are the followings:

Safeguarding and balancing social, economic and ecologic functions of landscape.

One has to consider these principles:

- landscape development must be carried out on the basis of scientifically validated landscape benchmarks, quality objectives, differentiated by the functional priorities and appealing the principles of sustainable development;
- future landscape development must be based on every territorial unit's individual spatial structure, morphological processes, the knowledge of its historic evolution and values, best practices of other European countries, keeping their identity, using strategic and spatial planning tools;
- cultural landscape must be considered biologically vital, informative, aesthetic, socially acceptable, economically rational and convenient;
- raising up public awareness on the landscape as the important factor forming the quality of living environment is crucially important.

Ensuring appropriate management, use, planning and sustainable development of landscape safeguarding the main features, attributions and identity of the country. It is needed to implement the solutions of the General (Master) Plan of the Territory of Lithuania and the European Landscape Convention. Among these actions ones are:

- to identify landscape types, to evaluate their characteristics, values, dynamics and pressures;
- to protect structural landscape and biological diversity, local flora and fauna species, natural habitats;

- to encourage traditional land use in the ethnic regions;
- to optimise spatial planning to get more considerations on natural and cultural features of the landscape;
- to manage and optimise ratio between natural, rural and urban territories;
- to use rationally land resources and promote restoration of degraded landscapes;
- to reserve areas for natural development.

Maintaining and enhancing existing biological and landscape diversity, the spatial structure and the ecological potential of the landscape. Among other actions, it is needed:

- to protect natural landscape and natural recreational resources;
- to safeguard ecological stability of landscape.

Optimising the trends of the development of cultural landscape. Among other actions, it is needed:

- to identify and evaluate the areas with specific features of historic development;
- to predict measures for the protection of historically developed structures of cultural landscape.

For the harmonisation of the architectural-spatial composition of the landscape it is needed:

- to sustain and enlarge the spatial expression of landscape;
- to sustain and regulate informative diversity of landscape;
- to create or enhance the individuality of landscape structures;
- to seek for consistency between natural and artificial features.

The Policy covers the whole country area and it is orientated to the three main types of landscape – natural, rural and urban – on which specific measures must be undertaken. Two main approaches of landscape protection, use and planning are presented: integrative – for national and regional planning and decision making in the field of general optimisation of landscape structure and specialised – for local level planning and decision-making forming individual landscape units.

Seeking for landscape quality objectives, methods of conservation, restoration, renovation and new development (reshaping) could be applied in the respect of the type of landscape, individual natural and cultural features and values of the territory.

The Policy stresses the integration of landscape objectives into country's strategic and spatial comprehensive and special planning and decision making in all planning levels (Convention, article 5d) balancing the state, regional and local, or public and private interests. Special landscape planning is introduced as the obligatory part of

the Comprehensive (master) Plan, or if there is no such part in the existing plans – requirement for separate planning document, which could be carried out for all territorial levels.

The significant role of public awareness-raising and participation in the processes of landscape identification, assessment of the landscape policies, spatial planning, decisions-making in all actions of the National Policy's implementation (Convention article 5c), is underlined.

2. Measures of National Landscape Policy's implementation

According to the main targets and goals the Programme of Measures for the Implementation of the National Landscape Policy until 2020 was adopted by Lithuanian Government in 2005.

By this programme, for improving knowledge on landscape (article 6) with the active participation of the interested parties, as stipulated in Article 5.c. of Convention, Lithuania is going to:

- identify landscape types and its spatial characteristics through Lithuanian territory theory (2006) and by making special Landscape Plan of Lithuania (end of 2007);
- set monitoring targets and analyse morphological landscape units characteristics, forces and pressures transforming them (2006);
- prepare and adopt the landscape quality objectives for the morphological landscape units, identified and assessed, after public consultation (2012).

Supplementing the existing legislative system (Territorial planning, Water, Forests, Land management, Nature Conservation, etc.) for appropriate protection, management and/or planning of the landscape, these new legal acts (article 6E) will be prepared and adopted:

- the Regulations of Nature Frame Protection, Management and Planning (2006),
- the Law on Urban Green Plots (2007),
- the Recommendations for the Promotion of Ethnic Architecture in the Regions of Lithuania (2007).

In 2006, seeking to increase awareness among the wide public, private organizations and public authorities (article 6A), the Ministry of Environment has been taken an active position and has been recommended to establish official landscape architects or landscape planners in the local municipalities for the implementation of the Convention at the local level.

To promote training and education (article 6A) in landscape field, Lithuania is going to:

- publish materials of National Landscape Study (2007);
- keep organising seminars and lectures for the specialists of state and local authorities;

- establish the Award for the best landscape planner (2007);
- establish the National Landscape Award (2007);
- establish or renew the Information Centres in the all National and Regional Parks (until 2020).

3. Other preconditions for the National Landscape plan

The system of protected areas

According to the Lithuanian landscape structure analysis made in 1980-1985, reconstruction and development of the system of protected areas were stated in 1988 (in 1992 by new Law on Protected Areas), in respect with the criteria of *universality* (different types and levels of protection), *representativeness* (representation of all landscape diversity, typical and unique complexes), *integrity* (integrated protection of natural and cultural values), *sufficiency* (territories enough larges to be ables to safeguard the protective object and areas), *equality* (protected areas are distributed in all regions, priority for these with low concentration), and *connectiveness* (safeguarding the connections between the protected areas).

This system consists in strict nature and culture reserves, natural, cultural and integrated reserves, complex areas such as national and regional parks or biosphere monitoring areas, preservative and recuperative areas for forest, land, water or technogenic protection. All protected natural areas are connected by Nature Frame network of ecologically sensitive areas, serving as watersheds divides, migration corridors for air, water, species migration, and compensation plots of anthropogenic pressure (eco-network is an inner part of Nature Frame). It also includes the exclusive feature of Lithuania protected area system – its basic landscape, even ethnocultural orientation (especially national and regional parks), with the supplementary development of biologically grounded *Natura 2000* territories and other sites of international importance. In 2006 protected areas (without the preservative and Nature frame areas) reached the 15,3% of Lithuanian territory.

The Comprehensive (Master) Plan of the Territory of Lithuania

The updated analysis of landscape, its morphological identification and primary conservational evaluation were carried out and served as a basis for this plan, adopted by Lithuanian Parliament in 2002. This document is obligatory while forming regional policy and projects of territorial planning, while taking decisions of state governmental institutions on national level related to the use, management and protection of the territory of the country; and in formal planning conditions for special (sector) territorial plans, long term programmes and strategies, regional level comprehensive and special plans. This plan was approved by the ministries and governors of regions, and fulfils all requirements of public participation.

The main solutions were developed for the 2020's and presented the following directions: common territorial structures (including optimisation of urban system and ensuring landscape protection by the designation of Nature Frame and Econet, protection of landscape and biological diversity and cultural heritage), specialised territorial structures (agricultural, forest, recreational, technical infrastructure, etc.), and spatial integration of the development of the territory of the State, reserving territories for the common needs of the State. In the common spatial concept three different management types are envisaged: territories of conversion, support and development.

The National Landscape Study

Lithuania have quite strong landscape research schools. During Soviet times landscape geography and landscape architecture became strong branches and had a substantial role in the so-called general planning system. Apart the scientific studies for Lithuanian landscape morphological structure and typology produced by geographers (A. Basalykas, etc. in 70-ties, revised in 90-ties by P. Kavaliauskas), previous examples of Lithuanian landscape identification at the national level displayed conservatory aspirations. The first Complex Scheme of the Protection of Nature (1986) was based on landscape planning at the national level, and it was the successful example of such planning document in Europe, so that it also served for the designation of the System of Protected Areas and for the concept of Nature Frame.

In order to improve the knowledge and information about landscape – its morphology, typology, natural, technical, cultural, aesthetic characteristics, processes in the landscape – Lithuania is going to revise existing landscape inventories, so to meet new requirements of European Landscape Convention. The National Landscape Study is going to be complete at the end of 2006 and is seen as a scientific work, analysing and systematising general concepts, basic determinants and pressures on the landscape, ascertaining its types and morphology. The existing concept of landscape classification and morphology, based on its climatic, hydrological conditions, geomorphological and bio-differentiation will be supplemented with aspects of technogenic structure, spatial geochemical processes, aesthetical characterisation and spatial differentiation.

This study will serve as a methodological basis for the preparation of the National Landscape Plan, and as the general professional information for regional and local authorities, non-governmental institutions, also planners, authors of environmental assessments, and those individuals and institutions acting in and affecting the landscape. We expect that in the future designed 'Special National Landscape Plan' functional structures of landscape will be distinguished, and that quality objectives will be formulated. In the framework of spatial planning regulations we are planning to make wide consultations and public hearings at the region and local municipalities levels, when general public and interest parties will have opportunity to express their opinions. We hope that this planning process will be the framework and will stimulate

local authorities and local non-governmental organisations, all active people to be more aware by implementing the European Landscape Convention.

Landscape planning regulations

In 2005 the Special Landscape Planning Regulations have been adopted. All necessary procedures, needed landscape research results, as well as main directions for preparing planning proposals are determined in this document. This is a detailed legal basis for the implementation of landscape planning ideas for all physical (land use) planning levels.

4. Landscape planning paradigms

Landscape planning experience is now based on geographical and architectural paradigms (sets of potential criteria and design principles) applied in a number of specific landscape planning models. The realisation of these paradigms in landscape planning depends on fundamental and applied research's advance. Landscape morphology and ecology as the geographical disciplines of fundamental science possess important keys for performing many planning tasks – protecting, using and controlling structural and production potentials of landscape.

The sense of *geographical paradigm* could be expressed by these tasks for landscape design:

- to preserve and increase the structural diversity of landscape (aspect of structuration, criteria of typological diversity, anthropogenic polarisation and shape-line complexity);
- to regulate and control the energy potential of landscape (aspect of potency, criteria of relief energy, technogenic energy and thermal regime);
- to adapt the activities according to physiological needs of landscape (aspect of physiology, criteria of hydrological balance, geochemical barriers and environment trophicity);
- to balance territorially the productivity of landscape (aspect of productivity, criteria of biomass, technomass and information density).

The sense of *architectural paradigm* could be expressed by these tasks for landscape design on the basis of emotional potential:

- to shape the vital landscape (aspect of viability, criterion of vitality);
- to protect and increase its expressivity (aspect of tectonics, criterion of expression);
- to sustain its optimal structural diversity (aspect of signalics, criterion of diversity);
- to individualise moderately shaped landscape structures (aspect of phenotypics, criterion of originality);
- to ensure harmonious compositional organisation (aspect of composition, criterion of harmony).

The sustainable regional planning requires developing one more fundamental landscape design paradigm oriented for its structural optimality. This paradigm needs expression by all kinds of anthropo-ecological (bionomic, psychonomic, socionomic, ergonomic, economic) relationships in the system “society-environment”, as well as by all directions of landscape optimisation (subject, relation, influence, object), reflecting the holism as a fundamental attribute of the landscape. The final expression of this paradigm seems conceivable in the nearest future.

The differentiation of planning and management means in the planning process was achieved by introducing the system of landscape planning models. Distinguished according to the land use functional priorities they are grouped into six main design types – conservational, recreational, sylvan, agricultural, residential and technological. These models comprise all the possible directions of natural, agrarian, urban/technical landscape planning. In the process of this landscape moulding for sustainable co-living of man and nature the clearly determined conceptions of each landscape planning model, including its simulation version, must be created and applied in physical planning. Every type of landscape planning model deals with a number of specific vertical and horizontal structures of natural and anthropogenic (technogenic) components and harmonisation of them.

One of the most effective instruments for sustainable holistic regional planning is developing an integral spatial concept with determination of land use strategies, functional priorities and types of land use regimes. Lithuanian experience is based on setting the spatial equilibrium between territories of urban (axes of economical activity) and natural (axes of ecological compensation) frames, defining the territorial strategies of intensifying, sustaining, conserving and conversion as well as zones with various complexes of functional priorities, especially with preference of conservation, recreation and sustainable agriculture or forestry.

A separate problem is linked to the setting of the regional system of land use regimes, where the principles of legal conventionality, preference of broad public interest, insurance of landscape quality, functional convergence and planning hierarchy must be kept. Most strict regime systems always are defined to territories with predominant most valuable protected areas. It is important that according to the new edition of Law of Territorial Planning, the solutions of landscape management tasks became obligatory for all levels of comprehensive (master) plans, and also the special plans of landscape regulation. A useful experience of landscape management was obtained on planning protected areas, especially national and regional parks. The standard territorial regime system for different landscape management zones was adopted by Government in 2004.

5. The need for experience of public landscape evaluation

Despite of these presented above methodological and legal preconditions, comprehensive thinking, analysis and consideration to the landscape characters in

all physical and strategic plans are getting weak because of the strong economic interests, and evocative conditions of “wild capitalism” for the use of land and quick development emerge.

The General (Master) Plan of the Territory of Lithuania (2002) and the National Strategy for Sustainable Development (2003) dedicate a big attention to the natural and cultural landscape preservation, safeguarding countries’ identity and stressing the huge role of the wide society in these processes. Public support for landscape preservation, its local characteristics, features and values of protection, degraded areas restoration and sustainable development, are generally well understood and preferable. As part of the spatial planning system, public consultations and participation in planning process and decision making is legitimated in the Law of Territorial Planning since 1995.

In spite of that, in the most cases these participation and consultation are quite weak, even formal because of law awareness. The not finished land reform, privatisation, general priority for rapid development, need for social infrastructure creation, individual fights for well-being – these are the main problems, which do not support the rising of political and social activity of citizens. In that context – more privat or special interests of investments, but not public interests themselves are more or less expressed and prevail in spatial planning procedures.

Lithuania still do not have enough experience on the manner to organise public evaluations and assessments of the landscape. One of the first steps of landscape values’ evaluation and its management by “not experts” was the project of the Lithuanian Ministry of Environment and Phare 2003, entitled “Institutional Strengthening and Modernization of State Protected Areas’ Administrations”. RAPPAM (Rapid Assessment and Prioritisation of Protected Areas Management) methodology was used in order to safeguard the State Survey of Protected Areas and the Directions of Protected Areas abilities to act according to Lithuanian and EU importance strategic documents. This tool introduced by WWF is recommended to be used for the analyse of the scope, the severity, prevalence and distribution of a variety of threats and pressures; the identification of the areas of high ecological and social importance and vulnerability; the development and priority given to appropriate policy interventions. Follow-up steps to improve protected area management effectiveness were used.

During the project RAPPAM questionnaire was supplemented with special questions about the landscape appraisal’s importance. Inquires by the working personnel, as well as associated governmental institutions, regional and local authorities, scientific organisations, NGO’s and other stake holders, were done during workshops and individual interviews. The wide range of information is under the analysis and will be used as the basis for optimising the related legislation, planning and administrative methods.

Conclusions

Lithuania took an important new spring in the field of “landscaping” in 2004, when National Landscape Policy was confirmed by Government.

Sustainable and balanced landscape policy must meet the requirements of the European Landscape Convention – to integrate landscape planning approach into regional and town planning policies and in cultural, environmental, economic and other policies.

The development of integral spatial concept with the determination of land use strategies, functional priorities and types of land use regimes is one of the most effective instruments for sustainable spatial planning. Landscape management tasks must be recognised as obligatory for all levels of comprehensive (master) plans, and the special plans of landscape regulation could also be prepared.

Seeking to ascertain and to reach landscape quality objectives (the landscape planning models) through public information, training and general awareness-raising, is very important.

Identification and characterisation of Portuguese landscapes

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Legal framework

Since 1976, according to the Portuguese Constitution, spatial planning aiming to ensure the adequate location of activities, a balanced social and economic development, the enhancement of the landscape, as well as their classification and protection, is an essential responsibility of the State, to be carried out with citizen participation, in a framework of sustainable development.

Some sectoral acts approved by Parliament, such as the Environmental Act, from 1987, the Forest Act, from 1996, and the Cultural Heritage Act, from 2001, contain references to the landscape, mentioning the need to take into account landscape values, mainly in relation to its protection. In particular, the first defines the concept of landscape and refers the need to create instruments for landscape management.

Act 49/98, the National Spatial and Urban Planning Policy Act, from 1998, is the framework for the spatial and urban planning policy and establishes a system of territorial management.

Territorial Management System Levels	
<i>National</i>	Defines the strategic framework for the national territorial spatial planning, establishing guidelines to be considered in the regional and municipal spatial and land-use planning, and the compatibility between the different sectorial policy instruments with territorial impacts, creating, when necessary, special instruments.
<i>Regional</i>	Defines the strategic framework for regional spatial planning, in coherence with the national economic and social development policy, and establishes the guidelines for spatial and land-use municipal planning.
<i>Local</i>	Defines the municipal land-use regime according to national and regional guidelines and to their own strategic development options.

Act 49/98, considers the landscape linked to spatial and urban planning goals, as, in its specific goals, it mentions:

- the improvement of the population living and working standards, taking into account the cultural, environmental and landscape values;
- that all buildings must be integrated and compatible with the landscape, thus contributing to the enhancement of the surrounding landscape;
- that man-made landscapes, characterized by its diversity, harmony and their supporting socio-cultural systems, must be protected and enhanced.

In its regulations of 1999, concerning the rules of the territorial management system, Law 380/99 introduces the obligation to define landscape units within the regional spatial planning plans.

Besides the rules stated in these acts of Parliament, also the National Strategy for Nature and Biodiversity Conservation, approved by the Government in October 2001, and the National Strategy for Sustainable development and its implementation plan (in public discussion) also consider the need to take measures to protect, enhance or rehabilitate existing landscapes.

As well, some other sectoral laws, plans or programs, such as the National Forest Sustainable Development Plan, the Rural Development Program, and the recent Regional Forest Plans, mention the need to both protect the existing man-made landscape and to consider landscape integration, rehabilitation or enhancement.

Infrastructure construction, quarrying and mining activities, eolian parks, tourism, etc, have to take in consideration landscape values and their integration, independently of the environmental impact assessment rules and procedures.

Identification and characterisation of Portuguese landscapes

Introduction

The growing concern for a better understanding of the landscape and its management and the need to have a basis that would allow to comply with the legal demands relating to the landscape, led the Directorate General for Spatial Planning and Urban Development, to ask the Department of Landscape and Biophysical Planning, of the University of Évora, to undertake a study of the Portuguese landscape, with a global and homogeneous approach, based on the same information bases and criteria.

The main objectives of the study were to identify and characterise large landscape units, to assess their main potentialities and problems, and also to identify future guidelines for their management, from an integrated perspective of spatial planning.

Although not initially defined as a fundamental goal, it was later felt that the study should contribute to increasing the general public's awareness of the landscape, as well

as that of local and regional administration, because of the conviction that a deeper knowledge of the Portuguese landscape will lead all the agents who are transforming it on a daily basis to become more sensitive to and respectful of the values landscapes represent, i.e., the way in which they ground cultural identity and contribute to the social and environmental well-being of all those who, directly or indirectly, benefit from it.

The terms of reference of the study also stated that it had to consider:

- the landscape character of the different areas;
- an assessment of the trends, potentialities and problems;
- a description of existing legal and planning instruments applicable to the different areas;
- some guidelines for further management.

The study, co-financed by the European Union (FEDER – European Fund for Regional Development and the Interreg II C Programme – Southwest Europe), was developed between 1999 and 2002 and later published in five volumes, of which Vol I presents a general, summarised overview of the work developed, the concepts, methodology and case-studies, Vol. II to V contain the specific records that characterise the landscape units and their respective groups, including cartography and photographs, and a box with maps.

At the same time, a similar study was prepared in Spain, undertaken by the Autonomous University of Madrid, at the request of the State Secretary for Waters and Coasts of the Spanish Ministry of Environment (*Secretaria de Estado de Águas y Costas, Ministério do Ambiente*). Regular contacts were maintained between the teams from the beginning of the project, in order to ensure compatibility between the approaches followed in the two studies, a fact especially evident in the work developed in the border regions between the Iberian countries. An equivalent study was also carried out by the University of Évora for the Azores archipelago at the request of the Azores Regional Secretary for the Environment (*Secretaria Regional do Ambiente*).

The concept of landscape

Understanding the landscape has been the centre of a great deal of attention, when considering a concept of landscape that covers both natural and cultural aspects, which expresses the results of Man's spatial and temporal interaction with the environment, in all its diversity and creativity; apart from the objective component, resulting from the combination of abiotic and biotic factors, the landscape is also possessed of a subjective component, directly related to the way in which human communities take possession of it and the impressions it makes on each individual.

The landscape, as understood by each observer, is therefore the result of a number of interacting components and forces, and is shaped by the perspective held by the individual observer.

For achieving the total understanding of the landscape, the study adopted an holistic approach, integrating its various components:

- the ecological, which includes both the physical and the biological parts of the ecosystems;
- the cultural, where both the historical factors, the identity issues and the narrative qualities of the landscape are considered;
- the socio-economic, referring to the social factors and the economic activities determining the human action permanently constructing and changing the landscape, and also to the regulations and instruments which affect these activities;
- the sensorial, connected with the sensations caused by landscapes, with the way they are appreciated by different people or groups of people, eventually the most subjective, and thus the most difficult to assess, specially at smaller scales, but not be forgotten, as European landscapes are mainly cultural landscapes and spatial planning applied to them is done in the first place for Man.

Combining all these components, the landscape is a dynamic system, where the different natural and cultural factors interact and evolve together, resulting in a particular configuration, especially in terms of relief, vegetation cover, soil use and settlement.

The landscape units identified in the study are areas with relatively homogeneous characteristics, forming a specific pattern repeated in the interior of the area and differentiating it from its surroundings. The determining factors for the individualisation of one unit are not always the same: they may be of different types, as well the morphology as the geology, the land use, the combination of several factors, etc. Furthermore, one landscape unit has also a certain internal coherence and a specific character, identified from inside and from outside.

Methodology

In order to secure the combination of perspectives and approaches mentioned above, the first step in this study was the composition of an interdisciplinary team, integrating mainly landscape architects and geographers, with various experiences and fields of work. The team was also supported by a diversified group of advisers.

The approach selected combined both desk and fieldwork. In the *first phase*, a comprehensive bibliographic research was developed, concerning both equivalent projects in other countries of Europe and landscape assessment research in general and

the characterisation of the Portuguese territory and different visions of its geographic division.

The *second phase* was the identification of landscape units and the definition of their boundaries, probably the most demanding in terms of time and resources.

The working scale selected was 1:250 000 and the variables explicitly considered were:

- geology,
- morphology,
- altitude,
- soil,
- land use,
- property structure,
- settlement pattern.

Other variables were also considered but rather in an implicit way, such as the climate, the proximity of the ocean, etc.

The variables considered and the corresponding cartographic information were collected, often adapted, in order to produce a basis with a homogeneous detail and quality of information for the whole territory, to be worked within an Geographic Information System (ArcView).

The first definition of landscape units, based on the mapping of the variables, with the support satellite images and air photos, and also with the empirical knowledge of the team, was then confirmed and adjusted through comprehensive field work, national and regional bibliography, and consultation of regional experts.

A second period of deskwork, combining the whole information and expert knowledge within the team, resulted in the final design of the landscape units and their boundaries.

This approach allowed a large degree of flexibility, since different parameters, or combinations of parameters, could be considered as fundamental for the identification of each unit.

In general, in each landscape unit, there is a central area with well defined characteristics, clearly different from the surrounding units, but, in many cases, between two or more central areas there is a transition zone, with less defined characteristics. The boundary drawn is thus, in most cases, not an absolute boundary, but more an indication of the existence of that transition between two different landscape units. Exceptionally the boundary may correspond to a clear line in the landscape, such as a geological interruption, or radical change in land use pattern.

Besides landscape units, sub-units were also identified, when a small part of the unit has special characteristics which deserve being mentioned, or when the unit is divided in two or three areas of equal importance, belonging to the same character area but with slightly different landscape patterns.

In some cases, singular elements were also been identified, when a local feature, due to its form, position, specific degradation, or other factor, clearly stands out from the surroundings.

The 128 landscape units defined were organised in 22 large regional groups, according to the existence of similar characteristics in groups of units, but also according to geographical classifications of the country previously defined by well known authors. Within these groups of units there are certain common aspects concerning the natural environment, the main land use systems and the distribution of the population. The consideration of regional landscape groups also leads to a more logical and simple organisation of the information, as each unit is considered within the framework of the group.

The *third phase* of work was the characterisation of all landscape units defined, based mainly on the information collected for their identification, but also on the analysis of statistics and other types of figures indicating trends affecting these areas and their landscape.

For each unit, a characterisation sheet was produced, with:

- the main data about the unit: geographical location, urban centres, municipalities concerned, total area;
- the landscape character;
- the specific elements, such as views, singular elements and other information relevant for understanding the landscape character;
- the different plans affecting the unit;
- the analysis of potentialities and threats;
- management guidelines, including an appreciation, by expert judgement, of landscape qualities, according to previously defined criteria: identity, coherence (or sustainability) of uses, “biological richness”, rarity and sensorial impressions.;
- specific cartography, showing altitude classes, watercourses, main roads and railways, administrative limits, main urban centres, singular elements, the limits of the units and eventually sub-units;
- representative photos of the main landscape in the area or of special and important features of that landscape.

The *fourth phase* was the elaboration of detailed studies for selected cases, units or parts of units which were studied at a larger scale, in order to test the methodology,

to verify the possible combination with other methodologies, and to try the possibilities of a more detailed landscape analysis, eventually more oriented towards management proposals, based on the same type of approach.

Results

The work resulted in the identification, for the whole mainland of Portugal, of 128 landscape units (Fig. 1), some including sub-units or singular elements.

The 128 units have been organised in 22 regional groups, also shown in Fig.1.

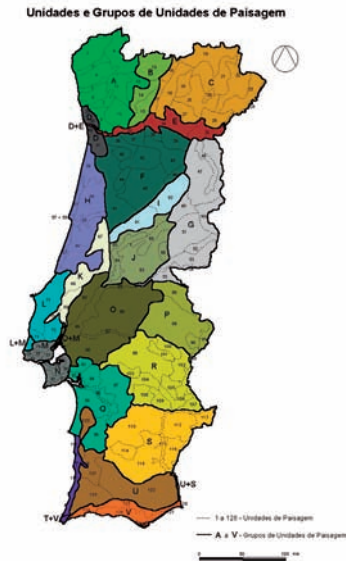
Each landscape unit, as well as each regional group, has a specific name, related either to characteristics of the unit or to a traditional name of the area.

Some conclusions

The study presented a group of conclusions, some more related to technical or methodological aspects while others could be called “lessons for the future”.

Some of the more important conclusions:

- During the study, a large amount of information was collected, adapted, produced and analysed in an integrated perspective, with the main aim of understanding the landscape - for the whole country, and for each landscape unit identified. This information is available for further work and analysis, and together with the established approach, could easily lead to new subjects and guidelines for continuing the study of the Portuguese landscape in greater depth, or lead to other studies;
- The issue of scale was fundamental for the definition of the landscape units, since this understanding of a landscape unit is adapted to a national approach, where the whole mainland is considered;
- In relation to the overall approach, the main strength of the study is being an extremely flexible approach – it allows different parameters to be taken into account in each case when deciding how to identify different landscape units, and it can be adapted to cover more or less detail according to the scale of work;
- The methodology used is based on the recognition that objective factors reflecting the material landscape have to be combined with a more sensorial, subjective understanding of the landscape, assumed as a positive and necessary aspect of the work;



- An attempt to minimise the risk of subjectivity was done through exhaustive documentation of all the regions and through discussion with regional experts;
- The units defined have an internal coherence and character which has been clearly identified;
- Although it was not possible to define specific measures and objectives for the management of each unit, orientation guidelines have been formulated for each unit, that can be detailed or adapted at a larger scale.

The present

The study helped to identify – or essentially to confirm – the main problems and trends affecting the Portuguese landscape.

It can also be confirmed that landscapes have been changed without any consciousness that this means simultaneously interfering with their ecological, cultural, socio-economic and sensory dimensions, with immediate, long-term consequences for the quality of life of the human communities.

As people's way of life has changed, young people have lost the "memory" and knowledge of their ancestors, and in many cases, specially in urban and metropolitan areas, there is no "sense of belonging" to a certain territory.

There is a feeling that both in individual and collective terms, those who care for the landscape or who feel responsible for it are few in number and what must have seemed natural and simple for rural (and even urban) communities fifty or sixty years ago is, today, almost completely unmanageable.

The results of the study can be used as a support for decision-making in spatial planning at different levels, since it contains a large amount of information and analysis about the diversity of landscapes in Portugal, about the units which it was possible to identify, their main differences and specific aspects, and about the main trends and threats affecting them.

The results of the study can also be useful as a working and awareness-raising instrument; in that sense, the maps of each landscape unit, in digital format, are made available either for research studies or for the municipalities and other institutions that want to study specific landscape units, or use that information as a basis for landscape plans.

Portugal signed the European Landscape Convention in October 2002 and ratified it in December 2004.

The future

Going back to the National Spatial Policy Programme, the terms of reference for its preparation included some specific orientations related to the landscape, meaning

that it had to define principles, guidelines and criteria for territorial development compatible with its strategic goals, one of them being “the protection of natural, landscape and cultural heritage”.

These terms of reference also include the mention that, from in the framework of spatial planning, an adequate management of the landscape heritage has to consider its conservation, protection and its sustainable use, as well as to identify landscape values.

The proposal for the National Spatial Policy Programme, actually in the phase of public discussion consists of a Report and an Action Programme.

The Action Programme, besides an introduction and general guidelines, includes the so-called “Policies Programme”, with six “strategic goals”; the strategic goals are divided in “specific goals”, each with “priority measures”, that have a timetable for implementation attached to them.

Although the landscape is mentioned indirectly in several of the strategic or specific goals, the first strategic goal clearly mentions the protection and enhancement of the landscape and its tenth specific goal is “to protect and enhance the landscapes and the cultural heritage”.

The priority measures of this 10th specific goal include:

- Implementation of the European Landscape Convention, through the national specific measures mentioned in the Convention, coordinating its implementation with the spatial planning policy (2007-2008)
- Design and implementation of a National Programme for Landscape Rehabilitation and Enhancement and classification of outstanding quality landscapes, natural and cultural (2006-2013);
- Promotion of the definition, classification and management of landscape protected areas by the municipalities (2006-2013);
- Promotion of architecture and landscape quality, both in urban and rural areas, through a national policy for architecture and landscape, to be designed and implemented in coordination with other policies (2006-2013).

Why it's important to have these references and proposals in this Action Programme?

According to Act 49/98, the National Spatial Policy Programme defines the strategic framework for the national territorial spatial planning, establishing guidelines to be considered in the regional and municipal spatial and land-use planning.

The Action Programme proposal also includes a chapter about “Guidelines for territorial management instruments”, specifying how the different territorial planning and management instruments must contribute to the implementation of the strategy

and action programme of the National Spatial Policy Programme, meaning that, after the necessary amendments and adjustments resulting from public consultation, once the proposal is adopted by Parliament, the strategic and specific goals, as well as the priority measures related to the landscape have to be implemented.

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The Slovenian experience: landscape inventories – evaluation and classification of landscapes

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Introduction

Slovenian landscapes are characterised by a rich diversity, and yet, with an overall unity that makes Slovenian landscape distinctive from those of other countries. It therefore seems important and necessary that this diversity should find a reflection in a diversity of approaches, methods and legislation.

The basic structural features of Slovenian cultural landscapes, are harmonic proportions between cultivated land, settlements and forest. Various types of cultural landscapes have been formed in the past, as a result of the natural conditions of individual parts of Slovenia, particularly relief and climate. Especially in areas with extreme natural conditions, certain landscapes have been preserved that can be classified as outstanding landscapes at a regional, national or even broader level. On the other hand, due to the above-described processes of concentration, and related problems, there are some areas, which can be described as degraded areas.

The main problem regarding spatial development in Slovenia centres around the fact that much of this development is concentrated into the valleys. With dispersed housing, suburbanisation, some illegal housing, infrastructure development – transit highways, railroads, utility lines, there is a concentration of environmental pressures. There is an abandoning of agricultural land, small scale farming, demographic change (depopulation in the mountains and in remote areas). All this development has a big influence on the changing landscape.

Because of an increasing interest in the landscape, during the nineties, the Ministry of the Environment and Spatial Planning launched a large-scale project, studying and evaluating landscape types within Slovenia – The Regional Distribution of Landscape Types in Slovenia. This was like an inventory of Slovenia's landscape. The result was an extensive study that not only reviewed the country's landscape, but also based its evaluation on visible morphological and symbolic qualities. Landscape management guidelines were prepared by the Regional Distribution of landscape Types in Slovenia. These were not compulsory, but were a recommended framework for planning land use, and for adopting any measures that might affect the landscape.

Project objectives of Regional Distribution of Landscape Types in Slovenia:

- The first objective of the project was to acquire as perfect as possible knowledge about the character and condition of Slovenian landscapes, how they can be typologically arranged, and what the specific characteristics of individual types are. The intention was not only to make an inventory of Slovenian landscapes, but also to obtain knowledge about landscape morphology, which could serve as the basis for the preparation of planning guidelines.
- The second objective of the project was to evaluate Slovenian landscapes in order to define planning guidelines for landscape development activities.
- The third objective of the project was derived from the second one as its continuation, i.e. to identify those landscape areas, which deserve direct protection because of their outstanding qualities.

These findings should serve for the preparation of the national Spatial Development Strategy, but also at the local level: firstly as information about what actually exists in the territory of a local community, and how important it is in comparison with the entire country; and secondly, also as a technical basis for the preparation of local spatial plans and the issuing of spatial development permits.

On the basis of the classification of landscapes in Slovenia (Regional distribution of landscape types), a total of 93 most valued landscape areas have been designated, these being outstanding landscapes. In Slovenia outstanding landscapes are important vehicles of national identity.

Evaluation and classification of landscapes in Slovenia

In the field of landscape planning in Slovenia, three professional bases are relevant:

- areas of complex conservation of cultural heritage in landscape (open space),
- architectural landscapes,
- regional distribution of landscape types in Slovenia (with the definition of outstanding landscape types).

Areas of complex conservation of cultural heritage in landscape

The Ministry of Culture of the Republic of Slovenia had prepared a list and mapped areas of complex conservation of cultural heritage within the landscape. This was taken into the Spatial development Strategy as the basic goal in the field of conservation of cultural values. The main purpose, was to contribute to a better spatial development and to allow for the supervision of spatial treatment of the most precious cultural resources in the rural and urban environment. These areas have already been included into the last amendment to our national spatial plan.

Architectural landscapes were used in the preparation of the national spatial development strategy for the definition of guidelines for maintain of the architectural identity.

The study of regional distribution of landscape types in Slovenia, including the criteria for the definition and evaluation of landscape units, was prepared between 1991-1995. This work originated from the awareness that Slovenia is rich in diverse landscapes, and because of an increasing interest in the landscape during the nineties.

The study had several direct objectives as well

- to acquire knowledge about the character and condition of Slovenian landscapes,
- to evaluate Slovenian landscapes,
- to prepare material for the National Spatial Development Strategy (this material was based upon the technical bases for landscape planning),
- to enforce landscape conservation, by defining the outstanding landscapes,
- to give practical instructions to everybody involved with land development activities or charged with issuing approvals for such development activities,
- to define general guidelines on how to behave in the landscape environment.

The main purpose of this presentation is to present the working procedure and criteria for classification of Slovenian landscapes and the use of the results in the practice.

Working procedure

The basic working method was field work. It comprised observation, recording, taking photographs of landscape patterns and verification of previous definitions, e.g. definitions of regions and boundaries, classification hierarchy, etc. The descriptive structure was agreed in advance, and subsequently further co-ordinated and amended. An attempt was also made to standardise writing methods in order to suppress the differences in style amongst individual authors.

In order to reduce an excessively subjective approach, our working procedures involved precisely defined working methods by stages or steps, multiple verifications, workshops and discussions.

Although simultaneous verification of individual working steps and procedures was time-consuming, it proved in the end to be a very useful activity, because simultaneous adjustments to the study objectives were made through the experience gained from field work and processing of the material collected on site.

At the level of landscape patterns the landscape is presented by colour photographs. One of the results of this project was to be a special file of landscapes.

A description is added to each photograph of a pattern, providing the most important landscape pattern characteristics. The terms used to describe these characteristics are generally established in this field.

Typological classification procedure

As presented in the chapter referring to the starting points of the project, the procedure of regionalisation should coincide with the typological definition of landscapes. The way of defining “common landscape characteristics”, although with the aim of searching for homogeneous spatial units, can also lead to a typological definition if the final homogeneity of the unit is expressed by morphologic characteristics. At the same time a particular landscape type inevitably expresses a certain “landscape character” as well. This reflects the conceptual “blending” of both activities, but that, as mentioned earlier, was the initial premise of the whole work.

An important constituent of an individual landscape unit description is the presentation of its patterns. The patterns are defined on the basis of criteria which should reveal their morphological landscape characteristics.

The typological system is built by gradual inclusion of the most important elements of landscape structure creation – landscape pattern. These elements are: climate, relief and land use of surface cover.

Climate – this determines the basic features of a landscape which can be “read” both in land use and in vegetative cover :

- Alpine landscape,
- sub-Pannonian landscape,
- Mediterranean landscape,
- sub-Alpine landscape,
- karst and dynaric landscape.

Relief – together with waters it forms the basic morphologic foundation for landscape structure:

- High mountains,
- hills,
- plateaux,
- low hills,
- valleys,
- water surfaces,
- plain,
- riverside areas,
- flood areas,
- waters, sea.

Land use or surface cover. This is a synthesis of climate and relief, and in the areas of the most intensive spatial development it also reflects the disintegration of traditional landscape pattern:

- Bare rocks,
- forests,
- meadows,
- fields,
- orchards,
- settlement,
- man-made bared surfaces,
- overgrowing pastures,
- mixed meadows and forests,
- mixed meadows and fields,
- vineyards,
- wet grasslands,
- salt pans.

Criteria for classification of landscape patterns

The purpose of evaluation was to rank the vitality (natural and economic), experienced pleasure (“amenity”), and stability (“health” / healthiness) of the landscape on the evaluation scale, defining the referenced landscape conditions from the most desired ones to those denoting degradation and reduction of the area’s potential.

Four basic criteria were selected:

- natural conservation,
- diversity,
- spatial order,
- harmony.

We added two criteria of *symbolic meaning* for the elements of landscape parts already attributed with specific associative meanings, either at the local community level, at a wider – regional level, or at the national level:

- symbolic meaning of natural elements,
- symbolic meaning of cultural elements.

The difficulties in the application of these criteria became partly evident because of the specific character of individual criteria. In the case of natural conservation it is necessary to have certain knowledge about the physical properties of a landscape and about the activities going on in these areas. It is not always possible to assess the right degree of natural conservation on the basis of the landscape image, or direct observation, alone.

The utmost difficulty related to the criterion of “diversity”. Namely, the observation from a distance can reveal other forms of diversity than that gained by a closer view. Apart from that, some areas are more open and accessible, and consequently more visible, than others.

The spatial order is strongly influenced by land use, although some traces of order can be found in completely natural shapes as well. The land use creates most variable forms of order. The agricultural uses reveal a rule which is usually disturbed by urbanisation (dispersed urbanisation, large scale) or natural succession processes (overgrowing).

When applying the criteria of symbolic meanings in the landscape, questions arise: what is the weight of a certain symbolic meaning carried by the landscape? And how far-reaching is the knowledge about it? In this case the meaning was ranked on a scale, grading its weight with respect to the local, regional or national level. In view of the fact that the regions of Slovenia have no formal legal status, the expression ‘regional’ is used in the sense of exceeding the scope of a particular community. “Regional” therefore means a definition of value, which can be identified simultaneously over a larger area.

If a sub-unit contains a degraded area as a result of human interference, which influences the visual qualities and spatial potentials, the high symbol remains anyway. Degradation does not reduce the symbolic meaning. The final score is not a simple sum and calculation of the mean value of all individual scores, but a logically integrated assessment. For this very reason the criteria for symbolic meanings are descriptive and not numerical, and separated from others. The description of a sub-unit contains the features found in the unit which are significant for a particular score. Degradation is described as well. The description thus indicates what the symbolic meaning of a landscape applies to.

Criteria for the definition of outstanding landscapes:

When formulating the criteria for defining the outstanding landscapes as the most valuable cultural landscapes, one shall rely on both rational (cognitive) and irrational (emotional) expressions. We should take into account that in the landscape typology, and in the defining of outstanding landscapes, the landscapes (landscape units) are classified and valued not only on the basis of objectively defined data on landscape structures, but also on the basis of the personal experience based on the watching and understanding of the space.

Landscapes of great values should be defined in a transparent, objective procedure and in the general level (on the basis of certain criteria), although the specialness and uniqueness are essential characteristics of outstanding landscapes.

In the last few years, there have been several attempts to set up a register of Slovenian outstanding landscapes. The selected criteria were similar in all the attempts, and

hence the list of criteria for the defining of outstanding landscapes became more and more solid.

The actual list of outstanding landscapes includes almost 100 small landscape areas which:

- represent traditional forms of dwelling and land use, adapted to natural landscape structure,
- have visually distinctive patterns of settlements and visually expressive architectural elements,
- have symbolic, cultural and associational values,
- have great impressional values (natural structures, cultural values)
- are unique in regional, national or even broader scale,
- have special values of natural landscape structures,
- have a consistent landscape structure which enables their spatial limitation,
- are areas of great importance for national identity.

Use of the results in the practice

In the study “Regional Distribution of Landscape Types in Slovenia”, the definition of outstanding landscapes and of areas, and elements of landscape identity are used as a basis:

- for the preparation of spatial plans and detailed spatial plans:
 - for the preparation of research studies in the field of spatial planning, landscape planning and environmental planning;
 - for informing the public, and in educational processes (e.g. project We are Managing the Landscape, lead by Slovenian Association of Landscape Architects; posters, etc.);
 - when planning the development of tourism, when marketing Slovenia as a touristic destination and touristic trade marks based on landscape diversity and various forms of the use of natural sources;
 - in the development of agriculture in the areas with limited development potentials and in the framework of the protection of nature and cultural heritage. The results can be used as the data about the current state and tendencies and as a value assessment of the elements and parts of the space that are also in the competence of these sectors;
 - in legislation, Strategic Environmental Impact Assessments, and Guidelines for protection and management.

Conclusion

In designing the spatial planning system as landscape planning, a lot of stress was put on vertical (different institutions and public and private participation at various levels) and horizontal (sectoral interests and documents) cooperation, as condition for effective planning. The interconnected system of measures is crucial for successful implementation of landscape development guidelines in spatial planning. Particular attention is therefore devoted to financial and economic measures aimed at promoting the positive in all sectors, specially in agriculture. And don't forget – Education is the key to rising awareness of landscape importance between professionals and public. So landscape has to become an important contributor to national and European identity.

The Spanish experience: the Atlas of Spanish landscapes

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The *Atlas of Spain's Landscapes*⁴ is an initial document dealing with the “identification and characterisation” of Spain’s landscapes in their totality. It contains the results of an Agreement between the Ministry of the Environment’s Secretariat of Waters and Coasts and the Autónoma University of Madrid (Geography Dept.) in relation with the transnational project *Characterisation and Identification of the Landscapes of the Iberian Peninsula and Spanish Islands*, involving the administrations and teams of experts from two countries, Portugal and Spain⁵.

It is an exercise of synthesis that attempts to show the diversity of Spain’s landscapes at small scale, by means of different models (*Types and Associations of types*), but also with the use of specific examples of these models (*Landscapes*). The Atlas provides a broad and qualified view of the essence of the reality of Spain’s landscapes, of the objective, real, intrinsic landscape, the basis of a landscape perceived and experienced.

Objectives, methods and results of the project

The fundamental objectives of the Atlas involve the recognition or identification of the different landscapes that, at the scale considered, can be differentiated in Spanish territory, along with the spatial or cartographic expression thereof, based upon a series of maps, and the characterisation of these by means of a structural analysis and a diagnosis of their values and trends.

The **method of identification and demarcation** of landscapes constitutes the starting point of the project. *Identifying* the landscapes and specifying their differences is a relatively easy task if one avails of previous knowledge thereof, consults the appropriate

4. Mata Olmo, R. and Sanz Herráiz, C. (dirs.); Sanz Herráiz, C., Mata Olmo, R., Gómez Mendoza, J., Allende Álvarez, F., López Estébanez, N., Molina Holgado, P. and Galiana Martín, L. (authors) (2003): *Atlas of Spain's Landscapes*, Ministry of the Environment, Madrid, 683 p.

5. This project was funded by the European Union through the South-Western European Operational Programme (initiative Interreg IIC). The general co-ordination of the project on behalf of Spain was performed by the Environment Ministry’s Territorial Development Unit: Fernando Esteban Moratilla, Margarita Ortega Delgado and Inés Calvo Martín.

sources and thoroughly reconnoitres the terrain in order to satisfy the needs of the research project. Establishing the limits of the landscapes, that is, enclosing their configurations according to the demands of the cartography, thus separating them from adjacent ones, is a difficult and risky task. The borders of landscapes involve abstract concepts, like many geographical limits; in this case, however, they demonstrate that within each cartographic polygon there is a different landscape configuration at the scale considered. The limit indicates, with greater or lesser accuracy, the transition area between two landscape configurations.

The identification of the landscapes was based upon three small scales that can serve as a reference for subsequent projects at greater scale, more suitable for land management.

We identified all the *Landscape Types* on the Iberian Peninsula and on Spain's islands. This identification was performed at a scale of 1:200.000 for the Peninsula and 1:100.000 for the islands, as there is greater landscape diversity on the islands which can only be appreciated at greater scale. The basic cartography in the Atlas was published at a scale of 1:700.000, and was substantially reduced due to publishing requirements. All the landscapes recognised have been mapped, a different name given to each one, along with an identification number comprising several digits, for example: 1.02 "the Ancares Massif", 13.05 "Montserrat", 66.05 "The upper Pas valley", 103.01 "Teide-Las Cañadas". The first part of this number corresponds to the Landscape Type it belongs to. A total of 1,263 landscapes were identified and demarcated.

The landscapes were arranged into *Landscape Types* according to their similarities. The Type is a *model* defined by the common features of the landscapes it comprises and by the differential characteristics that make it unique as a model in relation to the other types. Each *Type* contains a variable number of *Landscape Types* according to the area it covers in the territory and to its internal diversity. The cartographic expression of the types is essentially chromatic; the set of landscapes making up one single type is represented by one same colour on the maps. Each type has a name and a numerical expression made up of one or several digits – for example: 28 "Montes of Galicia", 44 "Corridors of Castellón", 52 "Campiñas of the Ebro Basin, 100 "Bays of Majorca". The number of the Type forms the first term of the number attributed to the Landscapes⁶ – for example, Landscape 62.02 "La Manchuela" is number 02 of Type 62, "Plains of the Southern Plateau". A total of 116 Types were identified.

The *Landscape Types* have been arranged into associations of landscape types, a unit that is more abstract than the former. The model "Associations" comprises several Types and Landscapes, and is established by cartographic requirements, aimed at creating a synthetic and unique map that can provide a general view of Spain's

6. See previous paragraph.

landscapes. The cartographic expression also makes use of a chromatic system, as in the previous case, although here, the number of colours used is clearly lower -34- and the chromatic diversity can easily be appreciated. Each Association has a name and a number, for example: 8 “Atlantic and sub-Atlantic *Montes* and Valleys”, 14 “Fertile River valleys and riverbanks”, 24 “Big cities and their metropolitan areas”. The number of Associations is 34, 23 on the Peninsula, 3 on the Balearic Isles, 6 on the Canary Isles, 1 comprising the islands and lesser islets and 1 comprising the North African cities.

On the Atlas there are three cartographic series, one representing *Landscapes* and *Types* and two more synthetic ones representing *Associations*. The first and main one is made up of 55 pages into which the *Landscape* map has been divided, which are differentiated by cartographic polygons with their corresponding reference number and *Types* differentiated according to colour⁷. Of the two Associations maps, the smaller scale one corresponds to the territory as a whole and is included in the Atlas in one single image on two correlative pages that are viewed jointly. At greater size and greater scale, this cartography is included as a “mural map”, in an external folder. The second map includes the Digital Model of the Terrain and is presented inside the Atlas, divided into five large images within the regional scope.

In order to process the data, we used two software programmes: ARC/INFO 7.1.2. – information input, topological correction and design of the database – and Arcview 3.2, a programme used for the final edition of the cartography.

We characterised the Landscapes in a systematic fashion, taking into consideration their general structure and organisation, evolutionary dynamics, aesthetic characters and their most noteworthy ecological, cultural and aesthetic values. In each case, we included a cultural image – literary, scientific or erudite – along with three photographs from three planes of the landscape in order to enable the reader to make his own visual appreciation. The characterisation appears on a standardised format on two pages of the Atlas that can be studied simultaneously. The analysis and diagnosis of the landscape on these formats cannot be extended to the numerous landscapes identified – 1,263 –, and we therefore selected 112 examples, 90 for the Peninsula and 14 for the islands.

We based the selection of examples upon two criteria: the set of examples should *show the diversity of Spanish landscapes*, and one or two Landscapes were therefore selected for each Type recognised and should also serve as a representative sample of the *reality of Spain’s landscapes*; thus, considering the latter criterion, we distributed the selected landscapes throughout all the Spanish provinces, including the very well-

7. The limits of the types logically coincide with the types included therein.

represented, valued and visited ones, together with other unique, unknown or secluded ones.

We analysed the Types, the intermediate unit, through the elements of their configuration and in the analysis we justified the *subtypes* and *groups* that can be found in each one, in order to highlight the variability of the type. The set of landscapes making up each Type present a similar natural configuration and have similar territorial histories, and therefore tend to be limited to the regional scope. The series of photographs accompanying this chapter illustrate the diversity of the Type in each case.

We described the associations in relation to their general and differential characteristics. These units, in a territory as uneven as Spain's, reproduced the physical image thereof, its most evident forms and fundamental climatic and hydrological features, except for the large plains, where landscape diversity is fundamentally based upon the variety of uses. The photographs of this chapter illustrate each Type forming part of the association.

Structure of the Atlas of Spain's Landscapes

The Atlas has two introductory chapters, two collaborations by Eduardo Martínez de Pisón and by Nicolás Ortega Cantero, dealing with the cultural, scientific and artistic images of Spain's Landscape.

The project is basically divided into four chapters; the first one is dedicated to Methodology and the remaining ones to each of the aforementioned scales of landscape identification and characterisation, *Associations*, *Types* and *Landscapes*, arranged from smaller (*Associations*) to greater (*Landscapes*) scale. Each of these chapters integrates the corresponding cartography. The Atlas is completed with an annex including a taxonomic index of the names of all the landscapes identified and a photographic index. Over 1,000 photographs taken by the authors on their field trips illustrate the Atlas and constitute a photographic document of Spain's landscapes at the time of the project, at the end of the last century and at the start of the present one.

L'expérience de la Région Vénitienne : les projets pour l'aménagement du paysage

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Depuis quelques années, la Région Vénitienne a entrepris un parcours d'analyse et d'étude du paysage régional qui tient compte des principes novateurs introduits par la Convention européenne du paysage. En Italie, ils ont convergé dans la dernière révision normative intégrale de la matière paysagère, mise en vigueur après l'approbation du décret législatif du 22 janvier 2004 n° 42, que l'on appelle le *Codice Urbani*, modifié par le décret législatif du 24 mars 2006 n° 157⁸.

Je parlerai ici des expériences qui ont été mises en œuvre dans le cadre de la participation et de la mise au point de projets paysagers expérimentaux, qui sont à la base du parcours entrepris par la Région Vénitienne en vue de la réalisation du Plan paysager régional.

Le Projet LOTO - *Landscape Opportunities for Territorial Organisation*

L'engagement de la Région s'est concrétisé dans la participation à des projets communautaires concernant la mise au point d'une méthodologie commune, pour la gestion du paysage, fondée sur la nouvelle interprétation proposée par la *Convention européenne du paysage*.

Le partenariat dans le projet LOTO – *Landscape Opportunities for Territorial Organisation* –, Interreg III B CadSES, a été une expérience particulièrement importante dans le cadre de la collaboration transnationale pour la gestion des transformations du paysage, devenant un précédent précieux pour les autres expériences qui ont été menées par la suite.

La Région Vénitienne a adhéré avec enthousiasme à cette initiative, consciente de l'importance de cette opportunité, extrêmement précieuse, car elle représentait une condition favorable pour tester « en avant-première » les mécanismes de la nouvelle conception et de la nouvelle gestion du paysage.

8. Décret législatif du 22 janvier 2004, n° 42, Code des biens culturels et du paysage, au titre de l'article 10 de la loi du 6 juillet 2002 n° 137 et modifications par les décrets-loi n° 156 et n° 157 du 24 mars 2006.

Je ne m'étendrai pas sur cette expérience importante, car nous entendrons parler du projet LOTO, ultérieurement, dans une communication spécifique de Madame Anna Rossi de la Région Lombardie, chef de file, et d'autres partenaires.

Je me limiterai à rappeler que cette méthode partagée a été appliquée à une aire pilote, à savoir le paysage rural de Conegliano, dans la province de Trévise. Il est situé dans la bande de transition entre la haute plaine et les premiers reliefs préalpins, et il a été choisi car c'est un exemple parlant des processus de transformation de l'arrière-pays régional.

Pour l'interprétation et le diagnostic de ce paysage, le groupe de consultation⁹ de la Région Vénitienne a identifié les indicateurs paysagers utilisés dans la conception et l'aménagement du territoire, et mis en évidence les thématiques de la fragmentation, tant dans les acceptions environnementales spécifiques (*habitat fragmentation*) que dans les extensions à l'ensemble des caractères et des dynamiques paysagères structurelles (*landscape fragmentation*).

L'issue de cette expérimentation a donné lieu à une publication spécifique, qui fait partie de la phase de divulgation du projet LOTO¹⁰.

Ces résultats sont devenus des points de référence pour les processus de gouvernement et d'aménagement des paysages, notamment pour la rédaction des plans paysagers. D'après les dispositions du Code des biens culturels et du paysage, la Région Vénitienne s'apprête à réaliser ces plans pour les environnements paysagers homogènes, pour tout le territoire régional, au moyen d'actions destinées à harmoniser les transformations induites par l'évolution sociale, économique et environnementale, dans une perspective de développement durable, de mise en valeur, de conservation, de récupération et de restauration des paysages.

Le « Projet Pilote » pour la préservation des valeurs paysagères et environnementales du territoire communal de Feltre

L'expérience menée à bien avec le projet LOTO a été un précédent que nous avons exploité également dans l'étude d'un autre plan paysager, le « Projet Pilote » pour la préservation des valeurs paysagères et environnementales du territoire communal de Feltre, récemment élaboré par la Région Vénitienne, en partenariat avec le Ministère des Biens et des Activités Culturelles, l'Administration Provinciale de Belluno, et avec la Commune de Feltre, d'après un Protocole d'accord relatif à la préservation des valeurs paysagères, signé par ces organismes à Rome, le 19 novembre 2003.

9. Le groupe de consultation qui a épaulé la Région Vénitienne dans la réalisation du projet LOTO, composé de dix-neuf membres, adresse un remerciement particulier pour le précieux travail fourni à M. Biagio Guccione, responsable du groupe, à Andrea Meli, Gabriele Paolinelli, Bernardino Romano, coordinateurs.

10. *LOTO Landscape Opportunities. Fragmentation paysagère : permanences et interférences sur le territoire de Conegliano*, Région Vénitienne, Venise, 2005

Je n'ai pas l'intention de m'arrêter sur la description détaillée de cette expérience, car elle fera l'objet d'une intervention spécifique et d'un suivi par Madame Anna De Bene, du Ministère des Biens et des Activités culturelles.

A ce sujet, je remarque que la convergence d'autres communications sur les résultats obtenus avec le projet LOTO et avec le projet pour Feltre est un très bon indicateur de l'excellence de ces expériences, ainsi que de l'engagement de la Région Vénitienne dans ce domaine.

Le « Projet pilote » pour Feltre fait suite à une mesure du Ministère des Biens et des Activités Culturelles, qui, en 1998, avait placé sous préservation de vastes zones du territoire communal et gelé la gestion de l'aire. Il est parti lui aussi de la nouvelle conception du paysage introduite par la Convention européenne du paysage, qui se propose de promouvoir la préservation, la gestion et l'aménagement des paysages, aussi bien ceux qui peuvent être considérés comme exceptionnels, que les paysages de la vie quotidienne et les paysages dégradés, qui doivent être récupérés. En effet, le Projet pilote détermine les objectifs de qualité paysagère et les niveaux diversifiés de protection, relatifs aux paysages identifiés et évalués.

Dans ce but, le Plan définit la structure du paysage de Feltre, identifie les paysages et divise le territoire en parties homogènes. Il analyse les dynamiques et les pressions qui modifient les paysages et enquête sur leur transformation. Il évalue les paysages identifiés en tenant compte des valeurs qui leur sont attribuées par les acteurs et les populations intéressées.

A ce propos, les conseillers publics ont contribué à la réalisation du cadre cognitif, en plusieurs phases qui avaient été mises en place en convoquant le Forum des populations, afin de collecter les perceptions du paysage mûries et inscrites dans les sentiments de la population locale. Le Plan identifie les milieux homogènes de paysage et les objectifs de qualité paysagère qui peuvent concerner des « paysages importants », pour lesquels on a prévu des actions de protection et de conservation, des paysages « ordinaires » pour lesquels on a prévu des actions de gestion et de mise en valeur et des paysages « dégradés » pour lesquels on a prévu des actions de récupération et de requalification. Le Plan élabore les actions et les dispositions d'application immédiate, les orientations d'aménagement territorial, urbanistiques et sectorielles, et les dispositions adéquates de préservation.

Le Projet CONSPACE – Common Strategy Network for Spatial Development and Implementation

Une autre expérience importante de collaboration internationale est celle du projet Interreg III B CONSPACE, *Common Strategy Network for Spatial Development and Implementation*, visant à contribuer à la cohésion territoriale et à la réalisation d'une stratégie de développement plus équilibrée au niveau européen.

En tout, dix régions ont adhéré au projet, dont les territoires définissent une macro-région européenne qui s'étend entre les Alpes orientales, la rive nord de la mer Adriatique et le cours du Danube.

L'aire de la macro-région se distingue par un degré élevé de disparité quant aux systèmes politiques et économiques, aux traditions culturelles, à la langue, au paysage, et par conséquent, par un développement non homogène.

L'aire géographique concernée par le projet coïncide avec la porte d'accès à la zone des Balkans et au sud-est de l'Europe. Elle coupe le système territorial de l'Adriatique du nord, et c'est le point de rencontre entre les anciens et les nouveaux Etats membres de l'Union européenne. Ce projet a démarré avec l'initiative « Future région », qui a pour objectif d'augmenter la compétitivité afin d'obtenir les conditions économiques et de vie des niveaux européens. La création de synergies, fondées sur les potentialités de chaque partenaire, permettra d'atteindre un niveau élevé d'intégration en vue du prochain élargissement de l'Union européenne.

La démarche qui distingue tout le projet est la tentative d'intégration et d'harmonisation des structures territoriales (centres urbains, transports, biens culturels) pour promouvoir une croissance qui réduirait les disparités, grâce aussi à la connaissance réciproque des instruments et des systèmes d'aménagement respectifs.

Il y a quatre milieux d'action prioritaires :

- la création d'une structure polycentrique pour la région CONSPACE en renforçant les pôles de croissance de chaque région et la collaboration entre elles ;
- la conservation du patrimoine naturel et culturel dans les interventions de développement régional et leur intégration dans les stratégies d'aménagement territorial ;
- l'intégration au niveau territorial des mesures adoptées pour améliorer les réseaux de transport régionaux et la liaison entre les couloirs TEN et TINA ;
- le renforcement de la compatibilité entre les banques de données et les outils d'information existants, et l'optimisation des démarches concernant l'aménagement.

L'expérience a conduit à la réalisation de 18 interventions pilotes, qui peuvent être prises comme lignes directrices dans le domaine de la collaboration interrégionale et transnationale, base utile pour réaliser d'autres projets plus spécifiques.

Dans le cadre du projet, la Région Vénitienne a été responsable du *Work package 4, Maintenance of cultural and natural heritage in the regional development*, et a développé avec l'IUAV, Institut Universitaire d'Architecture de Venise, l'action pilote *Innovative land planning instruments for sustainable development in sensitive landscape-Alpago laboratory*. La zone choisie est une zone de montagne située dans la

province de Belluno. Les objectifs principaux de l'action-pilote sont l'harmonisation des caractères historiques et naturels avec le développement socio-économique, l'intégration des actions relatives à la protection du sol, et les initiatives de tourisme culturel.

Le projet a lancé une collaboration interrégionale qui ne peut être qu'à long terme. C'est un parcours qui nécessite une collaboration et une coordination des activités continues, comme condition nécessaire pour obtenir un aménagement territorial concerté.

Les trois Plans pour la protection et la mise en valeur de milieux appartenant au système lagunaire.

Outre les expériences signalées, le travail de la Région Vénitienne en matière d'approfondissement cognitif destiné à l'aménagement du paysage concerne la réalisation d'études spécifiques sur le paysage historique de la lagune de Venise, accomplies au cours de l'année 2005.

L'objet de ces études est un environnement homogène de qualité, celui de la zone lagunaire et de la bande côtière vénitienne, compris dans des outils d'aménagement et de protection tels que le Plan de l'Aire Lagunaire et de l'Aire Vénitienne - *PALAV*, le Plan de l'Aire des Lagunes et de l'Aire du Littoral de la Vénétie Orientale - *PALALVO*, qui comprennent *SIC* et *ZPS* et qui connaissent une situation complexe de hiérarchie de compétences, réparties entre l'Etat, la Région, la Province et les Communes.

Le projet a eu pour objectif d'identifier des actions de requalification et de mise en valeur, à intégrer dans le plus vaste contexte de lignes directrices d'intervention pour le développement durable. Le deuxième objectif était la récupération des littoraux, au moyen d'une reconnaissance des différents instruments planificateurs régionaux mis en oeuvre dans le milieu considéré, d'un approfondissement des données d'analyse, et de l'étude des caractéristiques naturelles, historiques et esthétiques de la zone.

L'analyse soignée de l'état des faits et l'étude d'impact sur l'environnement, objet de l'étude, ont été, dans toutes leurs facettes, le fondement de la mise en place d'actions ciblées pour une bonne exploitation des ressources naturelles et culturelles. Pour ce faire, il a fallu fixer des charges de soutenabilité admissibles, définir des politiques de compensation des effets environnementaux négatifs, ou des solutions alternatives à la mise en vigueur des interventions prévues, ainsi qu'entreprendre des actions de mise en valeur des biens, le tout d'après une analyse du cadre juridique et administratif concernant notamment les biens domaniaux.

Les approfondissements effectués ont concerné notamment les analyses relatives au système de défense de la lagune, tant au niveau des interventions destinées à combattre les marées, qu'au niveau des zones possédant des fortifications historiques.

Le système des littoraux

Cette étude a permis de produire le document intitulé « Le système des littoraux. Plan pour la protection et la mise en valeur de milieux lagunaires ». Il interprète la bande côtière non seulement comme un lieu pour lequel on a programmé de réaliser des installations, mais aussi comme un territoire destiné à la récupération environnementale de l'espace libre, correspondant à la plage, afin que l'extension des activités sur les plages ne compromette pas la qualité de l'environnement. Cette étude a pour objectif la planification d'actions significatives visant à mettre en place des projets durables pour les plages et les bandes urbaines qui leur sont contiguës.

Le système naturaliste et environnemental des vallées endiguées

Cette étude a permis de produire le document intitulé « Les Vallées dans la lagune moyenne et inférieure de Venise ». Elle considère l'ensemble des vallées de pêche situées à l'ouest de la lagune moyenne et inférieure de Venise, identifiées comme aires SIC par le DM du 3 avril 2000, afin d'évaluer l'état de conservation des habitats et des espèces lagunaires, et de planifier leur destination future. Pour ce faire, il est prévu de rétablir les conditions naturelles et historiques des lieux, leur connaissance et leur exploitation compatible avec la participation des populations.

Le système des fortifications sur la mer

Cette étude a permis de produire le document intitulé « Fortifications sur la mer des littoraux ». Elle identifie, dresse un catalogue et analyse le système de fortifications existant le long de la côte adriatique du littoral vénitien. Celui-ci constitue un patrimoine à préserver en tant que témoignage d'architecture militaire, et pour la qualité de l'environnement naturel dans lequel le système est intégré. Ceci permet de planifier une utilisation compatible, dès lors que la destination militaire d'origine des fortifications a disparu, afin d'empêcher leur dégradation progressive due à un état de désuétude prolongé.

Les Plans paysagers

La participation au projet *LOTO* et la réalisation du *Plan paysager pour Feltre* ont permis à la Région Vénitienne d'affiner son expérience, en vue de la mise en œuvre du Plan paysager prévu à l'article 143 du Décret législatif du 22 janvier 2004 n° 42, modifié par le décret-loi n° 157/06. Ces Plans ont été rédigés pour chaque milieu défini d'après la typologie et/ou l'intégrité des valeurs paysagères, approuvés par la Région, et destinés à assurer une protection, une mise en valeur et un approfondissement adéquats du cadre cognitif des biens et des valeurs paysagères présents sur le territoire régional.

Parmi les nouveautés les plus significatives introduites par le *Codice*, nous trouvons, au titre des articles 135 et 143, la possibilité d'élaborer les *Plans paysagers* en collaboration avec l'Etat.

A ce sujet, la Région Vénitienne s'apprête à définir un parcours administratif permettant de stipuler des accords spécifiques pour l'élaboration conjointe de plans paysagers avec le Ministère des Biens et des Activités Culturelles, et le Ministère de l'Environnement et de la Protection du territoire. Ces accords, approuvés au titre de l'article 25 de la loi régionale du 23 avril 2004 n° 11, feront partie intégrante du *Plan Territorial Régional de Coordination (PTRC)*, cadre de référence général en Vénétie pour la valeur paysagère.

Polish experience in landscape quality objective identification on the example of the Roztocze-Solska Forest Biosphere Reserve.

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Introduction

The need for establishing the landscape quality objectives was formed during the European Landscape Convention on 20 October 2000. This document in Poland was published just in 2006. However, this Convention only describes a very general definition of the landscape quality objectives as “the formulation by the competent public authorities of the aspirations of the public with regards to the landscape features of their surroundings” (European Landscape Convention, 2000). Setting and compliance with such objectives are of great significance on areas which are distinguished in the world by their natural, cultural and landscape qualities. Biosphere Reserves UNESCO are such areas of great importance. 482 Reserves of Biosphere were established in the world till the half of 2006. There are eight biosphere reserves in Poland. Currently, proper documentation is being collected to establish some reserves in the future. The Biosphere Reserve Roztocze-Solska Forest belongs to this group of future reserves. The area of the Biosphere Reserve Roztocze-Solska Forest has 264 796 hectares in Poland and 38 830 hectares in the Ukraine (Chmielewski ed. 2004).

The general characteristic of the area of research

The area of this Reserve became the first place where the project – identification of landscape quality objective – was introduced in Poland. Afterwards, these standards were applied to formulate the rules of conservation and to design special protected areas, with a special focus on the landscape in the vicinity of monuments of architecture.

The future Roztocze-Solska Forest Biosphere Reserve is located in the south-east of Poland, near the Ukrainian border. It covers almost the whole physiographic macro-region Roztocze and the mezo-region Biłgoraj Plain. It is one of the most important water source region in Poland. Two rivers – the Wieprz and the Tanew, which are important for the hydrographic system of Poland, have their beginnings in this region. A few smaller rivers, which have a regional significance, have their beginnings in this region as well.

The region is unique in the world due to its variety of mosaic of forest, peat-bog, meadow and steppe ecosystems. The unique richness of nature in the region resulted in creating 1 national park, 4 landscape parks, 15 nature reserves (1 fauna reserve, 3 peat reserves, 11 forest and landscape reserves), 2 protected landscape areas and more than 30 ecological lands. The advocates of nature conservation will also advance their plans for 3 landscape parks, 10 new nature reserves and 32 landscape protecting areas (Fig. 1).

About 10% area of the Biosphere Reserve was nominated to be given a status Natura 2000 habitat sites (Chmielewski at al. 2003). The unique in Europe is a characteristic multi-stripes field mosaic with lines of numerous balks covered with various weeds and numerous clusters of trees and bushes (Photo 1). Many examples of traditional, wooden architecture were preserved in rural settlements. Interestingly, the buildings are typical of the regional architecture in Roztocze (Photo 2). The Roztocze-Solska Forest Biosphere Reserve is located on the border between Poland and the Ukraine and such a location is good for the growth of tourism, trade and services. The Polish-Ukrainian border “Hrebenne” is located in the vicinity of the southern-eastern part of the Reserve.

The method of identification of landscape quality objectives

European scientists have been working on landscape quality objectives for a few years. The research is still in the initial stage. The biggest activity in this research can be observed in scientific centres in Spain, Portugal, the Netherlands, the Scandinavian countries and Italy and among countries in the middle east of Europe – in Slovakia (Kuiper 2000, Yusim at al. 2002, Bulcão at al. 2004, Rasmussen at al. 2004, Ribeiro, Barão 2006). Research on identification of landscape quality objectives in the future Roztocze-Solska Forest Biosphere Reserve is the first such an attempt in Poland.

The questionnaire was used in order to examine society’s views on the features of the Roztocze and the Solska Forest landscapes. The respondents were to answer questions such as: which features of the landscape should be protected or which features of the landscape should be preserved. The questionnaire was conducted among 7 social and work groups of people. These people exerted an important role in protection and creation of the landscape of the region. They were also responsible for the management of its resources.



Fig 1. "Roztocze-Puszcza Solska" Biosphere Reserve
System of protected areas

1. National park – existing/ planned; 2. National park's buffer zone – existing/ planned; 3. Nature reserve – existing; 4. Nature reserve – planned; 5. Landscape park – existing/ planned; 6. Landscape park's buffer zone – existing/ planned; 7. Protected landscape area – existing/ planned.

Natura 2000 Ecological Network: 8. Bird species sites ratified by Ministry of Environment in 2004; 9. Bird species sites suggested by WZR; 10. Habitat sites suggested by WZR.

Ecological lands: 11. existing; 12. planned.

Monuments of nature: 13. trees, rocks; 14. alleys; 15. springs.

Other objects of high natural values: 16. springs not ratified as monuments of nature; 17. borders of International UNESCO Biosphere Reserve; 18. rivers; 19. ponds; 20. retention reservoirs.

Elaborated by Tadeusz J. Chmielewski, 2004.

The respondents were: 1) experts-scientists; 2) those who worked for the preservation of nature and Public Forests in this region; 3) those who worked for the local government in this region; 4) tourists who rested in Roztocze and the Solska Forest; 5) members of social organizations supporting ecology (NGO) and members of photographic societies; 6) teachers; 7) students.



Photo 1. Field mosaics of West Roztocze – Photo: W. Lipiec



Photo 2. Historical cottage in Biszczka village – Photo: T. J. Chmielewski

The questionnaire was conducted among 30 respondents in each group, 210 people in total. The questionnaire consisted of 6 tasks, which aimed to reveal key and valuable characteristics of natural and cultural components of the landscape or the threats of landscape quality objectives. Each task contained 4 such features. The respondent had also to write some new features on the list. The respondent had to fill in the questionnaire by writing a certain number of points: from 1 till 5 – for given features of the landscape. The respondent was to give 5 points for the feature, which he considered the most important for the preservation of the landscape; the respondent was to give 1 point for the feature, which he considered the least important for the preservation of the landscape. In the last task the respondent was to write his own suggestions about new features of landscape along with their gradation. Afterwards, the established landscape quality objective were used to evaluate the means of managing three chosen monumental objects. Characteristics for this region chapels built by the water source were graded.

Results

The main results of the questionnaire were presented in Table 1. They revealed that the features proposed by the authors of the questionnaire were given predominance over features given by the responders. Additional features written by the responders created a very long list, but the number of points given to each suggested feature was relatively small. Importantly, a very high grade was given to multi-stripes field mosaic (878 points in question 2 – landscape use structure and 814 in question 3 – cultural heritage). Among the major threats of landscape quality objective were the destruction of natural structure of water liquid and the transformation of them (845 in question 4).

The differences of opinion expressed by people from different social and work groups were not big and ranged from 3 till 8 %. Teachers and students displayed the greatest initiative in filling in the questionnaire. The application of landscape quality objective in evaluating the visual composition of monumental buildings clearly revealed that the ways of managing and preserving the surroundings of the buildings are far from the expected needs of the respondents who expressed their views in the questionnaire.

Disharmonious elements (objects) were created in the vicinity of monumental objects which in the long run will lead to the degradation of aesthetic values and compositional interiors of the architecture and the landscape.

Table 1. The main results of the questionnaire

1. Which features of natural forms of landscape formation and components do you consider the most important to be preserved?		
The extensive complexes of great varieties of forests	774	21,6
The plentiful of springs and clean rivers	763	21,2
The variety mosaic of forest, peat-bog, meadow and steppe ecosystems	730	20,3
The characteristic, rolling landscape formation of plateau areas	713	19,9
The variety of flora and fauna	76	2,1
The natural state of forests	71	2,0
The natural character of river valleys and water liquids	70	1,9
Other features (40 different proposals)	395	11,0
2. Which features of land do you consider the most important to be preserved?		
Characteristic multi-stripes field mosaic with lines of numerous balks covered with various weeds and numerous clusters of trees and bushes	878	26,6
The variety mosaic of fields and forests	831	25,2
Extensive, open space of fields and meadows	614	18,6
Small area, rural and provincial colonisation	578	17,5
Agricultural landscape without any buildings and technical infrastructure	88	2,7
Afforestation along roads and around farms	38	1,2
Balks and afforestation in the midst of fields	24	0,7
Other features (26 different proposals)	246	7,5

3. Which features of cultural heritage do you consider the most important to be preserved?		
Historical fields structure of West Roztocze	814	25,1
Religious sanctuaries, monuments of religious architecture and collection of wayside and riverside little chapels	766	23,6
Historical urban – landscape structures of the former Zamoyski Estate	738	22,7
The regional features of wooden, rural architecture	624	19,2
Manorial and palace structures	18	0,6
Traditional customs and occupations	18	0,6
Historical cemeneries	15	0,5
Other features (16 different proposals)	250	7,7
4. Which threats of quality landscape do you consider to occur?		
The devastation of natural structure of water liquids and the transformation of river valleys	845	27,0
The influence of changes of characteristic features of rural architecture on ordinary architecture	691	22,1
The spread of habitable buildings and summer cottages in open landscape	677	21,6
The construction of cell-phone towers and wind-power plants in the most exposed view-points	656	21,0
Illegal dumping grounds in forests	21	0,7
Cutting of forests	15	0,5
The construction and the use of busy roads	11	0,3
Other threats (12 different proposals)	214	6,8

Conclusions

This scientific research is one of the first attempts in Poland to identify landscape quality objectives for the region which is distinguished by its natural, cultural and landscape qualities.

The conducted research allowed to establish the gradation of landscape features, which – in public opinion – decide on the special character and the unique values of the Roztocze and Solska Forest. At the same time, however, the research revealed the views of people from different walks of life on the main threats to these values and the landscape identity of the region. Furthermore, the research showed the preferences of these social and work groups in reference to the needs for protection and the shape of established perimeters of landscape.

Landscape quality objective may be a good instrument to evaluate landscape composition, in particular in the vicinity of monuments of architecture.

The results of the research may be considered as a stepping stone on the path to realize tasks in the unique and valuable region. Such tasks are given to countries belonging to the European Union and they are imposed by the European Landscape Convention. In particular, collected information will make a basis for further scientific research on landscape quality objective of the Roztocze-Solska Forest Biosphere Reserve. It is also an inspiration for general scientific work on methodology of identification and the use of landscape quality objective for regions which are distinguished by their natural and cultural heritage of European landscapes.

With regards to methodological approach to problems connected with setting landscape quality for different regions, countries and continents, it is important to search for a certain group of general ratios which are common for the quality of all landscapes in the world. Thus, it is necessary to define additional ratios that are typical of biomes, natural landscape classes, cultural regions, degrees of anthropogenic transformation of landscape.

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Identification et qualification des paysages

Synthèse de l'Atelier

Modératrice : Ivana RADIC, Responsable du Réseau de l'aide multiculturelle ; Collaboratrice spéciale domaine de l'aménagement du territoire et du paysage, Ministère de la protection de l'environnement et de l'aménagement du territoire, Représentante de la Croatie pour la Convention européenne du paysage

Mesdames et Messieurs, chers collègues, c'est un plaisir pour moi de pouvoir résumer les travaux sur l'identification et la qualification du paysage. En premier lieu, j'aborderai, en bref, la situation en Europe, les interrogations qui en résultent, pour passer ensuite à certains points de l'atelier de 2002, ensuite je passerai aux méthodologies exposées et aux questions qui restent ouvertes, pour terminer avec les responsabilités des autorités compétentes.

En regardant la carte d'Europe, ce continent riche d'histoire et de cultures, de sciences, en écoutant nos collègues venus de pays différents, je vois défiler devant mes yeux les paysages belges de la Wallonie, les paysages de la Finlande, de la Lituanie, du Portugal, de la Slovénie, de l'Espagne, du Royaume-Uni, de la Pologne, de la Région Vénitienne..., ces paysages qui rendent vivantes les images et les significations, les destinées humaines ainsi que la vie de tous les jours dans son encadrement spécifique.

Cette Europe de contrastes embrasse les grands et les petits pays, les pays surpeuplés et sous-peuplés, les pays au relief uniforme et monotone ou bien accidenté et dynamique. Certains sont ouverts sur la mer, d'autres continentaux, certains sont couverts de forêts, d'autres orientés vers une culture intensive du sol. Certains pays reposent sur une longue tradition démocratique, d'autres ont connu les histoires différentes. Certains sont centralisés, d'autres décentralisés, alors que certains ont un système fédéral. Certains sont riches, d'autres pauvres. Ces pays connaissent des aspects et des degrés d'efficacité économiques différents, des coutumes et des savoirs différents, de même que l'identité et la dignité de leurs citoyens a des points d'appui différents.

En quête d'une connaissance approfondie des particularités de chaque paysage, de son processus d'évolution et de la valeur que la population concernée lui attribue, on peut se demander :

- quelles sont les typologies des paysages européens requises,
- quelles sont les méthodes cartographiques et les autres,
- quels sont les éléments universels,
- quelles réponses seraient communes, selon les exigences de la protection officielle des paysages, dans l'identification et la qualification des paysages.

Les systèmes de valeur font ressortir dans l'analyse et l'identification des paysages les déterminants universels et particuliers. Lors de la réunion des Ateliers précédente réunie sur le thème « Paysage et société » en mai 2006 à Ljubjana, nous avons mentionné les valeurs universelles et non-universelles, ces dernières appartenant aux cultures nationales, locales, ainsi qu'à la culture de chaque individu. Le professeur Luginbühl dans sa synthèse fait état du besoin de résoudre les problèmes ressortant de la maîtrise des divergences résultant de niveaux et d'approches différents. Ces valeurs, une fois identifiées et connues, devront être confrontées aux connaissances relevant d'autres domaines acquis par les disciplines scientifiques ou aux intentions projetées par les techniciens ou les politiques.

Comment la Convention est-elle appliquée sur le terrain ?

Pour répondre à cette question il convient d'examiner les différents moments et les différentes formes. L'objectif de l'atelier est de faire le point sur les expériences et les méthodologies des travaux d'identification et de qualification du paysage.

Quels travaux d'identification et de qualification du paysage ont-ils été jugés nécessaires et à quelle condition? Par qui ont-ils été exécutés? Comment pouvons-nous savoir si ce qui a été entrepris va devenir le point de départ d'une action à long terme dont l'objectif sera de protéger et d'améliorer la qualité du paysage.

Comment reconnaître les dangers qui menacent le paysage ? Comment les définir dans ce monde dynamique où le capital a l'intention de tout dévorer ? Qui va désigner ceux qui constituent une menace ? Leurs intentions sont bonnes, n'est-ce pas ? Comment protéger notre cadre de vie? En tant que citoyens avons-nous la force de gérer notre encadrement? Dans quelle mesure les circonstances influencent-elles nos décisions ? Quel est le rôle des professionnels et des autorités compétentes? Quelles sont les expériences que les intervenants vont nous faire partager ?

Passons aux procédés méthodologiques qui reposent sur des consultations, sur un travail d'examen des problèmes, sur des réflexions des émotions et des sensations. Les procédés utilisés ont été les suivants :

- mise en œuvre d'un centre, d'un lieu de rencontre interdisciplinaire, de niveau gouvernemental ;
- analyses cartographiques et numériques des structures géomorphologiques, analyses du Land Cover, analyses de l'utilisation et de l'occupation du sol, et aussi des bases de données ;
- description des caractéristiques, des types de paysages, de leur vulnérabilité, de leur spécificité et de leur esprit ;
- détermination des unités territoriales, classification et cartographie ;
- consultations, témoignages, visite du terrain, discussions, questionnaires ;

- ateliers transfrontaliers, projets internationaux et participation à des projets communautaires.

Il faut retenir les caractéristiques les plus importantes du paysage mentionnées ci-après:

- diversité / uniformité des paysages par rapport aux utilisations du sol, à la richesse en éléments culturels et naturels ;
- le degré d'aménagement du paysages par rapport aux activités humaines et leur impact sur la structure du paysage et leurs bases naturelles ;
- identité culturelle qui fait ressortir la continuité historico-culturelle dont la qualification et la cartographie sont le résultat d'un inventaire effectué à l'échelon local et régional ;
- cohérence par rapport au principe de la durabilité et de l'identité visuelle que l'on trouve dans les paysages traditionnels européen.

En guise de conclusion on peut dire que les analyses de la majorité des paysages ont révélé l'interrelation des éléments naturels et artificiels.

Un travail d'examen des qualités, de la vulnérabilité de certains paysages ainsi que les menaces qui pèsent sur ces paysages est indispensable dans l'élaboration des recommandations, des orientations, des mesures et des actions visant à planifier les territoires et l'avenir.

L'identification des types particuliers de paysages et de leurs caractéristiques pertinentes permet de distinguer les paysages qu'il faut absolument sauvegarder.

Ensuite il faut suivre l'état actuel et en contrôler les transformations potentielles, analyser leurs caractéristiques ainsi que les dynamiques et les pressions qui les modifient.

Il faudrait poursuivre un travail d'examen des valeurs attribuées par le public, les acteurs concernés, tels que les propriétaires fonciers, les usagers, les investisseurs, les entrepreneurs et aussi, bien sûr par les ONG qui sont les protecteurs sincères des valeurs paysagères.

Les analyses des conflits entre les valeurs actuelles attribuées aux paysages et les changements en perspective (tendances et possibilités réelles ; évaluation des influences des dynamiques sur tous les aspects de la vie) donneraient une réponse à cette problématique complexe. *Une réponse qui se fait attendre.*

En respectant les objectifs fondamentaux du Conseil de l'Europe, la démocratie le développement durable et les droits humains qui incluent le droit au paysage, chaque Etat, surtout les Etats parties à la Convention, s'engage à mettre en place une structure,

une garantie de moyens financiers à contrôler, afin de réaliser ces objectifs et ces orientations.

Les spécialistes de la planification territoriale devraient, dans les plans d'aménagement du territoire et dans les plans locaux d'urbanisme, sauvegarder les zones à forte identité, les zones d'une nouvelle qualité, les zones de nature sauvage, de même que les zones qui ont un haut degré d'efficacité économique.

L'assainissement des dégradations existantes, la prévention, la classification et la qualification des spécificités des paysages particuliers au niveau national, régional et local en fonction des valeurs esthétiques et affectives devraient être également assurées dans les plans.

Le système de l'aménagement du territoire à l'échelon national, régional et local comporte les facteurs du territoire, concilie les intérêts politiques, économiques avec ceux des citoyens et prescrit les procédures de la participation du public dans la prise des décisions.

L'identification et la qualification du paysage réunit les données sur les valeurs naturelles, écologiques, culturelles, historiques, esthétiques, affectives, récréatives, économiques du territoire et qui seront complétées par les connaissances résultant de la recherche scientifique.

L'identification et la qualification du paysage est un élément du plan d'aménagement du territoire qui est la base et l'instrument d'une protection intégrale de l'identité du paysage.

Face à la complexité du problème, les autorités compétentes chargés de l'aménagement du territoire devraient être responsables également de l'identification et de la qualification du paysage, aidées par la collaboration pluridisciplinaire des services chargés de la protection du patrimoine naturel et architectural, de la protection de l'environnement, ainsi que des projets de recherche.

Workshop 2/ Atelier 2

Landscape quality objectives and implementation of landscape policies/ Objectifs de qualité paysagère et mise en œuvre des politiques paysagères

Chairs/ Présidents

Ghislaine DEVILLERS

*Representative of Belgium at the Steering Committee
for Cultural Heritage (CDPAT) of the Council of Europe*

Phaedon ENOTIADES

*Representative of Cyprus
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Landscape policy in Cyprus

Phaedon ENOTIADES

Representative of Cyprus for the European Landscape Convention

In just less than three days from now, the European Landscape Convention will enter into force in Cyprus. Allow me to briefly describe the state of the national landscape policy.

The existing landscape policy in Cyprus is generally based on the Policy Statement for the Countryside, a legally binding document in the form of an adapted regional plan for the promotion and control of development and the protection of the environment in village settlements and rural areas. Within this development plan, a series of policy measures based on landscape considerations have been included since the early 1990s. These are centred mainly on the strict protection of about 10 significant “Protected Coastal and Natural Areas” comprising mostly state forest lands; the protection of numerous area-specific landscape elements such as peaks, precipices, canyons, geological formations etc. adding up to a total of almost one hundred listed “protected landscapes”, as well as a broad area of “Exceptional Natural Beauty”, covering a good part of the island’s central mountain areas but excluding territories within village development boundaries, where the examination of landscape-related parameters is obligatory during the development control process. In addition, the Policy Statement requires the adherence to “guidelines for the aesthetic quality improvement of the built environment” in specified situations, and lists over thirty important archaeological sites, which are strictly protected, as well as about 150 villages of “special social, architectural or historic character”, where specific policy provisions and incentives apply. Similar provisions exist in Local Plans, covering all urban areas.

Although this might sound adequate for a relatively small island like Cyprus, the situation on the ground is not always encouraging. Like elsewhere in confined areas considered as prime real estate, conflicts are varied and often intense. Major threats to successful landscape planning include the over-dependence of the economy on coastal tourism; the existence of entrenched provisions in planning legislation that allow the construction of isolated homes outside development boundaries which, in combination with land ownership patterns and local perceptions of ownership rights, inadvertently encourages urban sprawl; an ever-increasing demand for extensive holiday home development, especially in sensitive landscape areas; and the implementation of land consolidation schemes and other rural policies unintentionally favouring scattered construction and the obliteration of traditional agricultural landscapes. Not least, the forced division of Cyprus remains a major obstacle to integrated landscape planning.

It may be encouraging to know that the national planning system, currently based on models from the 1960s in terms of both legislation and process, is about to be revised and updated. Despite the fact that a few substantial amendments have been made in the meantime, the planning system is now widely considered to be outdated and in need of major revisions. Cyprus is therefore embarking on a period of re-evaluation of the current planning framework with the scope of updating legislation and processes, to incorporate emerging European spatial planning considerations, including the landscape concepts put forth through the Florence Convention.

In the short term, a series of immediate actions have been planned to improve national landscape policy. These include the revision of the *Policy Statement for the Countryside*, already under way, and its harmonisation with the European Landscape Convention; the initiation of a national landscape character assessment study within 2007, in cooperation with stakeholders from the public and private sectors, with the objective of building capacity, gaining know-how and providing the basis for future detailed landscape planning at the local level; the gradual incorporation of landscape policies in all Development Plans in urban, periurban, rural and coastal areas; and the intention to provide adequate landscape management mechanisms, an area in which improvement is earnestly needed, possibly following the experience that will be gained through the current first efforts to elaborate Management Plans for NATURA sites.

While aware of current problems and shortcomings, we are firmly convinced that the European Landscape Convention presents an opportunity to re-examine national policies on the consolidation of development tendencies and the containment of urban sprawl, the management of landscapes for improved sustainability and quality of life, the provision of additional measures and incentives for sensible rural development, the integrated management of coastal zones particularly with respect to intensive tourist development, the sensitive integration of infrastructure works into landscapes, and last, but not least, the promotion of the idea of the Mediterranean basin as a unifying landscape.

Les objectifs de qualité paysagère

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Introduction

Les objectifs de qualité paysagère qui figurent comme le point d'aboutissement du processus d'élaboration d'une politique ou d'un projet de paysage obéissent à des principes généraux relatifs à des lignes de conduite défendues par le Conseil de l'Europe et à des principes spécifiques inhérents à la mise en œuvre de la Convention européenne du paysage. Les principes généraux sont tout d'abord le cadre de l'exercice de la démocratie dans lequel la mise en œuvre de la Convention européenne du paysage doit se faire et qui met au premier plan la participation des populations européennes à l'élaboration de leur cadre de vie. Le second principe général est celui du développement durable qui régit la régulation de l'environnement et qui suppose un développement économique, la reproduction des ressources à long terme et l'équité sociale et intergénérationnelle.

Les principes spécifiques de la Convention européenne du paysage constituent des avancées importantes par rapport aux législations nationales et précisent que cette convention vise à protéger, gérer et aménager les paysages, quelquefois sur un même espace et qu'il n'est plus question de protéger uniquement les paysages mais également d'accompagner leur évolution par des inflexions réfléchies en concertation avec le monde politique, les experts et les populations et d'imaginer et élaborer de nouveaux paysages en accord avec ces mêmes acteurs. Par ailleurs, il ne s'agit plus d'intervenir sur les paysages dits remarquables, comme c'était le cas au XIX^e siècle et au début du XX^e, mais de considérer la totalité des territoires habités ou non, remarquables ou « ordinaires » (ou paysages du quotidien) en visant à améliorer et gérer les paysages qui constituent le cadre de vie de la majorité des populations européennes. Ce principe signifie que soient acceptées les différences entre les diverses perceptions des populations et que ne soit plus considéré comme prioritaire celles de ceux qui ont à la fois le pouvoir et les moyens de l'exercer.

L'un des principes spécifiques à la Convention européenne du paysage consiste également à admettre que la question du paysage est une question complexe qui ne peut se résoudre dans l'application de mesures simplistes – comme par exemple soustraire à la vue des bâtiments qui pourraient être jugés disgracieux dans le paysage par des rideaux d'arbres – mais qui doit mettre en jeu une réflexion sur les formes paysagères, sur les dynamiques des paysages, sur les processus sociaux, économiques et écologiques qui interviennent dans les transformations des paysages et également sur les perceptions ou les représentations des acteurs et principalement

des populations concernées. L'analyse des formes paysagères et leur protection, leur gestion ou leur aménagement doit se faire selon des règles qui prennent en compte à la fois les dynamiques et les perceptions des acteurs ; l'étude des dynamiques doit également être rigoureuse et chercher à étendre l'analyse dans un but prospectif visant à imaginer quelles seront les transformations qui pourront se produire dans l'avenir et intégrer l'ensemble des processus économiques, sociaux et écologiques qui peuvent être identifiés. Ces processus, on le sait sont complexes, et demandent des analyses précises ; en particulier, il sera nécessaire de s'interroger sur les processus qui agissent sur les paysages en fonction des objectifs des politiques sectorielles, comme les politiques agricoles, industrielles, énergétiques, notamment. Il sera également nécessaire de procéder à des études fines sur les processus écologiques qui peuvent intervenir dans les transformations des paysages et qui demandent des analyses longues qui ne peuvent aboutir à des résultats immédiats car elles exigent des vérifications qui ne peuvent se produire dans les mêmes temps que le temps politique. Enfin il sera également nécessaire de procéder à des enquêtes et des analyses rigoureuses pour cerner les perceptions ou les représentations sociales des paysages chez les acteurs.

L'élaboration des objectifs de qualité paysagère

Rappels

La procédure conduisant à l'élaboration des objectifs de qualité paysagère se déroule en plusieurs phases :

- identification
- qualification
- objectifs de qualité paysagère

a. Identification

- L'identification consiste à définir les caractères d'un paysage donné : son état et les dynamiques qui le modifient. Ce dernier point est capital, car c'est de l'analyse des dynamiques que seront déduites les mesures de protection gestion et aménagement des paysages. Si l'état à un moment donné est important pour définir les caractères essentiels du paysage, la connaissance des dynamiques permet ensuite de préciser les mesures qui pourront infléchir les processus économiques, sociaux et écologiques qui conduisent aux transformations.
- La polysémie du terme « paysage » nécessite que la description des caractères se fasse selon plusieurs critères : géographique, c'est-à-dire par la description des formes géomorphologiques et des usages des sols ou des activités qui contribuent à l'élaboration de certaines formes, comme le parcellaire ou l'organisation des usages dans l'espace ; la description de ces caractères formels et socio-économiques passe ainsi par l'identification des structures paysagères, qui traduisent les interactions entre les structures géomorphologiques et les structures sociales et qui permettent

de comprendre le « fonctionnement » du paysage. Les analyses des caractères des paysages peuvent être également historiques et permettre d'identifier les traces matérielles du passé qui jouent encore un rôle dans la caractérisation des paysages ; elle peut être également artistiques et mettre en lumière les œuvres picturales ou photographiques qui ont désigné des caractères particuliers des paysages et ont contribué à fixer la spécificité du paysage analysé.

- Cette analyse doit se faire à différentes échelles, emboîtées et traduire ainsi les échelles de l'action envisageable, du local au régional ou au national. Les techniques des systèmes d'information géographiques permettent de superposer des documents cartographiques à plusieurs échelles.
- Cette phase d'identification nécessite que tous les acteurs soient mobilisés dès son engagement. Car l'identification peut procéder de la désignation par les populations concernées de caractères qui sans elles, ne pourraient pas forcément être identifiées par des experts.

b. Qualification

La qualification consiste tout d'abord à identifier les valeurs que les populations attribuent aux paysages. Et il est essentiel que ces valeurs soient précisées selon les groupes sociaux qui les portent. Car les actions qui pourront en découler devront précisément tenir compte de la diversité de ces représentations sociales et ne pas s'en remettre aux valeurs d'un seul groupe. En particulier, si les populations locales doivent avoir un rôle fondamental dans l'élaboration des objectifs de qualité paysagère, il n'en reste pas moins vrai que les populations extérieures peuvent également avoir un avis pertinent qui pourra être également pris en compte.

La qualification peut également être mesurée par le biais des dynamiques qui transforment les paysages. Un paysage touché par une transformation brusque attirera évidemment davantage l'attention qu'un paysage quasi stable. Ici il s'agira d'évaluer les vitesses de transformation pour définir les stratégies et mesures à prendre pour l'action publique.

c. Les objectifs de qualité paysagère

- Leur principal rôle est d'énoncer les caractéristiques paysagères que les populations souhaitent voir reconnaître, conserver ou transformer et valoriser de manière à anticiper sur l'avenir ; c'est le paysage futur qui doit apparaître à travers les objectifs de qualité paysagère ; il doit exprimer les permanences d'une part et d'autre part les changements du paysage initial : il exprime donc bien à la fois protection, aménagement et gestion.
- Lorsque les objectifs sont définis, ils doivent être exposés et publiés après une enquête publique permettant à chacun, s'il le souhaite, de formuler les remarques qu'il est susceptible de faire à l'encontre des objectifs et de suggérer des modifications. Cette publication doit se faire dans un exposé clair et précis des

caractéristiques paysagères à conserver, aménager et valoriser et de l'objectif général de la politique envisagée (c'est-à-dire en termes de protection, gestion, aménagement)

- Les instruments utilisés pour parvenir à ces objectifs doivent être adaptés aux échelles à laquelle les objectifs ont été pensés (cartes d'échelles différentes avec explications correspondantes).
- L'élaboration des objectifs de qualité paysagère ne peut s'abstraire de la connaissance des faits, c'est-à-dire des états du paysage et de ses dynamiques. Ce sont eux qui guident cette élaboration et qui doivent permettre d'infléchir les évolutions en cours de manière à parvenir à un ensemble de mesures de protection, gestion ou aménagement des paysages. Cet ensemble doit présenter une cohérence de l'anticipation sur paysage futur avec les systèmes de valeurs attribuées aux paysages, envisagés dans leur état et leurs dynamiques.
- Enfin les objectifs de qualité paysagère doivent respecter les principes de développement durable et en particulier veiller à une équité sociale, c'est-à-dire assurer l'accès et l'usage socialement partagé des ressources naturelles et culturelles.

Ressources culturelles

Les ressources culturelles sont constituées par des éléments matériels et par des éléments immatériels :

- Éléments matériels

Il s'agit des monuments civils, religieux, militaires qui font partie de l'histoire culturelle des lieux et qui participent à la symbolique des paysages.

Les constructions vernaculaires, comme l'habitat, les productions artisanales, les productions industrielles ou agricoles et les infrastructures qui ont été établies dans l'histoire (canaux, routes, voies anciennes, notamment) contribuent également à cette culture qui s'inscrit dans les paysages.

- Éléments immatériels

Ce sont tout d'abord les savoir-faire qui, à travers les formes d'objets fabriqués par des artisans ou de productions agricoles (les vins, les fromages, les textiles, etc.) participent à la qualité d'un lieu et du paysage qu'il porte.

Les cultures locales peuvent être considérées comme des cultures de la nature parce qu'elles ont contribué à donner des formes aux ressources naturelles et sont ainsi devenues des ressources culturelles. On peut penser aux cultures de la mise en forme des végétaux, des roches, des chemins, etc.

Enfin, les systèmes de valeurs eux-mêmes, qu'ils relèvent du symbolique, du religieux ou de l'esthétique entrent dans une catégorie particulière qui donne un sens aux paysages pour ceux qui les attribuent à des éléments naturels ou bâtis.

Ressources naturelles

Les ressources naturelles constituent évidemment des éléments primordiaux de la composition des paysages. Elles sont mises en forme par le jeu des activités humaines et c'est à ce titre qu'elles occupent une place essentielle dans les processus de transformation des paysages et dans leur signification même. Dans les modèles paysagers, c'est la nature qui est au premier plan pour définir des types esthétiques des paysages : bucolique, c'est la nature qui offre aux sociétés leur fécondité et leur prodigalité ; pastorale, la nature possède à la foi un sens symbolique puissant (chrétien et antique, le berger et son troupeau dans les verts pâturages) ; sublime, la nature est celle qui fait peur mais que l'homme croît avoir vaincue ; pittoresque, c'est la nature qui étonne et provoque des émotions par ses formes inhabituelles.

Les ressources naturelles sont confrontées au problème de leur exploitation et de leur épuisement dans l'avenir :

- C'est tout d'abord le problème de leur reproduction à long terme et de leur usage hypothétique pour l'avenir ; les possibilités d'assurer cette reproduction pour l'avenir est une des conditions du développement durable ; elles supposent que soient examinés avec précision les processus biophysiques et que des études prospectives soient réalisées.
- L'accès aux ressources naturelles et un partage équitables sont également l'une des conditions du développement durable dans la formulation des politiques paysagères ou de la dimension paysagère des politiques sectorielles.
- Les ressources naturelles constituent des composantes du cadre de vie des populations, ce qui justifie l'attention qui doit être portée à leur reproduction dans le long terme.
- Ainsi, elles apportent leur contribution au bien-être individuel et social.

Principes méthodologiques

L'élaboration des objectifs de qualité paysagère suppose une méthodologie spécifique qui mobilise un ensemble de données matérielles et immatérielles. Cette méthodologie repose sur des principes fondamentaux :

- La production des connaissances utilisables pour cette élaboration des objectifs de qualité paysagère doit être articulée avec l'action, c'est-à-dire qu'elle ne peut se dérouler en elle-même, sans lien avec les objectifs opérationnels. C'est donc en visant l'opérationnel et en ayant une vision prospective que ces connaissances peuvent être extraites des corpus de données biophysiques d'une part et des données sociales d'autre part en envisageant la pertinence opératoire de celles qui serviront à la formulation des objectifs.

- L'implication des acteurs dès l'engagement de la procédure de définition des objectifs est fondamentale ; et de toutes façons, cet engagement est essentiel quelque soit l'étape de cette procédure.
- Les méthodes doivent être adaptées à l'échelle : on n'utilisera pas les mêmes outils selon l'échelle à laquelle ces objectifs sont élaborés.
- L'une des difficultés de la question du paysage réside dans la nécessaire articulation du matériel avec l'immatériel, c'est-à-dire des données factuelles et tangibles avec des données relevant de l'esthétique, du symbolique ou du phénoménologique. On cherchera notamment à savoir quelles sont les valeurs attribuées à un paysage donné composé d'éléments matériels donnés et à établir la correspondance entre ces valeurs et les éléments matériels de la composition du paysage.

a. Données matérielles mobilisables.

- L'analyse de terrain est d'une importance capitale ; elle doit contribuer à établir l'état du paysage et de ses dynamiques. L'observation sur le terrain du paysage n'est pas remplaçable par la cartographie ou les photographies aériennes. C'est par une approche de terrain que les experts peuvent s'imprégner des ambiances et ressentir des sensations qu'il est fondamental de prendre en compte, tout en s'interrogeant sur leur pertinence par rapport aux représentations des sociétés locales.
- Cette nécessaire analyse de terrain n'empêche pas que soient étudiées les données cartographiques et ou celles fournies par les photographies aériennes ou satellitaires : mais il faut prendre garde de ne pas confondre le paysage avec une carte : le paysage n'existe que par les trois dimensions spatiales ; il n'est pas une carte.
- L'usage des données quantitatives peut être également utiles et précieux même pour mettre en lumière des processus d'évolution ou comprendre des phénomènes de composition (pourcentage de forêt dans un espace par exemple). Il ne doit donc pas être banni sous le prétexte que la question du paysage est avant tout qualitative.
- Les données archéologiques sont également utiles pour comprendre les modes d'usage des ressources et d'implantation humaine dans le passé et dans le présent ; il est donc nécessaire de les prendre en compte au même titre que les données actuelles. Des données anciennes peuvent constituer des moyens de contrôler des implantations d'activités ou d'habitat et de tester leur pertinence par rapport à des risques naturels.
- De même il est essentiel de connaître les statuts juridiques des sols, les documents d'urbanisme ou de protection des ressources naturelles, des sites ou des monuments, etc.

- La connaissance de l'organisation du paysage est évidemment essentielle dans le rassemblement de ces données :
 - il s'agit de délimiter tout d'abord les unités de paysage, qui représentent un paysage à une échelle donnée ;
 - ensuite, ce seront les structures paysagères qui devront être identifiées pour permettre l'engagement de l'action (elles sont constituées par la structure spatiale – à trois dimensions – issue de l'interaction entre la structure sociale et la structure biophysique) ;
 - l'identification des éléments de la composition du paysage fait également partie de la compréhension du paysage.
- La connaissance des dynamiques du paysage est également fondamentale pour pouvoir élaborer les objectifs de qualité paysagère ; elle peut se déterminer par l'identification des :
 - tendances d'évolution (projection prospective des processus en cours) ;
 - projets individuels et collectifs envisagés par les divers groupes d'acteurs sociaux du paysage ;
 - dynamiques des représentations sociales qui sont essentielles pour imaginer comment les projets et mesures envisagés seront reçus par les populations.
- Mais dans tous les cas il est essentiel de savoir interpréter les données et de les articuler ensemble.

b. Données immatérielles mobilisables.

Ces données relèvent à la fois des images qui ont été fournies par la production artistique et iconographique et par les représentations sociales des paysages, c'est-à-dire les systèmes de valeurs attribuées par les populations aux paysages.

- Production artistique et iconographique
 - La peinture, qui a fortement dépeint les paysages depuis la Renaissance peut constituer un moyen de connaissance des valeurs attribuées aux paysages. Certains paysages ont été davantage peints que d'autres, révélant ainsi l'attrait qu'ils exerçaient sur le monde artistique. La peinture a été un moyen de véhiculer et d'ancrer certains modèles paysagers dans les représentations sociales et d'en définir les caractères esthétiques. C'est pourquoi elle occupe dans le domaine du paysage une place privilégiée.
 - Il en est de même avec les lithographies et les gravures qui ont été utilisées massivement au XIX^e siècle pour identifier les paysages les plus remarquables par l'élite sociale. La lithographie, en particulier, a constitué un moyen de faire connaître les sites pittoresques dans la phase de développement du tourisme européen. Il faut cependant remarquer que souvent, les artistes

reproduisaient les mêmes paysages que leurs prédécesseurs, focalisant ainsi le regard de l'élite bourgeoise sur ces sites qui sont devenus assez vite des cibles privilégiées du tourisme.

- Les guides de voyage, les cartes postales, les affiches de tourisme procèdent du même processus qui a reproduit des paysages identiques et qui ont contribué à ancrer les pratiques sociales du tourisme ; néanmoins, ils permettent d'identifier les paysages les plus visités en Europe.
- Les représentations sociales : elles permettent de comprendre les systèmes de valeurs que les individus attribuent aux paysages.
 - Elles sont dépendantes des échelles à laquelle se réfèrent les individus : l'échelle globale (européenne sans doute), l'échelle locale et l'échelle individuelle.
 - Les autres valeurs que les individus attribuent aux paysages sont soit universelles soit locales : ce sont alors les savoirs locaux qui constituent des manières de comprendre le fonctionnement des milieux « naturels » par les sociétés locales.

Le passage à l'action

La formulation des objectifs traduit la transformation des connaissances en actions ou programmes d'action.

- Les actions doivent être cohérentes avec les systèmes de valeurs ou les représentations sociales, sans pour autant les considérer dans une approche déterministe. C'est là tout l'art d'interprétation qui doit s'exprimer et intégrer ces connaissances dans des projets pour l'avenir des paysages.
- Les actions doivent évidemment anticiper sur l'avenir et viser des mesures qui auront la capacité de s'adapter aux contextes qui pourront apparaître dans l'avenir. Il est donc indispensable d'élaborer les actions dans une vision prospective.
- Les actions doivent prendre en compte les logiques économiques, sociales et écologiques, assurant ainsi les principes du développement durable.
- Ces processus économiques, sociaux et écologiques doivent guider les actions qui contribueront à les infléchir dans le sens des projets imaginés.
- L'élaboration des mesures destinées à appliquer les actions projetées est distribuée entre les acteurs, mais en respectant l'ordre que la société et l'exercice de la démocratie prévoit : chacun des acteurs doit être à sa place, et il ne s'agit pas pour un expert de décider à la place d'un élu ; c'est ce dernier qui prend la décision en connaissance des aspirations des autres acteurs et des recommandations des experts.

- La complexité des enchaînements entre connaissances et actions sur les paysages nécessite la coopération entre tous les acteurs.

Conclusions

Les objectifs de qualité paysagère impliquent ainsi des conditions nécessaires pour que les actions qui en découlent soient conformes aux principes du développement durable :

- Tous les acteurs doivent être associés dans leur élaboration et leur formulation en respectant les statuts des uns et des autres.
- Les méthodes utilisées pour le rassemblement des connaissances et pour la formulation des actions doivent articuler la dimension matérielle et la dimension immatérielle des ressources tant culturelles que naturelles
- Les connaissances rassemblées pour contribuer à la formulation des objectifs de qualité paysagère concerne tous les savoirs, qu'ils soient des savoirs savants ou des savoirs empiriques d'acteurs non scientifiques mais acteurs de la quotidienneté des paysages.
- L'accès aux connaissances exige qu'elles soient traduites dans un langage compréhensible pour des individus non scientifiques mais respectant le sens de ces connaissances.
- L'élaboration et la formulation des objectifs de qualité paysagère ne peuvent s'enrichir que par des échanges d'expériences et une coopération européenne entre les collectivités territoriales et les acteurs concernés qu'il convient de favoriser.

La mise en œuvre des objectifs de qualité paysagère en France : les plans de paysage

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La Convention européenne du paysage est souvent qualifiée de novatrice. C'est tout à fait exact. Non pas parce qu'elle obligerait à abandonner les politiques du paysage déjà mises en œuvre, mais parce qu'elle apporte sur elles un éclairage nouveau. On peut dire que la Convention de Florence fournit à nos politiques du paysage le « chaînon qui manquait » pour imbriquer étroitement connaissance, plan d'action et évaluation.

Dans le cadre de cette 5^e réunion des Ateliers, deux points illustrent cette « force d'innovation ». Ce sont les définitions de « paysage » et « objectifs de qualité paysagère » posées par l'article premier de la Convention. Ces deux définitions sont étroitement liées. En effet, les objectifs de qualité paysagère sont

la formulation par les autorités publiques compétentes, pour un paysage donné, des aspirations des populations en ce qui concerne les caractéristiques paysagères de leur cadre de vie.

Le terme « pour un paysage donné » renvoyant bien évidemment à la définition de « paysage », laquelle ménage une place prééminente aux populations¹¹.

Grâce à ce chaînage entre les deux définitions, nous avons pu, en France, articuler plus fortement deux programmes de notre politique des paysages : les Atlas de paysages, qui permettent de traduire sur le territoire la définition de « paysage » et les plans de paysage, que nous avons légèrement infléchis pour qu'ils constituent une traduction opérationnelle des « objectifs de qualité paysagère ».

Le premier outil, les *Atlas de paysages*¹², a bénéficié de la définition de « paysage » et du principe d'échanges d'expériences et de méthodologies prévu à l'article 6C de la Convention de Florence. Pour mettre en œuvre ces échanges, nous avons pris l'initiative d'organiser des ateliers transfrontaliers sur le thème de l'identification et la qualification des paysages.

11. Partie de territoire telle que perçue par les populations, dont le caractère résulte de l'action de facteurs naturels et/ou humains et de leurs interrelations.

12. Cette appellation est utilisée en France mais elle connaît des équivalences – et non pas des traductions littérales dans d'autres Etats..

Le principe en est simple : nous proposons à une autorité publique frontalière qui a réalisé des travaux d'identification et de qualification de ses paysages de confronter les méthodes et les résultats de leur application sur une partie de territoire limitrophe de la France. Le choix s'est porté sur un espace transfrontalier parce que cet échange n'est réellement fructueux que s'il s'appuie sur un territoire concret qu'un parcours sur le terrain permet d'appréhender réellement. C'est après avoir arpenté ce paysage et avoir examiné les documents produits, qu'il est possible de tirer quelques conclusions.

Deux Ateliers ont été organisés. L'un, en septembre 2005, avec la Région wallonne, l'autre, en juillet 2006, avec l'Espagne. Nous avons invité à ces ateliers quelques experts venus des Pays-Bas, de la Région flamande, du Portugal, d'Italie, afin d'enrichir ces travaux par des regards extérieurs. D'autres ateliers sont en préparation et celui de 2007 nous associera à l'Italie. 2008 nous transportera sans doute en Angleterre...

Les bénéfices de ces ateliers, il faut le savoir, sont considérables. En effet, non seulement ils permettent à chacun des participants d'ajuster finement les méthodes employées sur son territoire, mais aussi, et peut-être surtout, ils permettent de valider les dispositifs.

Les ateliers transfrontaliers n'ont pas pour effet d'uniformiser les outils. Chaque Partie conserve les principes de réflexion et d'action qui lui sont propres ; les conclusions des ateliers transfrontaliers permettent à chacun de valider, et donc de renforcer, ses outils et ses méthodes.

Landscape policies in Italy

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The Italian Regulatory Framework on landscape protection has seen, since 1920 till today, a deep evolution of legislative profiles, that at first had individuated the protection between the pure aesthetic values of landscape, in coincidence with “that part of territory in which the different elements were a picturesque view”, till to arrive today to a new concept of Landscape and protection, regulated by the normative of Codice dei Beni Culturali and Sanctioned by European Landscape Convention ratified by Italy on January 2006).

The new Law on Preservation, knowing the new concept of landscape mentioned by European Landscape Convention, has now interested in the entire form of territory, seen as continuous relation between territory and man. Today protect the landscape, mean to individuate not only the safeguard actions, evaluation, but also to realize the actions for the landscape contextualisation in spatial transformation, permissible after a deep knowledge of the places, referred both to the context both to the entire area.

The intervention in spatial transformation will have to be thought as Landscape Projects, as has been sanctioned by the new laws in the Regulatory Framework on Cultural Heritage:

Every intervention has to be finalized to a better landscape quality of places, or, it has to guarantee their quality, even in the transformations, and also, the project proposal, based on a punctual knowledge of the characteristics of landscape context, will have to avoid the simple overlapping, indifferent to the places peculiarity.

So, it has been necessary and fundamental, for every project with landscape quality criteria, to make a deep analysis of knowledge of places. So it's been important to value, before and post, the landscape effects of the spatial transformation projects.

The Decree, here in translation, is the new directory for preservation that today we have to project, value the transformation action.

The President of the Council of Ministers' Decree (PCMD) for Landscape Report, is constituted by an introduction formed by four brief articles and by a technical attach, named *Relazione Paesaggistica* (Landscape Report), that represents the real operative instrument.

The Technical attach for the *Relazione Paesaggistica* is divided in five parts:

- the first, describes briefly the purpose of the Technical attach, referred to the activities of competence of Promoters and Public administrations;
- the second part, determines the fundamental criteria that characterise all the contents of the documentation inside the project of intervention of transformation, also referred to article 146, comma 4 and 5 of Codex;
- the third part, regards the aspects referred to the landscape and environmental analysis, that have to be developed for the useful knowledge of the landscape values – in their large use – in the places where we intend to operate. It contains, also, the study of the effects on the territory of the insert of the transformations, through geographical and descriptive simulations, that can describe all the phases of realisation;
- the four part, divides the interventions for categories and indicates the technical elaborates to use inside the question;
- the fifth part, is constituted by a schedule for the presentation of projects of minor impact that can use a simple procedure, all their characteristics are briefly included in the schedule;
- for a better use the Group has decided to insert the Schedule in the net of Ministry: a Computerised Schedule.

1. European landscape convention : a new landscape concept

The PCMD of 12 December 2005 is part of a new normative on the landscape protection that has been signed, in these last years, by a deep evolution of normative profiles that, from European Landscape Convention, until the Codex of “Beni Culturali” (Cultural Heritage), has defined a new concept of landscape, and has disposed new laws for protection. To the new concept of “Landscape”, today we give an innovative value, characterised for the presence of resources and natural elements, for the signs left on the territory by a slow evolution of the history of the presence of human mankind and their relations. Landscape is considered as Cultural Heritage, in its global value, combine without solution of historical, monumental, natural heritage continuity. The identity and the recognisability of Landscape represent a fundamental element in the quality of places and they are directly related to the formation of the quality of population life. Landscape is considered as providing a fundamental role to enrich the quality of life of population, with a strong contribute to the safeguard of their identity. And more is developed and participated their sense of being and more radicated is their sense of identity in that landscape contest, that they will tend to protect.

2. The role of the PCMD

In the methodological research finalised to the affirmation of that Landscape Concept, the “PCMD” can have two fundamental roles:

- The first one, in the contribution to create a preliminary collective knowledge to landscape protection, developing in the populations their sense of being and their identity through the knowledge of places;
- The second, in the realisation of a new policy of development of landscape territory, through the involving of Central and Local Administrations in the actions of landscape protection and valuation, with a view to social and economic development, through the individuation of choices useful for its transformation.

The *Relazione Paesaggistica*, autonomous from other authorisations in law in landscape matter, intends to build a methodological support to the *programming*, landscape “compatible” with the interventions, done both by technicians and both by public and private commitments; it intends, also, to build a methodological reference, also to the valuation of the interventions, from a point of view referred to their landscape effects, also for protected areas, for ordinary and also for the cases where it’s necessary a specific valuation of VIA. This is an important session of a complex strategy for landscape, that operates through landscape planning from different administrative levels, the institution of Commissions for Landscape, the cooperation of decentralised Offices for Protection with Local Administrations.

The Spanish experience: landscape catalogues and landscape guidelines of Catalonia

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Introduction

In Catalonia, the landscape is more and more a subject of general interest which goes beyond the specialised fields to which it has been restricted hitherto and is becoming a fundamental factor in many territorial planning policies and, even, more sectorial policies of a social, cultural and economic nature. Slowly and discreetly, the idea that an attractive, pleasant and harmonious environment generates a pleasant sensation of welfare and notably increases people's quality of life has begun to make an impression. In this context, on 8 June 2005 the Catalan Parliament passed the Act 8/2005, for the Protection, Planning and Management of the Landscape of Catalonia, among other initiatives included in a new landscape policy for Catalonia. From the articles of this Act emerged the creation of the Landscape Observatory of Catalonia (which Pere Sala will be talking about in Workshop 3) and the landscape catalogues, understood as new instruments for the introduction of landscape objectives into territorial planning in Catalonia. In this paper we are going to refer strictly to the landscape catalogues and the landscape directives which emanate from them. As of today, the Landscape Observatory has already presented the first two landscape catalogues of Catalonia (Camp de Tarragona and Plana de Lleida) and has three more in progress (Alt Pirineu de Aran, Girona Districts and Terres de l'Ebre). Two others remain outstanding (Central Districts and the Metropolitan Region of Barcelona) to complete the whole map of Catalonia.

The landscape catalogues

The landscape catalogues are documents of technical nature which the Act conceives as tools for planning and management of the landscape from the perspective of territorial planning. They define the nature of the landscapes of Catalonia, their values – patent and latent – and their state of preservation, the quality objectives which need to be met and the measures required to do so. They are, therefore, an extremely useful tool for the implementation of landscape policies, especially the integration of landscape objectives into territorial strategies, with the active cooperation and participation of all the social agents affecting a territory. This last aspect is important insofar as it involves Catalan society as a whole in the management and planning of its own landscape.

The landscape catalogues are, therefore, the tools which allow us to understand what the Catalan landscape is like and which values it contains, what factors explain why we have a specific type of landscape and not another, how this landscape evolves with the current economic dynamics, both social and environmental and, finally, what type of landscape we want and how we can get it. This means that the landscape catalogues supply information of great interest about all the Catalan landscapes, their existing values and those that we can strengthen and they contribute in this way to the definition and application of a new landscape policy in Catalonia.

The Landscape Observatory is the organ responsible for preparing the landscape catalogues, on a commission from the Ministry of Town and Country Planning and Public Works of the Government of Catalonia. The preparation of the landscape catalogues coincides with the works of drafting and revision of the Town and Country Zoning Plans (and the Town and Country Directing Plans) which this Ministry itself undertakes. Given the scale of the project, the Observatory needs the cooperation of multidiscipline working teams trained by specialists in the ambits of landscape analysis, participation, communication and planning, coordinated and supervised by the Observatory's own experts.

The landscape catalogues arose, in fact, at the precise moment when it was vital to install a new culture of town and county planning based on the prudent and sustainable management of natural resources, on a new and imaginative treatment of land not for development, and of landscape as a whole, and also on a new form of government and management of the land based on dialogue and social agreement.

a. The town and country planning system in Catalonia

The main objective of the landscape catalogues, outside the academic exercise involved of identification, characterisation and valuation of the landscapes, is to contribute efficiently to the incorporation of landscape into town and country planning, particularly in the zoning plans, but also in the directing plans and in town planning in general. But, how is town and country planning structured in Catalonia? And what role do the landscape catalogues play in each planning instrument? We shall clarify this later.

Catalonia has a very marked diversity of landscapes in a relatively small territory, some 32,000 km², with a maritime fringe of some 580 km. Around seven million people live in this territory and 70% of them are in the forty-five municipalities with over 20,000 inhabitants, most of these on the coast or in its area of influence, above all in the Metropolitan Region of Barcelona.



Figure 1. Catalonia

Many of the challenges posed by the territory today have to be tackled on a supra-municipal scale and with an overall view. The current reality shows that municipal town planning, although it may be of fine quality, cannot guarantee that the land as a whole is planned with the desirable rationale, which makes it essential to have an overall strategy. And here we have the principal challenge for the landscape catalogues: to incorporate landscape objectives into this scale of planning.

The town and country planning system in Catalonia is governed by the Act 23/1983, of 21 November, of town and country planning policy. This Act created the following planning figures:

- The *General Town and Country Plan of Catalonia (PTG)*, which defines the territorial objectives of balance which are considered of general interest for Catalonia. Among other functions, this Plan provides for the population centres which will exercise a promoting or rebalancing function, the placing of large infrastructures for communication, drainage and energy, and the location of areas of agricultural or forestry use of special interest and the areas and natural elements which must be preserved. The first and only General Town and Country Plan of Catalonia, in force until now, was approved in 1995.
- The *Town and Country Zoning Plans (PTP)*, the principal purpose of the landscape catalogues, are designed to deploy the General Town and Country Plan of Catalonia in each of its seven territorial fields of application: Alt Pirineu i Aran, Plana de Lleida, Central Districts, Girona Districts, Metropolitan Region of Barcelona, Camp de Tarragona and Terres de l'Ebre. Some of these plans are at present in the drafting phase and others are expected to be amended.



Figure 2. Fields of action of the town and country zoning plans

It is important to emphasise that the town and country zoning plans are centred on three basic systems in the structure and the operational character of the land and, on each of these the landscape directives emanating from the landscape catalogues have a different nature and impact:

- the system of open spaces, which includes all the land classified as not for development for urban planning;
- the system of urban settlements, which corresponds to existing settlements (towns, villages, urbanisations, amenities, industrial land, etc.) and proposals of strategies for their extension, reform and consolidation;
- the system of mobility infrastructures, which corresponds to the road and railway networks, airports, ports, the logistical system and associated nodal junctions.

The incorporation of the landscape variable into the town and country zoning plans is fundamental, above all because these are placed hierarchically above urban planning.

The third figure in territorial planning comprises the territorial sector plans, which embrace all Catalonia, but are involved with a single aspect, such as roads, areas of natural interest or airports. These types of plans are not the direct purpose of the landscape catalogues, although the Landscape Act establishes that the town and country zoning plans can determine when and how the landscape directives become recommendations for sector plans and, therefore, when plans and programmes subsequently approved must be congruent with these landscape recommendations.

With the approval of the Act 31/2002 of 30 December, of fiscal and administrative measures, the Town and Country Directing Plans (PDT) were added to the existing system, being an advance on territorial plans for one part of the ambit, for example a group of municipalities or a district, and being structured with the same systems as are described for the town and country zoning plans (open spaces, infrastructures for mobility and urban settlements). The territorial directing plans are, jointly with the zoning plans, the principal purpose of the landscape catalogues.

In the field of urban planning, there are the Urban Directing Plans (PDU), which cover supra-municipal fields (particularly urban and metropolitan or district systems), in which proposals are defined in more detail than the territorial plans allow. Finally, there are the Plans of Municipal Urban Planning (POUM), which are the planning instruments par excellence at the local scale. The landscape catalogues of Catalonia are instruments which will ease the connection between territorial and urban planning rules with reference to the implementation of landscape policies.

b. Analogous precedents and experiences

The landscape catalogues, as the Landscape Act conceives them, are a completely new tool which has very few precedents on an international scale. There is no universally recognised method for studying, identifying and evaluating landscapes and their diversity, although in Europe there is an important base of knowledge in this regard. Important experience has been accumulated in European countries such as the United Kingdom (particularly the Countryside Agency) and Ireland, with evaluations of the nature of the landscape (*Landscape Character Assessment*), and in Belgium, France, Slovenia and Spain, with their respective landscape atlases, which try to identify and evaluate landscapes on a State scale. These experiences are of great interest, but the principal difference between some of these experiences and the landscape catalogues of Catalonia is their final purpose and their integration into the process of approval of the town and country zoning plans, one of the principal functions – and one of the principal challenges – of the landscape catalogues of Catalonia.

Once the Landscape Observatory received instructions from the Government of Catalonia to prepare the landscape catalogues, the following questions came up: What should the landscape catalogues be like? What working scale should be used in preparing them? What contents should they have, apart from those established in the Landscape Act? What types of values should be identified? How are they evaluated? How do we place the natural, cultural and perceptive elements of the landscape on the same level? How are the landscape quality objectives defined in practice and how are these quality objectives translated into useful directives for territorial and urban planning (the subject, precisely, of this 5th Meeting)?

These and other queries, added to the innovative nature of the tool and its importance in territorial planning in Catalonia, led the Landscape Observatory to prepare a prototype landscape catalogue to establish a common working outline for the preparation of the seven catalogues in a coherent and coordinated way. This document, entitled *Prototype of a landscape catalogue. Conceptual, methodological and procedural bases for the preparation of the landscape catalogues of Catalonia*, was submitted to more than seventy institutions, research groups and experts in landscape for consideration in order to obtain the maximum possible consensus before proceeding to its application.

The landscape catalogues, however, are fully coherent with international documents in such matters. The foremost of them, without doubt, is the Council of Europe European Landscape Convention (Florence, 20 October 2000) and the European reference for the design of policies for the protection, management and planning of landscape throughout Europe. They also take into consideration the objectives and principles of sustainability formulated in European and international commitments, such as the Rio de Janeiro Summit in 1992 and the European Strategy for Sustainable Development. The Unesco Convention for the Safeguarding of the Intangible Cultural Heritage (Paris, 17 October 2003) and the Guiding Principles for Sustainable Spatial Development of the European Continent of CEMAT (Hannover, 8 September 2000) are other international references which have inspired the conceptual basis of the landscape catalogues. They have been inspired, also, by the Swiss *Paysage 2020* Plan and have taken as another reference the *Criteria for the development of the town and country planning programme*, prepared in 2004 by the Ministry of Town and Country Planning and Public Works of the Government of Catalonia.

c. Ambit of application and criteria for the assembly of landscape catalogues

The principal function of the landscape catalogues is, as has already been indicated, the incorporation of landscape directives into town and country planning and specifically into the zoning plans. It is for this reason that their territorial reach is arranged to correspond with each ambit of application of these plans: Alt Pirineu i Aran, Central Districts, Camp de Tarragona, Plana de Lleida, Metropolitan Region of Barcelona, Girona Districts and Terres de l'Ebre. This said, we must now concentrate on the criteria used to prepare the catalogues.

The landscape catalogues start from an integrated view of the landscape, considering its natural and cultural components as a whole, but never separately. Landscape is understood in the catalogues in a way very similar to the definition given by the European Landscape Convention, that is to say, as an area, as perceived by the population, the character of which is the result of dynamic interaction between natural factors (such as the relief, water, flora and fauna) and human factors (such as economic activities and the historic heritage). The landscape is conceived, in turn, as a physical reality and the cultural representation that we make of it. It is the geographical physiognomy of an area with all its natural and manmade elements and also the feelings and emotions that it awakes in us when we see it. The landscape is conceived in the catalogues also as a social product, the cultural projection of society in a certain area, from a material, spiritual, ideological and symbolic dimension.

The multidimensional focus of landscape is translated into attention to the great multiplicity of values which characterise it. Here, the landscape catalogues of Catalonia start from the existence of various values or types of values (ecological, historical, cultural, aesthetic, symbolic) of landscape attributed to it by the agents that affect it and by the population that enjoys it. This is one of the reasons explaining why

the methodology used in the preparation of the landscape catalogues is qualitative. Not all landscapes have the same meaning for the population and, on the other hand, different values can be attributed to each landscape, and in different degrees, according to the agent or individual perceiving it. We have to accept and recognise, therefore, the existence of methodological difficulties and differences of perception with respect to the landscape, making it difficult from the outset to define a quantitative method of valuing the quality of a landscape which will be valid and acceptable for the whole of society. This is why the catalogues avoid making any hierarchical evaluation of levels of quality in the landscape and the quantification of their values, a very complex, not to say impossible, task, as most of the values respond to subjective perceptions and sensations of the population and are not measurable.

Another of the basic characteristics of the catalogues is that the results apply to all the Catalan territory and not only to those special and exceptional places. The landscape catalogues do not exclude any part of the territory; on the contrary, they study the marginal, degraded and every-day areas (landscapes of commercial areas, industrial areas, infrastructures and facilities). The cover is, therefore, global and varies from natural areas to urban areas, passing through the rural and suburban, as well as inland and maritime waters. In the same way, the catalogues deal with diversity and are sensitive to use and to the different perceptions in relation with the landscape of social groups as far apart as children, the elderly or disabled people, who also have a right to the landscape.

The catalogues also arose as proactive instruments, with the purpose of being used principally for the planning and management of landscape from the perspective of territorial planning, in spite of the fact that they must encourage the integration of landscape into other policies which could have a direct or indirect effect on the landscape, such as development, infrastructures, agriculture, culture, environmental, social and economic matters. The applications set out here are very closely related with their financial viability. The proposals in the catalogues (directed to the protection, management and planning of landscape) must be really viable, above all financially.

Another important characteristic of the landscape catalogues is that they integrate public participation as a tool for the involvement and co-responsibility of society in managing and planning its own landscape. It is normal for a landscape analysis to be undertaken by specialists, but the European Landscape Convention insists on the importance of the public and economic agents in the phases of landscape planning, starting from its characterisation. In fact, it is fundamentally important that we should all be able to recognise our own landscape and that the public and the authorities should take part jointly in decisions referring to its protection, management and planning. In this sense, the participation of the population in the catalogues is basic in identifying those values which, as we said above, are imperceptible from an analysis

of the existing cartography of reference, or from the field work; we are speaking of more intangible values, essential in analysing the landscape in an integrated way and perceiving all its nuances.

Finally, the landscape catalogues start from an effective cooperation between the various agents involved, whether they are elected posts, in the scientific field, or the experts and inhabitants of the territories where the landscape catalogue is applied. The mechanisms of participation and enquiry contribute to it. In this sense, the development of the landscape catalogues makes scientific rigour compatible with public participation.

d. Functions of the catalogues

Territorial functions

The landscape catalogues must be lead to the integration of landscape into the instruments of town and country planning in Catalonia on different scales, from zoning plans to detailed town planning, passing through the territorial and urban directing plans.

- The catalogues in territorial zoning plans and territorial directing plan. As the Act for the protection, management and planning of the landscape in Catalonia determines, the classification and characterisation of the landscapes, and the quality objectives associated with each of them, will be incorporated, with a regulation nature as standards, directives and recommendations of landscape, into the seven territorial zoning plans prepared by the Ministry of Town and Country Planning and Public Works of the Government of Catalonia and in the territorial directing plans considered appropriate by the Ministry, after public enquiry.
- The catalogues in urban planning. It will be the territorial zoning plans themselves and, according to cases, also the territorial directing plans, that determine in which cases the landscape directives will be of direct application, compulsorily incorporated into the modification and revision of urban planning, or when they constitute merely recommendations for urban planning or for other plans or programmes of a sectorial nature related with landscape. From the viewpoint of urban planning, the landscape catalogues are conceived as tools of great use for experts in town planning and for representatives of the Town and Country Planning Committees, as they will supply directives and recommendations of a landscape order, very useful for the development of specific projects.

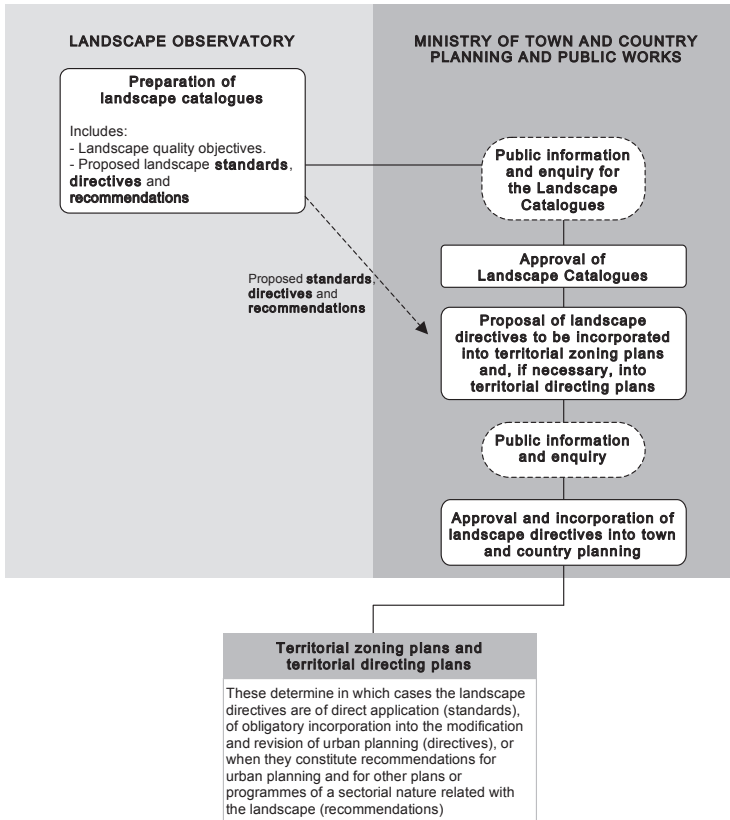


Figure 3. Process of integration of landscape directives into planning (according to the Act 8/2005 of the Landscape of Catalonia)

Sectorial functions

Apart from their use in town and country planning, the landscape catalogues also have the following extremely important functions, although their application in these fields depends to a large degree on other agents:

They constitute a solid base for the definition of *specific landscape strategies* for particular parts of Catalonia. In this sense, they become a reference source in the preparation of landscape maps. The Act for the protection, management and planning of the landscape of Catalonia defines the landscape maps as “instruments for the agreement of strategies between public and private agents for the implementation of actions for the protection, management and planning of the landscape which are

directed to the maintenance of its values". In contrast to the catalogues, whose ambit of application coincides with the regions to be organised in the future for the political and administrative structure of Catalonia, the maps are of municipal, supra-municipal and district application.

They act as a basic document for campaigns of *sensitisation* on the diversity of landscape in Catalonia and its environmental, cultural and aesthetic values, and for the inclusion of landscape in various levels of teaching in Catalonia.

They are useful in the process of *defining sectorial policies and strategies*, such as, for example, policies for the preservation of nature (policy for natural areas, for ecological connectors), agrarian policies concerned with sustainability, policies for rural development, policies of tourist promotion associated with landscape, industrial policy, the policy on extraction activities, transport policy, telecommunications policy, energy policy (above all in the ambit of renewable energy), water policy (insofar as it refers to the maintenance of quality in large bodies of water), waste policy (installation of tips and other infrastructures), cultural policy and education policy.

They act as starting documents for the *definition of regional and local strategies* directed to the sustainable development of the area (Local Agenda 21, sustainability strategies, etc.).

They supply the landscape quality objectives and the landscape information necessary for processes of *strategic environmental evaluation* of policies, plans and programmes, for *studies of environmental impact* of projects affecting the territory, and for *studies of landscape impact* as established in the Town Planning Act.

They act as reference documents for the development and application of the *Fund for the protection, management and planning of the landscape*, a financial instrument of the Government of Catalonia created by the Landscape Act for the purpose of being allocated to landscape improvement actions.

**e. The landscape unit in the landscape catalogues:
a new basic item in territorial planning in Catalonia**

Article 11 of the Act for the protection, management and planning of the landscape of Catalonia establishes what shall be the minimum contents to be incorporated into the seven landscape catalogues. They are the following:

- an inventory of the landscape values present in the area;
- a list of the activities and processes which impact or have impacted most obviously on the actual configuration of the landscape;
- an indication of the main routes and areas from which the landscape is perceived;

- the geographical outline of the landscape units, understood as structural, functional and/or visually coherent areas on which a differentiated regime of protection, management or planning could impinge;
- definition of the landscape quality objectives for each landscape unit. These objectives must express the aspirations of the group with regard to the landscape characteristics of their environment;
- the proposed measures and actions necessary to achieve the landscape quality objectives.

The study of the landscape units referred to in article 11 section five of the Landscape Act allows us to understand and visualise the general structure and functioning of the territory and diversity of landscape in each of the seven territorial planning regions, so that the landscape units express the large range of landscapes existing in each of the seven territorial regions and, in general, in Catalonia. The final result, having defined the units, will constitute an identification of the basic items in the rich and diverse landscape mosaic in Catalonia.

The landscape units are defined according to the landscape characteristics of the territorial area under study (the ambit of the respective territorial zoning plan), but also considering their priority usage in the instruments of territorial planning, urban planning and all the decisions for action and intervention in the territory arising from the implementation of sector policies.

Thus, the landscape units become, through the landscape catalogues, the basic territorial items on which the landscape policy of Catalonia will be founded in the coming years. They are the basic territorial units on which the landscape quality objectives emanating from the European Landscape Convention will finally be formulated, as well as the criteria, proposals and measures which will end up by being integrated into territorial, urban and sector planning. This fact gives the landscape units resulting from the preparation of the catalogues outstanding importance.

It must be pointed out that the landscape catalogue is not conceived as a set of catalogues of various areas of landscape interest, but rather that there are landscape units covering the whole of the territory of Catalonia, so that every point and every place will always belong to a certain landscape unit. This nuance is important because it makes clear that the catalogues do not deal only with landscapes with certain exceptional scenic, harmonious and/or ecological values, but that they embrace all kinds of landscapes down to the very last corner of the territory, above all those which lack any protection or attention. The landscape units also avoid discontinuity in the boundary areas between the seven territorial regions (see figure 3), in such a way that the landscape unit can have – and in fact has – continuity with the neighbouring territorial ambits.

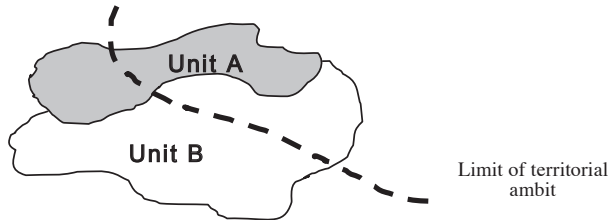


Figure 4. Landscape units and administrative limits

As the principal objective of the landscape catalogues is, as has already been indicated, to integrate landscape into territorial planning, the scale of the work coincides with that proper to the territorial zoning plans, that is to say, the scale of 1:50.000. This level of detail is optimum for the study of the landscape information needed for town and country planning.

f. A modern conception of the landscape unit

A detailed analysis of studies on landscape at a international scale shows that, for the definition and characterisation of landscapes, the concept of the 'landscape unit' has been widely used. The use of this concept has been extended to other disciplines studying the landscape from various focal points and this has led to the enrichment of the diversity of views on the landscape, but, in contrast, it has not fostered communication among the specialists. In this sense, the landscape catalogues give a new meaning to the landscape unit, in accordance with the modern trends to be observed in landscape analysis throughout Europe and on a international scale, trends which give more and more importance to the dynamic and intangible elements of landscape (as well as those static and material) when defining its nature.

Landscape units are portions of land sharing the same nature, that is, they are characterised by a set of features which contribute to making one landscape different from another, and in no way better or worse. Thus, the landscape units in the catalogues are based, principally, on the elements that structure the territory (mountains, rivers, the road network) and on its organisation (agricultural, forest or urban land), but considering at the same time that this landscape has some specific dynamic features which have contributed – and do contribute – to shaping its present image (irreversible development processes, agricultural transformations, etc.) and a cultural tradition and particular history, difficult to identify with the simple superimposing of cartographic layers. The nature of the unit will depend, then, on a combination of the shapes of the relief (mountain, valley, plane, etc.), land cover (crops, developed areas, riverside woods, etc.), the organisation of the space, historic dimension (age-old and modern landscape structures, etc.), perception (texture, colours, shapes, etc.), and the relationships established between the local population and their landscape (proximity, feeling of belonging, etc.).



Figure 5. Landscape units in the Plana de Lleida

From a methodological viewpoint, what has been said above means, in fact, that the landscape unit in the landscape catalogues is not just the result of outlining on a map a portion of territory with similar morphology and ground cover and, therefore, the result of a merely structural combination of elements. The landscape unit, as introduced in the catalogues, also considers the particular relationships (social, economic, cultural) which have been established between a territory and its inhabitants and which form part of the identity of the people who live there. In this sense, every landscape unit will be unique, singular, different from the others and from those of other corners of the country, displaying diverse structural, functional and historical criteria.

Thus, an operational concept of the landscape unit is proposed, understood as a part of the territory characterised by a specific combination of landscape components of an environmental, cultural and aesthetic nature, and of clearly recognisable dynamics, conferring on it an idiosyncrasy differentiated from the rest of the territory. The definition of the units is based on landscape elements enduring in time, to ensure that the catalogues have a long period of validity. The six landscape variables used to define the landscape units are:

- The physiographical factors and, particularly, the relief, which is of great importance in Catalonia.
- The use and cover of the land, a study of which enables the characteristic spatial layout of each landscape to be identified.
- The historical dimension of the landscape, that is to say, the human factor as the principal transforming agent of the landscape from a historical perspective. The landscape is a reflection of the functions given to it through the centuries. It is founded on the landscape forms and structures that we have inherited, such as,

for example, the urban patterns (shape and dimensions of an urban centre), the parcelling and ownership structure, the types of settlements in the area (disperse or concentrated populations), the historical distribution of certain production activities (terracing, industrial colonies, pasture areas or mineral extraction activities), the water infrastructures (reservoirs, channels and irrigation networks), the old road networks and other communication and transport infrastructures (roads and railways). The endurance of these marks in the area contribute to defining the character of a specific landscape and the identity of a territory and are basic elements which must be taken into account in later landscape planning.

- The structure of the landscape, analysed from the ecology of the landscape through calculation of indices of diversity or fragmentation of the landscape.
- The study of visibilities and, therefore, the view of the landscape. This aspect is very important in defining the landscape units, since the observation and comprehension of the landscape is strongly conditioned by the existence of particular visual observation points and routes (topographical landmarks, urban centres, communication routes, etc.), which are the factors that to a great degree contribute to our perception of the landscape.
- Detection of recent dynamics and immediate trends. The definition of the units must be based also on long-lasting landscape elements, to ensure that the catalogues are valid for a long time. Projects which already affect parts of the territory, but which are not recorded in the reference cartography, must be taken into account.
- The feeling of the place. Landscape is much more than a set of natural, aesthetic components or the result of historical and social-economic factors which have intervened in the territory. Landscape is, to a great degree, concerned with experience, that is to say, it is formed from the sum of experiences lived through over the years, with deep-rooted feelings of belonging and identity. The ancestral social and economic relationship established between the various populations of a territory, or between a village and a nearby river, the use of certain techniques and practices in dealing with crops, the names of places, the existence of a dialect spoken in a little area and the special recognition of certain landscapes (through their importance during childhood or through their daily use) are, among others, some of the factors –now intangible – which identify us with a particular landscape.

The quantity and variety of landscape variables which can be used in the characterisation of a landscape constitute, from the beginning, a serious methodological difficulty. In this sense, the methodology used in characterising landscapes in the setting of the landscape catalogues starts from three fundamental premises: that it should be simple, that it uses the best possible information available – in Catalonia this is diverse and of quality – and that it should be useful for territorial, urban and sector planning.

The landscape catalogues take into account the continuity of the landscapes where they border other autonomous communities and neighbouring European States. The

results obtained by the landscape units at this limits are compared with other landscape classification initiatives such as the *Atlas de los Paisajes de España*, prepared by the central Ministry of the Environment, and the *Mapa de cubiertas del suelo Corine Land Cover* (2000) on a scale of 1:100,000, prepared by the European Environment Agency in 2004. This cartography is a key factor in defining the landscape units where Catalonia borders other Spanish and European regions, such as Aragón, País Valenciano, Midi-Pyrénées and the Languedoc-Roussillon.

g. Landscapes needing special attention

As well as the landscape units, the catalogues provide for a second level of analysis (called the ‘special attention landscape’) reserved for those cases where it is necessary to record the existence of landscape sectors with very singular features, but of very little territorial extension. They are portions of territory which have a certain heterogeneity, complexity or singularity from a landscape viewpoint (for example, suburban areas being transformed or other places undergoing intense and rapid changes in their uses) and which, therefore, need specific directives and criteria for their protection, management and planning.

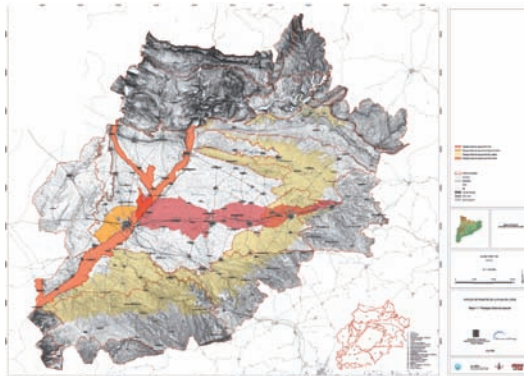


Figure 6. Special attention landscapes in Lleida

The role of the special attention landscapes is a key factor in imposing other planning objectives than those which are merely territorial, as is the case of town planning. The decisions taken in the town planning ambit do, without doubt, end up by impacting on the landscape, or at least they are easier for the population to perceive. The study of suburban and urban areas in the metropolitan region of Barcelona, the Catalan coast, certain parts of the Pyrenees and, in general, landscapes in rapid transformation, are examples of landscapes which in certain cases require this type of analysis in more detail. The information and analysis supplied by a study of the special attention

landscapes will constitute a basic framework of reference for the teams drafting Municipal Town Planning Outlines (POUM) and for those who prepare landscape studies for the purpose of including them in the POUM environmental reports.

h. Procedures for preparation of the catalogues

The catalogues are not seen as a mere exercise in methodological trials, but are conceived to obtain certain applicable and very specific results. The procedure for the preparation of the landscape catalogues comprises five phases:

- Identification and characterisation of the landscape.
- Evaluation of the landscape.
- Definition of the landscape quality objectives.
- Establishment of directives, measures and proposals for action.
- Establishment of follow-up indicators.

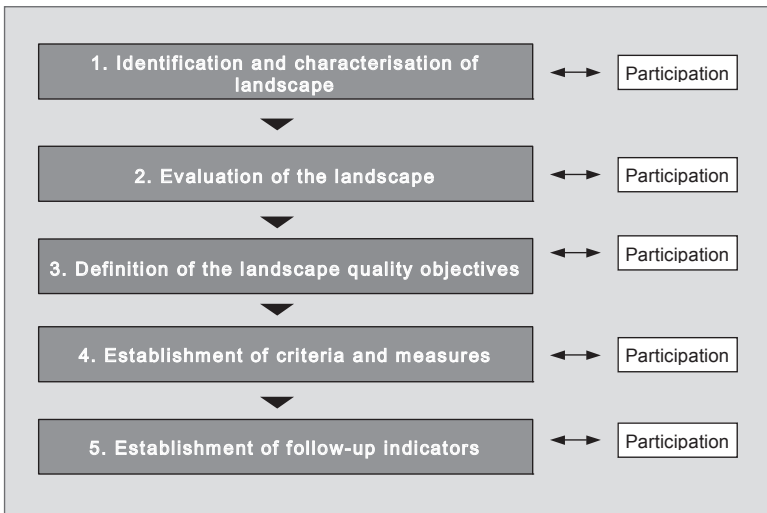


Figure 7. Procedure for the preparation of landscape catalogues

Identification and characterisation of the landscape

This is the first phase of the preparation process, in which the parts of the territory with a similar nature are identified (on the basis of a study of the natural, cultural and visual elements which configure the landscape), the areas identified are classified – these are the landscape units – they are mapped and their nature described. Describing the nature of the unit involves:

- Studying the evolutionary sequence of the landscape;
- Listing exhaustively the landscape values of each landscape unit;
- Describing the general dynamic of the landscape and the natural and social-economic factors which have intervened – and do intervene- in its evolution and transformation. This section analyses how the landscape will evolve if current trends continue (for example, loss of the agricultural-forest mosaic structure or loss of biodiversity), the risks of combustibility, inflammability, flooding or waterway pollution and the disturbances in the landscape caused by human activity in the area (an exhaustive inventory of the elements which, through their state of degradation and abandonment, or their simple existence, contribute to impoverishing the landscape quality, such as the construction of certain roads or other infrastructures, developments, mining activities and old tips, telecommunications towers and antennae, camp sites, farms and greenhouses, airport runways, high tension lines and wind parks);
- Analysis of the possible future evolution of the landscape, taking into account the natural dynamics of the area, the social-economic trends, current legislation and the implementation of current territorial, urban and sector planning policies.

At the end of the characterisation process a database is also obtained with photographs of the landscape units, which will then form part of the Photographic Archive of the Landscapes of Catalonia.

Inventory of landscape values

Of the whole process of characterisation of the landscape, the most significant part is the identification of values. This is concerned with landscape values in all their dimensions, through a broad classification which has been chosen with regard to the wealth and diversity of cultural landscapes in Catalonia and the overwhelming need to identify them and record them. The values analysed are of various types and are described in more detail in the next two sections:

- Aesthetic values;
- ecological value;
- productive values;
- historical values;
- social use values;
- spiritual values;
- mythological values;
- symbolic and identity values.

For the identification of the more cultural, perceptive and interpretative values (such as the aesthetic, symbolic and spiritual) and, therefore, more subjective in evaluation, it is very important to know the opinions of the people who live in a territory, through

enquiries both general and directed to informed people. However, public participation is not the only way of finding out about these values. Exploration of the artistic and literary legacy of the place is another way. Throughout history, artists and writers have transmitted landscapes in their works with aesthetic and symbolic attributes and – we should not forget this either – they themselves, at times, have been their creators.

In addition to those appearing in the above list, other values of a perceptive or interpretative type can be identified. They correspond to the sensory perceptions – not only visual – that a person has of a particular landscape. It can be a safe landscape, or a terrifying, calm, noisy, disturbing, wild or remote landscape. These values are easy to describe but very difficult to identify and are not considered as priorities for the catalogues. Now, at this point, it is very important for the working teams who prepare the catalogues to have sensitivity and a capacity of observation and empathy with the place under study.

Legally recognised landscapes

- The valuation of landscape starts with those parts of the territory or elements of landscape which are recognised legally as of special landscape value on an international, State, Catalan or local scale. They are, among others:
- Areas of landscape interest, such as the areas defined in the coastal system Directing Plan and in the Government of Catalonia's special plans for protection of the natural environment and landscape, and areas of interest defined in the landscape maps;
- Areas recognised in the regulations on natural areas (National Parks, Natural Areas of National Interest, Nature Reserves, Nature Parks, Areas of Natural Interest (PEIN), Special Plans, Hunting lodges, Game reserves and Picturesque landscapes established by regulation on a local scale;
- Areas recognised strictly for their geological interest, such as the inventory of areas of geological interest of Catalonia;
- Areas recognised strictly for their cultural interest, such as Cultural Assets of National Interest;
- Areas recognised on a European scale, such as Specially Protected Bird Areas (ZEPA) and the Natura 2000 Network;
- Areas recognised internationally, such as Biosphere Reserves, specially protected areas of the Mediterranean, areas designated as the Heritage of Humanity.

Landscape values

Landscapes have many types of values, some patent and others latent. We list them below:

- *Aesthetic*. Related with the capacity of a landscape to transmit a certain feeling of beauty, depending on the cultural meaning and appreciation acquired throughout history and the intrinsic value in the colour, diversity, shape, proportions, scale, texture and unity of the elements making up the landscape. The aesthetic value of a landscape generally has a deeply cultural base which associates beauty with certain patterns or models and it does not emerge simply from primary factors such as colour and texture. In this sense, the sea and the mountains are examples of landscapes whose values have changed diametrically throughout the history of civilisation. Some general examples of aesthetic values are those landscape conjunctions where harmonious combinations occur, areas clearly recognisable with respect to their surroundings (agricultural and forest mosaics, dry hills), scenic backgrounds (mountain ranges, horizons), groups of historic buildings or other specially aesthetic features (lines of trees by the side of roads and paths, well-ordered approaches to centres).

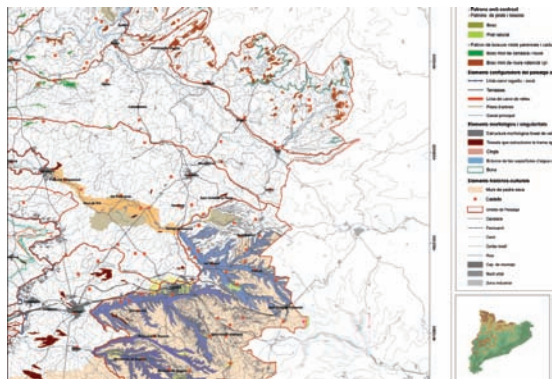


Figure 8. Detail of the map of aesthetic values of the Plana de Lleida

- *Ecological*. These refer to factors or elements which determine the quality of the natural environment. Areas of special natural interest are considered, which will include also landscapes recognised by strictly natural criteria or ecological connections between natural areas (river and land).
- *Productive*. These are related with the capacity of a landscape to supply economic benefits, converting its elements into resources. The productivity can be obtained through agricultural and livestock activities, forestry, shooting, tourism, industrial and mining activities.
- *Historical*. These correspond to the most durable marks that man has left on the landscape throughout history, such as buildings (mills, huts, cabins, towers, bridges, castles, walls, churches), types of settlement, historic centres in modern

towns or other architectural groups (industrial colonies), parcelling structures and their boundaries (margins, walls), systems of infrastructures for soil retention (terraces, banks), typical local water systems (formed by traditional irrigation, stone aqueducts), the network of public roads and drovers' roads. This is not only an inventory of elements of historical interest, but it also includes areas or groups of elements considered as having landscape value from an historical perspective (for the presence of ancient olive groves, stone walls or huts, or a combination of these and other types of elements).

- *Social use*. Related with the use that an individual or a certain group makes of a landscape in terms of itineraries (especially those accessible to people with mobility problems), pleasure, leisure, strolling, rest, observing panoramas (viewing points, tourist routes), meeting places, environmental education, practising sports and therapeutic functions.
- *Mythological*. These refer to elements of the landscape with group symbolic meanings related with fantastic stories or legends.
- *Religious and spiritual*. Corresponding to elements of the landscape or landscapes as a whole which are related with religious practices and beliefs, such as, for example, areas containing dolmens, sepulchres or other funerary monuments, places and routes where processions or pilgrims pass, or areas where religious gatherings take place.
- *Symbolic and identity*. The identity value corresponds to the identification with a landscape that a certain group feels. The two values – symbolic and identity – refer to elements of the landscape or landscapes as a whole with great symbolic or identifying meaning for the local population (or, in general, for the Catalan people) in establishing relationships of belonging or expressions of nationality.

Evaluation of the landscape

The second step – evaluation – consists in studying the threats to and opportunities for the protection, management and planning of the landscape in terms of sustainability, for each unit and special attention landscape. It is important at this point to study the responses of the authorities and entities, that is, changes in public policies or individual or group attitudes in order to reduce the pressure on the landscape and improve its quality.

Definition of the quality landscape objectives

This is the point at which the public authorities give shape to local collective aspirations referring to the landscape characteristics of their environment, after understanding its condition, its values and its risks. In this phase participation acquires an important role. The landscape quality objectives defined by the working teams and collected in the process of public participation are defined for each landscape unit and classified according to their function in the landscape, that is to say, its preservation, improvement, restoration, recovery, valorisation, creation or some combination of these.

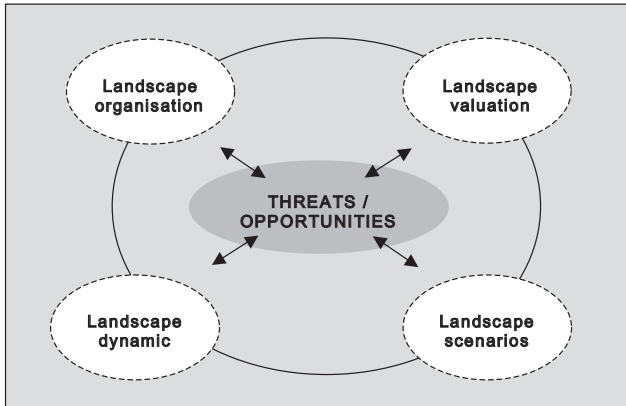


Figure 9. Model of landscape evaluation

In their turn, the landscape quality objectives are classified according to whether they are directed to town and country planning (specifically the territorial zoning plans and territorial directing plans) or to sector policies which can have a direct or indirect effect on the landscape (such as those concerned with nature preservation, agriculture, forest, industry, rural development, extraction activities, tourism, transport, telecommunications, energy, water, waste, culture, education, taxation or heritage).

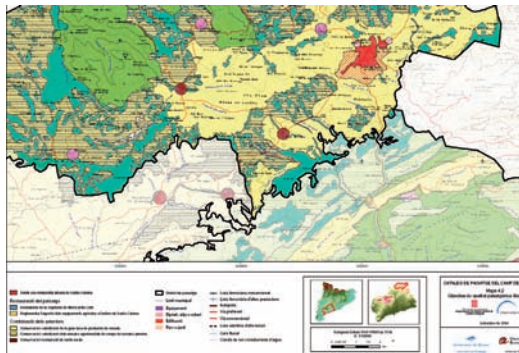


Figure 10. Detail of a map of landscape quality objectives

Establishment of directives, measures and proposals for action

Having formulated the landscape quality objectives, the fourth phase sets out, for each unit and each special attention landscape, the specific criteria and actions which

must be set in train by the authorities to achieve the quality objectives defined in the previous step. In town and country planning the proposals of the catalogues have to be adapted to the determinations established in the regulations on territorial zoning plans, which are of three distinct types:

- *Standards*. Provisions precisely formulated and of obligatory compliance for urban planning, projects for infrastructures and other actions in the territory which are subject to regulation.
- *Directives*. Provisions defining strategies or guidelines for action which must be specified in regulation documents on a minor scale, particularly for urban planning.
- *Recommendations*. Provisions which are considered adequate for a positive development of the territory but which are subject to the evaluations as to opportunity or suitability made by the competent authorities at the time of the action.

The standards, directives and recommendations must be respected by the system of urban settlements, the system of infrastructures for mobility and the strategies of the system of open spaces, which are the three determinants of the town and country zoning plans. The landscape catalogues supply, for each landscape unit and for the town and country planning ambit in general, standards, directives and recommendations for general and urban planning :

	Urban settlements	Infrastructures	Open spaces
Standards			
Directives			
Recommendations			

And they also contribute, for each landscape unit and for the town and country ambit in general, criteria and measures for sector planning:

Sector policy 1	
Sector policy 2	
Sector policy 3	

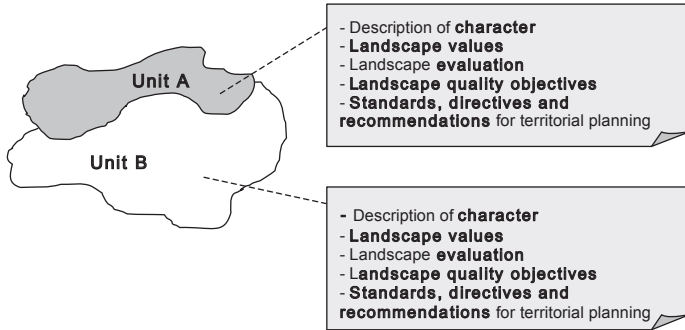


Figure 11. Results for each landscape unit

This figure shows a presentation sheet for a landscape unit. It includes the following elements:

- Header:** 'CARACTERIZACIÓN DEL PAISAJE' (Landscape Characterization).
- Section 1: 'Landscape unit A: Urban and residential landscape'.** This section contains a detailed description of the unit's character, its values, and evaluation. It also includes a small map of the unit's location.
- Section 2: 'Landscape unit B: Industrial landscape'.** This section follows a similar structure to Unit A, describing its character, values, and evaluation.
- Image:** A photograph of a modern building with a yellow facade and a red sign that says 'Módulo 100'. The building is surrounded by other structures and greenery.
- Caption:** 'Fig. 12. Unit A presentation sheet'.

Figure 12. A landscape unit presentation sheet

Establishment of follow-up indicators

Finally, a grid of environmental, cultural and social indicators of the landscape is applied, comprehensible to the population, politicians and public managers, formulated from the landscape quality objectives, for the purpose of making it possible to follow up the state of the landscape in Catalonia and its evolution in the context of sustainable development. One of the main challenges in this phase of the catalogue is the dissemination of the information to society, through the difficulty in understanding it and the limited attention at times shown by the population. Comprehensible indicators are needed which indicate simply and effectively the state of a specific aspect of the landscape and its evolution.

Consulting the public

The landscape catalogues use consulting the public as a tool for the involvement of society in the management and planning of its own landscape. The process of consultation puts the emphasis on the valuation and perception that an individual has of the landscape (especially in its more intangible aspects) and on a consideration of its threats and opportunities. In this way, the consultation develops at three levels:

- *Direct interview with landscape agents*, such as institutions, experts, businessmen, trade unions, cultural associations and ecologists.
- *Seminars and work sessions* integrated into the consultation process for the Town and Country Zoning Plans carried out by the Ministry of Town and Country Planning and Public Works of the Government of Catalonia.
- *Enquiry through the Observatory web* on the basis of questionnaires addressed to the public.

From the consultation process a database is obtained with updatable and consultable information on the principal agents involved in the protection, management and planning of the landscape in Catalonia, which is integrated into the Inventory of Landscape Agents of Catalonia.

Conclusions

The landscape catalogues of Catalonia constitute a new instrument for the incorporation of landscape into town and country planning and are a key element in facilitating the connection between territorial and urban planning with reference to the implementation of landscape policies. This double objective becomes a true methodological challenge, as there is still not too much experience in Europe which fully tackles these objectives. On the other hand, the landscape catalogues embrace knowledge, analysis and reflection on the diversity of landscapes of Catalonia through the integration of natural and cultural values in their tangible and intangible dimensions. This point is another true challenge, above all for the timid methodologies existing in the field of identification and evaluation of the intangible elements of landscape, but this is a fundamental question in a tool and in objectives of a holistic and integrated nature in times of growing interest, valuation and social demand for the landscape.

The landscape catalogues do not seek to design the future landscape of Catalonia, apart from pointing out certain trends which seem evident. They must, on the other hand, define strategic lines and specific directives which can contribute to improving the quality of the landscapes and, in short, the quality of life of the people. The catalogues are also a powerful instrument for sensitisation and education and must have a preponderant role in increasing the awareness of the public, private organisations and, also, the public authorities, of the values of landscape, its functions and its changes. The landscape catalogues must be allowed to advance decisively towards a new culture

of territorial planning which will require, without doubt, large doses of landscape sensitivity by all the agents intervening in it. This is why the Landscape Observatory, the institution created and designed to generate this sensitivity, has vested so much hope in the landscape catalogues.

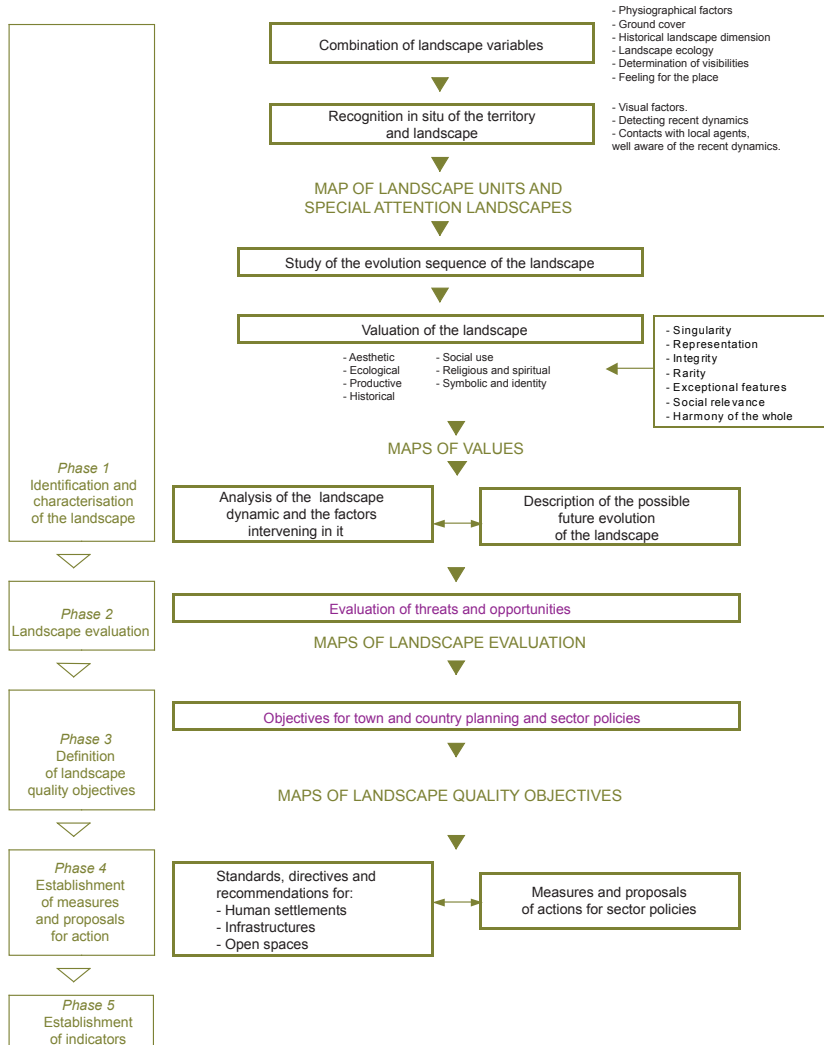


Figure 13. Summary of the procedure in preparing the landscape catalogues

A propos de l'application en Suisse de la Convention européenne du paysage

Andreas STALDER

Représentant de la Suisse pour la Convention européenne du paysage

Conditions : cadre introductif

a. La Convention européenne du paysage

Forte d'un instrumentarium bien développé et d'une longue expérience dans la mise en œuvre de la politique paysagère, la Suisse, ou plus précisément ses experts, a pu apporter ses expériences dans la politique paysagère à la préparation et la finalisation du texte de la Convention européenne du paysage. Elle a notamment contribué à la prise en compte de la situation spécifique des Etats aux structures fédéralistes et à l'intégration des principes d'une politique moderne du paysage, tels qu'ils figurent dans la Conception « Paysage suisse », approuvée par le Conseil fédéral en 1997. La Suisse a signé la Convention avec 18 autres Etats lors de la Conférence inaugurale du 20 octobre 2000 à Florence, mais ne l'a pas encore ratifiée jusqu'ici.

b. La situation initiale du point de vue territorial, institutionnel et juridique en Suisse

Pour bien comprendre les instruments de la politique paysagère suisse et la situation de ce pays dans le contexte de la Convention européenne du paysage, il est nécessaire de donner un bref aperçu du contexte géographique, politique, juridique et administratif :

- La Suisse présente une subdivision géographique et une diversité culturelle extrêmes en même temps qu'une structure très morcelée et une densité démographique et d'utilisation élevée. Il en résulte une mosaïque de petites entités paysagères qui sont autant de sources de conflits potentiels entre protection et utilisation.
- La Constitution fédérale de la Confédération suisse organise les compétences entre la Confédération et les 26 cantons autonomes au moyen d'un arsenal législatif extraordinairement différencié. Elle ne se calque pas seulement sur les différents domaines politiques, mais prévoit aussi une différenciation des compétences au sein de ces nombreux domaines, par exemple sous la forme d'une législation de base fédérale dont la réalisation concrète est confiée aux cantons; souvent, elle en délègue au moins l'application à ces derniers.

Dans ce contexte fédéraliste, la protection de la nature et du paysage est du ressort des cantons (article 78 Cst.). La Confédération est compétente pour la protection des espèces et pour la protection des marais et des sites marécageux. Elle doit également

veiller au respect de la nature et du paysage dans l'accomplissement des tâches à incidence spatiale qui lui sont dévolues par la Constitution (par exemple la défense nationale, les concessions de chemins de fer et les contributions fédérales ayant des effets sur l'organisation du territoire).

Des principes similaires régissent l'aménagement du territoire (article 76 Cst.). La compétence de la Confédération se limite ici à la législation cadre. Elle doit approuver les plans directeurs des cantons, et peut définir des stratégies et des plans sectoriels dans les domaines qui lui sont conférés par la Constitution. En revanche, les plans d'utilisation du sol de portée générale relèvent de la compétence des cantons.

La structure politique et administrative de la Suisse suit ce modèle fédéraliste et se distingue par une grande diversité juridique et institutionnelle, et par conséquent, par une grande complexité. La préservation des particularités et de l'autonomie régionales revêt également une importance décisive, tout comme la tradition de la démocratie directe participative.

En conséquence, l'instrumentarium juridique de la protection de la nature et du paysage se caractérise lui aussi par une grande diversité ; il a évolué sur quelque 40 ans aux niveaux fédéral et cantonal, et reflète les évolutions politiques et sociales intervenues durant cette période. Ses fondements sont inscrits dans la loi fédérale du 1^{er} juillet 1966 sur la protection de la nature et du paysage (LPN). La loi fédérale sur l'aménagement du territoire accorde aussi une place de choix au paysage dans la définition des buts et des objectifs de la planification, et met à disposition différents outils de planification qui fondent la mise en œuvre d'une politique paysagère moderne.

La Conception « Paysage suisse »

(cf. http://www.environnement-suisse.ch/buwal/fr/fachgebiete/fg_grundlagen/index.html ; Naturopa n° 86, www.nature.coe.int/english/cadres/issue.htm)

La Conception « Paysage suisse » (CPS), représente un instrument formel du droit de l'aménagement du territoire. Son idée centrale est illustrée par le slogan : « Partenaires pour le paysage ». L'ancien modèle « classique » d'une politique environnementale axée sur des exigences et des interdictions est remplacé pour la première fois par une approche fondée sur le dialogue.

a. Idées directrices

Au centre de cette approche figure la définition moderne du paysage telle qu'elle a été formulée pour la première fois dans la CPS, mais qui se laisse déjà déduire de la Constitution, de la législation et de nos connaissances théoriques :

« Le paysage comprend la totalité de l'espace, à l'intérieur et à l'extérieur des zones habitées. Il résulte de la conjonction de facteurs naturels en constante évolution, tels que le sous-sol, le sol, l'eau, l'air, la lumière, le climat, la faune et la flore et de leur interaction avec des facteurs culturels, sociaux et économiques ».

Du point de vue de la procédure, le principe de base de la CPS consiste à utiliser les instruments destinés à protéger la nature et le paysage et à garantir leur développement durable en les intégrant dans les politiques sectorielles ayant un effet sur l'organisation du territoire. Compte tenu de l'importante dynamique de changement dans laquelle s'inscrivent la société et le territoire, ils constituent en effet des facteurs déterminants pour appliquer les connaissances et les bases scientifiques telles que les inventaires, les listes rouges, les stratégies de protection, les plans d'évolution du paysage, etc.

b. Genèse

La première étape a consisté à établir un rapport de base sur l'évolution historique, la situation actuelle et les tendances attendues dans le domaine de la nature et du paysage. Dans une deuxième étape, une grille d'objectifs généraux a été élaborée, portant sur les thèmes « valeurs naturelles », « valeurs culturelles », « gestion mesurée et valorisante », et « exploitation mesurée et valorisante » ; cette grille est subdivisée selon les priorités d'action « valoriser », « définir des priorités spatiales » et « définir des priorités temporelles ». Sur cette base et dans une troisième étape, l'ancien Office fédéral de l'environnement, des forêts et du paysage et les services fédéraux responsables des 13 principales politiques sectorielles ayant une incidence sur l'organisation du territoire ont convenu des objectifs sectoriels spécifiques dans chacun des domaines concernés. Ces objectifs sont complétés par des mesures concrètes.

c. Effets

Suite à l'approbation par le Conseil fédéral (le gouvernement), le 19 décembre 1997, des objectifs généraux et des objectifs sectoriels qui constituent ensemble la conception à proprement parler, ces éléments ont pris force obligatoire pour les autorités fédérales s'agissant de l'exécution des tâches confiées à la Confédération. Cet effet contraignant s'étend aussi aux cantons lorsqu'ils exécutent des tâches fédérales. En revanche, faute de compétence constitutionnelle, la conception n'est conçue qu'à titre d'information et de recommandation pour les tâches qui sont constitutionnellement du ressort des cantons. La mise en œuvre des mesures intervient dans le cadre d'un programme étalé entre 1998 et 2006 ; elle est complétée par un monitoring, qui s'achèvera sur un rapport à l'intention du Conseil fédéral en 2007. Il est prévu de proposer un remaniement et une actualisation de la conception sur la base des résultats obtenus.

Le projet « Paysage 2020 »

a. Elaboration des principes directeurs « Paysage 2020 »

Dans le but de contribuer à une réflexion consciente sur les évolutions naturelles et sociales au sein du paysage et sur les objectifs sociaux et les préférences géographiques, l'Office fédéral de l'environnement a été chargé d'esquisser les grandes lignes d'un développement durable du paysage sur la base de la Conception « Paysage suisse »

(CPS 1997) et de concrétiser cette dernière. Cette démarche s'est articulée autour de trois questions centrales:

- Comment le paysage évoluera-t-il en Suisse jusqu'en 2020 (analyse de l'état actuel et des tendances)?
- A quoi devra ressembler le paysage suisse en 2020 (vision) ?
- Comment le service fédéral chargé de la nature et du paysage peut-il contribuer à atteindre les objectifs visés (stratégie et programme) ?

La stratégie « Paysage 2020 » décrit à l'aide d'objectifs qualitatifs un concept territorial de la nature et du paysage à l'horizon 2020 et les mesures nécessaires pour le réaliser. Elle sert à l'OFEV de document stratégique pour la planification des travaux, de base pour la collaboration avec les services concernés par l'organisation du territoire, les associations, les instituts de recherche et de formation, mais aussi de directive pour l'évaluation et le traitement de questions concrètes.

b. Paysage: définition, identité

Les travaux sur les principes directeurs « Paysage 2020 » se sont accompagnés d'une réflexion sur la définition de la notion de paysage. Celle-ci se fonde sur la Conception « Paysage suisse » (CPS).

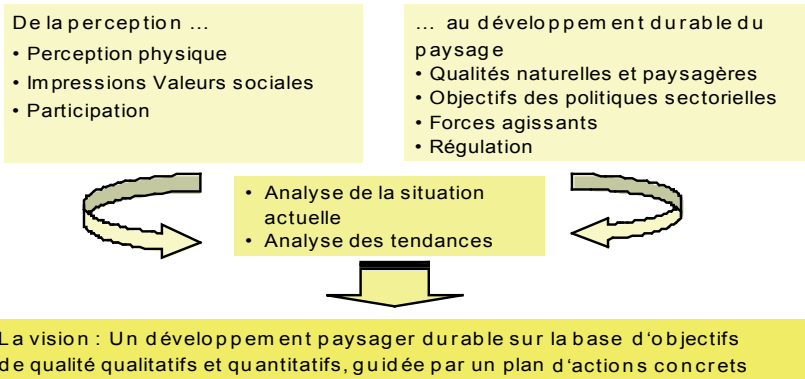
Ces considérations doivent être complétées par quelques réflexions sur le rôle joué par les paysages dans la construction identitaire et l'identification à un territoire : la relation de l'être humain au paysage est un thème central qui n'a pas été suffisamment étudié jusqu'ici. Les éléments naturels et culturels d'un paysage prennent une signification émotionnelle selon la façon dont nous percevons celui-ci. De même que la nourriture apporte aussi des informations à notre corps, nous captions une foule d'indications à la lecture d'un paysage. Or, ces informations sont indispensables à notre développement, à notre bien-être et à notre identification à un territoire et à une culture. Ce sentiment d'appartenance est important pour l'individu, mais aussi pour la société. En effet, si le paysage peut soutenir la volonté d'intégration et d'engagement, il représente une base émotionnelle essentielle pour la préservation des paysages culturels. En ce sens, la protection de la nature et du paysage dépend non seulement du soutien politique (par exemple au moyen de subventions publiques), mais aussi d'une participation active des citoyennes et des citoyens lorsqu'il s'agit de conserver, d'aménager et de développer leur milieu de vie.

c. La durabilité dans les principes directeurs Paysage 2020

Cet aspect de la définition a mis en évidence le lien étroit qui existe entre l'objectif du développement durable et l'utilisation du paysage par la société. Le schéma ci-dessous présente la méthodologie du projet Paysage 2020 et les différentes étapes analytiques jusqu'au concept d'une évolution paysagère fondée sur le principe de la durabilité.



Principes directeurs „Paysage 2020“ III Le système



d. Les principes directeurs

Les 32 objectifs de qualité servant à décrire la conception du paysage à l'horizon 2020 constituent la pièce maîtresse de ces principes directeurs. Les énoncés spécifiques s'assemblent pour former une mosaïque, vue d'ensemble des objectifs recherchés.

Les objectifs de qualité sont subdivisés en huit champs d'action :

1. Paysage et utilisation du sol
2. Paysage et politique du territoire
3. Paysage et cours d'eau
4. Espèces et milieux naturels
5. L'homme dans le paysage: perception et vécu
6. Participation
7. Instruments économiques et utilisation des ressources
8. Recherche et prospective

Chaque champ d'action est complété par des points forts qui constituent un programme d'action. Il s'agit à présent de fixer des priorités quant au contenu et au calendrier de ce programme, lequel sera inscrit au programme de travail annuel de l'office en fonction des ressources disponibles et des objectifs politiques.

Les publications suivantes sont parues dans le cadre du projet « Paysage 2020 » :

- OFEFP, Paysage 2020 – Principes directeurs, Berne 2003. Disponible en f/d/i/e. [22 pages/gratuit/n° de commande DIV-8407-F/D/I/E (F pour français, D pour allemand, I pour italien et E pour Anglais)].

- OFEFP, Paysage 2020 – Commentaires et programme. Synthèse réalisée pour les principes directeurs « Nature et paysage » de l'OFEFP, Berne 2003. Disponible en f/d [96 pages/CHF 25.– (env. 16 euros)/ n° de commande DIV-8408-F/D (F pour français)].
- OFEFP, Paysage 2020. Analyse et tendances. Bases des principes directeurs Nature et Paysage de l'OFEFP. 2003. 152 p., Berne 2003. Disponible en f/d [152 pages / CHF 25.– (env. 16 euros)/ n° de commande SRU 352-F/D (F pour français)].

Des exemplaires de ces publications peuvent être commandés dans la langue souhaitée au service de documentation de l'Office fédéral de l'environnement, <mailto:docu@bafu.admin.ch>, ou par voie électronique sous <http://www.bafushop.ch>.

La Suisse et la Convention européenne du paysage: un défi

L'approche moderne et globale de la politique paysagère choisie par le Conseil de l'Europe coïncide dans une large mesure avec la notion de paysage au sens du droit suisse, avec son instrumentarium développé de longue date et ses stratégies de mise en œuvre. Le Conseil de l'Europe a eu la sagesse d'accorder une grande importance aussi bien au principe de subsidiarité qu'à celui de la participation, tout en maintenant expressément des régimes de compétences, des structures administratives et des politiques au niveau national. Ce n'est qu'ainsi que les dispositions de la convention formulées sous forme de programmes ou de principes d'action peuvent être harmonisées avec une structure fédéraliste extraordinairement différenciée. La Convention se distingue en outre par une très faible densité normative, ce qui est très important face au scepticisme ambiant à l'égard des réglementations centralisées ou euro-communautaires et face à la « peur des juges étrangers » héritée de l'histoire. Toutefois, la Convention peut donner de précieuses impulsions en matière de conservation, de préservation et de développement durable du paysage en Suisse et contribuer en particulier à améliorer la perception du paysage et à promouvoir une politique moderne qui ne se limite pas à la formulation de concepts, de stratégies et d'outils de planification.

Typologie paysagère, objectifs de qualité paysagère et indicateurs paysagers

Le seul domaine où la mise en œuvre de la Convention requiert encore des actions concerne l'établissement d'une typologie des paysages sur l'ensemble du territoire et la formulation d'objectifs de qualité et d'évolution du paysage. On dispose certes déjà de bases et d'inventaires, notamment pour les paysages et les milieux naturels de grande valeur, et il existe des projets étendus à l'ensemble du territoire dans certains cantons. Mais pour qu'elle ait des chances de réussir, l'élaboration d'une méthodologie à l'échelle de la Suisse doit se faire en étroite collaboration avec les cantons et avec leur soutien. Les Offices fédéraux de l'environnement et de l'aménagement du territoire ont lancé un projet correspondant dans le contexte du développement d'une observation

du territoire suisse. Mais la formulation des objectifs de qualité et d'évolution et leur mise en œuvre à l'aide des instruments de l'aménagement du territoire se dérouleront exclusivement au niveau cantonal et nécessiteront par conséquent un travail de persuasion. Ces travaux sont actuellement en cours et s'orientent selon les modèles de plusieurs Etats membres ou signataires de la Convention.

En même temps, l'Office fédéral de l'environnement est en train de développer un système intégral d'indicateurs, élément d'une future banque nationale de données environnementales. La proposition faite pour le chapitre « Paysage » comprend 9 critères (Esthétique, habitats, structures paysagères, loisirs, ressources financières, gestion du territoire, air/bruit/lumière, eau, qualité de vie et identité) avec 38 indicateurs. Pour la majorité des indicateurs proposés, des données existantes peuvent être utilisées, mais en particulier pour les indicateurs socio-culturels, la méthodologie et la récolte des données font actuellement objet d'une étude de faisabilité et d'une estimation des coûts.

Territory as a palimpsest: the results of the Planarch project – planning archaeology and landscape Part 1

John WILLIAMS

Head of Heritage Conservation, Kent County Council, United Kingdom

The brief given to us, as you can see, is to consider landscape as palimpsest in relation to Planarch. In so doing we would like firstly to explore briefly how the past is represented in the landscape of today both conceptually and in relation to two case studies and secondly how we, as archaeologists or landscape historians influence the spatial-planning debate.

Perhaps initially I can say a little bit about Planarch but further information can be found on the Planarch website.

The Planarch 2 partners were:

Kent County Council (UK) – lead partner

Essex County Council (UK)

Rijksdienst voor het Oudheidkundig Bodemonderzoek – ROB (Ne)

Vlaams Instituut voor het Onroerend Erfgoed – VIOE (Be)

Universiteit Gent (Be)

Ministère de la Région wallonne – Direction du Hainaut I – Service de l'Archéologie (Be)

Institut national de Recherches archéologiques préventives – Inrap (Fr)

Landschaftsverband Rheinland – Rheinisches Amt für Bodendenkmalpflege – RAB (De)

English Heritage (UK) Associate partner

EIA Centre, University of Manchester (UK) – Associate Partner

Planarch was established in 1999 to further the integration of archaeology within the spatial planning process. Throughout it has enjoyed financial support through successive Interreg (IIC and IIIB) programmes. At the centre of the Planarch philosophy is understanding fed by an iterative process of identification, evaluation, management and promotion. Specific actions have related to the :

- identifying the archaeological resource, including the development of common standards, terminology and methodologies for heritage records;
- evaluating the archaeological resource, including the development of cost-effective methodologies for locating archaeological remains and establishing their value;
- managing the archaeological resource, including a review of the historic environment component of the Environmental Impact Assessment directive and the creation of archaeological and historic environment strategies for significant development areas;
- promoting the archaeological resource.

All these actions will contribute to the better management of the historic environment but what specifically is the contribution of Planarch to the concept of territory as palimpsest? Palimpsest is very much the recognition that landscapes are not static. As we stand in September 2006 on the timeline of history we are in a world that is constantly changing and in an environment that is also being modified day by day. There are elements in the landscape that go back a long way and there are elements that are comparatively new. There are both natural factors and the influence of man. As landscape archaeologists and historians we want to understand the dynamics of the landscape both horizontally across the landscape as we see it now in the form of a single layer and as it were vertically in terms of time-depth. It is complex in that archaeological remains are often not visible and also later additions to or intrusions into an existing landscape can mask or even destroy what has gone before. But what does the landscape around us mean, what is its value to us as a whole in relation to its components and how can we manage change sensitively?

Today in Europe the challenge of managing change is considerable on account of economic growth and concurrent physical development. The sustainability triangle recognises that sustainability is, or should be, based on the relationship between economic, social and environmental sustainability, but there is a danger with an expanding Europe and Cohesion Policy that economic equalisation is the main driver and that the natural and historic environment, unless it has a clear economic role, takes second place.

Within Planarch we have been looking both at ways to manage change within the planning process and also how to increase understanding of the historic environment so as to inform decision making. In terms of palimpsest, both in respect of increasing understanding and managing change I would like to examine the case of Kent Thameside, part of the Thames Gateway growth area.

Historic landscape characterisation has been undertaken as part of the national programme led by English Heritage and English Heritage has also commissioned, more recently, characterisation that attempts to incorporate the archaeological dimension. With these approaches one is very much drilling down from what one can presently see in the landscape, from land parcels that are essentially visible in today's landscape. This is very useful but the focus is on the individual character area. We wanted to focus more on the dynamics of change and the reasons for it and to develop understanding as a series of period slices that help us to understand the landscape as we see it today.

The Palaeolithic landscape was based on a different geomorphology to that visible today, with the Thames then following a different course. The later prehistoric landscape, with its scattered settlement, and the importance of inlets, creeks and river valleys, relates more to Kent's present landform. The Roman landscape is then superimposed and is very much influenced by the new Roman road between the

Channel and London via Canterbury. This road survives but there is a new settlement pattern beginning in the Anglo-Saxon period, focusing on estate centres and churches. This landscape evolves in the medieval period with the development of towns and other nucleated centres. Finally as we come towards the present day the major factors are London's development as a metropolitan centre, with the Thames as a main artery connecting London to continental Europe, and the growth of industrial and military installations along its banks.

This is the story of Kent Thameside and stories and pictures are important as they stir the imagination and help to give us our sense and spirit of place and identity. Working from this broad canvas and refocusing on local detail we can see how individual areas over the course of time related to the story; through this 'vertical' story we can perhaps also hope to identify more local character areas. The story has in fact been built up from the various individual entries in our historic environment database and underlying the 'story maps' there is this extensive database that can be interrogated.

The story then underpins the strategy but associated with it one needs the policy framework and also the willpower to make things happen. This we will be hoping to take forward with the key players engaged in developing the new vision for Kent Thameside.

In Wallonia various actions have been seeking to create better understanding of the evolution of the historic landscape with a view to improving decision-making in spatial planning.

Le territoire comme palimpseste : les résultats du projet Planarch – planification, archéologie – et paysage – Partie 2

Marie-Jeanne GHENNE

Responsable du Secrétariat de la Chambre Provinciale du Hainaut, Région Wallonne, Belgique, Commission royale des monuments, sites et fouilles

La problématique de l'archéologie du paysage n'était pas destinée à occuper une place majeure dans l'ensemble du projet Planarch en Wallonie tel qu'il avait été conçu au départ. Il s'agit en réalité d'un détour accidentel qui a connu un développement inespéré, enrichi par le partenariat étroit que nous avons partagé au cours du projet et notamment avec l'Angleterre. Il est aussi important de souligner que, dans le cadre de la politique générale en matière de paysage menée par le Ministère de la Région wallonne, cette approche n'entre pas en concurrence avec d'autres travaux réalisés notamment par la Conférence permanente de développement territorial (CPDT) ou de la Direction de la protection du Ministère de la Région wallonne. Il s'agit de démarches complémentaires.

Le projet Planarch 2 visait principalement à mettre en œuvre une politique globale de préservation du patrimoine archéologique en relation avec l'aménagement du territoire par le biais des inventaires, des évaluations sur le terrain et d'une gestion appropriée dans le cadre des procédures d'aménagement du territoire (études d'incidences). En Wallonie les principes directeurs du projet devaient s'appliquer à deux zones laboratoires: Mons et Charleroi (province de Hainaut) qui comprenaient un territoire intra muros, urbain relativement bien défini, une zone suburbaine et enfin une champ périurbain comprenant des localités semi rurales.

Cette volonté d'une approche globale nous a conduits, en cours de projet, à orienter une partie de l'étude vers une lecture archéologique d'un paysage en guise d'expérimentation, à l'heure où, en Wallonie du moins, les paysages patrimoniaux, culturels, historiques et archéologiques sont souvent évoqués, notamment dans le cadre des études d'incidences. La Convention européenne pour la protection du patrimoine archéologique de la Valette, sous-jacente à notre action, nous a aussi indirectement menés à la lecture de la Convention européenne du paysage. En outre, sur le plan pratique dans le cadre des échanges entre les régions partenaires, nous avons bénéficié du travail réalisé par les archéologues du Comté de l'Essex sur la caractérisation des paysages intégrant une dimension archéologique et dont les grands principes ont été dressés par Graham Fairclough de l'English Heritage.

Convaincus par le principe de la dynamique du paysage dont fait aussi partie la composante archéologique, nous avons alors décidé d'adapter, dans la mesure de nos possibilités et des délais qui nous étaient impartis, cette méthodologie appliquée en Angleterre à une zone qui était intégrée dans le territoire étudié par Planarch. Délibérément, nous avons choisi, en partant de la situation actuelle, de nous intéresser à un territoire qualifié d'ingrat et fortement marqué par l'emprise humaine : la zone industrielle de Marcinelle, localité satellite de Charleroi. A l'heure actuelle, le travail n'est pas terminé. Faute de temps au cours du projet Planarch et ensuite faute de moyens, il a dû être interrompu. L'étude actuellement est reprise en mains depuis le 1^{er} septembre par une archéologue et un géologue. Elle connaîtra enfin un aboutissement à la fin de l'année 2006. Les aspects du contexte naturel, de l'utilisation des ressources naturelles et de l'évolution de l'occupation du territoire sont terminés. Les aspects historiques et archéologiques n'ont été à ce jour qu'effleurés, de même qu'une reconnaissance pédestre et systématique de la zone puisqu'une grande partie du travail, jusqu'à présent, repose exclusivement sur l'étude des cartes et des photographies aériennes. La qualification, de même que les conclusions et recommandations du point de vue archéologique sont encore à accomplir. En outre, et pour répondre aux prescriptions de la Convention du paysage, il serait souhaitable que notre travail soit complété par une enquête publique auprès du citoyen.

a. Le contexte naturel

Marcinelle occupe le versant méridional de la vallée de la Sambre sur environ 10 km². Le *Bas Marcinelle* s'étend dans la plaine alluviale de la Sambre. Le relief y est très calme. Le sous-sol est constitué de schistes alternant avec des niveaux gréseux (Westphalien, Groupe du Houiller). Le *Moyen Marcinelle* occupe le versant méridional de la Sambre. Il présente une pente moyennement et le relief y est relativement uniforme dans la partie occidentale et plus accidenté du côté oriental. La partie supérieure de la commune ou *Haut Marcinelle* est un plateau au relief ondulé avoisinant les 200 mètres d'altitude et qui domine d'une centaine de mètres la vallée de la Sambre.

b. Utilisation des ressources naturelles

Avant la Révolution industrielle

Le Bas de Marcinelle est relativement peu apte à la culture et a été traditionnellement affecté à la pâture et à quelques bosquets. Le versant occidental contient des sols moyennement bons et est affecté à des cultures destinées à la consommation locale. La partie orientale, moins favorable présente une mosaïque de vergers, de prairies, de cultures et de bois. Le haut du versant est laissé boisé.

Jusqu'au XIX^e siècle, l'exploitation des gisements de houille se fait de manière artisanale, au niveau d'affleurements éparpillés le long du versant. Les affleurements

de calcaires et les poches de sable ont fait l'objet d'une exploitation locale. D'après certains auteurs, des dépressions dans le vallon du ruisseau du Fond des Haies résultent d'anciennes extractions de fer (Cayats des Sarrazins).

Pendant la Révolution industrielle

La région bénéficie de l'amélioration des techniques et des conditions d'exploitation à plus grande profondeur. La présence du charbon, source d'énergie principale du XIX^e siècle, attirera les industries métallurgiques et de nombreuses sociétés de transformations. Marcinelle va ainsi être envahie par de nouvelles usines, des nouvelles infrastructures en relation avec l'activité industrielle. Suite à l'intensification de l'exploitation charbonnière de grands terrils apparaissent dans le paysage.

c. Evolution de l'occupation du territoire : passage d'un environnement rural vers une industrialisation sauvage au nord et une zone de quartiers verts au sud

Le paysage ancestral de Marcinelle possède une structure traditionnelle conforme aux pratiques régionales et au contexte naturel : le village situé le long de la Sambre, à l'écart des inondations, forme un noyau villageois contenant des habitations et des vergers. Il est entouré d'une auréole de culture puis d'une ceinture forestière. La répartition de ces espaces est déterminée par la topographie, étirant les formes habituellement concentriques suivant le relief.

Au XVIII^e siècle, la surface agricole consiste en une zone dégagée sur un rayon d'environ 2km. Elle concentre les champs dans la partie occidentale, sur les sols les plus aptes à la culture. Le paysage est ouvert dans la partie occidentale du versant. Il forme une campagne dégagée, ponctuée de haies, de bosquets et de quelques fermes dispersées. Du côté oriental, le paysage du versant est plus fermé, de type bocager. Il est constitué de prairies et vergers encerclés de haies et de bois. Des habitations dispersées au milieu des jardins s'échelonnent le long de la route. Le haut du versant et le plateau, soit près de la moitié du territoire, restent boisés (49 %). Cette superficie n'a pratiquement pas régressé jusqu'au XX^e siècle (4 5 % en 1880). Les zones naturellement non boisées de landes à bruyère ont servi au XIX^e siècle comme dépotoir de résidus de combustion du charbon. Elles se sont transformées en « prairies cendrées » contenant une végétation très particulière.

Au début de la Révolution industrielle, malgré l'exploitation charbonnière, le paysage de Marcinelle garde son caractère campagnard qui se transforme petit à petit. Si les mines n'occupent par des grandes surfaces, les déchets servent à combler les chemins creux et les dépressions naturelles. Avec le développement, l'écoulement du charbon à charrette à bras par les chemins traditionnels ne suffit plus et de nouvelles routes et voies de chemin de fer vont être construites. C'est à cette époque que la plupart des voies navigables vont être canalisées. Les premiers terrils apparaissent.

Un puissant flux migratoire va être provoqué par le développement économique de la région. En un siècle, la population sera multipliée par 17 (1840 : 1290 hab., 1930 : 21358 hab.). L'habitat évolue, le village se développe et ensuite les hameaux périphériques. Enfin, l'habitat va s'étendre le long des axes routiers et prendra place autour des sites industriels. C'est l'apparition de nouveaux quartiers ouvriers. Le développement urbain est essentiellement lié à la demande industrielle et se localise autour des sites charbonniers. Dans la plaine de la Sambre, la présence des usines bouleverse complètement le paysage. Une vaste zone industrielle sans habitation envahit le bas de Marcinelle.

Au XX^e siècle, l'exploitation du charbon n'est plus rentable et les mines ferment les unes après les autres. La diminution des activités plonge le pays dans une grave crise économique. La région sera considérée comme une zone sinistrée. Dans les années 60, les pouvoirs publics vont tenter de moderniser la région par la construction d'un réseau autoroutier autour de Charleroi et par la rénovation du parc de logements. Des tours d'habitations sociales apparaissent dans le territoire. Ces transformations modernes ont probablement plus dégradé les paysages de Marcinelle que la révolution industrielle elle-même car elles affectent une grande partie de la campagne ancestrale. Par contre, certains nouveaux quartiers se sont bien intégrés dans l'environnement existant, par exemple dans des terrains abandonnés par l'activité minière comme au pied du terril du Bois du Casier.

La zone boisée du Haut Marcinelle épargnée des transformations industrielles sera colonisée par de nouveaux quartiers résidentiels et récréatifs. Sur le site des Templiers, ancienne propriété aristocratique, une aire de délasserment a profité du cadre verdoyant et d'un petit musée archéologique. Les promenades le long du ruisseau bordé de rochers calcaires et de grottes sont recherchées. L'ancienne carrière a été réaménagée et est devenu une destination bien connue de pique-nique. Elle possède une charge historique car elle fut le lieu d'exécution de villageois au cours de la dernière guerre.

Par cet exercice l'équipe du projet Planarch en Wallonie souhaite :

- souligner l'intérêt pour les archéologues de mener parallèlement à l'inventaire archéologique une caractérisation des paysages dans lesquels les traces d'occupation humaine recensées s'inscrivent au cours des temps. Le paysage, façonné par l'homme ne peut laisser indifférents les archéologues qui cherchent à comprendre les articulations d'une société à un moment donné évoluant dans un environnement précis. Les archéologues sont aussi interpellés, étant eux-mêmes quotidiennement confrontés à cette problématique, par les atouts parfois imperceptibles sous-jacents aux paysages qui s'expliquent par la dynamique historique et qui en justifient le caractère vulnérable ;
- faire connaître et surtout faire reconnaître la démarche comme étant rigoureuse, sous-tendue par un travail scientifique, libérée de toute subjectivité ou de sophistication intellectuelle. Notre but majeur est aujourd'hui de sensibiliser le

monde du paysage en Wallonie de l'intérêt à intégrer les archéologues et à préciser leur rôle en matière d'identification et de qualification des paysages dans le cadre, notamment des études d'incidences ;

- faire admettre que cette approche peut servir d'aide à la décision en matière d'aménagement du territoire dans une approche plus globale du patrimoine vulnérable. Cette approche globale des archéologues peut et doit servir dans le cadre de projets d'aménagement du territoire et notamment dans le cas de territoires dévalués. Il leur appartient, en effet, par égard au citoyen, d'aider à la restitution d'un cadre de vie acceptable ainsi qu'au rétablissement d'une identification à leur territoire, même à échelle réduite.

Par cet exercice certains buts ont déjà été atteints :

- le financement a permis de terminer le travail ;
- la collaboration des archéologues avec des services d'aménagement du territoire ou de la direction de la protection ayant en charge la gestion et la préservation des paysages s'est établie ;
- l'intégration des archéologues dans un groupe de travail de la Commission royale des monuments, sites et fouilles consacré aux paysages a été réalisée ;
- l'engagement d'une archéologue de l'équipe Planarch par l'université libre de Bruxelles dans le but de réaliser une thèse de doctorat sur le sujet a été possible.

En conclusion, le projet Planarch a permis d'améliorer notre compréhension à la fois du paysage qui nous entoure mais aussi des outils nécessaires à sa gestion. Il a également mis en évidence l'intérêt d'un partenariat européen.

Un certain nombre de résultats peuvent être consultés et téléchargés à partir de www.planarch.org. Ceux-ci incluent des études de cas et aussi des exemples de bonne pratique, comme par exemple la prise en compte du patrimoine culturel dans le cadre des études d'incidences.

The Culture Landscapes project - New alliances between science, regional economy and local people

Mr Burkhardt KOLBMÜLLER

Interreg IIIB Cadses project co-ordinator of Culture landscapes

1. Preliminary remarks

Since April 2006, partners from five countries have been working together as part of an international project called Culture Landscapes. This project was approved within the European Union funding programme Interreg IIIB Cadses. Its aim is to protect and to valorise historic cultural landscapes and historic landscape elements in Central and Eastern Europe. With an overall budget of approx. 1,3 million Euro, the project runs for a period of two years.

Although the project is not directly linked to the European Landscape Convention, its aims and activities correspond to a large extent with the Convention and will hopefully help to its implementation in the regions and countries involved. This mainly concerns Austria and Germany who have not yet signed the Convention, but also Poland, Romania and Ukraine who are facing difficult economic and social transformation processes. Like many of us know from East Germany (myself included from personal experience), such transformation processes change the landscape rapidly and fundamentally. Considering the manifold problems in such periods of transformation, the protection of the landscape is often regarded as a “luxury” topic and has only few supporters. Our hope is to initiate and support a public discussion on the protection of landscapes in the regions mentioned above.

Furthermore, the project aims to enrich the discussion on the implementation of the European Landscape Convention in general. Above all, this concerns the following three topics:

- Which role do historic culture landscapes and historical culture landscape elements play in the process of protection and valorisation of landscapes in general? Which common (Central) European culture landscape elements may be defined, and how could they contribute to the process of regional and European identification?
- How could the sustainable and sensitive development of landscapes support regional economies, and how could economic development support the protection of landscapes?
- How may the local people as main actors and direct beneficiaries become more involved in the process of landscape development? How can the ‘landscape knowledge’ of these ‘local experts’ be used by scientists, politicians and planners?

Before I come back to these points in detail, I would like to briefly outline the European Union's Interreg funding programme.

2. The European funding programme Interreg IIIB CadSES and the protection of landscapes

Interreg is a European funding programme implemented by the General Direction XVI (Regional Development) of the European Commission. It is financed by the European Regional Development Fund ERDF which is one of the largest funds of the EU and a powerful tool to support less favoured regions, for instance by extending the economy, traffic and telecommunication infrastructures. In this context, the Interreg programme aims primarily to support European co-operations and to exercise new fields of ERDF interventions for future funding periods. The Interreg IIIB CadSES programme focuses on the so called "Central European Danubian South Eastern European Space" and involves old and new EU member States as well as prospective member States and neighbouring countries such as Ukraine or Serbia.

Unfortunately, projects financed by the ERDF such as new roads or commercial areas often affect the existing landscape in a negative and insensitive way. It is therefore significant, and an important step forward, that one of the areas of intervention of Interreg IIIB CadSES is explicitly dedicated to the "Protection and Development of Landscape". The programme manual describes the intention of Interreg in this area as follows:

"Landscape contributes to the formation of the local culture and is a basic component of the European natural and cultural heritage, promoting the consolidation of European identity. Landscape is an important part of the quality of life in different areas of the European continent. Developments on all sectors of activities accelerate the transformation of landscapes. The main objective (therefore) is to promote awareness for the quality of landscapes and the development of socio-cultural strategies. The quality and diversity of the European landscape constitutes a common resource to be protected, managed and planned."

Of course, these objectives are very familiar for anyone who works for the European Landscape Convention. However, this discussion is quite new in the context of the ERDF Regional Development Fund! If we succeed in anchoring this topic permanently in the ERDF regulations, the Landscape Convention may not only gain additional funding but also new partners amongst politicians, regional and urban planners, representatives of the economy and the civil society. Unfortunately, it seems that this topic will not be part of the Interreg follow-up programmes in the next funding period 2007–2013. I will come back to this topic at the end.

3. Cultural Landscapes – Background and objectives

First of all, I'd like to emphasize that our project focuses on *historic* cultural landscapes and *historical* landscape elements in Central and Eastern Europe. At this point I don't want to delve into academic discussions and definitions, though that will be a part of

our project. However, it is important to underline that we are only dealing with a special aspect of landscape: with culture landscapes and landscape elements that illustrate the historical development of the respective regions, landscapes that are a result of different human activities over many decades and often centuries. If historical landscapes and landscape elements are lost, the respective regions risk losing their characteristic image, and accordingly the local people risk losing important points of identification.

Of course it is mainly a political decision as to which parts of “the past” we want to preserve and what kind of resources we are willing to spend for the protection of historic items which are no longer ‘needed’ – here there is no difference between monuments, traditions and landscapes. Not all historic cultural elements may be kept; culture and landscape are always developing and changing themselves. But to achieve wise political decisions and to manage conflicts of interest, there is a need for information about the past and about possible alternatives, about ‘where we come from and where we are headed’. The Culture Landscapes project will support this process of raising awareness through different kinds of activities.

a. Exchange of experience in the field of landscape research and teaching

An important precondition for the conscious development of the landscape is the existence of corresponding research and training. Whereas landscape is already well represented at universities in Germany and Austria, there is still a need for academic research and curricula in Romania, Poland and Ukraine. As a result the exchange of experience through workshops and conferences, the exchange of students and teachers as well as common working groups are one central part of the project.

Furthermore, the exchange of experience intended will also be practically realised by establishing exemplary digital land registers in the regions involved. Using new technologies such as orthomaps and GPS, these inventories may become the basis for political decisions, planning activities and awareness-raising measures. So far, such land registers do not exist in Poland, Romania and the Ukraine, and in Germany and Austria only a part of the territory has been covered.

Although there are only five universities and institutes directly involved in the project, we expect to involve more and more partners in other regions and countries. Thus, we also hope to contribute to the development of European landscape research.

b. Definition of common European historic cultural landscapes and landscape elements

There is no doubt that landscapes are a common European good. The great variety of landscapes and the many different regional landscape elements, mainly caused by the historical development of our ‘old’ continent, are one of the main characteristics of Europe and a cornerstone of the regional identity of its inhabitants.

But are there also common European landscapes? We suppose that there are at least a lot of similar historic cultural landscape elements resulting from similar forms of land use over the centuries. For instance, in all participating regions we may find terracing that allowed agriculture production in mountainous regions, hedges that divide farmlands and avoid wind erosion or historic ways and avenues, lined by old trees. Many more such historic cultural landscape elements will be found and listed in regional as well common Central European land registers. One of the most interesting parts of the project will most certainly be the comparison of these elements and the investigation into reasons for mutual elements as well as differences. Based on these common elements, we will also try to define common culture landscapes.

This will not be limited to theoretical discussions alone, but also inter-regional excursions and the exchange of experts and students will help to define common historic cultural landscape elements. Furthermore, we hope to raise the consciousness of the own landscape as a result of visiting the partner regions and seeing practical examples of landscape protection and valorisation.

c. Involvement of “local experts”

As mentioned earlier, we consider local people to be key actors in the process of landscape development. Even if it were possible to protect large areas of the landscape by law (which in our opinion is not desirable), a sensitive development of the landscape would not be possible without the active involvement of the inhabitants. Furthermore, their ‘knowledge of the landscape’ may also be of great value for scientists, politicians and planners. As a result the Culture Landscapes project intends to involve the local population in different ways:

- In every region the project partners will organise public information events for the local population to inform them about landscape topics and to involve them in planning processes.
- Exemplary education programmes for school children will integrate the younger generation.
- We will offer trans-regional excursions to extend the knowledge of historic cultural landscapes by presenting examples from other regions.
- Above all, the project will develop the open-access database ‘Landscape Wikipedia’. This database may be used by everyone to introduce historic culture elements from their own region (description and photos) without any access limitations. As with the real Wikipedia, we intend to integrate the knowledge of the broader public into landscape research and landscape information activities. Furthermore, we hope to initiate a kind of ‘competition’ amongst villages and towns in the region so that it will become a ‘question of honour’ to present one’s own historic cultural landscape in the Internet. Last but not least, this Landscape

Wikipedia may also be used for tourist purposes and educational programmes for school children.

During the preparation and implementation phase, this Landscape Wikipedia of course needs the support of professionals (scientists, technicians). But once established, this database will operate more or less independently and need only little technical support. It may be easily used or copied by other regions as well.

d. Involvement of the local economy

One of the most efficient ways of protecting landscapes is to integrate the local economy. Most of today's historic cultural landscapes are the result of economic activities in the past, such as agriculture, traffic and mining. Due to (fundamental) social and economic changes, most historic cultural landscapes and landscape elements today are no longer produced 'automatically', but have to be protected by special activities such as protection laws and funding programmes. Considering the limited public budgets, this can only preserve a small part of the historic cultural landscapes.

However, if it is possible to identify opportunities of making money through sensitive uses of the landscape, we may be able to find allies and support from the economic sector. The Culture Landscapes project therefore also includes pilot projects for sensitive landscape use.

- The Polish partner Community of Miechów, already well experienced in the use of biomass, will implement a training and education centre for renewable energy plant production and its technical use. The production of biomass as a source of energy may open new sources of income for Polish farmers and help them to continue agricultural land use.
- The Austrian partner Weidewerein Lafnitztal implements traditional forms of cattle farming that help to protect the traditional cultural landscape.
- The Community of Wisniowa, another Polish partner, and the Ethnographic Museum of Transsilvania (Romania) intend to develop different concepts for rural tourism. This includes the protection and marking of historic cultural landscape elements as points of tourist attraction. Furthermore, special tourist programmes that focus on historic cultural landscapes will be developed.
- The Thuringian Heritage Association will support the marketing of regional products from agriculture and handicraft. Regional markets will for instance support the sale of apple products (juice, wine, schnapps) that allow them to maintain traditional orchards.

The pilot projects will be documented and evaluated by the scientific project partners with a view to providing transferable knowledge for other regions and partners.

4. Outlook: beyond the project implementation phase

As funded by Interreg, the project will run until May 2008. This is a very short time, and the regions involved cover only a small territory. That, of course, limits the practical effects our project can have. However, we hope to initiate and to intensify the discussion about landscape protection in our regions and to support the implementation of the European Landscape Convention. All partners also intend to continue the cooperation after the end of the Interreg funding period. To this end, although the project is still in its starting phase, we already are talking about the continuation and (if possible) enlargement after 2008. Two weeks ago, we presented the Culture Landscape project to the Prime minister of Thuringia (Germany) and the Marshall of the Malopolska Region (Poland) during their annual political meeting. We were successfully able to ensure the inclusion of our project (and the topic of landscape protection in general) as part of the strategic cooperation between Thuringia and Malopolska over the next few years.

Furthermore, we would like to involve additional partners wherever possible. This may happen right now. The excursions, seminars and conferences mentioned above will be open for all interested people. We would also like to share our experiences in the context of the Landscape Wikipedia, the pilot projects and the scientific framework with institutions, organisations and individuals all over Europe. Please feel free to contact us and visit our common web site!

Landscape opportunities for territorial organisation – LOTO PROJECT

Part 1. LOTO PROJECT – What is it?

Anna ROSSI

Directorate General of Territory and Town Planning of the Lombardy Region, Italy

The aim of the transnational project LOTO (Landscape Opportunities for Territorial Organisation), co-funded by the European Union as part of the Interreg III B CADSES Programme, was to identify a landscape interpretative reading methodology which could serve as a transnational and local shared operating framework to guide and verify decisions regarding spatial change, restoration or enhancement.

The project was based on a number of principles expressed in the European Spatial Development Perspective (ESDP) and in the European Landscape Convention. In particular, LOTO is founded on the awareness that the different landscapes of European territories are a legacy to be safeguarded, that they are fundamental to the quality of the places where we live, and on the principle that all the whole territory is landscape and as such should be the object of a judicious landscape development policy.

LOTO, coordinated by *Regione Lombardia*, involved other 8 partners – Italian Ministry of Cultural Heritage, *Regione Umbria*, *Regione Marche*, *Regione Emilia Romagna*, *Regione del Veneto*, *Regione Istria*, Slovenian Ministry of spatial planning and environmental, Technical University of Munich – and 2 observers – Istituto Urban Project of Bucarest and Corvinus University of Budapest. The great number of partners and bodies that took part to the project was a rich resource and allowed a in-depth discussion of the various questions raised.

The project's goals were inspired by the awareness that, too often, spatial transformation plans and the instruments used to implement them do not take into full account questions regarding the enhancement and landscape management of the areas involved. They still have difficulty in tackling the processes of economic and social change which upset the delicate balance and interrelationships that characterise different landscapes. The current policies and instruments still seem to be often tied to a traditional approach orientated above all at safeguarding exceptional landscapes.

Indeed, it must be realised that although all the territory is landscape the changes which are inevitably made to it must be knowledgably guided. This means formulating clear landscape policies aimed at putting measures to design considering landscape

context, at enhancing local landscapes' characteristics and potential and at upgrading damaged landscapes.

The project's approach is geared to overcome a sectoral vision in favour of an integrated vision of the landscape which interprets its evolution as a unitary system in which the ecological and natural components interact with the habitative, economic and social-cultural ones.

However, integrating this landscape approach into spatial planning requires drawing up simple and effective, not dispersive, landscape interpretation methodologies.

The project involves various territorial parties, therefore an effort must be made to produce effective summaries and clear, transparent forms of collation and presentation of landscape interpretation results and of any landscape plans proposed for a given territory, going beyond an exchange between just experts.

The problem is how to open a frank discussion about:

- what kind of landscape do we have?
- towards what kind of landscape are we moving?
- what kind of landscape do we want?

So, LOTO intends to help to provide tools to govern the landscape's evolution, using the landscape as a frame of reference for any territorial project in order to focus spatial development instruments on it in a complementary way.

To achieve its end of establishing a common, replicable methodology, the project was split into three stages, which took place one after the other with interaction between the various stages, which produced the framework to create the final product.

A *preliminary stage* explored and highlighted potential contributions from other experiences, and sought a better understanding of skills, approaches and spatial interpretation and planning methods currently used in various countries:

- Identification, internationally, of examples of significant "best practices" regarding landscape interpretation and assessment, implementation of landscape enhancement and landscape management within spatial redevelopment;
- Preparation of a report on the landscape-related knowledge currently available at various levels and regarding various aspects, and the assessment of their potential use for landscape planning. Comparison of the various approaches to the landscape regarding the partner countries and some other European ones.

An *intermediate stage* focused on defining the key points of a methodology proposal in line with the above-described requisites, aimed at testing its possible developments in the experimental solution of real situations:

- Identification of an initial methodological framework, which uses available or easily obtainable information to provide a brief, pre-project reading of a territory's landscape structure. This will help in guiding decisions regarding spatial redevelopment and landscape enhancement and reconstruction ;
- Comparative testing of the methodological framework's implementation in 20 pilot areas to assess its effectiveness in solving specific territorial problems and to gauge the amount of available information. Evaluation and comparison of the results during testing.

A *final stage* to bring together the results in relation to the project's core objective:

- Preparation of a shared document giving landscape reading and interpretation guidelines, aimed at guiding landscape management and decisions regarding spatial transformation.

The final document – Guidelines for a landscape reading and interpretation aimed at steering the choices of territorial transformations – borrowed from other European experiences and from SWOT Analysis's procedures a clear distinction between the interpretation of the current state and a study of the trends and development forecasts, so as to identify the possible threats and opportunities regarding a given landscape. The time when the various territorial parties compared and therefore shared the interpretative framework was seen as the fundamental moment for defining the conditions for a landscape policy.

The start-up phase and the results which gradually emerged from the pilot experiments allowed to refine the procedure and explore its different operating levels, to clarify the conditions in order to define the key questions for a landscape interpretation checklist. The LOTO partner shared document can be considered as a contribution to landscape assessment procedure for territorial policies, but also as a tool to guide the start up of local shared processes about the definition of future spatial "scenarios" with particular attention to landscape upgrading. This is what is now happening in many areas of LOTO partners territory and what Regione Lombardia is promoting in the editing process of its local spatial and urban plans.

Part 2.

Possibilities for updating the system of knowledge

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The LOTO Work Package 2 (WP2) was focused on the identification of the principal themes and indicators (ecological, historical, cultural, social and economic aspects) that are used in various countries when speaking about the landscape, in order to define an integrated approach to the landscape, as stated in the European Landscape Convention.

The intention was to pursue this objective first through an analytical reconstruction of the themes and indicators used by the various project partners and successively through a critical reconstruction of the approaches, highlighting the existing weaknesses in the system of understanding the landscape. This information will then be used by the Work Package 3 (WP3) coordination group to define a shared method for a synthetic reading/interpretation of the structure of the landscape during the pre-design phase that is aimed at guiding the choices for spatial transformation.

The research looked at the efficiency of the systems for organising the available knowledge (thematic maps, inventories...) and the methodologies and approaches to reading the landscape, which currently make it difficult to activate a method for reading the landscape that takes into account the innovations introduced by the European Convention. The innovations introduced are not, in fact, without consequences for the operation of identification of the characteristics of the landscape and transversally affect all of the actions that are traditionally adopted.

The comparison of the principal themes and indicators used in the reading of the landscape has thus been undertaken with the final objective of identifying the aspects upon which to concentrate the reflections of the WP3. The construction of a hypertext for the organisation of the knowledge bases and information, which serves as a base for the comparison and the dissemination of the results of the WP2, was an operation of great importance within the general aims of the LOTO Project. The hypertext function as an open system for the collection and diffusion of knowledge and information that can be regularly updated by the Regions participating in the project.

The general objective of the conclusions of the WP2 works was aimed at defining the current state of the system of knowledge and procedures used in reading the

landscape, with the twofold intention of verifying efficiency and coherence with respect to the innovations introduced by the new regulations governing the landscape and of advancing some considerations about possibilities for their adjustment.

The path of research has been developed beginning with an analysis of the more significant themes and indicators from each Region, followed by a reconstruction of common profiles emerging from the approaches currently in use and from a description of the principal weaknesses and critical points. The last step of the research proposes suggestions for updating the system of knowledge to meet the new framework legislation defined by recent changes.

The innovations introduced by the Landscape Convention, such as the centrality assigned to populations in the attribution of objectives of quality, the extension of interest to all landscapes, even those which have not yet been attributed with “ordinary” meanings, the taking into account of the dynamics of transformation, etc. have consequences on the conceptual and methodological apparatus at the base of interventions in the landscape. The different methodologies for reading the landscape, described during the déroulement of the WP2 , are based on apparatus of recognition and visions of the landscape that, in some ways are incoherent with the prefigured scenario of the application of the Convention.

From a comparison between the state of knowledge and the procedures for their use in the reading of the landscape with the new framework of guidelines, delineated by the introduction of the Landscape Convention there have, in fact, emerged critical elements, highlighting the actual inadequacies, suggesting the need to begin updating the system of knowledge to meet the new demands.

The indications that follow was intended to bring attention to particular points to be inserted in the agendas of the countries and Regions that intend to update their systems of knowledge to the new operative necessities created by the application of the Convention.

This list is to be understood as an open list, to be progressively integrated and based on the indications that are derived from the first experiences of updating the instruments of landscape planning to the new regulations as dictated by the Convention, with the understanding that this process will be slow and progressive, as a result of the “inertia” towards the innovation of apparatus of recognition and interpretation that each country has generated over time.

- A Broadened Vision that Includes All Landscapes
It is necessary to promote the extension of the field of attention of investigations to all territories.
- The Importance of the Social and Symbolical Aspects of the Landscape
The creation of readings of the immaterial characteristics of the landscape with particular focus on the forms of perception of local societies.

- Observation of the Dynamics of Transformation
The institution of permanent Regional monitoring centres for the relevant processes of the transformation of the landscape.
- Listening to Local Societies
Favouring the formation of a diffuse and shared culture of the landscape by combining the evaluations of expert knowledge with that of local populations.
- A Survey of the Emerging Questions
Promoting the explication of the expectations of populations in relationship to the quality of their own landscapes.
- Integration between the Methods of Reading the Landscape
Promoting the inter-disciplinarily of the approaches to the identification of landscapes.
- Awareness as a Base for Actions in the Landscape
Promoting landscape awareness as presenting it as a necessary and unavoidable methodological step in the process of managing the landscape.

Part 3.

Guidelines for landscape management of territorial transformations methodological indications

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The methodological framework proposed by the LOTO Project definitely aims at solving the problems arising from landscape transformations and it encompasses the whole territory as suggested in the European Landscape Convention (article 2) since both exceptional and ordinary, historical and recent landscape characters are known to be strictly interwoven everywhere.

In our views the methodological-operational procedure is quite clear, it can be quickly gone through and repeatedly performed, it is also flexible: it can be easily understood and carried out by specialists and political and social subjects as well, it can be used at all investigation and project scales, it relies upon a wealth of available data (databases, thematic issues, etc...), its application is simple and fast, it can be cyclically used over time according to the changing needs and the sites' characters which nowadays are subject to continuous transformations, an open work indeed.

It is based on the sites' landscape knowledge-interpretation: the different disciplines come together (interdisciplinary quality) in technically enhancing the characters, problems and perspectives the political authorities make use of in order to define trends and steer broadly shared decisions also through the concerned populations' involvement (transdisciplinary quality). This type of methodological approach is quite different from the analytical-descriptive ones – even though they show to be complementary to some extent.– which are based on an identification-classification process of homogeneous areas (such as in atlases) describing the sites' landscape characters without any operational purpose.

The Methodological Framework is organised into cognitive and operational Activity Cores (AC):

- Characterisation/qualification;
- Future evolution trends and transformation demands;
- Interpretative synthesis;
- Shared cognitive framework;
- Definition of premises for landscape policies and operational choices.

In particular, the phase concerning the cognitive activities A, B, C has been analysed in depth since the knowledge of sites from the landscape viewpoint is considered

as basic (in accordance with the principles stated in the European Landscape Convention) to quality transformations (protection, management, planning) which are suitable to, not just compatible with, the specific characters passed down to us. The methodological procedure does not necessarily imply sticking to the sequence of the Activity Cores (AC), but it rather starts from the definition of a problem to be solved and of an initial interpretative hypothesis which are both essential in order to build up a *knowledge project* (avoiding excessive data collection as in deductive methodological approaches) and the *sequence* of the activity cores to be developed according to the specific requirements of a given territory while checking however if a single activity core is useful in the cognitive process.

AC Characterisation/Qualification represents a description-interpretation of sites' characters whose social perception is also essential. In particular it encompasses:

- Identification of basic elements and characteristics: physical features of sites (morphology, components as water network, plantations, buildings, terracing, woodland etc.), building materials (vegetable and mineral), colours, physical-chemical features (soil, waters, air and climate, fauna and flora), current land uses, main characters of the local populations and visitors interested in sites.
- Historic dynamics: the knowledge of the steps and of how the current landscape organisation has formed and changed through centuries (dyachronic reading), in particular highlighting the various specific project logics (individual/collective and implemented through special interventions or over time) that directed the construction/transformation interventions on sites, creating a cultural and physical space, construction/organisation systems (landscape systems) and the significant steps in the continuity and discontinuity of historical processes and of territorial impacts.
- Past and present social perception of sites from the landscape viewpoint (acknowledgement of the meaning that landscape has for people, from the symbolic, cultural, identity etc. viewpoints, for experts, for the heritage of the collective local and general memory, etc.).
- Interpretative description of the current characteristics of “site architecture”, intended as morphological organisation of built and non-built areas, artificial and natural spaces in their specific material aspects underlining the existing landscape relations, be they physical, functional, visual, symbolic, recent or historic differently linked (landscape systems, integrated or overlapping in a sort of palimpsest, but also the ecological functionality of sites).

The analysis of the main transformation processes (under way, predicted and predictable) brought about by both anthropic and natural factors (AC Future evolution trends and transformation demands) aims at predicting their impact on the sites' physical characters and on the landscape meanings: knowledge and quality/quantity assessment of evolution trends (economic, social and cultural reasons; biological

and physical events or processes, etc.); policies, territorial transformation plans and projects at the various administrative levels; stated and unstated transformation demands coming up; good projects and processes under way in the territory which may represent opportunities for developing effective policies.

AC Interpretative Synthesis through the interpretation of the data collected may lead to predict one or more future scenarios: on the synthesis, which is expressed through technical, descriptive and explanatory reports, all debating between public subjects and the populations concerned is based. (AC Shared cognitive framework). Assessments of strong or weak (sensitive) points/areas, of pressure factors and of vulnerability elements of sites' landscape characters (disturbance, degradation, alteration, discontinuity, hazard etc..) are also involved: threats/problem and potentialities/opportunities.

The identification of average-long term landscape quality objectives represents a specific Activity core with the task of defining both the purposes and the instruments for their implementation (AC Definition of the premises for a landscape policy) and to some extent suitable interventions in the awareness that the sites' landscape management requires a special intervention and management schedule (who, how, by which means, how long) aimed at supporting, steering and checking transformations over time.

Social involvement is important in different steps of the methodological procedure and in particular in the activities known as Characterisation/qualification since it implies exchanging information and integrating experts' cognitive data with the residents' and concerned populations' direct experience of sites, in the "Sharing the cognitive framework activity" as well as in the activity of defining the interventions on landscape and finally in its management through time.

The formal structure of the main part of the Methodological Procedure of Guidelines (AC Characterisation/Qualification) concerning the activities linked with the sites' landscape knowledge is made up of a number of questions, a sort of checklist which acts as a summary of the main cognitive issues to be dealt with and to be analysed in depth where necessary. The work team has agreed on a shared use of the terms characterisation and qualification. In particular, the choice of using the term "qualification" instead of "assessment" greatly affects both the operational and the cultural aspects: actually it implies replacing the concept of the sites' inner value with the concept of the sites' relative value which is attached to them by the populations and which is interwoven with the experts' and other subjects' quality interpretations.

Case-studies testing has made the methodological implications of the cognitive procedure clearer and in particular the needs/opportunities as well as the difficulty of enhancing and integrating different specific methodological approaches that have been traditionally used and that have long been rooted in the various countries and

in the various cultural areas. A special effort has been made to update concepts, methodology and terms and to enrich and change the perceptive visual interpretations into a wider and more structured interpretative activity such as to include and integrate the results of the knowledge of historical events, of ecological readings, of the sites' building characters (artifacts) with their material and technical quality, of the social perception of the sites' past and present meanings, which is extremely important when it comes to landscape issues.

Part 4.

The importance of the local approach for the definition of the shared landscapes, pilot actions Emilia-Romagna Region

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Directorate General of Territory and Town Planning of the Lombardy Region, Italy

Several underlying reasons guided the choice of topics, contexts, and issues to be dealt with in the single pilot actions of the LOTO Project, in accordance with the processes launched by the Emilia-Romagna Region to test the each of which explores possible paths for the management of landscape contexts characterising the regional territory and awareness campaigns for the population on landscape topics.

During pilot actions, collaboration with local bodies has a fundamental role. The experiences have been launched directly involving 7 territorial authorities, meeting a twofold aim: on one hand, to make local realities aware of the innovative approach proposed by the European Landscape Convention; on the other hand, to check the real efficacy of the methodology proposed when applied within the structures that deal daily with the down-to-earth management of the processes of change. The pragmatism of the Emilia-Romagna case comes from the wish to explore ways of working which can be used as examples, good practices from which suggestions for different methods can be obtained. So, the experiences launched outline the premises to build a complex of active policies to enhance and protect the landscape. A few months from the end of the experiments activities are already scheduled so to aim to publicise the results and the approach used, through local conferences and publications.

Pilot actions are included in processes already existing in the single authorities. The purpose of the European Project is sometimes a guide for the actions to be pursued, in other cases it is a reflection on the ways of working already consolidated in town planning practice. A comparison with the most widespread processes of the elaboration of knowledge into the “obscure crowd” of the protagonists of change allows a deeper understanding of the changes made and the potentialities/criticalities of the method proposed. It is possible in this way to measure the distance between daily practice and the new methodologies put forward, to test the feasibility and highlight the issues on which research has to be focused. The intention and the need to overcome a compulsory system and to launch policies offering proposals are explicit. The ways in which this can be done are less clear.

The privileged contexts to implement pilot actions are those called ordinary landscapes by the European Landscape Convention. They are damaged urban and suburban contexts, like the abandoned industrial areas and the areas blighted and “consumed” by the processes of transformation, in which functional logics prevailed against the values and meaning of places. Landscape policies seldom dealt with such landscapes in the past, focusing on landscapes being excellent thanks to their relevance and integrity. Today, ordinary landscapes are, on the contrary, at the core of planning and town planning thought, as they are able to increase the quality of life and the social cohesion of local communities. The question is, then, to propose a reversal of perspective, sparking off processes of imagination, reinvention, and upgrading of places proceeding from the identification of potentialities and, at the same time, from the awareness of the risks to lose those values representing the prime resource for the sustainable development of the territories of “ripe” economies like the Emilia-Romagna, ruled by ever evolving dynamics of transformation and by ever faster rates of change. For this reason, landscape planning and territorial planning turn out to be necessarily connected. The policies of landscape enhancement should be intended more and more as chances for economic development and not limits to it.

The processes launched have no conventional character, privileging forms of experience that mediate among skills of different natures. The challenge issued by the European Landscape Convention to conceive landscapes as “life’s contexts”, environments in which people can identify and evaluate the values attached to them, imposes a different involvement of inhabitants in the processes of knowledge of the territory and of its dynamics. The launching of experiences investigating the social perception of landscape turns out to be a useful instrument to understand different identities.

Given such premises, the four pilot actions released verify the path and contents of the methodology proposed, experiencing each time specific issues of the methodology put forward.

a. Municipality of Quattro Castella (Re): “Characterisation and qualification of municipal territory in view of regulating areas sensitive to change”

The pilot action of Quattro Castella explores the methodology proposals in depth, and finds plenty of room for verifying the links between the different levels of research. The reading/interpretation of a high quality landscape, as potentially exposed to menaces coming from unregulated urban growth, or the diffusion of consumer-orientated and/or trivial-minded models of behaviour require the experimentation of modalities of knowledge-making to be able to detect the features giving identity to places and identify the potential risks to which they are subject. All the researches launched, the diachronic reading of the most dynamic phenomena, and the definition of the trends

of change, are used to carry out a SWOT analysis of territory, a fecund instrument for defining guidelines and policies oriented to landscape.

b. Province of Modena: “Participation of the local community to the setting-up of a shared knowledge framework of accepted landscape values”

The pilot action develops in two different territorial contexts: the Municipality of *Nonantola* and the Municipality of *Pavullo nel Frignano*. The process launched explores in depth the modalities and contents of the representations of territory elaborated by the experts - the system of commitments and protection established in plans (institutional representation) or the identification on the part of technicians of systems which constitute the identity of the territory (self-representation) - and compares them with knowledge, skills, and landscape perception of the local community. At the same time, activities have been launched envisaging people’s direct involvement. The research has been translated into the identification of contexts, places, areas, and elements representing the basic components of cultural and identity heritage of a community.

c. Province of Rimini: “New planning ideas for the landscape reshaping of the beach-town”

The needs of the tourist market and competition amongst tourist systems need a constant updating of beach structures and functions in relation to the needs and expectations of potential beach users. The demands of change manifested are often met, disadvantaging a landscape characterisation of places, and advantaging the needs of mass tourism instead. The pilot action to monitor such phenomena and the planning hypotheses launched, in addition to the attempt to understand the specific features of places, develop a parallel with competition of ideas, whose aim is the reshaping of the perception of the most anthropic coast, a complex research in the three territorial contexts considered as typical of the Southern coast: river mouths, holiday camp beaches, and waterfronts.

d. Municipality of Pianoro (Bo): “Revival and upgrading of an industrial site located in an environmentally sensitive landscape”

The objective of the Industrial Requalification Plan (PRI) of *Pian di Macina* was to meet the needs of expansion of private subjects and the employment demand of the hill Municipality, putting forward an hypothesis of intervention that takes into consideration the increase of building capacity as functional both to the protection and enhancement of the currently blighted river area, and to the improvement of mobility efficiency, as well as to the resolution of criticalities created by the streams of heavy traffic inside urban centres.

PRI and the Programme Agreement : The outcome are the instruments thanks to which public and private people discuss to put choices into operation and, at the same time, public authorities obtain from private people the resources for the interventions improving the quality of urban and river landscape.

ECOVAST Good Practice Guide for Landscape Identification

Michael DOWER and Arthur SPIEGLER

European Council for the Village and Small Town (ECOVAST)

Part 1 Introduction

Michael DOWER

In 1993, when I was Director-General of the English Countryside Commission, I had to persuade the then Minister to allow my Commission to spend £750, 000 (the equivalent of at least 3 million euros now) on commissioning consultants to prepare a study of landscape character for the whole of England, building on a pilot project that my predecessor had originated.

The case that I made to the Minister was based not on gathering knowledge for its own sake, but rather on building a base of information and understanding of landscape character on which one could confidently build policies. The Ministry of Environment needed to bring the protection and management of landscape into the framework of its own policies, such as those for spatial planning; but also into the policies of other Ministries, such as the agri-environment schemes of the Ministry of Agriculture, the road-building programme of the Ministry of Transport or the forestry activities of the Forestry Commission.

The Minister agreed that we spend the money, and the consultants did the work. The outcome was the Character of England map, with supporting regional reports, which now indeed do have increasing influence on the policies of national, regional and local authorities throughout England.

At the same time, I became a member of the Congress of local and regional authorities of the Council of Europe team which prepared the European Landscape Convention. That team developed the eight key verbs that are integral to the Convention – that each Party to the Convention should “identify ... assess ... state objectives for ... raise public awareness of ... protect ... manage ... and plan their landscapes ... and integrate landscapes into .. policies”. These eight ideas are in a sort of sequence, in that one must identify landscapes before one can assess them, and one must assess them before one can state objectives for them or reflect them in policies.

When it became clear, in the late 1990s, that the Convention was likely to be adopted, we in ECOVAST began to think how we could contribute to promoting and implementing it. We realised that some countries were well advanced in the study of landscapes, and could afford expensive professional surveys of the kind that we had

done in England. But other member states of the Council of Europe were not so rich, and did not have any existing database on landscapes. Moreover, we felt strongly that a good way to create public awareness of landscapes was to involve people in actually studying them – the very first step in the sequence that I have described.

That is why we developed the idea of a method of landscape identification which was sound enough to be useful, but simple enough to be done by groups of citizens. We have tested this method in a number of regions in Austria, Hungary, Slovakia and the Czech Republic.

The technique, which Arthur Spiegler will briefly illustrate with examples, is essentially an exercise in applied geography, coupled with intense observation. It focuses on the identification of a landscape unit, by which we mean an area which (when studied) is seen to have a character different in some significant way from the next landscape. The technique is based on observation of the visible or tangible features in a landscape, by reference to a matrix of types of features which contribute to its character. These features are :

- the underlying rock,
- the climate,
- the form of the land,
- the soil,
- the pattern of land cover,
- the pattern of farming and forestry,
- houses and settlements,
- other man-made features,
- historic features,
- feelings and association.

Then Guide explains these terms; provides a format for recording what has been observed; and suggests how the survey may be done.

ECOVAST does not pretend that this is the only, or even the best, method of studying landscapes. We also recognise that, in its present form, it may be better suited to rural than to urban or peri-urban landscapes, because ECOVAST's own focus is on the well-being of rural people and heritage. But we are happy to offer it, for you to use if you wish. We believe that it may have value in three types of context :

- it can enable citizens to study and appreciate the character of their own landscape, and can thus make an active contribution to raising public awareness of landscapes;
- it can be used by local authorities or non-governments bodies in broader-scale appreciation of landscapes, as shown by the map of landscape units throughout Austria prepared by the Austrian Association of Nature Parks;

- it may also be used by governments for a first simple identification of landscapes in their whole country, if at that point they do not have the resources for a more detailed approach.

Part 2 Examples of the approach

Arthur SPIEGLER

After Michael Dower presented the history of this tool for the implementation of the European Landscape Convention, let me give you some practical hints and examples of the usefulness of this method. I will do this mainly based on the talks and results of the “1. INTERREG Landscape Symposium 2006” carried out in the border region of Austria and the Czech Republic but also of several workshops and landscape identifications that were done in recent years.

But before going into the details of practically handling the ECOVAST Method let me make a few further basic remarks.

The ECOVAST Method as published in the “Guide to Good Practice, Landscape Identification” is designed to serve mainly two of the eight goals as addressed previously by Michael, namely:

to raise awareness through involving interested local and regional citizens. This necessitates to make landscape identifications more easy to understand and to carry out, and,

to make the process of identifying landscapes on the whole of a countries territory faster and at lower costs for the countries that have not yet done this task.

I am sure there is no country in Europe that did not deal with its landscape(s) in one way or another. But they all did it in more or less different ways (due to their different history of science), out of different reasons, with different centres of gravity and – which is a great obstacle to comparability – with different vocabulary and tools. At the first preparatory workshop to the above-mentioned “INTERREG Landscape Symposium” (it had the sub-title “The European Landscape Convention coming to the people and crossing the borders”) a Czech participant said prophetically: “The main job we have to do is to learn to understand each other”. And she did not in the first line mean the linguistic problems between people speaking different languages.

Therefore, if we do not take all efforts to make our methods of landscape identification comparable with each other throughout Europe, we might have at least as many

different methods as there are countries in Europe and in the worst case almost as many approaches as there are Universities.

Finally let me stress three points:

- that (not only to my belief) the definition of landscape offered by the Council of Europe’s experts is the best one (the possible shortest and most compressed one) at least for our purpose, and we therefore should use it;
- that the “Landscape Character” is the best approach to make the complex issue of landscape better understandable and landscape identification comparably easy to handle;
- that each landscape (unit) is unique, has a distinct character and is of importance (at least) to the people living in it.

Please always keep in mind that this method, though scientifically correct, is designed to deliver a quick, rather rough, first overlook and description of the existing landscapes in a country, in a state. It has nothing to do with the mapping of biotops or the assessment of types of landscape for certain purposes (but not following a wholistic approach).

But now let me come to the practical side and implications of using ECOVAST’s Method of Landscape Identification. There are certain steps that should be taken into account, but in all the process is not too complicated.

The appropriate approach is to understand and to identify the landscape’s character. According to the Council of Europe’s definition, the landscape character takes equally into account nature, culture and the perceiving human being.

a. Looking, Thinking and Feeling (see “Guide” page 13 and following)

Through the work of a few days a (small) team of people – who need not be experts themselves, but preferably at the first time should be guided by a person with experience in the method – landscape units can be identified. There is no standard size for a “landscape unit”. It simply is that area that has a character different from the next landscape. (“Landscape means a given piece of territory as perceived...”). This allows local communities or regions to focus on their own place(s). We perceive landscapes mainly by seeing them but there also are other sensual perceptions as sounds (including different languages or idioms), the temperature, moisture, smells, even the taste of local food – and there are associated feelings.

Step 1: Making the decision on a certain landscape and some preparatory homework. The team has to make up the mind which landscape to deal with. Find a good physical map, if possible a geological map and other helpful means.

Step 2: Excursions into the landscape. Use a bus, cars, bikes but also your feet; find viewpoints to gain a good overlook.

Step 3: Use your eyes and senses. Note on a pad – as brief as possible - what you see and believe to be specific or characteristic; make photos; discuss. Try to find at least local border lines – more likely it will be “border zones” – at places you visit (or look at from some distance) at which to your understanding the character of the landscape changes. (A thorough mapping of the border line or zone can be done later, for example if your group or another group tries to identify the next, adjoining landscape).

Step 4: Coming home from the excursion(s). You have to condense the written material. Participants read to each other, deleting multiple entries and at the same time further concentrating the content if possible into single terms.

Step 5: Write the remaining terms on stickers – One term, one sticker.

Step 6: Apply the stickers onto an enlarged (or great hand written) matrix. Watch that the idea of the term written on a sticker matches the idea of the appropriate line of the matrix. The stickers begin to build lines of different length along the lines of the 10 layers in the matrix.

Step 7: Now every person is given eight coloured, sticky points that every one is free to apply to those stickers or terms, that, to his or her opinion, contribute most to the significance and character of the landscape.

Step 8: A single person or a small editorial team condense one, two, at the most three “over all term(s)” of the items that collected the most points. Put aside all the terms that could not gain a single point, they are out of evaluation for the matrix (but nobody should be afraid that such items are lost; they are not, and can be very helpful for the wording of the illustrations).

Step 9: Evaluation. Assign the terms to four groups according to the numbers of points. The terms that collected the most numbers, no doubt are those that contribute in the strongest way to the character of the landscape: they may be dominant or at least strong.

Step 10: Filling in and completing the matrix. Fill into the matrix the terms according to the four graduations “dominant, strong, medium and low”; complete the page with a brief description of the landscape below the table of the matrix by using the terms of the matrix, and if need be, add special comments (see filled in matrices in the “Guide”). Complete the task of identifying a landscape with the illustration (pictures and text) on the issues of the landscapes character (see examples in the “Guide”).

b. Practical experiences and benefits of landscape identification - the ECOVAST Method

Although there might be more, let me exemplify four samples of a successful use of this simplified method of landscape identification:

- It is a good educational tool involving interested citizens in the process of awareness raising and caring for their own landscapes as a matter of regional and European identity. For this reason, ECOVAST Austria – in co-operation with the Federal Ministry of Science, Art and Education and the Austrian National Bank – is planning to create an “Action Plan for Schools and Adult Education for Landscape Identification” throughout Austria.
- It is a good tool to tackle the problems of cross-border landscape identification because it guarantees the application of the same method in both countries. Let me show you an example of this at the border region of Northern Austria and Southern Czech Republic. The starting assumption is that, even if two neighbouring countries follow the request of the ELC to identify all their landscape (s) (units) on the whole of their territory, due to different approaches the maps of landscape units may not fit with each other at the common border.
- It is an appropriate tool for countries that not yet have started with the identification of their landscapes and that can not spend so much money and manpower (as for example did England and Slovenia). It is an appropriate tool to gain a first but good overlook of the existing landscapes and at the same time involve their citizens in this process.
- And finally the elaboration of the “Austrian Landscape Register” initiated by ECOVAST Austria through adapting different basic materials on landscape, in the first line a map of the “Austrian Association of Natural Parks”.

As Michael Dower put it, we do not think it is the only or the best method of landscape identification but it so far has proved its practical reliability and applicability in many different landscapes of different European countries. So I hope I could give you a basic insight into the praxis of this tool and its possible applications – thank you for your interest.

Landscape quality objectives and implementation of landscape policies

Gertjan JOBSE

European Federation of Landscape Architects (EFLA)

Central topic of the workshop is the question of how to set quality objectives for landscape policies. This session showed that next to the need to understand landscapes, we also need to understand each other. Focus on the planning process is needed; in order to make good spatial plans, we also need a little bit of creativity and imagination.

Understanding landscapes

The first part of the workshop focussed on national and regional policies towards landscapes. The examples from France, Andorra, Italy, Spain and Switzerland were presented. Each landscape is unique and a sound basis of assessment and analysis of processes that shape landscapes is needed to make policies. Countries have developed different methods to do so; ranging from the Landscape Character Assessment (LCA) in the UK to the Atlas of Landscapes (Spain and Portugal).

In order to incorporate expertise on landscape into policies, appropriate tools are needed. Maps still play an important role, but new tools are coming up. An example of this can be Landscape Catalogue and Guidelines, presented by The Landscape Observatory of Cataluña.

Understanding each other

The second part of the workshop focussed on landscape concepts and European projects. The presented 'Plan Arch' project showed landscape as a palimpsest, which means that a landscape contains different layers of remains. By mapping exercises, this project establishes linkages between spatial planning and archaeology.

Another example of European project, the CADSES "Culture Landscapes" project is one of the few working with regionally based collaboration between science, economy and local people. The German project "Pathways to Cultural Landscapes" showed the success (and pride!) of involving local people as local experts in re-discovering their own surroundings.

Focus on the process of planning

The first conclusion of this Workshop is that communication will play an ever more important role in landscape policies. Landscape is a meeting ground, that brings

together people from different backgrounds and with different interests. Not without reason, the European Landscape Convention (ELC) speaks of “aspirations of the public” in setting landscape quality objectives.

As the perception of landscape quality differs among parties and people, this is also a challenge for organization of the decision making process. That means listening; to set realistic quality objectives we need a dialogue with the public and with people in the field, like non-governmental organizations (NGOs) and market parties. The involvement of this “civil society” is a primary condition for successful implementation of landscape policies.

The second conclusion is that we need to focus more on the process of planning and learn from good examples. Landscape transformations can’t be avoided but need to be guided with awareness and sensitivity, as the examples from France, Spain and Italy showed. Ecovast showed such practical approaches with the guide of good practices they published. Ecovast concluded that there is no best method, but we can learn from good examples.

With this “soft power” of a plan, landscape architects and other professionals can act as mediators in difficult planning processes. Describing “what, where, when and how” in a plan and using imagination to come up with creative solutions, these plans can go beyond what is already described and analysed.

Conclusions

Now that the foundations of the European Landscape Convention have been strongly established it is time to move on. Not only it is needed to carry the spirit of the ELC into European Union policies and national legislation, also the practical implementation in concrete projects and examples of good practice are needed.

EFLA, the professional organisation for landscape architecture in Europe (www.elfa.org), wants to support this process, by organising meetings and discussions and lobbying to put landscape on the political agenda. In education, we strive to safeguard high and comparable standards of education and professional practice across Europe.

Understanding landscapes and each other is not enough to achieve this; we also need a creativity and bit of imagination to make good plans. The future landscape of Europe is also shaped with a little bit of magic!

Workshop 3/ Atelier 3

**The Spanish experience/
L'expérience espagnole**

**Chairs/
Présidents**

Joan GANYET i SOLE
*Director General of Architecture and Landscape
of the Generalitat of Catalonia*

Pedro GRIMALT
*General Director of Management
and Spatial Planning
of the Generalitat of Valencia*

Basic aspects for the implementation of the European Landscape Convention in Spain

Florencio ZOIDO NARANJO

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Landscape awareness

Though it may seem an obvious starting point, I would like to begin this presentation by providing a general overview of the Spanish society appreciation of landscape, according to the criteria established several years ago (1996) by Augustín Berque (use of the specific term, literary references, pictorial representations and creation of gardens). I believe that making such an initial affirmation is indispensable for two reasons. The rapid and profound changes taking place in many landscapes throughout Spain indeed seem to reflect a lack of awareness or even a disregard for these values. Despite such unfortunate circumstances however, we must not forget the innumerable traditional landscape management practices, nor the significant Spanish intellectual contributions to the formation of the rich and varied European landscaping culture.

As regards the quantitative and qualitative importance of recent changes in land use, and consequently Spanish landscapes, I will refer to the Observatorio de la Sostenibilidad (2006), particularly highlighting the meaningful information which appears in figure number 1.

The word '*paisaje*' (landscape) in Spanish emerged in the 17th century, more or less at the same time that similar terms in other Romance languages began to be used. According to Caro Baroja (1984) the usage of the term *paisaje* (landscape) in Spain was initially associated with Flemish painting, and it was equivalent to the terms *pais* (instead of *paisaje*) and its derivative adjective *paisista* (instead of *paisajista*) were more frequently used. This tendency continued through the 18th century. The Castilian Spanish term is documented in 1708. (Maderuelo, 2005).

At this point I would like to point out a few well-known examples of Spanish contributions regarding traditional landscape care and the appreciation of and importance given to landscaping in Europe.

Chapter 8 of the first *Dobris Report* (1995), written by the European Environmental Agency, establishes a landscape classification system of 30 different continental landscape types, 13 of which are characterised mainly by natural features, while the remaining 17 types show clear signs of human intervention, two of which, as indicated in the original version of the report (in English), are Spanish designations: *huerta* (orchard region) and *dehesa* (low density oak woodland and pasture land). Obviously, larger scale

typologies (Mata Olmo and Sanz Herraiz, 2003 and Gómez Mendoza, 1999) underscore further Spanish typological contributions to European landscape diversity.

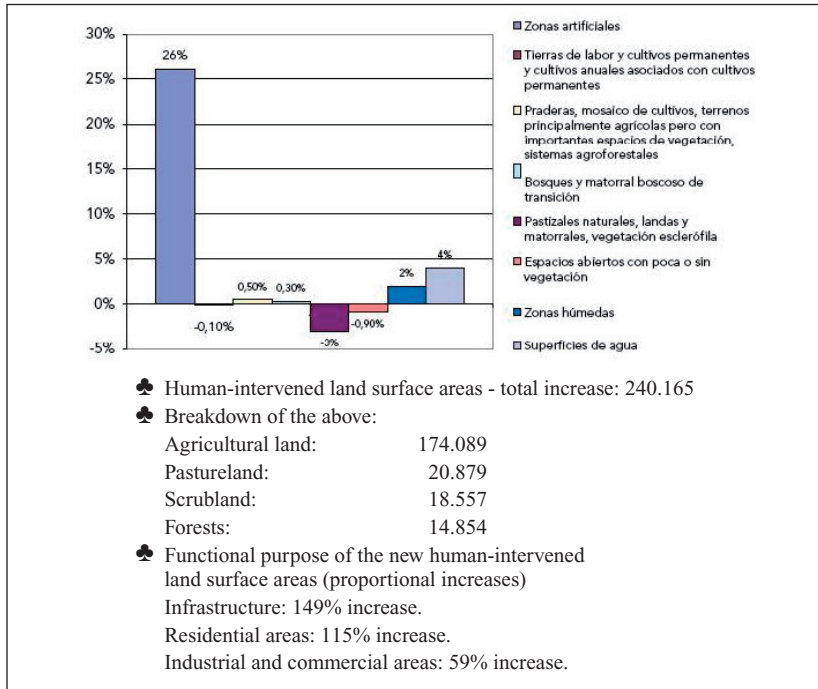


Figure 1. Changes in land use in Spain between 1987 and 2000. Significance of human-intervened land surfaces (in hectares). (Source: Sustainability Monitoring Board – Spain)

Texts which correspond to the 8 boxes above in the colour legend to the left of the graph

1. Human-intervened land,
2. Worked land and permanent crops and annual crops associated with permanent crops,
3. Grasslands, patchwork crops, mainly agricultural lands interspersed with sizeable tracts of vegetation and agro-forestry systems,
4. Forests and forested scrubland in transition,
5. Natural pastureland, moors, and scrubland,
6. Open spaces with little or no vegetation,
7. Wetlands,
8. Water surfaces.

One particular example of traditional landscape care in Spain – which brings to mind various other similar cases – that I would like to mention here, is the aesthetic value of rural Andalusian habitats, so vividly described in philosopher Julián Marias’s work entitled “La casa enjabelgada” (1965). In many Andalusian towns, just before their summer festivals, the houses are whitewashed, enhancing the aesthetic value of the towns, whether viewed from a distance or up close, strolling among the streets. The whitewashing contributes much to the festive atmosphere while at the same time rendering the summer climate more bearable (by increasing the exterior surfaces’ albedo capacity). It also serves to strengthen the brittle, crumbly building materials (compacted earth, adobe) and performs a periodic domestic hygiene function (eliminating fungi and insects) through the antiseptic effect of the lime.

As for Spanish contributions to European landscape culture, apart from the familiar references to hispano-arabic gardens (Roldán Castro, 2004) which are indeed extraordinary green areas, and in certain cases (the gardens in the Granada’s Alhambra and Seville’s Alcázar) have been so for nearly a millennium, I would like to remark two less frequently cited examples from our Golden Century. First, the *El Escorial* palace’s *Fresneda*, on which very detailed research was recently carried out (Cervera Vera, 2005) and Seville’s *Alameda de Hércules*, which has yet to receive the scientific attention it undoubtedly deserves. The prior, ordered by King Felipe II, was executed according to the formal English-garden landscaping criteria, nearly two centuries before the application of the concept in the Eastbury Palace gardens or in Stowe Park, designed by Charles Bridgeman (Fariello, 2000). The latter was conceived by Francisco Zapata y Cisneros – Count of Barajas and mayor of the City of Seville, also during the reign of Philip II – as a great public promenade to be laid out over an insalubrious swamp within the walled city (*Diccionario histórico*, 1993) long before the Luxembourg Gardens – frequently but erroneously considered to be the first public garden Europe – were opened to the residents of Paris.

As for public landscaped areas intended for everyday use, I would like to highlight some more recent examples which I also hold in high regard: (1) the panoramic overlook at *Es Colomer* on the island of Majorca, at the end of the scenic access road to the lighthouse at Formentor, designed at the beginning of the 20th century by Engineer Antonio Parietti Coll; (2) the 360° panoramic overlook at Cabra’s *Virgen de la Sierra* hermitage celebrated by geographer Juan Caradell as the greatest panoramic viewing point or *tour d’horizon* in all of Andalusia, declared a national Site in 1929 (López Ontiveros, 2002); and (3) the simple but impressive marine cemetery at Finisterre in Galicia (Portela, 2001).

Lastly, Spanish *artistic* contributions to landscaping have by no means been minor. In this regard, I would like to call to mind the continuity of the landscape genre in paintings from Velázquez to Carmen Laffón (*Paisajes del Prado*, 1993) and the

important literary contributions that link the basic feeling of human soul to landscape, a theme which is elucidated in the following verses by Luis Cernuda (1944):

² “Sight is the creator,
 Through love, the world,
 And it is love who perceives
 Inside the dark man, the divine being.
 Creature of light once alive
 In those eyes that watch and understand”.

Without a doubt, the sensitivity demonstrated throughout the centuries for these and other innumerable social actions or actions of the elite warrants greater consideration than that which is currently being given in the prevailing climate characterised by a loss of values and a defacing of landscapes.

Landscape regulation

This set of practices to which a landscape-conscious society must adhere came later into being upon the establishment of norms which regulate human activities and social conduct. Municipal ordinances, however, can be traced back even to the middle ages in both Muslim (Aljoxani, s. x) and Christian (Collantes de Terán, 1977) cities. In Spain, as well as in neighbouring European countries (Hildenbrand, 1993 y Prieur 1995), the concept of “landscape” first appeared in legislation designed to protect nature and the beauty of selected extraordinary places (1916, National Parks Law) and later (1933), indirectly (picturesque sites), through the first Law for the Protection, Conservation and Extension of Artistic/Historical Heritage (Rodríguez and Venegas, 1997).

Another important legal condition should be remarked is the early connection between landscape protection and defence and the local administration and local corporation law and jurisdiction (Basic Law of 1945 and Regulation of Organisation and Operation of 1952). Landscape “protection and defence” in these norms is considered to be a “key municipal activity” under the jurisdiction of mayors and heads of provincial councils.

In the third quarter of the century, concern for landscapes was manifested in different sector laws and decrees regarding woodlands and scrublands, mountain agriculture, infrastructure (motorways, dams and marinas), tourism and advertising. Three additional developments from this era also deserve special mention. First, there was an increased presence of landscape issues in legislation regarding nature conservation (owing to its relation to three of the four protected area types – reserves, national parks and natural sites – as set forth in Law 15/75). Another occurrence was the broadening of the concept of “landscape” in urban legislation which gave way to an initial natural and aesthetic evaluation characterised by an explicit and more detailed consideration of the scenic value of landscapes, detailed in legal references to “open landscapes”, “*ensemble perspectives*” and the obligation not to limit the

field of vision. Lastly, the highway regulations (Decree of 1962 regarding roadside advertising and the Decree of 1963 regarding planning in restricted areas) which establish rigorous criteria as regards the nature of advertising and its location (with positioning on natural elements prohibited), or as regards roadside vegetation, which must blend in with – and ideally enhance – the surrounding landscape (clearing of spaces among rows of trees with width determined according to average vehicle speed, avoiding the “sensation of being walled in”, hiding elements which are visually unpleasant). This type of regulation could even promote what is referred to in modern jargon as the creation of “new landscapes”, meaning that “the engineer’s aesthetic sensibilities will have the chance to prove themselves” in the design and execution of these roadside projects.

During the last quarter of the 20th century significant progress was made in landscape regulation. Paradoxically, however, this progress coincided with a period characterised by the most profound changes. Urban planning legislation became even more concerned with scenic/aesthetic issues (Planning Regulation, 1978): the adaptation of the Environmental Impact Assessment Board (Royal Decree 1302/86) call for consideration of the landscape vis-à-vis a long list of projects, and the Water Protection Law (1985) and Coastal Protection Law (1988) make strong references to the protection and “appropriate usage” of landscape. The main breakthrough, however, was made in nature conservation legislation (Law 4/89) which considers landscape protection to be among its “inspiring principles” and a “specific purpose” in the declaration of natural parks and monuments but, most importantly, because it firmly establishes the concept of “protected landscape” (article 17).

This end-of-the-century period, however, was also marked by certain inadequacies, especially as regards pioneering efforts in the area of Cultural Heritage Legislation. The new regulation (Law 16/85) indeed shows significant improvement, in that it includes the notion of monuments’ “environments”, but still clearly avoids using the term “landscape”, indicating in the declaration that “as an Asset of Historical/Cultural Interest, its *relationship to the territory of which it forms part as well as the protection of the geographic features and cultural sites that constitute its surroundings must be taken into consideration*” (article 17, cursive text mine).

In this context of “bright spots/gloomy spots”, two negative circumstances must also be highlighted. First of all is the fact that despite legislative progress, insufficiencies in terms of application are evident upon examining landscapes. Furthermore, although the concept of “landscape” has come to flourish semantically (including – in addition to the initial, vaguely-defined, aesthetic references to places of natural beauty and picturesque sites themselves – their ecological and historical foundations and perceived scenic value), it continues to be limited to a protectionist understanding and is seen only in terms of its application to extraordinary or unique sites.

3. The future of landscape policy

The European Landscape Convention (from here on, ELC) represents a revolutionary development in understanding “landscape” in political terms (Priore, 2006), rendering it a territory-wide public asset, a right of the populations which behold them and for whose enjoyment it is necessary to nourish certain attitudes – not only attitudes of protection but also of management and regulation. Such an understanding of “landscape” is not found in basic Spanish legislation, although it has recently been incorporated into certain autonomous regions’ regulations, if only in two cases (Comunidad Valenciana in 2004 and Cataluña in 2005).

Spain signed the ELC on 20 October 2000 at the Palazzo Vecchio in Florence, Italy and is currently in the process of ratifying it. It is evident that this initial commitment should be applied to and fully developed throughout all of Spain.

The ELC was devised by the Congress of Local and Regional Authorities of Europe, well-known for its leanings towards politics lowest regional/local level (it appeals to local autonomous governments and to the principle of subsidiarity in its preamble and articles). It is also true, however, that the central government, which is signatory to international agreements, is responsible for ensuring that the provisions of the agreement are applied throughout the national territory.

In Spain, according to the constitutional scheme for assigning jurisdiction/authority to the different levels of government, areas of authority which are not considered to be the exclusive domain of the central government can be assumed by regional autonomous governments if such authority is established in their statutes or solicited at a later date. The term “landscape” is not mentioned in the Constitution, although it does indeed appear in the congressional proceedings from the preparatory phases of the Constitution. It was later eliminated, however, favouring a more direct and simpler formulation of Article 45, which makes reference to the term “environment” (Hildenbrand, 1996, citing Pérez Luño, 1990). It does indeed appear in four autonomous region statutes, those of Andalucía, Castilla-La Mancha, Ceuta y Melilla; and is gaining strength in the new recently approved statutes of the Comunidad Valenciana and Cataluña, while pending approval in Andalucía. Furthermore, as stated above, legislation in this area is beginning to take place on a regional level using ELC as a point of reference.

There are undoubtedly different possibilities for putting the ELC-established principles, objectives and criteria into practice in Spain, but I am of the opinion that a very clearly enumerated, and where possible, consensual legal instrument that assigns different areas of authority/jurisdiction to different levels of government would be very useful. If the central government ratifies the ELC, it will undoubtedly have to assume new responsibilities – requiring varying degrees of involvement – such as international representation, cross-border landscapes, basic legislation, and intervention in the

management of certain areas...). The following points lend support to the notion of greater involvement:

- The guarantee that all citizens have a right to that which is clearly related to their well-being and quality of life;
- The development of principles and goals already included (if only partially) in current basic legislation (pertaining to the environment, heritage, land-use, rivers, lakes and dams, coastal areas, etc.);
- The application of the measures set forth in the ELC and the implied commitment to them once they are ratified.

The development and application of landscape protection, management and regulation by autonomous regional governments, island councils, provincial and municipal administrations can also draw from existing regulations (on both the central government and autonomous regional government levels) and in the existing public practices that have been in effect in Spain for nearly a quarter of a century or even longer in certain cases.

Regardless of how authority and jurisdiction are distributed among the different levels of government, the current convergence of different deeds and processes calls for the adoption of landscape protection and defence policy which is more clearly defined and articulated throughout all of Spain, mainly for the following reasons:

- The negative trend being observed in many Spanish landscapes, both in terms of land-use changes and outright neglect;
- The current state of urban policy and territory regulation, in which the inclusion of “landscapes” could signal a new opportunity for greater overall coherence in the national government;
- The current state organic legislation revision (regional autonomous government statutes) and basic legislation (local government, historical patrimony, land use, rural development...), as well as anticipated constitutional reforms;
- The ratification and application of the ELC which will serve as an impetus for finding new necessary solutions and is necessary to satisfy the requirements implied by the commitment.

The definition and implementation of landscape policy is not simply a whim of the elite. The ecological and cultural values of our landscapes can be greatly diminished – or even lost – and have negative repercussions on the quality of everyday life and different economic processes and activities. Such policy can also be useful to strengthen and develop public conduct in certain spheres (e.g., maintenance of historic city-centres), while improving others (outlying areas of urban centres), and to improve administration of larger spaces (abandoned rural areas, desertified areas, eroded river banks...).

Nor should landscape policy be perceived as utopian. On the contrary, examples already being applied in certain neighbouring European countries show its viability and utility. Most importantly, however, we Spaniards, as a landscape-conscious society, must also recognise that this sort of policy is necessary if we are to attribute greater credence and efficacy to the new “environmental ethic that we need in order to survive” (Berque, 1996) and to continue being a coherent part of nature.

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The Landscape Act and the Landscape Observatory of Catalonia

Peré SALA

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Catalonia enjoys a great wealth and diversity of landscapes but, unfortunately, they are subject to a whole series of threats and risks, varying from dispersed built-up areas to the installation of heavy infrastructures, passing through the abandonment of agriculture and forestry. In addition, the Spanish and Catalan legal contexts have traditionally been very poor in legislative treatment of landscape matters, with the result that there is little margin for manoeuvre in the face of the threats. However, the panorama in Catalonia is changing positively as a result of recent approval of the Act 8/2005 for the protection, management and planning of the landscape, passed by the Catalan Parliament on 8 June 2005. We shall be talking about this Act and the Landscape Observatory of Catalonia which arises from it in the following pages, written precisely at the time when the Government of Catalonia, through the Ministry of Town and Country Planning and Public Works, has made public information on the project for the Decree to implement this Act.



Figure 1. Olive grove at Cap de Creus (Girona)

1. The Act 8/2005 for the protection, management and planning of the landscape of Catalonia

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

The purpose of the Act is the recognition, protection, management and planning of the landscape in order to preserve its natural, heritage, cultural, social and economic values in a framework of sustainable development. It also seeks to make economic and town planning development compatible with quality in the environment, taking into account the heritage, cultural and economic values of the whole of the Catalan territory.

The Act is adapted to international terminology in matters of landscape as defined by the European Convention, and therefore sets as out its definitions:

- Landscape: an area as perceived by a group, the character of which is the result of the interaction of natural and human factors;
- Landscape quality objective: the formulation by the public authorities of the group aspirations in matters concerning the landscape characteristics of their surroundings;
- Landscape protection: actions designed to preserve and maintain the distinctive features or characteristics of a landscape, justified by its heritage, environmental and economic values, the result of natural configuration and human intervention;
- Landscape management: actions directed to guiding and harmonising the transformations caused by social, economic and environmental processes;
- Landscape planning: actions of a particularly accentuated prospective nature, intended to maintain, improve, restore, modify or regenerate landscapes.

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

The preamble establishes that the Act is not intended to regulate in a totally comprehensive way all the elements which have an influence on the creation and transformation of the landscape. In this sense, sector legislation will have to regulate the landscape impact of town planning actions and of production and extraction infrastructures, among others. What the Act seeks to do is to serve as a reference for

this type of legislation and for specific actions in the ambit of landscape management, without prejudice to the conditions imposed by standards, plans and programmes in environmental and agricultural matters and the rest of the sector legislation of application to determined areas or categories of protection.



Figure 2. Warehouses in a peripheral area

a. Structure of the Act

The Act is structured in five chapters. The first, entitled “General Provisions”, establishes the purpose of the Act, its principal sources of inspiration, the definition of landscape, the ambit of application, the landscape policies, the types of actions on it and their purposes. The purpose of the Act is established as the integration of landscape into territorial and urban planning policies and in the other sector policies which impact on it. In accordance with this objective, the ambit of application of the Act is the whole of the territory of Catalonia, both areas where natural elements predominate and those which have suffered transformation by human action. This application of the Act does not exclude, however, the application of other sector legislation in determined areas or categories of protection.

With regard to chapter II, relating to the landscape in town and country planning, the instruments which must serve for the protection, management and planning of the landscape are established in the framework of the Act. Thus the landscape catalogues are created as documents to determine the types of landscapes of Catalonia and their current and potential values and to propose the quality objectives. It also establishes the landscape directives, through which the proposals of landscape quality objectives are incorporated into town and country planning.

Chapter III, devoted to organisation, refers to the Landscape Observatory as an entity of support and collaboration with the Government on questions related with the preparation, application and management of landscape policies. Chapter IV promotes the creation and use of new instruments for the harmonisation of strategies on landscape, such as the landscape maps. Also, the Government is committed through the Act to encourage the sensitisation of society to landscape, and to the teaching and training of specialists in these matters.

Finally, chapter V creates the Fund for the protection, management and planning of the landscape, as a financial instrument of the Government to enable it to achieve the objectives of the Act. The purpose of the Fund is the financing of specific actions for the protection, management and planning of the landscape, to be executed in accordance with the criteria fixed in the Act and its implementing regulation.

b. Fundamental principles for public authority action on landscape

The Act establishes that the public authorities, in their respective ambits of competence, through the different plans and programmes and other actions, must integrate the consideration of landscape into policies of territorial and urban, agricultural, forest, livestock, infrastructures, cultural, social, economic, industrial and commercial planning and, in general, any other sector policy with a direct or indirect impact on the landscape. In this sense, the Act defines the principles which must inspire the action of the public authorities in landscape matters (article 2). These are:

- Promotion of the harmonious development of the landscape in accordance with concepts of the rational use of territory, sustainable urban development and the functions of ecosystems;
- Preservation of the people's right to live in a culturally meaningful environment, with adoption of measures to protect the landscape;
- Recognition that landscape is an element of individual and group wellbeing which, as well as having aesthetic and environmental values, has an economic, cultural, social, heritage and identity dimension;
- Considering the consequences for landscape of any action of planning and management of the territory and evaluating the effects of building on the landscape;
- Encouraging cooperation between the various authorities in the preparation and execution of planning and landscape policies;
- Promotion of collaboration between public and private initiatives in the march forward of actions, the adoption of instruments and the taking of decisions on the landscape;
- Pressing for participation in landscape policies by social, professional and economic agents, especially the professional colleges, universities, associations for the defence of nature and representatives of business organisations and trade unions;
- Promotion of training in landscape matters.



Figure 3. Urbanised landscape and infrastructures on the coast.

These public actions carried out in the landscape can have, according to the Act (article 8), among others, the following purposes:

- The preservation of those landscapes which, for their natural or cultural character, require specific integrated interventions;
- The landscape improvement of the peripheries and accesses to cities and towns, and the elimination, reduction and transfer of the elements, uses and activities which degrade them;
- The maintenance, improvement and restoration of agricultural and rural landscapes;
- The harmonious articulation of landscapes, with particular attention to areas of contact between the urban and rural ambits and between land and sea ambits;
- The preparation of landscape integration projects for areas of industrial and commercial activities and infrastructures;
- The encouragement of actions by the local authorities and private entities in the promotion and protection of landscape;
- The acquisition of land to increase the public ownership of land in areas considered of interest for landscape management;
- The attribution of value to the landscape as a tourist resource.

c. Instruments for the application of the Act

The preamble of the Act establishes that this regulation oversees the protection of the landscape and for this purpose gives the Government instruments for legal recognition

of its values and to promote actions for its preservation and improvement. These instruments are:

- Instruments of protection, management and planning: Landscape Catalogues (articles 9, 10 and 11) and Landscape Directives (article 12);
- Instruments of organisation: Landscape Observatory (article 13);
- Instruments for harmonising strategies: Landscape Maps (article 14);
- Instruments of sensitisation and education: educational programmes, research and dissemination projects, and activities for promotion and protection of the landscape (article 15);
- Instruments of finance: Fund for the protection, management and planning of the landscape (articles 16 to 20).

These instruments are described in the next sections.

Instruments of protection, management and planning

The Act provides two basic instruments for application: the *Landscape catalogues* and the *Landscape directives*. The first are of a descriptive nature, while the Directives have a regulation nature. The landscape catalogues, prepared by the Landscape Observatory of Catalonia, are documents of a descriptive and prospective nature which define the various types of landscapes in Catalonia, identify their values and state of preservation and propose the quality objectives which need to be met. The territorial reach of the landscape catalogues corresponds to each ambit of application of the town and country zoning plans. In the border areas between two zoning plans, the Act obliges the coherence and continuity of the landscape units to be guaranteed.

The Act provides that the landscape catalogues have at least the following content:

- An inventory of the landscape values present in the area;
- A list of the activities and processes which impact or have impacted in a well-known way on the current configuration of the landscape;
- Indications of the principal routes and places from which the landscape is perceived;
- Definition of the landscape units, understood as structural, functional or visually coherent ambits, on which may fall, partly or wholly, a specific regime of protection, management or planning in the terms established in article 6;
- Definition of the landscape quality objectives for each landscape unit. These objectives must express the aspirations of the group with regard to the landscape characteristics of their environment;
- Proposals for the measures and actions necessary to achieve the landscape quality objectives.

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

With regard to the *landscape directives*, these are the determinations which, based on the landscape catalogues, set out precisely and incorporate into regulations the proposed landscape quality objectives of the above section e) in the town and country zoning plans or directing plans.

It corresponds to the Ministry of Town and Country Planning and Public Works to incorporate into the town and country zoning plans and, if appropriate, into the directing plans, where their ambit is concerned, the landscape directives which respond to the proposals of landscape quality objectives contained in the landscape catalogues.

The group, the entities, local bodies, other Government ministries and other authorities all take part in processing the landscape directives in the framework and with the means established by the regulation, referring to the processes of territorial planning and the regulation on the legal regime of the public authorities and the common administrative procedure, especially with regard to compliance with the steps of public information, consulting and reporting.

The town and country zoning plans and directing plans determine the circumstances in which the directives are of direct application, the circumstances in which they are of obligatory incorporation when there is a modification or revision of urban planning and the circumstances in which the actions essentially require a report by the competent organ in landscape matters. The town and country zoning plans and directing plans can also determine when the landscape directives are recommendations for urban planning, for landscape maps and for other plans or programmes arising from the sector policies affecting the landscape. In this last circumstance, the plans or programmes which are approved must be congruent with the recommendations of the landscape directives.

Both instruments are explained in detail by Joan Nogué in Workshop 2 of this same Meeting.

Instruments of organisation

The Act creates the *Landscape Observatory* as an organisation instrument. Article 13 defines that Landscape Observatory is an entity of support and collaboration with the Government Administration in all questions related with the preparation, application and management of landscape policies. The Act does not give it a specific legal persona and, in this sense, leaves the door open. The form that the Landscape Observatory has finally adopted is that of the consortium, complying in this way with what is indicated in the same article in the sense of adopting a composition which will comprise a broad

representation of the diverse agents acting on the territory and the landscape or are related with it (where the Government ministries concerned must be represented, as well as local bodies and the social, professional and economic sectors).



Figure 4. Contrasting historical and modern elements in the urban landscape

The Landscape Observatory's Constitution¹³ unfolds, in fact, its composition and functions, which are only mentioned in the Act in a generic way. These are explained in the section on the Observatory later in this paper. One of the principal functions attributed directly to the Observatory by the Act is the duty of preparing a report every four years on the state of the landscape in Catalonia, which the Government must present to the Catalan Parliament.

Instruments for the harmonisation of strategies

The Landscape Act promotes voluntary action in favour of landscape through the harmonisation of the authorities and agents of territory by means of *landscape maps*. The landscape maps are, then, voluntary instruments for the harmonisation of strategies between the public and private agents of territory, directed to promoting the improvement of the landscape and the shared life of communities through the establishment of objectives, agreements and management strategies for the purpose of maintaining its values. The creation of the landscape map is inspired in the experience of other countries of a context similar to that of Catalonia, where this instrument has been found to be useful.

13. The Landscape Observatory Constitution was published in the OJGC through Resolution PTO/3386/2004 of 16 December 2004.

The act establishes that landscape maps can be promoted by the Government, the district councils and town halls, and that other local authorities can also promote the preparation of landscape maps.

The content of the landscape maps must take into account what is established by the landscape catalogues which have an impact on their ambit (as well as catalogues of the cultural, artistic and natural heritage in the municipal ambit, in those cases where they have been approved). In the same way, the content of landscape maps which may have been formalised in the absence of landscape catalogues must be taken into account when the landscape catalogues are prepared subsequently.

It is important to note that the signing of a landscape map does not represent a mere declaration of objectives and principles, but the acceptance of a commitment in favour of the landscape by the authorities and other agents involved, through which the entities make themselves jointly responsible and undertake to work to achieve the acknowledged objectives.

Instruments of sensitisation and education

With the approval of the Act, the Government of Catalonia makes these commitments in matters of sensitisation and education on landscape:

- Sensitisation of society, private organisations and public authorities with respect to the landscape and its values, with respect to its cultural, social and economic importance, with respect to its evolution and with respect to the need to promote and strengthen its protection, management and planning.
- Promoting the consideration of landscape in the programmes of the various educational levels and, in particular, in those directed to the training of specialists.
- Encouragement for the exchange of experiences and support for projects of investigation and dissemination of knowledge of the landscape.
- Strengthening, in the ambit of its competences and according to the available resources, the activities of the local authorities and the various public and private organisations which carry out actions of promotion and protection of the landscape, especially those whose purpose is the custody of territory for the preservation of its landscape values, and support for these activities.

Financial instruments

The Landscape Act 8/2005 creates the *Fund for the protection, management and planning of the landscape*, as a financial instrument of the Government, with the purpose of being destined to actions of improvement to the landscape carried out in accordance with the criteria established by the Act itself and by its implementing regulation.

The Fund is fed by contributions from the Government through the government budget and also by contributions from other authorities, entities and companies. The Government's contribution to the Fund comes from items in the Government budget allocated annually to the Ministry of Town and Country Planning and Public Works.

The Act establishes that the following may receive financing from the Fund:

- Public bodies, in order to carry out actions destined to any of the ends established in article 8 and any other action undertaken for the purpose of protection, management and planning of the landscape;
- Private non-profit-making entities, legally formed, which have among their objects the carrying out of landscape actions;
- Individuals or legal persons of a private nature, to carry out actions which are for the purpose of any of the ends of the Act itself;
- The implementing regulation of the Act, yet to be formalised, will establish the procedure for participation in the Fund for the protection, management and planning of the landscape, the programmes which have to be financed and the percentages to be applied, the content of the projects and other requirements which must be met in order to have access to the subventions.



Figure 5. Urban graffiti

2. The Landscape Observatory

The Landscape Observatory, formed on 30 November 2004 and referred to in article 13 of the Landscape Act, has been conceived as an advisory body of the Government of Catalonia and society in general in landscape matters and as the centre par excellence for the study and follow-up of the development of landscapes in Catalonia and the

agents which condition is dynamism. Since its creation, Joan Nogué, professor of Human Geography at Girona University, has been its director. The basic and generic objective of the Landscape Observatory is observation of the landscape of Catalonia, that is to say, the study, identification, follow-up, documentation and dissemination of Catalan landscapes and their transformations, without this meaning any neglect of other landscapes or, simply, reflecting on landscape in a generic way.

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



Figure 6. Cloister of the Hospici building in Olot, Girona, the technical headquarters of the Landscape Observatory of Catalonia

a. Functions and objectives of the Landscape Observatory

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

- Establishing criteria for the adoption of measures of protection, management and planning of the landscape;
- Fixing criteria to establish the landscape quality objectives and the necessary measures and actions destined to achieving these objectives;
- Establishing mechanisms of observation of the evolution and transformation of the landscape;
- Proposing actions directed to the improvement, restoration or creation of landscape;

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

The Observatory has another function established by the Landscape Act. Every four years it must prepare a report on the state of the landscape in Catalonia, for presentation to the Catalan Parliament by the Catalan Government.

b. The Observatory's activity

The Landscape Observatory's activity is broad and very diverse, in accordance with the functions attributed to it by its constitution and the Landscape Act itself. Its activity, in September 2006, is the following:

Preparation of the Landscape Catalogues of Catalonia

The main work of the Observatory since its creation has been the preparation of the Landscape Catalogues of Catalonia, which Joan Nogué, director of the Landscape Observatory, will be talking about in Workshop 2. We recall now, simply, that the landscape catalogues are technical documents intended by the Act for the protection, management and planning of the landscape for use as tools for the planning and management of the landscape from the perspective of territorial planning.

Concerned about its novelty and importance in the territorial planning of Catalonia, in May 2005 the Landscape Observatory prepared a *prototype landscape catalogue* which established a conceptual, methodological and procedural basic outline for the preparation of the seven catalogues, coherently and in a coordinated way. This document, entitled *Prototipus de catàleg de paisatge. Bases conceptuals, metodològiques i procedimentals per a l'elaboració dels catàlegs de paisatge de Catalunya*, designed in a similar way to the guidelines of British origin, was sent out for the consideration of over seventy institutions, research groups and experts on landscape in order to obtain the maximum possible consensus before putting it into application. The catalogues are not intended as a mere exercise of methodological

trial, but are conceived to obtain an applicable and very specific type of results. The procedure for the preparation of the landscape catalogues has five phases: identification and characterisation of the landscape, landscape evaluation, definition of the landscape quality objectives, establishment of directives, measures and proposals for action and, finally, the establishment of follow-up indicators.

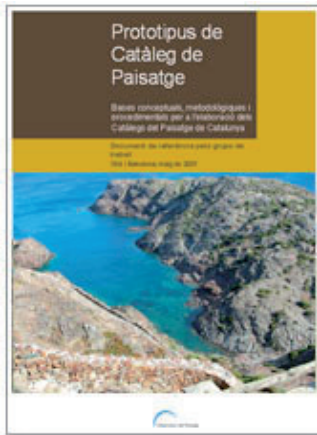


Figure 7. Prototype of the Landscape Catalogue of Catalonia

Designing landscape indicators for Catalonia

The *landscape indicators* are key factors in following up the state of the landscape in Catalonia and in the application of landscape policies at all levels. The Landscape Observatory is preparing a list of landscape indicators, based on environmental, cultural and social viewpoints, which will enable the state of the Catalan landscapes and their evolution to be measured, as well as landscape policies in Catalonia, following the principles of sustainable development. The indicators will be useful in the preparation of the landscape catalogues and, naturally, in preparing the four-yearly report on the state of landscape in Catalonia referred to in the Landscape Act.

Following up landscape policies on an international scale

The follow-up of landscape policies at a European level is a fundamental activity of the Observatory. For this purpose formal contacts have been established on a national and international scale with institutions whose central purpose is concerned with landscape activities, in order to exchange experiences and develop common projects. In this sense the Observatory takes an active part in the *European network of local and regional authorities for the implementation of the European Landscape Convention (RECEP, non governmental organisation)*. The principal objectives of the network are to promote knowledge and the application of the European Landscape

Convention on a local and regional scale and to encourage an exchange of experiences and methodologies in landscape matters.

The Landscape Observatory, representing the Government of Catalonia, took part in December 2005 in two papers at the “Conference of the Local and Regional Authorities of the Council of Europe’s Member States for the Implementation of the European Landscape Convention”, held in Naples on 2 and 3 December 2005, the starting point of setting up the RECEP network. The Landscape Observatory continues fulfilling the commitments made in 2005 and actively participates in the RECEP network, representing the Government of Catalonia.

Landscape Observatory Web

To facilitate dissemination, training and sensitisation in relation to landscape, the Observatory has created a web (www.catpaisatge.net) available in four languages (Catalan, Spanish, English and French). This site, formed with the intention of being a source of reference for anyone interested in landscape in Catalonia, supplies information on the Observatory’s activities, landscape policies, conferences and activities related with landscape, and information on Spanish, European and international institutions which deal with landscape from different perspectives, reference publications and university studies linked with this theme. The Landscape Observatory web is now itself the principal shop window of the Observatory’s activity and the principal tool of information and sensitisation for the population available to the Observatory.



Figure 8. Landscape Observatory of Catalonia Web

Dissemination of information on landscape in two electronic newsletters

In the same line as the web, the Observatory has two *electronic newsletters*. First was the *Dietari de Paisatge* (Landscape Diary), a weekly newsletter which since May 2005 has contained news items on landscape published in the principal communication media of the world, addressed to people specialised in landscape and with responsibilities in management. The second, *Paisatge-e (Paisaj-e) (Landscape-e)*, set up in September 2006, is of broader dissemination and includes expert opinions on landscape at international level, news related with the Observatory, important novelties on landscape around the world, regulations, articles of interest appearing in the press, a schedule of activities, seminars and conferences.

Documentation Centre

The Observatory has a Documentation Centre which seeks to become the information centre par excellence in Catalonia on landscape themes in a broad sense and particularly with everything referring to its planning and management in Catalonia, in the rest of the State, in Europe and on an international scale, in that order. For its better dissemination, part of the documentary stock of the Centre will be prepared in digital format and will be able to be consulted through the Landscape Observatory web (www.catpaisatge.net).

Activities in training and social sensitisation

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

Other initiatives in the same line of training and sensitisation are the holding of *courses and seminars* on landscape (such as “Landscape and Health”, which dealt with the positive effects of a planned and quality landscape on physical and mental health, as well as individual and social well-being), and the preparation of *exhibitions* on the landscape of Catalonia (in collaboration with the General Directorate of Dissemination of the Presidential Department and Ministry of Town and Country Planning and Public Works of the Government of Catalonia).

The Landscape Observatory has also taken part, with the Advisory Council for the Sustainable Development of Catalonia (CADS), of the Presidential Department of

the Government of Catalonia, in the co-publication in Catalan of the titles *Conveni europeu del paisatge* and *Documents de la Conferència sobre el Conveni europeu del paisatge en ocasió de su entrada en vigor*. Strasbourg, 17 June 2004, as part of the Collection entitled “Sustainability Papers” (nos. 8 and 9, respectively) of CADS.

c. Organisation of the Observatory

The Observatory is organised in the form of a public consortium¹⁴, with its own full legal personality independent of its members, and comprises more than thirty public and private institutions interested in preserving the diversity and richness of the Catalan landscape and halting its deterioration.

This structure in the form of a consortium gives room for all kinds of voices and sensitivities. In the same way, being a legal entity also gives the Observatory an open and flexible nature, great agility in its functioning and absolute permeability. These features are advisable in a body which has responsibility for deploying the functions referred to above.

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

The *Executive Committee* is the permanent organ for administration, management and proposals, to which the Governing Board may delegate the attributions that it deems fit. The Constitution establishes that the Committee shall have a maximum of six members and be presided over by the director general of Architecture and Landscape.

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

14. The Landscape Observatory’s Constitution was published in the OJGC in Resolution PTO/3386/2004 of 16 December 2004.

Members of the Governing Board of the Landscape Observatory

- Ministry of Town and Country Planning and Public Works
- Ministry of Economy and Finance
- Ministry of Agriculture, Livestock and Fisheries
- Ministry of Environment and Housing
- Ministry of Universities, Research and the Information Society
- Ministry of Trade, Tourism and Consumer Affairs
- Ministry of Culture
- Ministry of Governance and Public Administration
- Ministry of Employment and Industry
- Autonomous University of Barcelona
- Barcelona University
- Polytechnic University of Catalonia
- Girona University
- Lleida University
- Rovira i Virgili University
- Open University of Catalonia
- Olot City Hall
- Barcelona Provincial Government
- Girona Provincial Government
- Lleida Provincial Government
- Tarragona Provincial Government
- Federation of Municipalities of Catalonia
- Catalan Association of Municipalities
- Catalan College of Architects
- Catalan College of Biologists
- Catalan College of Geographers
- Catalan College of Mountain/Forest Engineers
- College of Engineers of Roads, Canals and Ports
- Catalan College of Agronomists
- Catalan College of Environmental Experts
- Catalan College of Geologists
- Official Catalan College of Agricultural Technical Engineers
- Territori i Paisatge Foundation.



Figure 9. Meeting of the Governing Board of the Landscape Observatory of Catalonia

Members of the Advisory Council of the Landscape Observatory

Scientific and research institutions and associations

- Catalan Society for Territorial Planning (subsidiary of the Institute of Catalan Studies)
- Catalan Geographic Society (subsidiary of the Institute of Catalan Studies)
- Catalan Natural History Institution (subsidiary of the Institute of Catalan Studies)
- Catalan Institution of Agrarian Studies (ICEA)

Ecologist, environmental and agricultural foundations and associations

- DEPANA
- Catalan Federation of Ecologists (EdC)
- Network of Territorial Custody
- Natura Foundation

Individuals

- Dr. Georges Bertrand, professor emeritus of Geography at Toulouse Le Mirail University
- Eduardo Martínez de Pisón, professor of Physical Geography at the Autonomous University of Madrid
- Florencio Zoido Naranjo, professor of Geography at Seville University
- Paolo Castellnovi, professor of the Polytechnic Faculty of Architecture of Turin
- Riccardo Priore, Council of Europe
- Ms. Maguelonne Déjeant-Pons, executive of the European Landscape Convention, Council of Europe
- Ms. Margarita Ortega, Minister of the Environment

Financial and business entities

- Catalan Business Association of Advertising
- General Council of Chambers of Commerce, Industry and Navigation of Catalonia
- National Campaign for Employment
- Catalan Promoters and Builders Association
- Catalan Sports Fishing and Casting Federation
- Catalan Shooting Federation
- Catalan Royal Automobile Club (RACC)

Public bodies, public and private consortiums

- Catalan Forestry Consortium
- Institute of Urban Landscape and Quality of Life
- *Trade unions*
- Workers Committee (CCOO)
- General Workers Union (UGT)
- Peasant Farmers Union
- Catalan San Isidre Agricultural Institute
- Catalan Young Farmers and Livestock Breeders (JARC)

Excursion entities

- Catalan Federation of Excursionists Entities de Catalonia
- Catalan Excursionist Centre
- Catalan Excursionist Union

Educational and cultural entities

- Catalan Council of Schools
- Unescocat

By way of conclusion: changes and challenges in landscape policy

In recent decades in Catalonia there has been a clear distancing, a rupture, between the people and their land, to the point that a significant part of the population has become insensitive to the values of landscape. During this time the rate of deterioration of our landscapes has been – and continues to be – intense and for this reason it is important to act with determination and speed. We still have time to straighten out the situation and the Act of protection, management and planning of the landscape, one of the first in Europe in such matters, must act as a basis for the development of modern and effective policies which produce a real turnaround in certain current dynamics and are effective in benefit to the Catalan landscapes.

Although there is a growing commitment to landscape by the authorities, it is well-known that they have still advanced little in relation to the objectives of the integration of landscape into all public policies. With the approval of the Act, landscape has for the first time in Catalonia its own legal entity and this reinforces the integration of

landscape into the processes of decision-making (on urban growth, the construction of infrastructures, etc.), including the more strategic. Thus, with a clear and comprehensible text, the Act has marked flexibility, which gives it extraordinary potential for development. However, a restrictive reading of the Act would bring a loss of its strategic nature and effectiveness. For this reason, the Act requires a strong political commitment to produce optimum compliance. It would not be desirable for its application to give more importance to simply developing all the instruments that the Act itself creates (landscape catalogues and directives, landscape maps, financial fund) than to the results of its application on the landscape itself.

The Act introduces significant changes in the landscape policy in Catalonia. A study of it enables us to point out the following, by way of conclusions:

1. The approval of the Act gives a positive content to the adherence of the Parliament of Catalonia in December 2000 to the European Landscape Convention (ELC). Adaptation in the form of an Act fully integrates its principles, terminology, definitions and the instruments that must be applied by the States that have ratified it (such as identification of landscapes and the definition of landscape quality objectives).
2. The Act has a clearly transverse character, as its provisions bring together the territory as a physical area, the uses of this territory, its historical and cultural heritage, economic activities (agriculture, forestry, tourism), aesthetic and social values, and the risks of erosion, flood and fire. With the Act, landscape is integrated into Catalan legal planning under its own name and becomes an element of interest from different viewpoints and objectives.
3. In contrast to the consideration of landscape which only recognises its special beauty or exceptional character, the public policies arising from the new Act cannot exclude any part of the territory and must deal with natural and rural areas as well as suburban and peripheral areas; including both particularly beautiful landscapes and the every-day or degraded landscapes.
4. The Act goes beyond strictly the protection of landscapes (article 6) – and again, surely this is an inevitable stage in the process of the landscape awareness of a society – and it also promotes landscape management and planning. In this sense, the Act does not rest on the immutability of landscape, but rather the defence of certain values which should not disappear with its evolution, managing the use of it and organising the changes taking place in it, creating new landscapes. This point and the one before constitute some of the main changes in the new conception of landscape emanating from the Act.
5. The Act promotes coordinated action by the Government with the Landscape Observatory of Catalonia (article 13), as an organisation of advice and collaboration with the Catalan authorities. With the creation of the Observatory, the Act seeks to integrate into the management of the Catalan landscape all the agents interested

which are represented in the structure of the Observatory. In the same way, the Landscape Observatory can encourage a culture of intergovernmental dialogue which bypasses the excessive fragmentation of the public authority structures, so prejudicial to the overall view of the landscape required by the Act.

6. The Act regulates the actions and planning of the public authorities in landscape matters, above all Government action. This falls mainly on the Ministry of Town and Country Planning and Public Works, which in this way accepts that the recognition of landscape values is essential to the planning and management of the territory for the benefit of the quality of life of the people in Catalonia. But this option must also be understood as fully integrated insofar as it deals with a sector authority (Ministry of Town and Country Planning and Public Works) which must tackle the improvement of landscape through the incorporation of landscape criteria into its planning instruments. This focus opens the door, also, to a progressive adaptation – from an intellectual viewpoint and at a methodological level – towards the full integration of landscape into all the fields and aspects of government action. Definitively, it promotes a process of institutional and social learning. This focus requires, for its greatest effect, close coordination with other Government Ministries whose actions can also have a direct or indirect impact on the landscape, such as those of Environment and Housing, Agriculture, Education and Tourism. On the other hand, the duties that the Act imposes on the Catalan authorities contrast with the timid role that it attributes to financial agents and civil society in the preservation and improvement of the landscape.
7. The Act establishes explicitly, for the first time, the integration of landscape objectives into the Government of Catalonia's town and country planning policies (and in the rest of the sector policies which have an impact on territory, such as the tourist, agricultural, forestry, industrial and nature preservation policies, etc.). It creates for this purpose the Landscape Catalogues (articles 10, 11), a pioneering figure in Spain, and the Landscape Directives (article 12), which will be integrated into the town and country zoning and directing plans.

This point places landscape in terms of regulation, for the first time, on the cusp of town and country planning in Catalonia. But it is still very necessary to have an even clearer definition of the instruments which will enable these landscape directives to be transferred from the general scale to the municipal, introducing landscape into town planning and building regulations and into the urban planning instruments, since it is at this level that they can involve the principal town planning dynamics and prevent the degradation and impoverishment of quality of the larger part of our every-day landscapes, especially in the urban and suburban periphery, the coasts, the mountains and agricultural areas.

Returning to the landscape directives, these would lose some of their sense if the authorities were not to accept some results which could call into question, among others, some of the policies regarding territorial planning, town, industrial,

tourist or transport planning. The Landscape Observatory, a body with its own full legal personality, independent of its members, as responsible for the preparation of the landscape catalogues, has an important function in guaranteeing technically adequate landscape directives and control over the results of the process for their integration.

8. As was already said in the point above, the Act makes explicit the suitability of integrating landscape into sector policies (article 5). The principal aim of this ambitious objective is the need for an interrelation between territorial policies and other policies impacting on the territory, which also create and alter the landscape (infrastructures, industrial, agricultural, tourism). The application of the Act in this point can be viewed as made more difficult on some occasions through barriers of an institutional and organisational nature, so that effective coordination between the various authorities is required, as well as mechanisms or instruments which allow the landscapes directives arising from the zoning territorial plans to converge with the sector policies.

It is fundamental, therefore, that the landscape policies are not independent of other policies impacting on the territory. Again, the Landscape Observatory, in the development of the functions given it by its Constitution, must on this point play a key role in guaranteeing policies which are more transverse and more coordination at all political levels and with the different ministries in order to reconcile the sector and territorial objectives.

9. With the Act, the Government must seek agreements (article 7) with the competent authorities of neighbouring territories (the Valencia Community, Aragon and France) in order to guarantee a coherent and quality management of the border landscapes. Efforts must be made to overcome the lack of knowledge that these territories have of the neighbouring territorial and sector policies which can affect the landscape and its perception, in order to establish mechanisms of information and, if necessary, participation in their design.
10. The Act promotes voluntary action in favour of the landscape through cooperation, coordination and harmonisation between public and private agents through the landscape maps (article 14). It is important to note that the signature of a landscape map does not represent a mere evidential declaration of objectives and principles, but the acceptance of a commitment by the authorities and other agents involved with landscape, through which the entities are made co-responsible and are committed to working towards achieving the avowed objectives.
11. Very conscious of the need to promote the awareness of landscape among the public authorities, private agents and Catalan society in general, the Act also provides that the Government of Catalonia should promote sensitisation on landscape and its values (article 15). Going further than support for public and private initiatives for the promotion and protection of the landscape and scientific

knowledge, education on landscape must be the basis for an advance to a higher level of landscape awareness.

12. The Act establishes a financial fund for the preservation and improvement of the landscape, destined to the development of landscape actions (in urban, suburban and rural areas), which, as mentioned above, is fed from the budget of the Ministry of Town and Country Planning and Public Works and by contributions from other authorities, entities and companies. These determinations require a high commitment for the financing of urgent improvements such as those required for some of our landscapes.
13. Although it is not explicitly set out in the articles, the Act guarantees public and social participation through the definition of the landscape quality objectives, since these “must express the aspirations of the group in relation to landscape”. In this sense, the authorities must opt to share the functions attributed to them by the Act with other bodies representing society in landscape matters (outside the role attributed to the Landscape Observatory on this question).

The Act 8/2005 goes beyond a view of landscape as a legal and indeterminate concept and places it as a priority for the authorities and Catalan society in general. The Act appears as a magnificent opportunity for reflection on the territorial model and the development of the country, progressively replacing a model based on financial returns from decisions rather than on the landscape, environment and social cost of their implementation, and recognising in this way the statement in the European Landscape Convention where it says: “Landscape is an important part of the quality of life for people everywhere: in urban areas and in the countryside, in degraded areas as well as in areas of high quality, in areas recognised as being of outstanding beauty as well as everyday areas”.

Landscape legal framework of the Valencian community

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Introduction

The Member States of the Council of Europe passed on 20 October 2000, in Florence, Italy, The European Landscape Convention (ELC), the first trans-national agreement on the matter, which after being ratified by 10 countries, entered into force on 1 March 2004.

The Convent has now been signed by 33 European States and ratified by 25 of them,¹⁵ and remains open to all members of the Council of Europe. Spain signed the Convention but is still waiting on its ratification. There have been independent initiatives of commitment on the part of Catalonia and the Valencian Community.¹⁶

The contents of the agreement emphasize two fundamental aspects: the establishment of a new concept of landscape and the adoption of a social commitment.

The definition of landscape contained in the Convention goes far beyond the traditional concept. In the qualitative sense, it overcomes its romantic nature and the naturalist and sentimental connotations that have been associated with it. In regards to the field, it goes much further in establishing a relationship, almost bidirectional, between landscapes and spaces of great value. And lastly, in its treatment it goes beyond the modular approach. The ELC proposes a short, rational, and holistic definition that identifies landscape with the notion that people's perception takes in any part whatsoever of the territory from both its natural and its human angles.

This proposal is very important in itself. It is even more so for the fact that it builds the groundwork for a social commitment that involves the political powers and the people in establishing policies for the protection, management, and ordering of landscapes.

We address both matters in detail in the first part of this text.

The Department of Territory and Housing is developing a series of initiatives in the Valencian Community in regards to landscape matters, safeguarded by the new territorial and urban development legislative framework already drawn up by the

15. Entered into force in March 2004, and needed the ratification of 10 member states. See <http://conventions.coe.int>.

16. Agreement of the Consell de la Generalitat Valenciana, 17 September 2004.

Generalitat,¹⁷ and based on the new culture of the use of the land and natural resources, as well as on the consideration to be given to the landscape in every activity that has repercussions on it. The legal framework formed from the laws cited is complemented by other legislative proposals that the Department has developed or now has in progress.¹⁸

The objective of the present text is to present the regulatory development in landscape matters included in the Law of Land Use Planning and Landscape Protection (LOTPP) – First, Second, and Fifth Titles – and the Landscape Regulation Code of the Valencian Community (RPJE). Both the law and the regulation always take as reference the European Landscape Convention.

1. The European landscape convention

a. The concept of landscape

b. Definition

The European Landscape Convention (ELC) establishes that landscape refers to any part of the territory, as it is perceived by people, whose character is the result of the action and interaction of natural factors and/or human factors.¹⁹ It follows that this is the same concept to which both the LOTPP and the RPJE refer, and whose scope merits close analysis.

The first thing that we should emphasize is that, for purposes of the Convention, landscape is territory – whatever part of the territory. It not only natural space but also rural, urban, and suburban spaces. It includes terrestrial areas as well as inland waters and maritime areas. It concerns not only landscapes that can be considered outstanding, but also the everyday and degraded landscapes.²⁰

The second question, of great relevance, is that of the concept of the landscape as perceived by the population of this territory. For this:

17. Generalitat Law 4, of 30 June 2004, of Land Use Planning and Landscape Protection. DOVG No. 4.788 of 2/7/2004. Generalitat Law 10, of 9 December 2004, of Non-Building Land. DOGV No. 4.900, of 10/12/04. Generalitat Law 16 of 30 December 2005, Valencian Town Planning, DOGV No. 5167 of 31/12/2005. The regulatory development of the three laws has substantially concluded with the enactment of three decrees of the Consell: No. 67, of 12 May 2006, by which the Regulation on Land Use Planning and Management was approved; and Town Planning, DOGV No. 5.264 bis of 23/05/06 and 120 of 11 August 2006, by which the Landscape Regulation Code of the Landscape of the Valencian Community, DOGV No. 5.325 of 16/08/06, was approved.

18. Other legislative projects, approved or in the works, have a direct impact on our landscapes. In particular the Law to Protect the Monumental Arboreal Heritage of the Valencian Community, the Law Regulating Golf Courses, the Law of Lighting Contamination, the Law of Environmental Quality, and the Law of Conservation of the Natural Environment.

19. See ELC, art. 1a), LOTPP, 29.1 and RPJE, 3.1.

20. See ELC, art. 2, LOTPP, 26.1 and RPJE, 4.1.

- The concept of landscape is not linked to any aspect or factor in particular of the territory, but rather to a perception of it which comprises all of these factors;
- The perceiver is the people, and therefore it would be illogical to adopt policies or regulations affecting them, without its active participation;
- Human perception is fundamentally visual (87%), but not exclusively: sounds, smells and textures contribute to the formation of the character of a landscape.

The third element to take into consideration is the factors or components of the territory that give personality to our perception of it. This is the outcome of the action and the interaction of human and/or natural factors. The natural elements form the major part of our territory; topography, water, vegetation, fauna, air, in all their forms, states and manifestations, are all component factors in the landscape, but not exclusively. Man, his social relations, economic activities, cultural heritage and his other activities – urban, livestock rearing, agricultural, mining, infrastructure building, etc., irrespectively of their end result, scale, worth and interrelations with the natural environment, are also component factors and the cause of a good part of our landscapes.

Lastly we must emphasize, because it is inherent to the proposed landscape concept, the time factor. No part of the land can be conceived of in a static form when it is the result of actions and interactions of both man and nature. The perceived landscape has not always been the way it is now; it is the result of transformations which occurred over a long period of time, and the actions that we carry out, induce, or avoid will produce a different landscape as a result.

c. Consequences

Regulation of the landscape, understood in this way, should be based on a series of premises as immediate consequences of the concept.

- Actions to establish and apply the concept cannot be limited to protection; rather they should also be concerned with the planning and management of the landscape²¹ insofar as this includes all the land, from the most valuable to the most degraded; and in any case, among the measures that are adopted should be ones that are considered necessary to make it viable. This consequence is so important, that it is proposed as the final objective of the Convention.²²
- Consideration of landscape should be incorporated into the making of all decisions that have impact on the land, and therefore in the policies that determine them – in particular spatial, urban, cultural, environmental, agricultural, and social and

21. Concerning the scope of the landscape concept, see RPJE, art. 3.2.

22. See ELC., arts. 3, and 5 section b), in relation with the preceding, LOTPP, 25 and RPJE, 2.1a). ELC, art. 1 sec. d), e) and f) defines the concepts of protection, management and planning, as do LOTPP, art. 29 and RPJE, art. 6.

economic planning – since landscape is any part of the land whose character is the result of the action and interaction of natural and/or human factors.²³

- It should guarantee effective participation by citizens through appropriate procedures, insofar as it is the object of their perception.²⁴

d. Landscape policies

The second fundamental aspect to be emphasized in the ELC is that the Convention should be understood as a proposal for social commitment at the highest level, for which the conceptual advance to which we have just referred is its most powerful weapon. We cannot isolate the analysis and the previous conclusions from the context in which they were produced, which if that of an agreement adopted by all of the member states of the Council of Europe.

The commitment undertaken covers the following.

- The legal recognition of landscapes – understood with the scope that is given them by concept described above – as a fundamental component of the human environment.²⁵ Therefore the magnitude of the transformation processes affecting it, and their acceleration on account of the priority given to economic factors in activities of agriculture, forestry, mining, town planning, transportation, infrastructure, tourism, leisure, etc., require that any policy of landscape protection, management and planning which the public authorities wish to adopt be legally valid within the regulatory framework of their respective areas of competence.²⁶
- The need to draw up, to that effect, instruments that regulate application of the adopted landscape policies to every activity with impact on the land.²⁷ The quantitative magnitude – the whole territory – and qualitative scope of such policies – protection, planning and management, and furthermore with effective citizen participation – are incompatible with processes and methods that are unstructured or are only of a voluntary character.

The instruments that regulate landscape protection, management and planning should identify and grade the landscapes and establish Landscape Quality Objectives for them.²⁸

23. See ELC, art. 5 sec. d), and LOTP, 27.2.

24. See ELC, article 5 section c). See also LOTPP, article 2.2.g), especially the regulatory elaboration in RPJE, Title 1, Chapter 2; and specifically the requirement that all the instruments of landscape protection, planning and management include a Citizen Participation Plan as established by article 15.1.

25. See ELC, art. 5, sec. a); RPJE, Preamble, para. 6.

26. See ELC, Preamble, LOTPP art. 27 and RPJE art. 1.

27. See ELC, art. 6, sec. E, LOTPP, Title II and RPJE Title III.

28. See ELC, art. 6, secs. C and D; LOTPP, arts. 31 and 32; and RPJE articles 32-38.

The adoption of measures and activities for awareness, training and education for the general public, private organisations and public authorities, and for the cooperation, and exchange of mutual assistance and information between the authorities involved.²⁹

2. Valencian legislation on matters of landscape : the legal recognition of the landscape

a. The law of land use planning and landscape protection (lotpp)

The landscape policies of the Valencian Community start with their embodiment in the Law of Land Use Planning and Landscape Protection (LOTTP) passed 30 June 2004.³⁰ This law adopts the concept of the ELC, which it makes part of the Valencian law code by its article 29.1, and faces up to the consequences which derive from those that we have already mentioned.

Since the LOTTP came into force, the landscape has constituted a certain limitation on the newly expanding growing urban areas and on the introduction of infrastructures.³¹

The expression *landscape protection*, used in the name of the law, should not imply a notion of strict conservation. Title II of the Law – Landscape Protection and Planning – is dedicated completely to elaborating on the expression, and it recognizes explicitly – just as in the ELC – that the actions to be carried out, insofar as the landscape is concerned, may be ones of conservation, planning or management.

LOTTP article 27.2 obliges public authorities to integrate the landscape in their policies concerning spatial and urban, cultural, environmental, agricultural, social, tourist and economic planning, as well as in any others that may have a direct or indirect impact on the landscape, in accordance with the universal character of the concept adopted.

Decision making in matters of land use and landscape must be based, in accordance with the law,³² on processes involving citizen participation. To that effect, Land Use and Landscape Participation Boards³³ are established as a *direct channel of citizen intervention in land use and landscape policy*.

29. See ELC, article 6, sections A and B; and ELC, Chapter III.

30. The Convention entered into force in March 2004. This is the first law in Spain that has incorporated fully the concept and the landscape objectives of the ELC by means of instruments for the protection, planning, and management of the landscape values that are essential components of urban and spatial planning documents and, when appropriate, of sector documents.

31. LOTTP, art. 11.

32. Art. 89 d) and e).

33. LOTTP, art. 100.

The law creates a battery of tools for the protection, management, and ordering of the landscape that are part and parcel of documents for planning and urban and territorial planning and regulation, as well as, when it is appropriate, those of applying to a particular sector. This approach ensures the most effective way to take account of landscape in a policy or action with impact on the land.

b. The landscape regulation code of the valencian community (RPJE)

In accordance with the traditional Spanish legislative structure, the principles relating to landscape that are set forth in the Law of Land Use Planning and Landscape Protection have been elaborated through the Landscape Regulation Code of The Valencian Community.

It focuses basically on establishing procedures for citizen participation and giving concrete form to the instruments for the protection, ordering, and management of the landscape, as set forth in the law.

c. Standards with direct application³⁴

In harmony with the philosophy of the law, it envisages the immediate achievement of its objectives. For that, it resorts to landscape integration criteria with direct application – and therefore mandatory from the time it comes into force – and criteria with which even plans and projects must be reconciled.

Among the direct application standards are the following. In the countryside, buildings are prohibited which possess the same typology and aesthetics as in the city. It is also prohibited to install and maintain signs, advertisements and billboards, except those that serve to direct and inform. It includes the harmonising of new constructions with traditional buildings, etc. As regards urban landscape, the law says that planning should confer a suitable urban structure for integrating population centres into the landscape that surrounds them; and adequately define its urban boundaries, visual profile, and access from the principal pathways of communication. It must include standards for public spaces and roadways, and controls over the urban scene, especially those elements that can distort it, such as medians, building offsets, fences, advertising, awnings, etc.

The landscape integration rules in planning cover, among other things, adaptation to the natural slope of the terrain; blocking construction on top of features that dominate the landscape or on mountain crests, and incorporating important topographic features as determining factors in the project; incorporating the existing trees and vegetation; maintaining the traditional agricultural landscape; maintaining open and natural spaces and the views they offer; and so on.

³⁴ LOTPP, arts. 33-35, and RPJE, Title II. See also Law of Non-Building Lands art. 12, and Valencian Town Planning Law art. 8.

d. Citizen participation plan

The Landscape Regulation Code of the Valencian Community establishes the principals, mechanisms, programmes and effective procedures for public participation in the decision-making process concerning the landscape. It does so through procedures of participation that involve a target public³⁵ in the process of adopting decisions that affect the landscape. This is in accordance with the principles of the ELC, according to which effective public participation must pass through a process of citizen education and awareness of landscape values in order to attain objectives of landscape quality in a way that promotes individual and social wellbeing as well as socio-economic development.

The participation procedure is put in place from the beginning of the process³⁶ and when all possibilities are on the table, including the obligations that derive from the Aarhus Convention and European Directives 2003/4/CE and 2003/35/CE concerning the principles of access to information and participation in environmental issues;³⁷ also Directive 2001/42/CE and 2003/34/CE, relating to the environmental evaluation of the effects of specific plans and programmes on the environment.³⁸ It is the legal framework that has been transposed recently into Spanish domestic law.

It is a procedure that is addressed in Title I, Chapter II of the Landscape Regulation Code guaranteeing the active participation of citizens, appropriate mechanisms to give them access, and direct channels of citizen intervention through the *Land Use and Landscape Boards*.³⁹

All the instruments for the ordering, protection, and management of the landscape governed by the Code *must contain a public participation plan as an integral part of*

35. See definition of *concerned public* in RPJE, art. 14.

36. RPJE, art. 15.2.

37. The European Community signed, 25 June 1998, and the convention on public access to information, citizen participation in decision making, and access to the justice system in environmental matters (Aarhus Convention) that was ratified by Spain in December 2004. The Convention is implemented uniformly throughout the Union by two Directives. First, European Parliament and Council Directive 2003/4/CE of 28 January 2003, relating to the public's access to environmental information, which repeals Council Directive 90/313/CEE. The second is European Parliament and Council Directive 2003/35/CE of 26 May 2003, which establishes the means by which the public participates the elaboration of certain plans and programmes related to the environment and which amends, for all that relates to public participation and the access to the justice system, Council Directives 85/337/CEE and 96/61/CE. Both Directives are incorporated into Law 27 of 18 June 2006, whereby the rights of access to information, of public participation, and of the access to the courts in environmental matters are regulated.

38. European Parliament and Council Directive 2001/42/CE of 27 June 2001, relating to the evaluation of the impact of specific plans and programmes on the environment. Incorporated into the Spanish legal code by Law 27 of 18 June 2006; regulates the rights of access to information, citizen participation, and access to the courts in environmental matters.

39. See LOTPP, art. 100 in conjunction with RPJE, art. 12.

them and ensure, specifically and effectively, public participation in the assessment of the landscape units and resources so as to determine the landscape quality objectives, as we shall see later.⁴⁰

The Public Participation Plan⁴¹ *is the document that defines the strategy for citizen participation and must accompany all of the Landscape Instruments and be elaborated in detail for each phase of the development process.*

The Plan is set forth in a Memorandum, which specifies schematically the following aspects: the phases of development and application of the Landscape Instrument; the objectives of the participation process and the programming of activities and tasks; interested and affected public⁴² for each project and the role that they play; methodology and activities; periodic assessment of the participation process; and a summary, periodically updated, of the results to be communicated publicly by means of a Web page created for the purpose.

The Activities and Methods of Participation⁴³ laid down in the Public Participation Plan entail at least the following:

- Concerning the supply and the exchange of information: the competent administration shall ensure that the Public Participation Plan is put into effect from the beginning of, and throughout, the entire process of developing the landscape instruments, whose content will be updated as the elaboration of the Landscape Instrument that they accompany advances. Several methods will be used: Web pages, press releases, publications, etc. It will also be possible to hold consultations, surveys and meetings, formal and informal, both with the interest groups and with the site-centred groups. The ultimate aim should be to draw up mechanisms for citizen participation in the development of the landscape instruments and for facilitating real exchange of information and of opinion before reaching the stage where decisions are taken by the competent bodies. When possible, they will highlight and publicize the visual, environmental, social and economic consequences of the landscape quality objectives.

40. See RPJE, art. 15.1.

41. See RPJE, art. 15.1.

42. RPJE, art. 14 defines *interested public* as the public affected, or that may perceive itself as affected, by the process of decision making for landscape policies, or that has an interest in the place concerned. As regards landscape, it establishes two major categories of groups:

a) Interest Groups: organisations and public agencies, local authorities, non-governmental agencies, academic groups and scientists. They have as much interest in the region as in the local area, and can contribute to projects at all levels.

b) Site-centred Groups: local residents, visitors, local groups. They are people who live and work in a particular area, or visit it, and have particular interest in the zone.

43. RPJE, art. 17.

- Concerning public consultation: it is to be considered an essential part of the prescribed landscape instruments, both for compiling information about a site and in assessing Landscape Units and Landscape Resources. It will be carried out with the interested public by the most appropriate methods – such as hearings, surveys, public sessions with or without a third party moderator, or other methods of similar nature. In no case is a mere public information phase sufficient, as it has been up to now.⁴⁴

The Landscape Regulation Code of the Valencian Community provides for the drawing up of Landscape Public Participation Guides in order to determine the activities and processes which best express the importance of these landscapes for the interested public, and based on the values, aspirations and preferences that are ascribed to it.⁴⁵

e. Instruments of landscape protection, management and planning

The law entrusts the regulation of the landscape – that is to say its identification, the establishment of quality objectives and the actions of protection, ordering, and management that must be undertaken – to a series of instruments that rationalise, decision-making by means of objective procedures and provide them with the maximum legal backing. These instruments are the Territorial Landscape Action Plan for the Valencian Community, Landscape Studies, Landscape Integration Studies, Catalogues, and Programmes.

The Territorial Landscape Action Plan for the Valencian Community⁴⁶

The Territorial Landscape Action Plan represents a regional plan whose scope is the entire Valencian Community. In addition to identifying and protecting landscapes of regional interest and, where appropriate, those of local relevance on Valencian soil, it will delimit the areas that should be the objects of planning and action on a supramunicipal scale, and in particular scenic routes and the zones that have visual impact when seen from the pathways of communication.

It will establish guidelines and criteria for elaboration of the Landscape Studies and other Instruments detailed in the aforementioned regulation, for appraisal of the landscapes and for the consequent adoption of means of planning, managing, and protecting them.

Landscape Studies

Of all the Instruments developed in the Landscape Regulation Code, the ones which are the most complex in their regulatory exposition are the Landscape Studies, on which the Law of Land Use Planning and Landscape Protection confers the landscape supervision

44. According to Law 30 of 26 November 1992 (Legal Code of Government Bodies and Common Administrative Procedures), art. 86.

45. RPJE, 1st Additional Regulation.

46. LOTPP, art. 11.2.

of any activity with impact on land use. In this matter, articles 30.1, 30.2 and 11.1 of the law cited give them a supporting role in land use planning and town planning whether at municipal or supramunicipal level. The Studies must accompany the Territorial Action Plans, the General Plans, and urban planning instruments that anticipate urban growth.

The Landscape Studies, according to the law cited, fix the policies, strategies, and guidelines that allow specific decision-making measures for cataloguing, assessing and protecting the landscape within its scope of application. For that purpose,⁴⁷ they must establish **landscape quality objectives** within the scope of the study by analysing the activities and processes that have a bearing on landscape. Furthermore, they must propose the necessary measures and actions for attaining the quality objectives thus established.

*Landscape Characterisation and Assessment*⁴⁸

The Regulation Code proposes a methodology for its development⁴⁹ which limits itself to specifying and putting into logical order the decision criteria that are brought together in the legislative text, and takes account of international experience in the light of the European Landscape Convention.

It starts with the **characterisation** of the landscape through the identification and delimitation of Landscape Units and Landscape Resources and definitions of their characteristics. Landscape Units and Landscape Resources are two purely instrumental concepts in the treatment of the landscapes which are already contemplated by the law⁵⁰ and confirmed by practice. This normative text defines and uses them.

By characterisation we should understand, according to the Regulation Code, the description, classification and the cartographic delimitation of the Landscape Units of the area in question, and of the Landscape Resources that are peculiar to them.⁵¹

Landscape Units⁵² are geographic areas that possess a structural, functional or perceptual configuration that is distinctive, even unique, independently of the administrative boundaries and division criteria of the town planning legislation. They have gone on acquiring their defining characteristics over a long period of time, starting from their natural elements and factors – such as topographic, geological and hydraulic features, vegetation, fauna, etc. – and their human and social influences – population, land use, economic activities, energy, heritage, etc. They are identifiable by their internal coherence and by their differences with respect to adjacent units.

47. LOTPP, art. 31.

48. RPJE, title III, ch. III, 1st section. Characterisation and assessment coincide with the identification and grading provided for in ELC art. 6.c.

49. RPJE, title III, ch. III.

50. LOTPP, arts. 32.1.a) and 30.3.

51. See RPJE, art. 32.1.

52. See RPJE, arts. 32.2 and 34.

Landscape Resources⁵³ are the linear or individual elements peculiar to a landscape, or a set of them, which determine its unique nature. They have visual, environmental, cultural, or historical value: for example, topographic landmarks, trees, monuments, bodies of water, outlines of ancient settlements, protected natural spaces, the rivers and the sea.

After the structural analysis, the landscapes located within the scope of study must be subjected to *assessment*,⁵⁴ for adequate and balanced decision making. The Landscape Regulation Code of the Valencian Community requires that each Landscape Unit and identified Landscape Resource be treated individually, based on three factors: the quality rating assigned to it by experts, the visual preferences manifested by concerned citizens, and its visual prominence.

The landscape quality rating must be submitted by a multidisciplinary group of experts. It depends on scenic quality, peculiarity or rarity, how representative the landscape is, whether it is of interest to preserve it, and its function as part of the overall landscape.

Citizen preference collects together the values attributed by the public and by representatives of social organizations as a result of the public consultation prescribed in the Participation Plan that must accompany every Landscape Study.⁵⁵

The assessment of visual prominence is to be based on a visual analysis⁵⁶ that takes as observation points the principal roads and communication pathways, population nuclei, principal areas where people agglomerate, and the points from where one can best appreciate the landscape's uniqueness.

The value of every Landscape Unit or Landscape Resource shall be calculated from the mean of the scores from the quality attributed by the experts and the citizen preferences, weighted for degree of visual prominence from the main observation points. It will be expressed as either very low, low, medium, high or very high.

Landscape quality objectives

Once each one of the Landscape Units, Landscape Resources, and its value has been characterised and measured, the quality objectives for each one shall be determined.⁵⁷

53. See RPJE, arts. 32.3 and 35.

54. RPJE, art. 37.

55. RPJE, art. 15.1: *The instruments for the protection, management and ordering regulated in Title III of the present regulation shall be provided with a public participation plan that forms part of them, and especially they will ensure, in an efficient manner, citizen participation in the assessing the landscape units and the landscape resources for the determination of the landscape quality objectives.*

56. The content of the Visual Analysis is set forth in RPJE art. 36, and the documentation in which it is to be included is specified in 40.9.

57. RPJE, title III, ch. III, 2nd sec.

Landscape Quality Objective is understood to mean, *for a specific landscape, the formulation by the competent public authorities of citizens' aspirations concerning the landscape characteristics of their environment.*⁵⁸

According to this concept of landscape, its assessment can range from very positive to very negative, and consequently the objectives that are set may bring about anything from its absolute protection to a need to reconstruct it. In direct relation with the value assigned, the Landscape Regulation Code envisages several possible types of quality objective:

- Conservation and maintenance of the existing character;
- Restoration of character;
- For medium or low values, improvement of the existing character by the introduction of new elements or by better management of the existing ones;
- Creation of a new landscape;
- A combination of the above.

Measures and actions

The Law of Land Use Planning and Landscape Protection⁵⁹ requires that the Landscape Studies determine the measures and actions necessary for attaining the Landscape Quality Objectives established. These can be measures of protection, management or planning, with the following scopes.

Protection: Includes actions for the conservation and maintenance of the significant or characteristic aspects of a landscape, based on its heritage value that comes from its particular natural configuration or from human intervention.

Management: Includes actions intended for landscape maintenance, having due regard to sustainable development. The purpose is to guide and harmonise any changes in the interests of economic, social, and environmental evolution.

Planning: Includes actions of a particularly forward-looking kind and tending towards the improvement, restoration or creation of landscapes.

The regulatory text sets forth⁶⁰ the relationship required between the objectives, the type of action and the concrete measures envisaged in the law. The Landscape Studies must inventory the Landscape Units and Landscape Resources of value, thereby establishing a legal status for ensuring their conservation and enhancement, and preventing their possibly being obscured by intervening visual barriers. The Studies will do this by means of a *Catalogue* that will form a substantive part of the Study and

58. ELC, art. 1, sec. c), and RPJE, 28.b.

59. LOTPP, art. 31.c.

60. RPJE, title III, ch. III, 3rd section.

of Integration Standards intended to preserve the character of the Units and Resources catalogued.⁶¹

The measures and actions of landscape planning are covered by the *Standards of Landscape Integration* and the dispositions of the *Open Spaces System*. The Standards should ensure appropriate harmonisation of land use landscape quality objectives set up.⁶²

The Open Spaces System⁶³ is the integrated set of spaces whose purpose is to provide open-air recreation areas, to protect natural areas and habitats, as well as those of ecological, cultural, and landscape value, and to preserve zones of physical and visual transition between distinct uses and activities. They must be integrated into the European Network of Ecological Corridors.

The Landscape Studies must envisage the measures and management actions that must be undertaken, and determine the programmes that must be developed, in order to attain the landscape quality objectives. These programmes may be either those specifically provided for in Law of Land Use Planning and Landscape Protection concerning landscapes (Urban Image Programmes⁶⁴ and Landscape Restoration Programmes⁶⁵), or any other that fits into the framework of the Programmes of Sustainability and Quality of Citizen Life and that has as its aim the achievement of that goal.

f. Landscape integration studies

Generalitat of Valencia Law 4 of 30 June 2044, of Land Use Planning and Landscape Protection, refers to an *impact study of activities impinging on the landscape*. That concerns two types of action in particular: *plans that envisage the growth of urban areas*, and *infrastructure plans and projects*. The Regulation Code calls them summarily Landscape Integrations Studies.

These studies must accompany plans that envisage the growth of urban areas, and likewise infrastructure plans and projects. The studies are valid for providing, in a structured and coherent form, a proof of integration into the open or urban landscape – something that follows from other legislative texts, such as actions subject to Environmental Impact Assessment, Declarations of Community Interest in Land Zoned as Non-Building,

61. The Catalogue may be an independent instrument or form part of the Landscape Study.

62. They form the document embodying and specifying the principles set forth in LOTPP, art. 11 (according to which the landscape will act as a determining factor for the areas of new urban growth and the building of infrastructures), and LOTPP, 27.3 (according to which the landscape is to be incorporated into the policies for land use, town, cultural, environmental, agricultural, social, tourist, and economic planning, as well as in any others that may have a direct or indirect impact on it).

63. Law 16 of 30 December 2005, Valencian City Planning, art. 45.1.e), requires from General Plans the placing of open landscape environments that implement the Landscape Regulation Code of the Valencian Community in the Open Spaces System.

64. LOTPP, art. 36.

65. LOTPP, art. 27.3.

or activities in especially sensitive areas or surroundings such as those undertaken in historic complexes (including their surroundings) that have been declared property of cultural interest, or those carried out in protected natural spaces.

The goal of the studies is to analyse the impact of the individual actions on the landscape and propose adequate corrective and compensatory measures to make the project feasible. They check the proposed action against the Landscape Integration Standards and the other conclusions from the Landscape Study of the area, and they have to propose integration and compensation measures where it will produce an impact that people are willing to accept. In some circumstances, the studies may even recommend that the project be rejected.

Identification and Description of Potential Impacts

For the purpose just described, it is necessary to identify the impacts that may potentially arise and their causes, and determine their characteristics. The following factors must be taken into account:

- The scale of the action and the physical extent of the impact;
- The positive or adverse effects of the action on the character of the site;
- The duration of the impact and the possibility of its reversal;
- Whether the impact will be one-time or cumulative.

Landscape Integration Assessments

Once the action and the potential impacts have been identified and described, their integration must be assessed. A projected action is integrated into the landscape when it does not negatively affect the value or character of the site. It produces visual or landscape impact when one or more of the following occurs:⁶⁶

- The action does not fit in with what is stipulated in the Landscape Regulation Code of The Valencian Community itself or in any applicable Instrument of protection, planning, or management;
- It blocks, or generates some adverse effect on, a catalogued Landscape Resource, or it blinds the view of it, or illuminates it in a negative way;
- It reduces the visual value of the landscape;
- The action takes on such a dominant position that it alters negatively the perception of the site from one of the Principal Observation Points.

Integration measures and implementation plans

The Landscape Integration Study must propose integration measures for the action if it is affecting the landscape. The integration measures can consist in relocating the action or modifying its design.

66. RPJE, art. 73 *et seq.*

Exceptionally, the Landscape Regulation Code of The Valencian Community can approve compensatory measures of improvement to the landscape when it is a matter of an action in the public interest and it is impossible to apply corrective measures.

The Studies must include an implementation programme setting forth the scheduling and financial conditions and the performance guarantees for execution of the integration measures.

g. Landscape catalogues⁶⁷

The Catalogues identify the Landscape Units and Landscape Resources of major value, analyse their state of conservation, and draw up Quality Objectives for them by means of the procedure stipulated for the Landscape Studies with that purpose, including the obligatory Public Participation Plan.

They establish a legal status for conservation or recuperation, and for the measures and actions appropriate in order to attain the Quality Objectives that have been fixed.

They form part of the Landscape Studies or can be dealt with independently.

h. Landscape programmes⁶⁸

The Landscape Programmes specify the measures and actions needed to achieve the Landscape Quality Objectives that stem from the Landscape Studies. They impose scheduling, financial and administrative obligations.

The following types of Landscape Programmes are envisaged:

- Urban Image Programmes, designed to improve the quality and attractiveness of symbolic sites in the old city centres and their immediate surroundings.⁶⁹ Their scope of application can range from improving access, to the peripherals, the public spaces, etc.
- Landscape Restoration Programmes aimed at the recuperation of landscapes in urban, rural, and natural surroundings which are decayed or trivialized because productive activities have ceased or been abandoned, or because the plant cover has deteriorated, or because of improper activities and elements, natural catastrophes, reforestation, etc.⁷⁰
- They can have whatever other ultimate goal that comes under the Sustainability and Quality of Life Programmes envisaged in the Law of Land Use Planning and Landscape Protection.⁷¹

67. RPJE, arts. 59 and 60.

68. RPJE, arts. 61-66.

69. LOTPP, art. 36.

70. LOTPP, art. 27.3.

71. LOTPP, art. 73 *et seq.*

Good landscape practices [PAYS.DOC]

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Introduction

The Mediterranean region enjoys great wealth and diversity in its landscapes. The way the natural factors characterising it interact with and live alongside the action of human beings in their age-old civilisations has resulted in a varied landscape that is exceptionally rich in cultural and natural values.

This landscape wealth forms a heritage (in historical, environmental, cultural and social terms) that brings people a sense of identity and influences their quality of life. However, it also brings direct and indirect benefits in so far as it is increasingly valued as a factor for quality in the pursuit of economic activities (in agriculture, tourism, infrastructures, urban services and so on), and as an added value for administration work that is committed to the heritage that we must pass on to future generations (biodiversity, the conservation of natural resources, heritage values...).

In recent times, we have been witnessing a fast-moving process of territorial transformation that sometimes endangers the environmental, cultural and historical values that characterise Mediterranean landscapes. In response to that process, there has been a growing feeling of appreciation of the landscape in our society, it being seen as point of reference for or constraint on certain transformations or ways of arranging them, on account of the landscape's association with the collective memory of the people and the cultural, natural and symbolic meanings it contains. In response to that perception, public policies in the most advanced societies are developing general measures and various kinds of action for the purpose of preserving and boosting the quality of landscape resources through guidelines aimed at achieving appropriate landscape management.

A large number of regulatory instruments and international agreements have contributed to this growing awareness regarding the landscape, among them being the *European Landscape Charter* (Seville, 1993). However, the essential point of reference, on account of the progress it brings, is the *European Landscape Convention* (Florence, 2000), launched by the Council of Europe in response to the aspiration to bring the landscape dimension into public policies by developing instruments for regulating, managing and fostering landscape-related values.

There are notable precedents for cooperation between Mediterranean regions, among them the drawing up of the Seville Charter itself and, in the implementation work on it, the launch of a cooperation project in the framework of the INTERREG IIC Programme. The good results achieved by that project, involving XX regions and including a call for submissions for the Mediterranean Landscape Prize, led to the creation of cooperative links that underpin the new project approved by the current INTERREG IIIB Programme.

Taking its cue from the European Landscape Convention and working for the aim of fostering the creation and implementation of common programmes in landscape issues, the project “*Good Landscape Practices*” [*PAYS.DOC*] was brought into being, with the participation of the Autonomous Communities of Andalusia, Murcia, Valencia and Catalonia (Spain); the Provence-Alpes-Côte d’Azur region (France); the regions of Tuscany, Umbria, Lazio, Emilia-Romagna, Piedmont, Lombardy, Basilicata and Sardinia (Italy); and the Prefecture of Magnesia-ANEM (Greece), the general coordination work falling to Andalusia in its capacity as project leader.

The project is seeking the development and practical application of the contents of the European Territorial Strategy (ETS) and the European Landscape Convention to the relevant public policies (spatial planning, urban planning, the environment, infrastructure projects...) through a number of working areas and inter-related actions. The general objective of *PAYS.DOC* is to improve the management, regulation and promotion of Mediterranean landscape values by identifying and valorising local experiences, which form “good practices” for the landscape and serve as a model for the directives and guides to be applied in assuring appropriate management for landscape transformation projects.

1. The objectives and actions of the PAYS.DOC Project

Though the *PAYS.DOC* project is based on exchanging and sharing the various experiences that have been building up through the practice of the different regions, it also defines its specific objectives for action, resting on the following fundamental criteria:

- A common scenario (the Mediterranean), and contemporary trends featuring similar characteristics, these serving both to identify features that are common to all and also the specific identities and personalities found (history), in order to guide policies targeting the landscape.
- Actions to be pursued collectively, by activating cooperation mechanisms through participatory methodologies.
- The complementary nature of the activities with regard to the various lines of work, the project taking on the nature of a forum for exchange and active participation in the joint production of specific products.

- The feedback arising among the various activities – i.e. each supporting the others and adding value to the general work process (synergy).

Here are the actions that are scheduled and already under way:

Action 1. Creating and running a system for surveying and observing Mediterranean landscapes [observatory]

The aim of this work is to form an “observatory” of landscapes that are characteristic of the Mediterranean by identifying scenarios that are representative of the processes and trends at work in the transformation of those landscapes. The result will be a *multi-purpose information bank (database)*, acting as the underlying scheme for conceiving those landscapes on the basis of a number of observation points in each region, the database featuring a search engine employing a wide-ranging glossary of descriptors. The idea is for this network to grow later on, continuing over time (though this will naturally depend on the decisions taken by each region), and maintaining the overall information and conception scheme so that it can serve on a Mediterranean-wide scale (an information bank of this kind with over 600 case studies is valuable in itself).

Action 2. The Catalogue of Good Practices and the Mediterranean Landscape Prize [good practices]

The Catalogue of Good Practices is an input for producing a way of *teaching by example*, featuring the joint participation of local managers, experts and professionals from a range of fields representing a variety of outlooks on the landscape as an entity. This could serve as the *basis for a common culture* for taking action on landscape in the Mediterranean setting, which would enable approaches and practices to be enriched, thereby clearing the way for a stage featuring greater quality in the work done on shaping our landscapes.

The second edition of the Mediterranean Landscape Prize will bring international recognition to the *best practices, constituting significant experience from the landscape standpoint*, practices that concern plans, projects, works carried out, organisation programmes and communication activities. Each region has already made its selection (5 candidacies) through an invitation to submit entries under common Rules, and the international selection (20 of the 70 short listed so far) will soon be made. The final decision will fall to an international Jury comprising people from different professional fields (artistic, the media, universities, administration...), and the announcement of the winner will come at the time the project is closed in June 2007 in Seville.

Action 3. Strategies and guidelines on the landscape for application in spatial-policy tools [guides]

These lines of work are intended to lead to an operational result essentially aimed at making a contribution to the improvement of our everyday milieus and the landscapes

in them. This means developing and applying the measures of the European Landscape Convention by jointly defining strategies that are appropriate for the Mediterranean setting and that assure added landscape value for policies, plans and actions. For that purpose, *practical guides* will be drawn up to make sure that landscape transformation work is properly managed in various fields and processes felt to be of high priority.

Action 4. Setting-up and running a Portal on landscape issues [portal]

The main aim behind the creation of the Portal is to *facilitate exchanges* and to boost Mediterranean cooperation in landscape matters, along with cooperation with other institutions with an interest in this. Its implementation will also contribute to the international promotion of the environmental and cultural landscape heritage of Mediterranean regions. Each member is regarded as a node of documentary resources, for which the Portal provides technical support, and this Portal is meant to become an inter-regional subject-specific point of reference regarding the Mediterranean landscape. It is also intended to act as an internal working platform for the project. An initial version (www.paysmed.net) is now in the process of taking in the information.

Four monographic seminars are scheduled for the period over which the project will be developed. They are open to everyone who is interested in the subjects concerned, and to the cities hosting them in particular. So far, one has been held in Marseilles (October 05) on “landscape observatories”, and another in Florence (May 06) on landscape quality objectives as applied to plans and actions. On 25 October this year, Barcelona will host the third seminar, devoted to criteria and guidelines for the guides and recommendations implemented.

Noteworthy among the final results of the project are the *three final publications*, corresponding to the three work lines mentioned above: “Observatory”, “Catalogue of Good Practices”, and “Guides and recommendations”. They are designed as a series sharing common characteristics, in three languages (Spanish, Italian and French), and take the form of an overview book with a CD-ROM or DVD that includes all the information generated. The size of the final print-run will depend on additional demand from the regions, though widespread dissemination is expected by each participating region.

2. The implementation of action 3: the work on producing the practical landscape guides

a. Objectives

The working group for the Catalonia region is coordinating the drafting of a Guide to good landscape practices. The final objective is the production of a *practical document on strategies, recommendations and tools* for applying to landscape-intervention and improvement processes in Mediterranean settings.

This document will be put together from the results contributed by various groups (in particular the actions selected for the “Catalogue of Good Practices”) and from the work-group process itself. This group will analyse the specific problems encountered in the various fields selected, recommend strategies, guidelines and tools for improving landscapes, and produce the *practical guide “Recommendations for good landscape practices”*.

b. Target audience and applications

The Guide will have an eminently practical orientation, so as to be useful for all actors playing roles in any of the fields covered.

The actors with roles in these areas are wide-ranging, with differing technical expertise and responsibilities: politicians, technical administration staff, project drafters, citizens’ associations, promoters, etc. All of them will be able to find criteria and action lines in the Guide that will be useful for them in making their decisions as apt as possible from the landscape standpoint.

The disparate nature of the target audience has pointed us towards a Guide containing specific information that is technical in nature yet also instructive and readily understood by the general public. This combination of content types will meet the intention of making it consultable at various levels.

c. Scope

In line with the European Landscape Convention’s objective of paying attention preferentially to landscapes undergoing rapid transformation, the document will focus on four contexts in which processes are now at work that will compromise the maintenance of their landscape values, and for which criteria and tools are needed for applying specific strategies and lines of intervention.

The four contexts are:

Infrastructures for communication and access to population centres

Owing to their growing presence in territories, communication infrastructures have come to feature prominently as components of the landscape. They form a recurrent element, tending to result in extensive networks – often destroying and fragmenting landscape patterns and features, though on occasions adapting to and adding to them – and constituting a privileged visual corridor from which the landscape is perceived.

While the need to minimise, prevent or remedy the impact of infrastructures is accepted nowadays by society as a whole, the advisability of broadening the criteria applied so far is considered with a view to more weight being accorded to taking account of landscape variables in designing infrastructures.

Furthermore, in view of the peri-urbanisation process and the loss of landscape quality that is affecting access routes to population centres across the board, rehabilitating urban areas on the fringes of cities and improving the landscape around access routes are both necessary, on the one hand to improve the surroundings and the quality of life of the people living there, and on the other to improve the overall image of the cities concerned. In this context, landscape intervention projects make great sense in that they contribute to making the living conditions of the inhabitants concerned more dignified, and in that they revamp the image of the city concerned.

Analyses of projects that have already been executed and their achievements and failures are to be of a kind that can lead to recommendations (criteria, strategies and tools) for drawing up the Guide, and prove useful in future action taken to improve the landscape-integration of infrastructures, access routes to population centres and, indirectly, the quality of their outlying landscape.

Areas engaged in production, trade and logistics

As a result of the crisis in traditional industries and relocation trends, European industrial landscapes as we had known them down to the second half of the twentieth century have been adapted for other uses or retained as part of the industrial-archaeology heritage. However, far from losing ground, the land-occupation trend for pursuing production processes has gained significantly in impetus.

The current functional requirements of the business sectors concerned have created new patterns of location in the territory, new types of landscape, and new landscape impacts. This category includes, among others, industrial estates, technology parks, logistics areas and large shopping centres – all highly specialised fields that locate chiefly in the outlying areas of urban centres and close to main roads, and thus come to form part of the ordinary, everyday landscape for much of society.

The scant attention generally paid to landscape considerations in setting up these new industrial, commercial and logistics-related areas often stands in contrast with the values of the immediate environment, and clashes with the people's aspirations to enjoy healthy environments and quality landscapes, all of which requires efforts to be directed at fostering landscape integration in projects that have already been executed and at introducing landscape criteria in designing and running of new projects.

Historical, cultural and tourist-interest areas

Though every landscape is historical or cultural by its very nature, not every landscape merits categorising as such, the label only being awarded to those that are a unique or outstanding testimony (whether tangible or intangible) of the history or culture of a society on account of their identity and authenticity. This unique and outstanding nature lends the landscape concerned the status of representative of a part of the whole that is the territory. That status calls for watching over the conservation, management

and use of the area concerned in order to face up to – threats and opportunities – the constant processes of change that society goes through.

The challenge for this safeguarding work is managing to valorise – strong and weak points – the elements of the cultural and natural heritage making up a representative landscape with the ultimate aim of turning it into an area that is attractive for the people living there. Attractiveness is measured above all else with regard to housing, the economy and culture. This diversity in the spheres affected and the inter-relationships that form demand intervention backed by a wide range of tools in order to tackle objectively the analysis of the structures, spaces and human factors involved and to put forward made-to-measure solutions.

One solution for keeping these landscapes alive and active is tourism, whether it be mass tourism or sustainable tourism. Thorough analysis, evaluation and administration are decisive if successful attempts are to be made to deal with uncontrolled influxes of visitors, the protection and conservation of the assets, and the administration of the economic resources. This situation makes it necessary to undertake intervention work based on a rational method. This line of action in Pays.Doc seeks to draw up synthesis contents regarding the guidelines, criteria and standards to follow if it is wished to tackle the valorisation of a historical or cultural landscape.

Agricultural, forested and natural spaces

The agroforest matrix (comprising a patchwork of urban, agricultural, forested and natural components) is still characteristic of most Mediterranean regions. However, we are seeing a great variety of transformations bringing very significant changes in the rural setting. These changes can essentially be grouped into two broad categories. In the first category come changes linked with the dynamics of the farming sector (technological advances, transformation of the production structures, market trends, etc.). In the second category come changes stemming from external factors, generally associated with meeting urban needs (the dispersion of periurban activities, the development of leisure and tourism, etc.).

The diversity of changes found in rural areas results in landscape transformations that are sometimes so intense and fast-moving that they endanger the maintenance of balanced environments and quality rural landscapes – age-old landscapes that are valued by the local people as prominent components in the European heritage. Furthermore, urban pressures on rural areas are also felt in forested landscapes and in landscapes that are natural or with little evidence of anthropic components.

The maintenance of quality rural landscapes and their diversity is one of the main challenges facing Mediterranean countries, with major environmental and social implications, and it calls for a recognition of the dynamics that are at work so that appropriate intervention and administration strategies can be implemented.

Implementing landscape conservation policies: the experience of gerona

Ponç FELIU

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This presentation will describe a series of measures concerning the practical application of landscape management plans. The purpose of these plans, for urban landscapes, rivers, forests or farmlands, is to integrate the natural environment into people's everyday activities. They are meant to be highly applicable, realistic and practical management plans in tune with the pulse of city life.

Before going on to look more closely at the content of the plans, let us consider a few statistics to situate the city of Gerona, a district capital located in the north-east of the Iberian peninsula, in Catalonia.

Population approx. 90,000

A university, the University of Gerona, with more than 13,000 students

A thriving economy, with more than 5,600 businesses and services

Over 500,000 tourists visit the various information offices every year

Total area 4,000 hectares

About 2,000 hectares are forestland

1,500 hectares are in a protected area (PEIN Gavarres)

The old part of Gerona is one of the clearest examples of integral urban landscape planning. Thanks to a special plan adopted in 1983, and co-operation between the City Council, home owners and shopkeepers, it has been possible to revitalise the neighbourhood's essence and dynamism, while at the same time conserving the façades, balconies and other features of the remarkable heritage found there. Parks, gardens, promenades, avenues, bridges and water courses form a harmonious, interacting whole which we are striving to preserve in its details and in its entirety.



In the Santa Eugènia district, between the river and the historic city centre, market gardens and irrigated farmlands use water from the Monar irrigation channel. The gardens of Santa Eugènia are protected by the city's General Plan and a Special Plan which limits their use to farming and animal husbandry, with restrictions on the use of transgenic crops. Organic waste is transformed into compost. Before surplus irrigation water is channelled back into the river Ter, it is planned to use it to create marshlands, to increase biodiversity, following a route alongside the present cycle path between Gerona and Olot. The Council provides wooden sheds and containers for use in the gardens, to replace the makeshift shelters built of old iron and scrap metal, which clash with the environment, and bring some harmony to this agricultural setting. Allotment gardens are also being created on municipal land.

The Sant Daniel valley, through which the river Galligans and various affluents run, lies at the foot of the Gavarres, a continuous range of mainly forest-covered hills and valleys running from Gerona to the sea 40 kms to the east. This pretty valley marks a break in the forest, bearing witness to man's laborious efforts to till the soil. Pastures, hedgerows, monasteries, castles, rivers, springs, olive groves, orchards, farmhouses and other time-old heritage items speak of man's peaceful interaction with Mother Nature, forming a unique setting for the city, a veritable mosaic of farmland and forest. Conservation agreements have been concluded with owners and tenants, under which the Council offers grants to guarantee the conservation of these farmlands. This prevents the land from being deserted and falling into neglect while contributing to three main aims: maintaining biodiversity, preserving natural fire-breaks and enhancing the Sant Daniel valley's main asset, its landscape.



The city of Gerona is privileged to have several water courses, the largest of which is the river Ter. As it passes through the city, the generous Ter irrigates the well-preserved fluvial landscapes, especially the woods along its banks, with their black and white poplars, alders, willows, ash trees and rich and varied undergrowth. In the confluence with the Onyar lies the isle of Pedret, an area of great biological diversity, where some 200 species of birds have been observed and which is also home to such prized wildlife species as otters, European pond turtles, black-crowned night herons and lesser-spotted woodpeckers. In conjunction with local nature protection groups and the Territori i Paisatge Foundation, the Council manages the area under a Plan designed to preserve it while opening it to the public and promoting its treasures through nature trails (some of which have been specially adapted for blind people) and integrating its landscapes into the daily lives of local residents. Upstream, near the Fontajau pavillion, the Ribes del Ter Park has become a leisure area that strikes just the right balance between public use for sports and games and the conservation of the river's natural environment. A footpath connects the different districts of the city, physically and socially.



The numerous hills surrounding Gerona provide a natural green and densely wooded setting. Some of the woodlands have been incorporated into the urban landscape, to form some of the city's numerous parks and gardens. Good examples are to be found in Palau, the impressive oak wood at la Pabordia and the woods at Taialà. They all fall within the scope of management plans which regulate their use, exploitation and conservation.

The hills are also full of geological treasures, like the outcrops of nummulithic limestone, known as "Gerona stone". At mount Montjuïc, and even more so at mount Pedret i Les Pedreres (as the name indicates), there are still "scars" which bear witness to the excavation of this stone, much of which served to build the old Barri Vell neighbourhood and Gerona's Cathedral. They are a venerable example of the unbreakable bonds that link man, Nature and the land. The Council is in the process of drafting the Les Pedreres Special Plan, to make this hill with its pleasant slopes an urban parkland.



Finally, la Devesa is a grand urban park if ever there was one. With more than 2400 plane trees, some over 160 years old and 60 metres high, la Devesa has watched the city's recent history go by. Majestic and peaceful, it is a spectacular explosion of colour, from lush spring greens to autumn golds and browns, cold and bare in winter, shady in the summer. Numerous activities (sport, culture, markets, night bars in the summer, fiestas de Sant Narcis, the patron saint, in October) go on beneath the branches, and the Council has always made a point of conserving and treating the trees which time has carved into veritable sculptures which now belong to the city's historic heritage.



Taking advantage of this great variety of landscapes, including farmlands, valleys, rivers, streams, woodlands, rocky hills, la Devesa Park, les Hortes and urban woodlands, an ambitious Green Belt scheme has been under study in Gerona. 30 kilometres of green belt stretching right round the city will help to conserve the natural landscape while allowing people access to it for all sorts of leisure activities. The main aim is to promote the natural values of the landscape and environmental education, including such aspects as protecting the biodiversity which is so seriously threatened around our cities today.

Incorporating the landscape into the hydrological and land planning system for the Tagus river basin (Spain): methodological aspects.

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Concepción SANZ HERRÁIZ

1. An application of the *Atlas of Spain's landscapes* to the Tagus river basin

The Atlas of Spain's Landscapes (ASL) has defined and characterised a taxonomy of the landscapes of the Peninsula and the islands, based upon 1,263 "landscape units", arranged into 116 "Landscape Types", and these in turn into 34 "Associations of Landscape Types". The treatment of the Atlas' landscapes, which analyses a flattened Iberian shelf for the Peninsula at a scale of 1:200.000 and for the archipelagos at 1:50.000, clearly enables them to be used in planning at small scale, but there is a need to make advances with regard to defining a methodology for identification, characterisation and diagnosis in order to suitably appraise these landscapes and to establish planning and management criteria at the scales at which most territorial and sectorial policies are applied.

At the end of 2005, a study called "Application of the Atlas of Spain's Landscapes to the Tagus inter-community river basin" was initiated as a result of the specific collaboration Agreement between the Spanish Ministry of the Environment's General Secretariat for Territory and Biodiversity and the Autónoma University of Madrid. The study was conceived as a projection of the *Atlas of Spain's Landscapes*, with two main objectives, of a methodological and applied nature:

- To study more in depth and at greater scale the identification, characterisation and diagnosis of landscapes within the territorial scope of the Tagus river basin, making use of the Atlas;
- To provide landscape criteria and objectives to the hydrological planning of the aforementioned basin, and to other sectorial and town planning policies in this territory in relation to "water landscapes", all of this based upon previous characterisation and diagnosis work.

Among other objectives, the new hydrological planning is aimed at protecting water quality and integrating water policies into land planning. This integration of water resources, both surface and underground, into the planning of sustainable territories revives interest in landscapes in which water, as a resource and an environmental

component of great importance, plays a vital role in territorial organisation and dynamics, and in shaping the landscapes therein with regard to the value of their heritage.

In predominantly Mediterranean countries like Spain, the secular relationship between water and human activity has created a set of landscapes of great ecological, economic, cultural and symbolic value, which are highly valued by society and used as a public amenity; these landscapes now merit consideration in land and water planning as an element of our heritage and a resource for territorial development. In the ancient and valuable mesh of water landscapes, there are also constructed elements of great ethnographic and, in some cases, monumental interest, that can be considered as heritage within the landscapes comprising them: bridges, dams, irrigation ditches and old canals, mills and milling machines are inseparable from these water landscapes.

Furthermore, in the vicinity of rivers, the *vegas* and hills that often frame them have constituted places of human settlement since prehistoric times. Cities and villages as unique urban elements and the settlement systems comprising them constitute landscape structures of great interpretative value and, frequently, important elements of our heritage.

In order to develop the study, of a planned duration of 24 months, we selected the Tagus river basin. This choice is justified by a series of geographic characteristics:

- It is a large basin inland of the Iberian Peninsula with very diverse physical environments through which the Tagus and its main tributaries flow: Iberian mountain ranges and high altitude moorlands on the upper Tagus; mountain ranges of the Central System and the Montes de Toledo mountains; troughs and depressions at the foot of the mountains; moorlands, rolling sedimentary terrain (*campiñas*) and *vegas* (habitually irrigated fluvial plain) in the central section of the basin; the old flattened Iberian shelf to the West, in Spain and Portugal.
- It is an “inter-community” and transnational basin requiring shared landscape management criteria and objectives that go beyond political-administrative borders, its territory corresponds mainly to three Spanish autonomous regions (Castilla-La Mancha, Madrid and Extremadura), and to two states, Spain and Portugal, which have both created their own landscape Atlases.
- The water network has been subjected to intense intervention involving big waterworks projects. The river head reservoirs and those in the western sector, making use of the narrowing of the Tagus in the penillanura (old flattened shelf) of Extremadura, form unique water landscapes on the dry Iberian Plateau. Some of these reservoirs provide the water resources necessary to the characteristic irrigated landscapes of the Tagus *vegas* and its tributaries in Caceres.
- Associated with the Tagus hydrographic network, there is a series of rich natural and cultural heritage elements that deserve to be interpreted and managed in their

respective landscape contexts. Together with the presence of valuable riparian groves and small wetlands, well-conserved along some sections, along the Tagus and its tributaries man has built a wealthy series of waterworks constructions and roads, of old and new irrigation systems, of villages and cities, intimately linked to these water landscapes.

The study area does not cover the whole river basin. Therein we selected those places in which the river Tagus or its main tributaries play an important role in the configuration and dynamics and in the social and cultural perception of the landscape.

The course of the Tagus plays this role of articulating the landscape, both at its head and in the west of the Peninsula, where the river narrows and is currently dammed by the Iberian shelf. In the central sector of the basin, the Tagus and some of its tributaries, along the right-hand bank, constitute inseparable elements of the fluvial valley landscapes; the role played here in the landscape by the water surpasses the strict limits of the course and banks of the river, as the water travels through canals or irrigation ditches or is transported by direct pumping from the river to the alluvial plain, thus shaping irrigation landscapes, in some cases very old and in others, recently created ones. Moreover, in the province of Caceres, the water flowing down the western mountains of the Central System also irrigate open sedimentary plains lying in piedmont troughs, like the Tiétar, the Alagón or the Arrago.

As a result of all this, and following the first reconnoitring and identification work, the study deals with the following principal sets of landscapes:

- Landscapes of the Tagus riverhead: the river habitually runs through narrow ravines and gorges, in the Iberian Peninsula's mountain ranges and barren regions. Some of the gorges the Tagus flows through have been used for the construction of the big reservoir system of Entrepeñas and Buendía.
- Vega landscapes in the central sector of the basin: the river Tagus and the river Jarama's tributary system (including the Henares and the Tauña) give rise to the formation of alluvial plains and terrace systems in varying degrees of development within the environment of the great trough or depression of the Tagus. The edges of these vegas are usually very characteristic slopes and escarpments on the infill materials of the depression, although locally there are notable contacts between the alluvial plains and the mountains of the Central System. The vegas differ in relation to landscape both due to their physical and ecological features and to the nature of their rural sections. They are always, however, cultural landscapes with a long history, which are agricultural, irrigated and densely populated, with settlement systems characteristic of the vegas.
- The big vegas of Caceres: the big tributaries draining the western sector of the Central System – the Tiétar, the Alagón and the Arrago – give rise to vast alluvial plains and vegas adapted to the perimeters of piedmont depressions. These plains

were converted by the State for irrigation from the 50's to the 70's of the XX century, thus constituting one of the best examples of the landscapes of Franco's "colonisation" policy. Together with the rationalist mesh of the colonisation irrigation system, we can see the remains of the historical Latifundium system in Extremadura and of the village and agrovilla (large agricultural towns) system that have secularly organised this area.

- Gorges and reservoirs of the penillanura in Extremadura: to the West of the river basin, where the Tagus flows into Extremadura, the river becomes narrow in the old siliceous rocky terrain of the Iberian shelf. In some cases, in the western quartzite mountains of the Montes de Toledo, with sub-vertical strata and broken landscapes forming the noteworthy Monfragüe Nature Park, or that of the Sierra de la Garrapata Park on the lower Alagón. Further to the West, the Tagus and the lower sections of its tributaries in Caceres flow through deep gorges to the Portuguese border. At present, these gorges contain reservoirs, constituting the longest dam system on the Iberian Peninsula.

2. Developing a methodology for the study of the landscape and intervention in the Tagus river basin landscape

The work method for the identification, characterisation, diagnosis and landscape proposals is divided into four main chapters, plus a final one dedicated to the methodological application of the study, a greater scale, to the Tagus-Jarama *vega* in the vicinity of Aranjuez-Seseña. We now include the contents of these chapters by way of an index:

a. Scale and landscape factors

The fundamental objective of the Study is the adaptation of a methodology for the analysis and landscape diagnosis of the large territorial sets selected within the basin. In the development of this methodology, with the contribution of the Atlas, two of the fundamental aspects involve *study scale* and factors relating to the configuration or structure of the landscape.

In general terms, the scale employed for the identification and characterisation of the landscape diversity is 1:50.000. At this scale, we are identifying the landscape units of the different sets or landscape types. Together with the systematic treatment of this scale, however, the Study makes use of greater scales for the analysis of smaller landscape structures, generally integrated into larger landscape units, but autonomous and of interest in their own right. This is the case of the more interesting and better-conserved riverbanks with riparian vegetation, and of determined urban sets related to the river. Of the latter, we have identified Aranjuez, Toledo, Talavera de la Reina, Galisteo and Coria.

The structuring elements of the landscape, also defined in the methodology, differ according to landscape types. In *vega* landscapes, in the study of which advances have been made, we selected the following groups of factors, most of which can be parametrised:

- Hydrological and hydrogeographic factors.
- Geomorphological and topographic factors: average slope of the riverbed, average slope of the valley; canal type; morphology of the valley bottom; lithology of the edges; dominant materials on the floodplain.
- Natural vegetation; vegetation types; plant communities; vegetation structure; area; linear continuity; structural complexity; connection, where pertinent, among riverbank-vega-slope.
- Factors of the agrosystem: crop type and system; production intensity; farming size and system.
- Waterworks and landscape: different-sized dams and reservoirs; canals and irrigation ditches; routing and dykes.
- Roads network and landscape: roads and railway in relation to vegas and rivers; bridges and viaducts and landscape sets in relation to bridges of interest with regard to heritage. The rural roads network and drovers' roads: configuration and access to the landscape.
- The rural sections of vega landscapes: shape and organisation of the plots and their relationship with the hydrographic and hydraulic network; distribution of crops and use of the land.
- The settlement system and its integration in the landscape. Patterns of spatial organisation and hierarchy of the system: cities, villages, hamlets, country houses and their outbuildings; traditional and residential dispersal. Landscape patterns of the main settlements in relation to the river (riverside cities and *agrovillas*...).

b. Landscape heritage of the Tagus basin

- Landscapes and landscape types: identification, cartography and systematic characterisation at a scale of 1:50.000.
- Treatment of landscape structures and sets of interest at greater scales: conserved riverbanks with riparian vegetation; cities and the river.

c. Dynamics and tendencies of riverside and vega landscapes. Typologies

- Natural geomorphological dynamics and those induced by the regulation of the network and by production activities and infrastructures.
- Changes in the natural plant cover.
- Evolution of the uses of agricultural land: stability, less intensive production and abandonment; landscape characteristics of intensification processes.

- Tendencies of the settlement system: stability, construction associated with intensification and transformation of the agricultural use; spatial patterns of residential construction; location, density, morphology (country trail network, new nuclei) and the relationship with the traditional system.
 - Development of roads and railway infrastructures.
 - State and tendency of traditional architectural heritage of cultural interest.
- d. Evaluation of the quality of the Tagus landscapes considering their character and state of conservation**
- Criteria for the appraisal of landscape quality (ecological, relating to coherence, visual and aesthetic, degree of integrity...).
 - Estimation of landscape quality according to units.
 - Unique landscape sets or elements of exceptional value.
 - The fragility of the landscape: character, visual sensitivity and dynamics of uses.
- e. Objectives of landscape quality and proposals for the defence, management and improvement of the Tagus landscapes and for the promotion of landscape resources in the planning systems for its Basin**
- Types of objectives relating to landscape quality according to their territorial scope: referring to landscape units and types; referring to patterns, sets or elements making up the landscape (for example, in relation to urban riverfronts, to the treatment of the parcellary and the rural roads network; to the configuration of the hydrographic network and the riparian vegetation, etc.).
 - Types of objectives according to their nature: for protection and improvement; for the integration of new uses and for linear and continual elements, for recovery and restoration of the landscape; for promotion and access to the landscape; for landscaping.
 - Political-administrative scopes of the objectives of landscape quality: quality objectives for town planning initiatives and for land planning in relation to riverside and vega landscapes; and objectives and recommendations for sectorial policies, in particular those relating to water, nature conservation, infrastructures, agriculture and forestry, activities relating to resources extraction and tourism.
- f. Methodological application to the Tagus-Jarama vega in the vicinity of Aranjuez-Seseña**
- Hydrological regulation, river dynamics and ownership system; the organisation of the vega and riverside landscapes of Aranjuez-Seseña
 - A landscape with particularly noteworthy agricultural, environmental values and those relating to heritage and identity.

- A fragile landscape, threatened by urban development, and communications infrastructures, diminished water resources and the establishment of activities relating to resources extraction and industrial activities.
- The influence the regional border effect: two regional Autonomies, duplicity of situations (the unequal distribution of protected natural areas in relation to the administrative location of the vega-riverbank: the case of Red Natura 2000; the influence of regional and local town planning regulations in the landscape; and the administrative location and placing of industrial activities and those relating to resources extraction.
- Historical dynamics and present situation: the sustained and progressive deterioration of the Tagus vega landscape.
- The planning and promotion of the Tagus vega landscape:
 - Objectives and targets: seeking compatibility between uses and landscape conservation;
 - The need to formulate directives for intervention in the landscape at local, regional and supra-regional scale (with possible projection at transnational scale);
 - Social awareness campaign: knowledge and dissemination of landscape heritage.
 - Initiatives for protection and conservation: zones and elements of particular interest in relation to landscape;
 - Actions for the improvement, reclassification and regeneration of the landscape;
 - Programme for the improvement of the perception and interpretation of the landscape;
 - Proposals for town planning and agro-environmental management.

Conclusions of the Workshop 3: The Spanish experience

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The satisfaction and interest of a specific Workshop destined to the host country

First, we want to thank the Council of Europe for the opportunity to develop a specific Workshop assigned to Spain. Highlight too the high grade of the presentations on the part of the Spanish representatives. And, of course the attention lent by the colleagues of other countries.

The Workshop assigned to Spain has had a good reception, which demonstrates that subjects that happen in a country could be extended to the rest:

- On one hand, it allows to expose processes and answers that show the diversity of the landscapes of Europe;
- And on the other hand, mainly the support to the initiatives and experiences that are being developed, like trails for its application in other realities.

Three outstanding references in the Workshop

The Workshop assigned to Spain has allowed to show a series of aspects, grouped in three sets:

1. The key role of the European Landscape Convention (ELC) and the importance of the application of its criteria:

- Contrast, in the Spanish case, among the historical feeling of the population for the landscape and the real capacity for transformation of the present processes (F. Zoido);
- As result, turn up new values without landscape; and new landscapes without values (M. García, Cantabria);
- Still, existence of confusion in the interpretation of some concepts of the ELC like the landscape concept itself, the landscaping quality aims or their application to the whole territory.

2. Need for an own political framework (M. J. Festas)

- In Spain still lacks tradition in landscape's management, unlike other Members States;
- It is necessary to overcome the exclusively protectionist past (F.Zoido);

- In the exposed cases, two great lines have been observed: those that starts from a specific legislation in the matter of landscape (Valencia and Catalonia); or those that are approaching the consideration of landscape through territorial legislation (Cantabria) or associated to the urban or natural areas planning (Canary islands).

In both cases one could reach the same conclusion: the landscape is not an isolated matter and must be integrated both in territorial and urban planning and in nature conservation one and also in the remaining sectorial policies.

3. The diversity of experiences

The landscape's management offers a great diversity because it's a relatively recent activity and because of the different situations that tackles.

In the Spanish case, this diversity of experiences is still greater because of the large autonomy of the regions in matter of interventions on the territory and mainly because of the increasing attention that has the landscape.

For that reason some characteristics of the Spanish cases and experiences exposed could be emphasized:

- first, the universities and expert's role of supporting the technicians for facing the landscape's approach, taking into account the lack of regularly established procedures;
- also the experimental, pioneering and innovating character of these initiatives, with a strong will to treat the landscape;
- and finally, the amount and diversity of these experiences as result of the different realities from which faces the landscape's management in a country with a big landscaping diversity.

For these reasons and in view of the shown cases, the following kinds or areas of intervention could be established:

- the territory and the cities, as spheres exposed to greater pressure and where the interventions are more necessary and urgent. It would be cities, infrastructures, industrial or agricultural areas, tourist places...
- natural spaces and Reserves of the Biosphere, with all its diversity.

Also a series of aspects more horizontals and singulars:

- landscape in the European co-operation (case of Interreg showed by Andalusia);
- landscape as subject in exhibitions (landscape's biennials of Catalonia) and as object of prizes. And in this sense the different and successive approaches which it is subjected;
- and landscape in teaching, as field to prepare to the futures citizen in the valuation and protection of the landscape.

The future

Facing the future regarding the landscape's management, I'd like to highlight two subjects exposed (F. Zoido):

- the importance of the shared responsibility between the three levels of government, both the national and regional or local levels;
- and the insufficiency of the interventions if these are not accompanied by a follow up task.

These two big lines would have to be object of deepening in successive Workshops.

Workshop 4/ Atelier 4

**Outlook for the future/
Quel futur ?**

**Chairs/
Présidents**

Munevver DEMIRBAS OZEN
*Representative of Turkey
for the European Landscape Convention*

Martina PÁSKOVÁ
*Representative of the Czech Republic
for the European Landscape Convention*

Approach of Czech Ministry of Environment to the Implementation of European Landscape Convention

Martina PASKOVA

Representative of the Czech Republic to the European Landscape Convention

1. Ratification Process

The European Landscape Convention was signed on 28 November 2002 by the Czech Republic representative with the Council of Europe on the occasion of the 2nd Conference of Conventional and Signatory Countries held in Strassbourg. On 29 October 2003, the Convention was adopted by the Chamber of Deputies of the Parliament of the Czech Republic, and on 29 January 2004, it was adopted by the Senate. The ratification process was completed by the signature of the President of the Czech Republic.

2. Implementation Process

The debate began at a biennial interdisciplinary Conference “The Face of Our Country”, which was held by the Society for the Landscape and the Czech Chamber of Architects in years 2001 – 2005. The main topic of the year 2005 was “The Czech landscape in the context of the European Union”, including sub-topics as “Agriculture and Countryside – a key to the future of the European landscape”, “Trends of urbanization of the European space”, “Identification with the place and landscape as a basis for Europe of regions”, “Our landscape as part of the cultural space of Europe”. The Conference is one of the most prominent events in the field of discussion on landscape in Czech Republic (usually under the auspices of Czech Ex-president Vaclav Havel) and is regularly concluded by a set of proceedings according to topics and supplemented by an interesting exhibition.

The Ministry of Environment initiated and financed three main research projects since 2002. First project, “Support for implementation of the European Landscape Convention in the Future Activities of Ministry of the Environment” (2002-2004), was aimed at the practical way of the Convention implementation in the decision-making and management process of Czech administration and government. With this project an analysis was made of the existing and required tools of implementation.

The project was finished in following structure:

- the landscape, objectives and instruments of the landscape policy;
- the instruments for evaluation of the trends, state and prospects of the landscape development;

- the criteria of optimisation of the landscape management;
- participation of the population in the landscape management;
- starting points, objectives and instruments of the creation and implementation of the landscape policies;
- the landscape in the European context;
- the principles of the legislative measures.

The second mentioned project, called “Typology of Czech Landscape” (2003-2005) presented an identification of Czech landscape types on the macro and mezzo level.

The third project is a 4-year ambitious research and development project called “Atlas of the Landscape”. The project is guaranteed by Deputy Minister of the Environment (Nature and Landscape Conservation Section) and employs a highly qualified team of experts. The aim of this project is to create a geo-information system, referring to the state, the potential and carrying capacity of the landscape. The project is consulted with partners from Slovakia.

The theoretical knowledge on landscape typology, planning and management is currently being developed and improved with the assistance of pilot landscape plan, supported by the Ministry of Environment and Local and Regional Authorities. Nowadays, four main pilot projects are prepared: cultural landscape of Kladrubsko horse breeding area (in beginning project phase), cultural landscape of Podřipsko area (in initial phase), agricultural and industrial landscape of Bruntálsko area (in preparation phase), cultural landscape of Třebon Fishponds Basin (in preparation phase). These projects include different types of Czech landscape, with historical, cultural and natural heritage and with a great need of methodical management leading to sustainable development and conservation of the cultural and natural value.

The natural and historical landscape is however not the only type of landscape in the focus of Czech Ministry of Environment. The urban landscape is considered equally worthy of attention as the natural or rural landscape. In the context of the adoption of the Thematic strategy for Urban Environment by the European Commission the Czech Environmental Ministry is developing a strategic document for the residential landscape: “Nature and Landscape Management Principles in Urban Areas”. This document aims to address main issues of the urban environment and urban landscape:

- the criteria of sustainability of urban environment,
- sustainable land-use in urban and suburban areas as a tool of the prevention of urban sprawl,
- ecological stability and biodiversity of urban areas,
- urban regeneration and conversion of derelict sites.

The document will include an action plan: recommendations for the Government, for the regional and municipal administration authorities, a package of legal, economic and planning tools. Further recommendation will be developed for the community planning and cooperation with the public, and forming of decision-making process leading to sustainable development of urban landscape.

The Czech Environmental Ministry administrates a subsidy programme as a tool for improving the condition of urban landscape: the Urbanised Environment Management Programme. The programme aims to contribute to the preservation and revitalisation of key urban public green areas including school gardens, educational, health care, social and other facilities with a significant socialisation function in the residential landscape; to contribute to the regeneration of land polluted by industrial, transport and production activities, to support the re-conversion of brownfields in the residential landscape by creating new public green and natural areas, and to support new areas and corridors of green space as part of implementation of the Territorial Systems of Ecological Stability, urban green-structures and greenbelts.

The year 2006 is the 4th year when Ministry of Environment lends support for the competitions with significant impact on the landscape, such as the Entente Florale: an European Competition of Flourishing Towns, Green Ribbon and the Village of a Year, Historical Settlement of a Year (in cooperation with the Association of Historical Settlements of Bohemia, Moravia and Silesia), The Landscape Management Project.

Ministry of Environment grants systematic support for the introduction and implementation of education oriented at the cognition and photographic documentation in cross-border areas of the Czech Republic, with focus on societal changes and their impact on the cultural landscape and on the consequences of behaviour in such landscape on the Film Academy of Performing Arts, Department of Photography.

The Ministry of Environment also supports the activities of the Institute for Ecology of Urban Environment of the Academy of Sciences and the introduction of sustainability principles in the residential, natural and protected areas (environment-friendly tourism centres, eco-certification and eco-tourism pilot plan in the protected areas).

One of the best known examples of cultural landscape in the Czech Republic is the Lednice and Valtice Composed Area, registered in Unesco World heritage List and a part of Unesco Biosphere Reserve. The area is valued for its extensive areas of intentionally composed landscape; however, it has a number of mutually interconnected problems. According to Czech Government Resolution (2004) an inter-resort working group for the issues of LVA (Lednice and Valtice Area) was established to prepare the methodology for landscape plan for LVA and a management plan for Unesco landscape monuments. The working group coordinates the communication among local stakeholders. Sustainable management and funding of the natural and cultural heritage conservation are the two main issues that the Ministry of Environment aims to co-ordinate within the working group.

Finally, in 2006 the Ministry of Environment adopted an internal strategy of implementation of the European Landscape Convention. The issue of landscape planning and protection requires an integrated and interdisciplinary approach with good horizontal cooperation with other ministries and with national experts. An expert group was established with the aim to discuss and develop a national strategy of implementation of European Landscape Convention. At the same time, a Czech Landscape Policy will be prepared, with the adoption of general principles, strategies and decision-making process, which would lead to landscape protection, management and planning. The ministry will also prepare the participation of representative Czech landscape in the European Council event, the “Landscape Award”. A strategy for funding these aims will be also necessary. Great emphasis will be given to the public promotion and public awareness raising of the Convention and its importance.

3. The Potential of Geoparks within the Framework of Implementation of the Convention

The Ministry of Environment supports the education and awareness raising on the topic of European Geoparks and its links to Unesco as one of the special landscape management tools. Geoparks have a different status of categories as a Geological Heritage from the World Natural Heritage and include territory types as rock cities, volcanic and karst areas, archaeological and palaeontological sites, abandoned mines including mining facilities etc. The main thesis of a geopark philosophy is sustainability of the development, with a strong role of the local community and of geotourism and other environment-friendly forms of tourism, with an emphasis on the modern way of interpretation of geological and related values of the territory. The first geopark in Czech Republic – Český ráj (Bohemian Paradise) was established in 2005 as a part of European Geoparks Network. The status of geopark requires a systematic approach to the landscape management. The nomination document has to be complemented with the method of interpretation of geological heritage, a strategy of development of geotourism (commercial nature conservation and education), the profiling (positive regulation/stimulation) of tourism in a geopark area – a system of accredited geoguides and geo-trails, modern methods of interpretation and the involvement of the local population in the process of geopark planning and implementation.

4. Transcontinental Cooperation and the implementation process

The implementation process of European Landscape Convention is still in an initial phase in the Czech Republic and so any recommendation and methodological guidelines on it (from the Council of Europe) are welcomed. Also the crossborder and transcontinental cooperation in the field of landscape protection, planning and management are highly appreciated. Czech Republic has already launched such a cooperation with Slovakia and Austria.

La signification culturelle du paysage

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1. Le paysage, échelon historique

Le paysage intervient en premier lieu dans la configuration formelle de la réalité géographique complète, dans la morphologie des faits géographiques. Le paysage est la manifestation formelle de la réalité géographique, mais la marche du temps en fait également son image culturelle. C'est pourquoi il est constitué d'une pluralité de composantes et de regards. Si le paysage acquiert nécessairement sa forme à partir d'un système territorial, il est aussi la vision de cette forme. Le paysage diffère donc du territoire, espace fonctionnel et administratif, et base géographique manipulable. Le paysage est à la fois la configuration morphologique de cet espace de base et son contenu culturel, ce qui le place dans une catégorie supérieure à celle du fondement territorial. La condition culturelle du paysage est sa propre substance. Le paysage est donc un lieu et son image.

La nature européenne ne se réduit pas à une organisation physique et biologique donnée sur un espace géographique, c'est aussi un modèle de paysage culturel ; c'est un milieu transformé ou conservé et c'est une construction culturelle. Son idéalisation en tant que tel est même l'un des faits les plus caractéristiques de l'histoire de notre culture depuis la Renaissance : le paysage à dominantes naturelles – notamment la haute montagne – est depuis lors considéré comme un monde à part suscitant l'admiration. A plus forte raison, les paysages ruraux – où les formes naissent d'un processus de cumul historique sur le potentiel écologique et fixent du point de vue fonctionnel l'héritage du passé – représentent en soi une valeur culturelle d'intégration. L'identification géographique et évocatrice des régions possédant de tels paysages en fait des références clés de la culture territoriale. Les paysages urbains sont, de toute évidence, révélateurs de leur histoire au plus haut degré. Chaque élément, chaque maison, chaque rue, chaque ensemble est porteur de valeurs et des symboles, de sorte que le phénomène urbain matériel en soi, à la fois scène active et héritage, façonne un paysage qui est un document historique, c'est-à-dire un fait culturel.

Sur les trois scènes – naturelle, rurale et urbaine – et leurs mélanges habituels, les représentations culturelles des paysages sont la toile de fond des regards historiques et actuels sur le monde. Ces paysages détiennent donc les clés de la signification de notre concept du monde, signification qui a varié avec le temps. Le « regard » encadre ce concept, le dote d'une dimension et d'une perspective, de valeurs et de qualités. Le paysage final contient donc une part de création humaine. Il est cependant possible que cet ajout, qui renvoie au lieu et le qualifie, ne soit pas gravé dans le lieu, mais rangé dans

les rayons d'une bibliothèque ou suspendu dans un musée. Les paysages ne se réduisent donc pas à eux-mêmes ; ils ne sont pas uniquement matière et action. Ils sont aussi ce qui les a imprégnés, du point de vue de la culture, couche parfois moins visible que celle de leur rude lien pragmatique avec le territoire qui leur sert de support.

Fort de tous ces caractères, le paysage possède une signification naturelle, historique et fonctionnelle dans ses éléments et dans son organisation tangible. Il possède également d'autres contenus dans ses références culturelles et sociales, ses mythes, ses identifications, sa personnalité, sa littérature et ses valeurs. Ceux-ci peuvent être expliqués, contrôlés et objectivisés grâce aux méthodes des disciplines humaines. Ces significations ajoutées sont parfois porteuses de charges symboliques considérables. Les ignorer revient à mutiler gravement le paysage. Bien compris, le paysage se construit, dans la réalité matérielle comme du point de vue intellectuel, non seulement comme un artefact géographique, mais aussi culturellement, comme une conquête mentale. Lorsque nous parlons de « paysage », nous y incluons non seulement un système territorial, mais aussi un système d'images. La concrétisation et l'extension de cette idée requièrent toutefois une certaine maturité de culture sociale, longue à atteindre, et difficile à conserver car fragile. Le concept de paysage est donc un échelon historique, une conquête de la civilisation.

2. Les paysages, visages

Comme nous l'avons dit précédemment, les paysages sont des visages qui révèlent des formes territoriales, formes qui, en principe, expriment des structures géographiques et écologiques, modelées par leur usage dans le temps et par la mise en exploitation des espaces disponibles. Les paysages sont ainsi les formes vers lesquelles tendent les forces et les éléments naturels à caractère régional. Ils sont la manière dont les faits physiques, les harmonies et les dynamiques spontanées de la planète se présentent, se répartissent et s'organisent dans l'espace réel. Les paysages naturels sont les configurations qu'acquière les composants biotiques et abiotiques des systèmes naturels. Leur visage indique cette constitution formelle, la structure sur laquelle ils reposent, la dynamique qui les anime et l'état dans lequel ils se trouvent. La majorité de nos paysages sont également des produits de l'histoire dans un cadre ou sur un potentiel naturel : leur forme documente aujourd'hui le poids de notre culture sur l'espace, comme des archives à échelle territoriale.

La capacité à octroyer un sens culturel à son existence et, au sein de celle-ci, à sa relation avec le milieu, est propre à l'être humain. Le concept de « paysage » renferme un contenu qui va au-delà d'un point de vue territorial : il contient des idées, des images, une portée et une valeur ajoutées. L'une des caractéristiques – parmi bien d'autres – de l'être humain est donc de voir dans le décor qui l'entoure non seulement un territoire, mais aussi un paysage. Dans ce sens, tout paysage doit être considéré comme un fait culturel. Même un espace naturel, par exemple une forêt, n'est pas un simple ensemble d'arbres, c'est un ensemble de symboles.

En tant que scène vécue, le paysage n'est pas étranger au drame qui s'y déroule. C'est pourquoi l'expérience du paysage est une référence propre à toute culture. Cela implique un recours à ces paysages comme à un environnement vital. Cette façon de voir ne plaide pas en faveur de l'irrationalité, mais il est tout aussi imprudent de prétendre que la science – simple portion de la connaissance – renferme toutes les explications de la réalité. Le paysage recèle un contenu culturel qui imprègne ses formes, mais qui n'est pas directement visible sous ces formes : parfois, ce ne sont pas uniquement ces formes, mais leur signification, éventuellement invisible, qui est porteuse de sens, de signes distinctifs et de marques culturelles.

Le monde de la culture paysagère comporte par exemple de nombreuses références à l'eau en tant qu'élément vital et en tant que clé de la relation avec la terre, chargée de symboles. Paradoxalement, cette référence est fréquente là où l'eau est rare – par exemple dans le cœur du désert –, là où les sources, mais aussi la forêt ou l'arbre révélant la présence d'eau, acquièrent un caractère sacré. Les lieux peuplés de rivières sont également des axes selon lesquels s'agence le monde : canaux accueillants délimitant les zones vitales et les établissements humains, et déterminants pour la survie, la circulation, la civilisation et les itinéraires des cultures expansionnistes. Il existe cependant des vallées inhospitalières, insalubres et vides, presque exclusivement habitées par la peur et les mythes. Cette vénération englobe, en ton mineur, la rosée – esprit des eaux – et l'humidité qui suinte dans les grottes. C'est l'eau de baptême, l'eau source de vie, l'eau chemin, mais aussi l'eau obstacle. Cette peur simultanée s'applique à la lagune sans fond qui recouvre un village, qui attire la mort. C'est l'œil qu'un être souterrain angoissant pose sur le monde. C'est l'eau mystérieuse ou le lit ombragé aux buissons touffus, l'obscurité humide source de crainte et de frissons, et propice à l'imagination. Il existe une littérature et une peinture de l'eau, un « genre » fluvial. Remontant aux racines mythologiques des villages, aux premiers établissements humains toujours dépendants des sources, il a accompagné la création de la première unité territoriale issue du rationalisme et s'est penché sur les liens cachés unissant le paysage et la mémoire de l'eau. Mémoire des fontaines sacrées rédemptrices, de la *fons sapientiae* aux despotiques compagnies hydrauliques, aux traités d'ingénierie, à l'exploration : la culture entrecroise ses multiples trajectoires autour de la thématique des paysages de l'eau. Les cours d'eau ont défini les réseaux géographiques et avec eux les paysages-axes des hommes : installations d'exploitation et de captage, conduites, villages, chemins, limites, obstacles, gués, ponts, réglementations, usages, possession de biens. La nécessité de disposer d'eau, et sa distribution et sa régulation ont présidé au développement de techniques et même de cultures particulières implantées dans le paysage par le biais de puits, de galeries, de norias, de citernes, de barrages, de canaux, d'aqueducs et de systèmes d'irrigation et d'approvisionnement. Le lien entre les villages et leur eau est donc ancestral, et toute prétention extérieure sur celle-ci fait naître la défiance et la jalousie collective. L'eau est donc à la fois culture, survie et pragmatisme. La culture de l'eau réside entre la raison pratique et l'idéalisme. Elle

est territoire et paysage. L'eau est censée être un symbole psychologique essentiel, celui du dernier voyage, de la dissolution finale dans les profondeurs, comme le destin humain. Mais l'eau est aussi naissance et croissance perpétuelles, et c'est en elle que résident des valeurs aussi différentes que la morale de la pureté, la fraîcheur, la clarté et la violence. L'eau a le pouvoir de refléter, et dans certains mythes, celui de voir. L'eau est « le regard de la terre ». L'eau pense ; elle est la conscience qui émane du paysage. L'eau parle dans le clapotement des sources et chante dans les ruisseaux, mais il existe aussi des eaux silencieuses, des eaux mortes, lourdes et profondes, une eau sombre comme une vie qui souhaite s'éteindre. L'eau favorise la mélancolie : les ténèbres des profondeurs des étangs abritent des esprits que personne n'a jamais vus. L'eau a en même temps des connotations vitales de « mère-paysage », qui font naître une attitude filiale vis-à-vis de la nature, de la terre nourricière. L'eau pure vit dangereusement, sous la menace de voir sa pureté troublée, dans un cauchemar fait de tourbillons de boue, de stagnation insalubre et de végétation envahissante.

Il y a plus : l'eau domestiquée n'est pas l'eau sauvage et un étang n'est pas un fleuve. Les eaux naturelles permettent d'atteindre l'idéal de solitude sans lequel la sensation de défi cosmique s'avère impossible. Selon Bachelard, il n'y a pas d'épopée sans une scène de tempête, pas de grandeur humaine qui ne se mesure à la grandeur du monde. Tout est écho dans l'univers, ajoute-t-il. Lorsque nous manions l'eau, nous manions un élément qui est au centre de l'univers et au centre de l'âme humaine.

Tout paysage est donc aussi une idée et ses interprétations et représentations issues de la culture. Parmi les plus connues figurent en premier lieu celles qui sont à l'origine de son façonnage en tant qu'objet, celles qui se rapportent à sa beauté esthétique et à la qualité de ses composants. En second lieu, celles qui font référence à sa profondeur morale, à la signification bienfaitrice d'une capacité éducative. En troisième lieu, celles qui s'établissent dans un entendement scientifique – c'est-à-dire dans l'objectivation et la rationalisation méthodiques – en tant que formes et images territoriales, en tant que configurations concrètes du monde et en tant que figurations sociales de ce monde. En quatrième lieu, celles qui s'insèrent dans le maniement du territoire, dans la formation elle-même des nœuds d'action, de problème et de critique environnementaux et territoriaux. En conséquence de cet héritage d'ensemble, les paysages reflètent ou contiennent d'importants signes distinctifs des peuples qui les habitent et sont les formalisations environnementales, les volumes et les visages des lieux.

Soutenir les paysages ne consiste donc pas uniquement à soutenir pragmatiquement un territoire, c'est bien plus. Cela implique des questions plus profondes que l'entretien de leur héritage monumental. L'ensemble de l'espace géographique forme un paysage et tout paysage, jusqu'au plus humble des champs, est révélateur de la relation entre un homme et un milieu. Une relation technique, financière et spirituelle.

Mais les paysages ne sont pas conservés dans des musées. Ils sont nécessairement sujets au changement car des êtres y vivent et y survivent. C'est pourquoi les paysages

sont au centre de la vie ; ils n'ont pas valeur d'artéfacts défonctionnalisés, et c'est aussi pourquoi ils sont, par essence, fragiles. Ils demandent donc une attention particulière, autre que celle nécessaire à la conservation des espaces naturels et des monuments. Ils demandent de la subtilité dans leur connaissance et de la flexibilité dans leur maniement, un traitement plus ouvert débutant par des soins attentionnés suivis d'exigences intelligentes similaires à celles que les autres phénomènes et faits environnementaux et culturels requièrent. La manière dont le paysage est traité se révèle ainsi être un chapitre de la politique de la culture environnementale et territoriale. Il conviendrait sans aucun doute de promouvoir une politique du paysage comme une politique culturelle. Mais l'évidence que les paysages sont des façonnages matériels et des synthèses formelles des éléments et des dynamiques environnementales rapproche cette politique de ce que l'on dénomme la « culture environnementale » ; dans ce sens, il se révèle être l'un de ses principaux chapitres.

Il est clair que la conservation de cet héritage fragile et de la durabilité de ses traits n'est pas chose facile. Surtout lorsque ses caractères fonctionnels sont dépassés par l'époque, par les techniques de production et d'échange, et par la demande en ressources. Sa défense en tant qu'héritage culturel, en tant que patrimoine, peut être qualifiée d'archaïsante. La durabilité du paysage débute par la sensibilité expérimentale et culturelle à sa détérioration, mais elle doit atteindre une certaine objectivité de traitement technique pour être généralisable et effective. La première étape consiste à aboutir à une connaissance normalisée, à obtenir un catalogue pondéré, une cartographie, un fichier ouvert de paysages évalués menant à la compréhension et à la hiérarchisation de leurs traits grâce aux méthodes issues des sciences naturelles et sociales. Il s'agit là d'un travail de synthèse et de sélection des composants, de l'état, des tendances et même du sens de ces paysages. La deuxième étape consiste à persévérer dans le suivi de ces fichiers ouverts et à les maintenir à jour. La troisième étape consiste à les convertir en guides d'action et de bonnes pratiques en liaison avec les initiatives propres aux dynamiques territoriales : il faut traduire ces données en processus d'action, en propositions concrètes de conservation ou de conception, fixer des repères culturels et techniques, orienter et stimuler. Les encouragements fournis doivent donner naissance à une mentalité attentive aux paysages et introduire dans les priorités territoriales cet ingrédient de culture environnementale comme une valeur à prendre en considération. Il convient de donner des modèles d'action généraux et précis.

Il est évident que la mise en œuvre d'une politique culturelle du paysage est une initiative positive, mais loin d'être simple, et cela essentiellement en raison de la difficulté de correspondance géographique entre, d'une part, l'adaptation et le respect des biens patrimoniaux, et d'autre part, les nécessités liées au changement et au développement. Etant donné qu'aucun territoire n'est neutre et que tous les paysages ne sont pas identiques, tant en termes de caractères que de qualités, en principe, il semble qu'il conviendrait d'introduire au moins un « impact paysager » spécifique, suffisamment indépendant et autonome. Les aspects les moins tangibles

du paysage nécessiteraient même d'autres traitements complémentaires, au sein d'une définition du patrimoine culturel environnemental. Dans tous les cas, il semble que l'ensemble du processus de changement territorial requière une attention explicite ou, le cas échéant, une correction culturelle, c'est-à-dire paysagère. En résumé, une voie possible s'ouvre lorsque la qualification culturelle du paysage devient explicite dans toute action territoriale. Cela crée un champ d'incitation à la protection des paysages. Ce processus doit être basé sur la promotion de l'éducation et de la culture paysagère, dans le cadre de l'acquisition générale des connaissances qui en fait partie – une partie substantielle –, et sur la promotion de l'éducation et de la culture environnementale, tant en termes de connaissances générales que de formation technique en conception paysagère. Ce processus doit parallèlement être basé sur un autre point de sauvegarde de la culture, à savoir l'assimilation de la protection du paysage avec les autres aspects de la conservation patrimoniale, et centrer son action sur les champs fonctionnels de l'aménagement territorial et environnemental. Pour dresser l'inventaire-guide de base, il est nécessaire de le programmer avec une procédure unifiée : il conviendrait donc d'instituer des méthodes globales de synthèse et d'évaluation, puis des techniques et des procédures concrètes d'intervention dans la protection. Mais ce modèle méthodologique commun étant défini, cette entreprise n'est viable qu'à l'échelle régionale et si elle est régulée par une norme nationale (une « loi sur le paysage » ou l'adaptation des normes européennes) dotant les intervenants d'une capacité d'action locale. L'orientation européenne, déjà formellement définie, semble être la référence la plus immédiate pour cette ligne d'action satisfaisante et de plus en plus concrète.

3. Conclusion

Le terme « paysage » est un terme commun possédant de nombreuses variantes et de nombreux profils. L'idée de base se reflète essentiellement dans son acception « géographique » traditionnelle, complétée par son acception culturelle : celle fondée sur son caractère en tant que constituant et en tant que formalisation du réel sur la face de la Terre, car cette réalité se manifeste à différentes échelles sous la forme de configurations précises. Dans ce cadre, le paysage est donc bien plus que « l'aspect » que revêt le territoire ; il possède un corps, un volume, un poids ; c'est une forme : ce n'est pas seulement une figuration, mais une configuration. Sa base d'étude est donc une morphologie. Les faits géographiques (qui obéissent de manière combinée à des structures ou des systèmes et à des dynamiques naturelles, historiques, sociales et économiques) donnent une continuité aux visages et aux structures de la Terre : tout panorama répond à une forme et cette forme provient d'une structure géographique et de son évolution. Ce terme répond de manière explicative à toute la séquence qui va des causes et des forces génératrices de formes territoriales à la matérialisation de celles-ci et à la face finale qu'elles présentent, et même à leurs changements, à leur perception et à leur représentation culturelle. Le paysage se présente dans tous les cas comme un accumulateur.

Il faut néanmoins insister sur le fait qu'il regroupe des constituants matériels et immatériels. Pour l'exprimer dans la terminologie consacrée de la géographie classique, qui a vu naître le premier concept intellectuel de paysage, il possède des composants « matériels » et « spirituels », qui dépendent du mode de vie et de l'adaptation de l'homme au sol (et du sol à l'homme). Cette formulation exprime le versant perceptif et qualitatif de la relation avec l'environnement, le versant « paysage intérieur », qui venait s'adjoindre au versant objectif, extérieur, et le reconfigurait du point de vue culturel.

C'est cette reconfiguration, par laquelle le paysage acquiert les valeurs de ses significations autorisées, à tel point que ces ingrédients ajoutés le qualifient et le rendent indissociable de ses traits matériels, qui définit la séparation la plus nette entre les concepts de « paysage » et de « territoire ». Le paysage acquiert ainsi une signification de produit de la civilisation et d'agent civilisateur, c'est-à-dire qu'il acquiert une valeur culturelle, et en conséquence morale.

Naturellement, le paysage est aussi changement. Il n'est pas statique. Il possède des composants de dynamisme, d'évolution, de temps. Il a donc un avenir. Il ne s'agit pas seulement d'un passé ancré dans les formes de la terre ; il ne s'agit pas seulement d'un présent que l'on peut arrêter. Il a une histoire plutôt qu'un passé et possède un avenir qui se construira peu à peu. Nous pouvons nous questionner à propos de son avenir et même tenter d'intervenir sur ses tendances. Sous les paysages se trouvent les territoires. Sur tous deux se pose le regard civilisé. Ces territoires sont mis en exploitation avec une puissance jusqu'alors inconnue. Cette force, le regard, qui lui aussi se transforme, ne cesse de recevoir des informations sur cette mise en exploitation et bien souvent ne cesse d'en souffrir. Les paysages allient durée et changement. Si ces deux ingrédients se déséquilibrent, ils se fossilisent par excès de fixité ou se défont par excès de mutation : ni l'un ni l'autre n'est bien en soi ; ils possèdent tous deux un double caractère duquel découlent leur durabilité et leur vitalité, leur conservation et leur dynamique. Mais, avec ou sans eux, l'avenir est bien évidemment du domaine du « non-fait ». En ce qui concerne le paysage, comme dans presque tous les autres domaines, l'avenir est, à l'image de présents successifs, une construction partagée ; c'est l'imposition de puissantes lignes que nous ne maîtrisons pas ; c'est l'émergence de l'inattendu, c'est parfois la conclusion de l'attendu et, dans les grandes lignes, c'est la prévision. Savoir si le prévisible est possible est une autre histoire, mais il ne faut pas défaillir. L'avenir du paysage est une affaire de culture : de niveau culturel et d'action culturelle. Le niveau culturel s'acquiert – il s'obtient ou non –, s'enseigne et s'apprend. L'action culturelle s'entreprend ou non, s'exécute et s'exerce.

Une méthode multivariée pour analyser le paysage et pour définir les politiques

A methodology to analyse landscape an to policies building

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Résumé

Ce travail présente un exercice d'analyse du paysage, basé sur les notions de classification automatique de type non hiérarchique, *fuzzy* et *rough* et de définition des politiques à partir du principe de rationalité, qui cherche à mettre en exergue le lien de causalité entre les problèmes.

Les données incluent des index de fragmentation calculées à partir des territoires communaux et des *patches*.

L'exercice, appliqué aux paysages de la province de Potenza (Italie), se conclut par la construction d'un graphique qui décrit les filières moyennes-objectifs par la construction du cadre logique des objectifs (*Logical Framework*).

1. Introduction

Evaluer et décrire le paysage se relie étroitement avec toutes questions plus générales concernant l'aménagement du territoire, ça à partir d'une interprétation très large du terme paysage, une interprétation que le voit comme le tissu ou histoire de l'homme et de la nature se mélangent pour engendrer un cadre complexe d'interactions ou la correspondance entre description et décision est tout à fait non évidente.

Dans cet but, dans cet travail on a cherché de définir une procédure qui soit systématique et répétable pour classer le territoire et affecter chaque classe d'un cadre de normes. La question se pose, donc, comme celle de fournir de bons arguments pour justifier les altérations des rentes foncières qui sont engendrées par un plan et, au même instant, préconiser un futur qui puisse contribuer à mettre en valeur un facteur, dans la majorité des cas, très important.

Ça implique une très claire assimilation entre aménagement du paysage et aménagement du territoire. Etant donné le rôle de la classification du sol dans les exercices de planification, ce travail emploie techniques classiques et modernes de la classification mathématique et se place entre un renouvelé approche rationnelle qui se base sur l'explicitation des relations de cause à effet entre le procès que se développent

dans un territoire avec le but de définir le politique en fonction des problèmes et aussi d'expliciter les liens logiques de causalité estimés entre but et moyens .C'est-à-dire on propose ici les pas principales d'une procédure bien connue dans le domaine de la programmation économique qui s'appelle Logical Framework Approach (LFA) ⁷².

Après d'un aperçu sur les aspects théoriques concernant une vue très opérationnelle sur le concept de paysage et sur ce qu'on appelle approche rationnelle, on présente la procédure d'analyse suivie et la procédure de construction des objectives stratégiques.

2. Les aspects théoriques

Si le paysage se forme à partir de la rencontre de l'homme et de l'environnement et s'il se caractérise par les transformations, la présence, les activités, il suit que dans le paysage se représente la vie quotidienne pendant les siècles. N'est pas, donc évident la différence entre aménager le paysage et aménager le territoire.

Dans ce travail on fixe cette différence avec une attention plus grande aux aspects de ce que les territoires communiquent à partir des images de l'environnement. Pour évaluer les images il faut comprendre ce qui passe derrière. C'est à dire qui est dans cette optique qu'on regarde aux aspects de l'écologie et du développement social et économique et que trouvent espace les techniques quantitatives qu'on va proposer.

2.1. Les instruments de classement : la cluster analysis , fuzzy set et rough sets

Depuis Benzecri (1970) les aspects mathématiques et opérationnels de l'analyse des données ont trouvé une systématisation définitive à partir de laquelle, plusieurs auteurs ont développé méthodes et algorithmes. On cite ici l'école française de Paris VI (voir : Fénelon, Lébart, Diday et plusieurs autres, en France et en Italie, Bellacicco A. Labella, (1979). Les évolutions plus récentes ont montré l'utilité d'employer techniques basées sur les ensembles flous (Fuzzy Set) et sur les ensembles imprécis (Rough Set) et l'on observe que ces théories sous – gisantes conduisent à enrichir la phase d'interprétation des résultats. En particulier dans notre cas nous aident à découvrir si, bien que sur des bases statistiques, on puisse supposer en rôle en terme de causalité entre le phénomènes et le procès. Sur la base de liens de causalité, notre méthodologie cherche à construire des filières ou sont enchaînés les problèmes particuliers avec les causes plus générales des risques pour les ressources du paysages, de manque de valorisation, de protection insuffisant etc. Il est bien connu que toutes les formes de classification mathématique se basent sur la recherche de la solution optimale du système suivant :

72. Nombreux travaux et documents ont été produit à partir des année quatre vingts et, plus récemment cette approche est devenue très populaire aussi dans les documents de l' Union Européenne. Voir : Danida 1996, ITAD Ltd (1996, 1999), G. B. Las Casas, A. Sansone, (2004)

Max distance ou différence entre la classe qu'on va former
Min distance ou différence entre les objets qui forment chaque classe

Ça détermine qui chaque objecte est associé à un classe. L'introduction des ensembles flous (Zadeh, Lofti A., 1965) nous à permis d'évaluer combien un objet appartient à chaque ensemble et donc à établir que chaque objet peut appartenir à plus qu'un ensemble. Les rough sets (Leung Y., 1988) nous fournissent une mesure de combien il est correct attribuer un objet à un ensembles plutôt qu'a un autre. (Las Casas G., Murgante B. Sansone A., 2004).

3. La procédure de classement

La procédure s'est développée en deux démarches :

Démarche 1) Un classement des communes de la Province de Potenza, basé au même temps, sur des variables socio économiques et sur la quantité de surfaces affectée par des différents usages et par la présence des valeurs au sens du paysage et au sens de l'environnement naturel. L'exercice se développe dans un aspect partial pour simplifier les procédures, étant donné la dimension plurielle du paysage. Il faut dire que dans la zone d'étude, les paysages naturels sont une des variables stratégiques les plus pertinentes. Après un premier effort d'interprétation sur la base de trois approches (les nuages dynamiques de Diday, l'analyse à travers le Fuzzy set et le rough set, qui nous à fourni une image du territoire partie en quatre typologies principale dont la quatrième été non claire,, on a fait suivre le deuxième démarche.

Démarche 2) le classement au niveau des « patchs » c'est à dire des parcelles homogènes au point de vue d'une analyse croisée entre données geomorphologiques et de spécialisation du système végétal. A ce niveau l'information obtenue à travers l'analyse croisée des différentes classifications nous a donné beaucoup plus de suggestions. On a été capables d'individuer quatre typologies de zones, chacune caractérisée par un ensemble de point de force ou de faiblesse ou, en d'autres termes, de différentes problèmes. Depuis, l'analyse de la contribution que les différentes variables ou groupes de variables apportait à chaque typologie et donc à chaque groupe de problèmes, nous a permis d'obtenir le résultat suivant, représenté par l'arbre de problèmes de la figure 1. Pour brévitité on présente à titre d'exemple l'arbre des problèmes concernant la deuxième typologie de zones qui est caractérisé par le rôle joué par les composantes principales de l'environnement naturel. Le graphe doit être lu comme ça : les points représentent les variables ; les arcs sont les liens logiques correspondants au liens de causalité supposés. Les variables entre boîtes sont celles qui donnent la contribution plus évidente au problème posé au sommet du graphe.

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Paysage et grands espaces de coopération

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1. Le « retour » du paysage

Il est bien connu que le paysage est depuis longtemps l'objet des travaux des artistes dans une première phase puis, par la suite, des scientifiques (c'est-à-dire des paysagistes, géographes, architectes, urbanistes, sociologues, historiens, etc.). Mais durant les 20 dernières années, on assiste à un véritable mouvement qui constitue un remarquable « retour » du paysage, plaçant celui-ci (c'est-à-dire le paysage) au centre même de la problématique et de l'intérêt des études et recherches pluridisciplinaires à tout niveau (national, européen, international.) De plus, ce retour a été marqué par l'entrée du discours paysager en politique. En effet le paysage devient désormais l'objet des politiques territoriales et environnementales des Etats européens mais aussi des organismes supranationaux de notre continent, tels que le Conseil de l'Europe et l'Union européenne.

Epistémologiquement parlant, le paysage peut être conçu comme un espace muni d'un sens, d'un contenu symbolique et significatif (à noter que la Charte d'Athènes parle des « paysages significatifs »). Il s'agit d'une représentation significative de l'environnement humain, projetant une relation concrète du sujet avec le cadre culturel de son époque. D'autre part, les diverses définitions du paysage, adoptées par des scientifiques de renom montrent que d'un point de vue structurel et fonctionnel, le concept du paysage semble relever d'une approche/méthode nouvelle pour l'analyse, la compréhension et l'organisation de l'espace et de l'environnement, d'un nouveau regard aux « choses » et aux « objets » du monde en tant que cadre de vie. Par conséquent, son évolution et/ou transformation, au cours du temps, est considérée aujourd'hui comme une composante essentielle de toute politique territoriale des pays et des régions de l'Europe.

Ceci dit, il est utile et important de rappeler ici les initiatives d'origine et les quelques étapes de ce mouvement grandissant, de cette course qui a signalé la réapparition ou bien le retour du paysage sur la scène de la « politique publique » européenne. Il faut noter ici que tout a commencé à partir de la Méditerranée. Ce fut une idée et une initiative des pouvoirs régionaux méditerranéens avec le soutien du Conseil de l'Europe. C'est alors en 1992, dans le cadre de la coopération européenne, sous l'égide du Conseil de l'Europe et grâce à l'initiative des régions d'Andalousie (Espagne), de Toscane (Italie), et du Languedoc-Roussillon (France)

que la Charte du paysage méditerranéen a fait son apparition à Séville. La forme finale de cette Charte fut présentée, un an après, à Montpellier (France), à l'occasion du premier Congrès International sur le paysage méditerranéen. A la suite de cela, cette Charte fut ratifiée par les trois régions à Sienne (Italie) et par d'autres régions à St Malo (France). Cette Charte constituant la déclaration euroméditerranéenne pour la protection et la gestion du paysage a servi de support pour la préparation de la Convention européenne !

Ainsi en 1994, le Congrès des pouvoirs locaux et régionaux du Conseil de l'Europe commence l'élaboration du texte relatif à la Convention pour le paysage pour l'Europe entière. Après six ans de travail, le Congrès a soumis un projet de Convention au Comité des Ministres du Conseil de l'Europe qui l'a approuvé. Ainsi, le texte final de la Convention fut signé le 20 octobre 2000. Jusqu'au début juillet 2006, la situation est la suivante: 33 pays ont signé la convention et 24 l'ont ratifiée. Il reste donc encore 9 pays qui doivent la ratifier (www.coe.int)

Il faut aussi signaler ici que des initiatives parallèles à la Convention furent entreprises, comme par exemple la création, en 1983 à Barcelone, d'un programme d'études postuniversitaires (master) portant sur l'architecture du paysage ainsi que la réalisation – à partir de 1999 – de la Biennale européenne du paysage qui a permis de faire avancer au sein des cercles académiques et universitaires la discussion, la problématique et les pratiques paysagères. Cette Biennale, très représentative, détecte les tendances relatives aux pratiques architecturales en Europe et cherche à répondre au dilemme ou au conflit qui se pose entre la préservation de la tradition et le renforcement de l'innovation en matière de paysage.

C'est ainsi que le paysage est devenu une préoccupation et une priorité politique pour les pays européens car en fait, les pratiques paysagères existaient depuis toujours, même de façon inconsciente. Le paysage a toujours été et il est encore l'œuvre de la nature et surtout de l'homme « aménageur ». Ce dernier, avant même de prendre conscience de l'impact de son action sur la terre, faisait de l'aménagement spontanément, sans le savoir (comme le bourgeois gentilhomme de Molière faisait de la prose sans le savoir...). C'est cet aménagement qui a créé la diversité des paysages lesquels constituent des éléments précieux du patrimoine naturel et culturel européen. (figure 1. Les paysages ruraux en Europe).

Le paysage a été donc façonné, modelé, aménagé, et transformé inconsciemment par les sociétés traditionnelles car il n'était pas encore un 'problème' et par conséquent un objet de préoccupation sociale et politique. C'est seulement quand on a commencé à en prendre conscience et en avoir besoin (soit comme un élément d'amélioration de la qualité de vie, soit comme une valeur en soi en tant que patrimoine culturel et naturel qui mérite d'être préservé) que le paysage est devenu un objet de la politique.

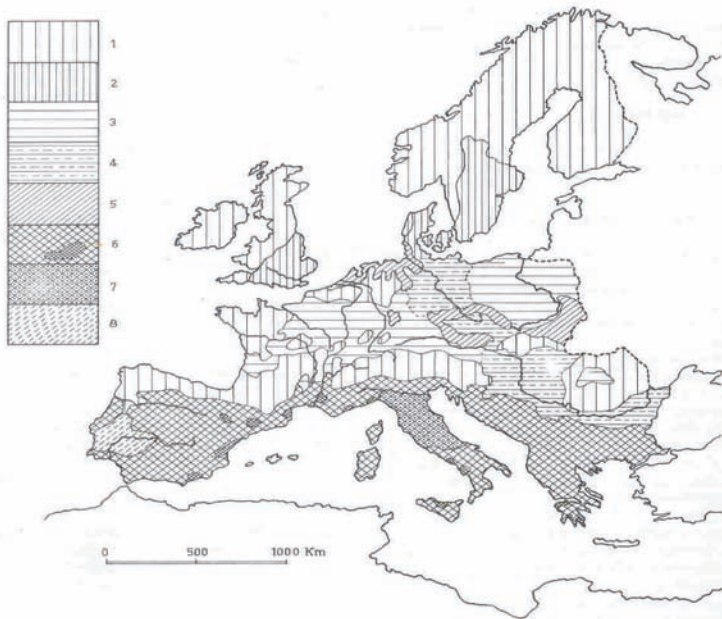


FIG. 14. — Les paysages ruraux de l'Europe (Russie exceptée).

1. Paysages d'enclos et d'habitat dispersé, avec prédominance des herbages.
2. Anciens openfields avec habitat groupé ayant évolué vers la dispersion avec remembrement obligatoire et clôture.
3. Paysage d'openfield et d'habitat groupé, avec labours importants.
4. Openfields partiellement ou totalement transformés de certains Etats socialistes.
5. Villages linéaires à grandes lanières, de forêt ou de polder (Wald et Marschufendorf).
6. Champs ouverts céréaliers méditerranéens, avec parfois zones d'arboriculture, habitat groupé et dispersion intercalaire. Taches quadrillées fin : Huertas.
7. Régions de « coltura promiscua ».
8. Grandes propriétés du type « Montado » (blé et jachère dans une forêt claire). (Principalement d'après DERRUAU et BIROT.)

Fig 1. Les paysages ruraux en Europe (R. Lebeau, *Les structures agraires dans le monde*)

2. Aménagement du territoire, organisation de l'espace et paysage

Parallèlement à l'avancement des travaux sur la convention du paysage et aux actions facilitant son « retour », d'autres processus importants se mettaient en place. Ainsi, dans les années 1980, l'élaboration et l'adoption de la Charte de Torremolinos (1983) fut la première Charte européenne sur l'aménagement du territoire, un évènement réellement historique bien que moins connu. (Il faut souligner ici le rôle primordial du Conseil de l'Europe qui a rédigé le premier aussi bien que le dernier des documents officiels sur l'aménagement du territoire couvrant l'Europe dans son ensemble,

géographiquement et géopolitiquement). Par la suite dans les années 1990, on peut noter l'apparition des documents « Europe 2000 » et « Europe 2000+ » de l'Union européenne, concernant la coopération pour l'aménagement du territoire en Europe. Ces textes ont été suivis par l'élaboration et la présentation en 1999, du document final relatif au Schéma directeur de l'espace communautaire (SDEC). Enfin, l'approbation des Principes directeurs de la Conférence européenne des ministres responsables de l'aménagement du territoire (CEMAT) du Conseil de l'Europe en 2000, à Hanovre, a clos ce cycle de production de documents de politiques territoriales pour le XX^e siècle.

Il faut souligner ici que la politique en matière d'aménagement du territoire de l'Union Européenne, n'est pas une politique formelle (officielle et institutionnalisée) comme par exemple la politique sur l'environnement pour laquelle il existe un puissant « arsenal » de directives, de décisions et de règlements. Au contraire, elle constitue une politique informelle, mais cela sans empêcher qu'elle ne soit une politique très essentielle pour le présent et futur développement de l'Union européenne. (Il en va de même pour la politique d'urbanisme – aménagement urbain). Elle joue donc un rôle important puisque le développement spatial a une relation très étroite avec toutes les activités productives et tous les secteurs de l'économie. De plus, elle est une politique de nature « horizontale » dans le sens où elle rend possible l'intégration géographique des politiques sectorielles dans un espace donné. Par conséquent, cette politique a un poids spécifique et exerce une forte influence sur toutes les autres politiques communautaires « verticales » (agricole, transports, infrastructures, tourisme, etc). En somme, il y a une véritable et continuelle interaction entre ces deux types de politique, indispensable pour leur application.

D'un autre côté, l'exigence d'une politique du paysage trouve sa pleine justification dans ces documents de politique d'aménagement du territoire car ces derniers reconnaissent, dès le début, que l'espace européen est caractérisé par une grande diversité culturelle et par conséquent se différencie des autres espaces économiques et culturels du monde, comme les Etats Unis, le Japon, etc. Ils reconnaissent aussi que le paysage est un élément d'identité territoriale largement recherché de nos jours.

Ces deux documents officiels (du Conseil de l'Europe et de l'Union européenne) se réfèrent directement et clairement au besoin grandissant de protéger, gérer, restaurer, aménager les paysages européens. Plus concrètement ces documents parlent de la nécessité de promouvoir une gestion créative des « paysages culturels » et de procéder à des actions qui facilitent leur intégration d'une part dans les politiques sectorielles et d'autre part dans le processus de planification spatiale et de développement local et régional. Pour ce faire, ils incitent les Etats européens à adopter une politique spécifique et créative en matière de paysage. Ces documents soulignent enfin la nécessité de coordination des mesures et des actions au niveau transnational et européen.

3. Nouvelle gouvernance européenne, développement spatial et cohésion territoriale

L'aménagement en tant que processus socio-économique et technique complexe est alors étroitement influencé par l'évolution récente qui change radicalement le système et les mécanismes de prise de décisions. Il est donc utile de savoir quelles sont les évolutions sur cette question cruciale.

En effet, il est évident qu'au cours des trois dernières décennies, nous avons été les témoins de grands changements structurels et politiques, socio-économiques et culturels – qui eurent pour conséquence une nouvelle restructuration/organisation de l'espace européen à tous les niveaux spatiaux et décisionnels, du local au continental. La dimension spatiale et environnementale du développement, dans sa version dominante (durabilité), constitue une préoccupation importante tant pour les grandes organisations supranationales telles que le Conseil d'Europe et l'Union européenne que pour une série d'ONG internationales, se mobilisant activement sur notre continent pour les mêmes raisons.

On a assisté à la formulation de nouvelles théories (et idéologies) et à la création de nouveaux moyens permettant de tracer le chemin pertinent vers les nouveaux objectifs du développement équilibré et intégré et vers la cohésion sociale et économique. Pour y parvenir, les processus de développement spatial et de coopération territoriale, sous toutes ses formes, constituent des outils fondamentaux pour cette préoccupation grandissante pour l'espace et l'environnement. Ce n'est pas par hasard que durant cette période, l'on passe de Interreg III (2000-2006) à la coopération territoriale européenne 2007-2013.

Dans ce contexte de structures nouvelles, souples et non hiérarchiques (réseaux de villes et de régions d'Europe), la relation dialectique entre les différents niveaux de planification et de prise de décisions, la mise en œuvre du partenariat tripartite-Etat, autorités locales, ONG- et en général la trame des méthodes, actions et rapports entre les divers acteurs de la société, constituent ce que l'on appelle aujourd'hui la « gouvernance ». Tel est, sans doute, le principal enjeu dans l'avenir proche. La gouvernance est une 'innovation sociale' qui mobilise des processus et des mécanismes de participation démocratique, indispensable à notre société complexe du XX^e siècle.

Ceci étant, tous les documents de base sur la politique territoriale ci-dessus mentionnés, (tels les Principes Directeurs pour le développement durable du continent européen aussi bien que la Convention Européenne du paysage du Conseil de l'Europe, le SDEC de l'Union européenne, la Charte d'Athènes de l'ECTP), risquent de rester de simples souhaits tant que la question de la gouvernance ne trouve pas sa juste solution.

Pour toutes les raisons mentionnées ci-dessus, et tenant compte de cette crise de stratégie que nous ressentons actuellement en Europe, il est absolument nécessaire de soutenir toute mobilisation de la pensée collective et toute force participative de

la société civile, afin de promouvoir une nouvelle gestion et le développement de la vie humaine contemporaine. Il faut chercher la diversité culturelle qui, au travers de multiples optiques et lectures – politiquement « non correctes » – nous aidera à éviter les « chemins à sens unique » et à déceler des itinéraires alternatifs. Voilà un champ d'action où nous pourrions et devrions consacrer nos efforts futurs.

4. Paysage, grands espaces européens et coopération territoriale

À côté de la grande diversité paysagère en Europe, évoquée dans tous les textes des déclarations et conventions sur le paysage, il existe également au sein des États européens une grande diversité concernant les politiques en question (y compris les systèmes et cadres institutionnels). Par exemple, comme nous l'avons déjà mentionné, les trois pays initiateurs de la Charte du paysage méditerranéen (Espagne, France, Italie) sont dotés d'une législation appropriée et d'une riche tradition d'expériences sur tous les « dossiers » de la politique du paysage. Par contre certains pays, mêmes membres de l'Union européenne depuis longtemps, ne disposent d'aucun outil législatif et d'aucune structure administrative spécifique en matière de paysage. C'est le cas de la Grèce, membre à part entière de l'Union européenne depuis 1980. Par contre, certains États non membres de l'Union européenne, comme par exemple l'Albanie, font de vrais efforts pour rattraper leurs lacunes politiques et le défaut d'actions en matière de paysage.

Mais les efforts individuels (nationaux) si bons soient-ils, ne suffisent pas à acquérir un degré satisfaisant d'application d'un traité international. La coopération et la synergie entre divers partenaires, et les recherches dans des pays voisins, par les autorités locales et régionales, les institutions professionnelles, scientifiques, universitaires, et sociales (ONG, etc.), sont des conditions *sine qua non*.

Sur ce point, la Convention européenne du paysage, dans le chapitre III sur la Coopération européenne, articles 7, 8, et 9, prévoit les points suivants :

« Article 7 – Politiques et programmes internationaux »

Les parties s'engagent à coopérer lors de la prise en compte de la dimension paysagère dans les politiques et programmes internationaux, et à recommander, le cas échéant, que les considérations concernant le paysage y soient incorporées.

Article 8 – Assistance mutuelle et échange d'informations

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

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

Article 9 – Paysages transfrontaliers

Les parties s'engagent à encourager la coopération transfrontalière au niveau local et régional et au besoin, à élaborer et mettre en œuvre des programmes communs de mise en valeur du paysage ».

Ces recommandations de la Convention ne peuvent être appliquées de façon générale entre les différents Etats européens sans tenir compte de leur position géographique, leur voisinage et leur milieu géopolitique. D'où le besoin de choisir des ensembles spatiaux appropriés à des échelles spatiales pertinentes pour mettre en œuvre cette coopération territoriale et permettre de « travailler » de manière efficace. On a déjà vu que dans le document 2000+, l'espace européen – pour être mieux étudié – est divisé en grandes aires (compartiments) qui disposent, plus ou moins, d'une homogénéité géographique naturelle et humaine. De même dans les Principes directeurs, de grands espaces fonctionnels (aires de transports comme les espaces de la mer Adriatique – Ionienne, de la mer Noire, de la Baltique, etc.) sont clairement désignés. Or, ces grands espaces que l'on pourrait appeler régions européennes ou « macro-régions » sont les champs privilégiés pour l'application des articles ci-dessus mentionnés de la Convention. D'ailleurs, les cartes des figures 2 et 3 (d'après les documents Europe 2000 et 2000+) nous montrent que les zones de coopération (grands espaces/macro-régions) recouvrent en grande partie les aires des grands types des paysages ruraux (fig 1).

L'application de la Convention à un niveau intermédiaire comme celui de la macro-région européenne peut offrir de nouvelles possibilités et ouvrir de nouvelles opportunités. Les grands ensembles spatiaux d'Europe (les « départements » de la grande maison Européenne qui s'étend de l'Oural aux Pyrénées et de Chypre jusqu'aux Assores) tels qu'ils ont été définis auparavant (depuis l'élaboration des études Europe 2000 et Europe 2000+), semblent donner l'échelle pertinente pour qu'une synergie émerge et se développe entre les autorités (gouvernements) centrales et surtout entre les collectivités locales et régionales.

La coopération transnationale, transfrontalière et interrégionale au sein d'une macro-région pourrait avoir des effets incitatifs pour les Etats participants et avoir des influences favorables sur leur politique intérieure. Dans ce contexte les Etats moins développés, ne disposant pas de politiques paysagères correspondant aux exigences de l'application de la Convention du Conseil de l'Europe, pourraient profiter des programmes d'échanges, d'expériences et de savoir-faire pour améliorer leurs structures et leur capacité en matière de paysage. Des exemples de programmes et de projets transnationaux et interrégionaux sur le paysage en Méditerranée ont déjà prouvé l'efficacité de ce modèle d'action (il y a des projets intéressants dans le cadre de l'Initiative Interreg IIIB et IIIC comme par exemple le projet Medoc Pays, etc).

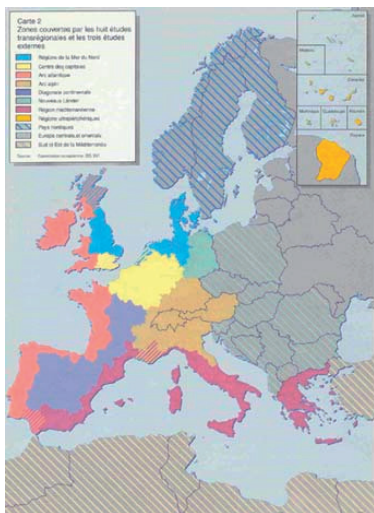


Fig. 2 Grands Espaces-Zones d'études (Commission Européenne, 1994, Europe 2000+)

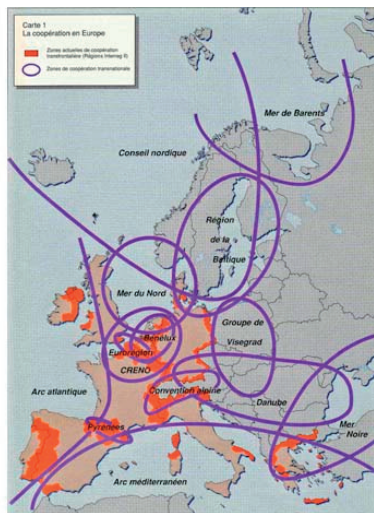


Fig 3 Ensembles spatiaux et zones de coopération (Commission européenne, 1994, Europe 2000+)

5. Conclusions et suggestions

Pour faire face aux nouveaux défis en matière d'aménagement du territoire et de paysage, en ce début du XX^e siècle, il est impératif de rechercher les outils appropriés à des échelles appropriées. Dans ce cadre, le rôle des politiques territoriales et de développement spatial est primordial, de même que celui de la politique paysagère qui en est partie intégrante. Il est évident que l'espace européen se transforme rapidement et que de nouvelles entités politiques et spatiales vont émerger dans les années à venir sur le vieux continent. Il est très probable que le rôle de ces entités géographiques et politiques continuera de croître aux dépens des Etats et de leurs frontières matérielles et immatérielles. Ceci étant, la stratégie à suivre doit mettre l'accent sur les points suivants :

- il convient de renforcer et promouvoir la coopération territoriale, la priorité étant donnée aux grands espaces (qui se composent d'Etats entiers ou de parties de différents Etats) afin de créer de vraies macro-régions à l'échelle européenne ;
- à côté des actions prévues par la Convention du paysage tels que l'échange entre experts et de scientifiques ou l'échange d'information, il est nécessaire de promouvoir la réalisation d'études comparatives sur les politiques et systèmes législatifs concernant la protection, la gestion, et l'aménagement du paysage dans les différents Etats ;

- il faut enfin, examiner la possibilité de créer au niveau des macro-régions (grands espaces) une action pareille à l’attribution du Prix du Paysage du Conseil de l’Europe a l’échelle paneuropéenne (régionalisation du prix), les grands espaces étant souvent par définition des ensembles territoriaux ‘organiques’ ayant leur propre physionomie paysagère.

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Landscapes of the future - Future scenarios as a starting point for the societal discourse on cultural landscape objectives

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Ladies and Gentlemen,

Given the complex network of impacts that the development of our cultural landscapes involves, it is hardly possible to provide a detailed prediction of “landscapes of the future”. However, exploring future cultural landscapes is an important tool for laying the foundations for targeted cultural landscaping – namely developing societal and political objectives for our future cultural landscapes. It is precisely this topic that this entire expert workshop, entitled “Landscape quality objectives: from theory to practice”, is addressing and we will be discussing the issue of “landscapes of the future” in this context. This will involve a presentation both of the state of play of the political discussion on the issue of cultural landscape development in Germany and of the study entitled “Future Landscapes”. This study presents future scenarios regarding cultural landscapes in Germany for 2030 in such a way that they can be taken as a basis for pressing ahead with a broadly based discussion on the issue of “cultural landscape development”.

1. Regional planning and cultural landscaping at Federal Government level in Germany

Although Germany has not yet signed the European Landscape Convention, cultural landscaping is playing an increasing role as a societal task on the political agenda. The conservation of cultural landscapes that have evolved over long periods of time is stipulated as a task of the state in the form of a principle in the Federal Regional Planning Act. In recent years, the Federal Ministry of Transport, Building and Urban Affairs, which has lead responsibility for regional planning in Germany, has launched various activities aimed at progressing the issue of cultural landscape development. One of the major components has been the “Future Landscapes” project, which will be described in greater detail later. The most important political culmination of these activities to date has been the inclusion of cultural landscaping in the new Visions and Strategies for Spatial Development in Germany.

Based on a decision taken by the Standing Conference of Ministers responsible for Regional Planning to update the Guidelines for Regional Planning, the agencies responsible at Federal Government level for regional planning, in cooperation with the appropriate authorities at federal state level, have developed Visions and Strategies for Spatial Development in Germany. They were adopted at the 33rd session of the Standing Conference of Ministers responsible for Regional Planning in June 2006. In addition, the Standing Conference of Ministers responsible for Regional Planning expects the visions and strategies to be reflected in the spatially related strategies of the Federal Government's and federal states' sectoral planning activities. The Conference of Minister Presidents of the Federal States will also deal with the visions.

In the current Visions and Strategies for Spatial Development, a total of three visions are formulated:

- promote growth and innovation;
- ensure that services of general interest are provided;
- conserve natural resources, shape cultural landscapes.

“Cultural landscaping” is thus one of the main areas of action of the new visions, and will be a priority task of future spatial development.

In the visions, cultural landscapes are not restricted to historically significant cultural landscapes. “However, the task of regional planners to design and shape cultural landscapes comprises more than just conserving historically significant areas. The real challenge is to carefully evolve the landscapes in keeping with the guiding principle of sustainable development. The objective should be that widely varying types of landscape exist harmoniously side-by-side, with their ecological, economic, social and cultural functions being permanently preserved and none of these functions being developed wholly at the expense of the others.”

The document lists urban, suburban, rural and marine plus mixed, interlinked areas as the types of cultural landscape to be shaped. The formal inclusion of the cultural landscape as an important subject of regional planning marks a major step in the efforts to press ahead with actively addressing the issue of cultural landscape development in the political sphere, thereby developing, via the societal discourse, regional planning strategies for shaping cultural landscapes. The Visions paper lists the following thematic areas as a starting point for a continuing dialogue:

- cultural landscapes as an important qualitative factor complementing traditional spatial development policy, which is based on land use strategies;
- cultural landscaping as something unique and something that can be experienced, which promotes regional identification of the population with its environment;
- integrating cultural landscaping into regional development strategies as a contribution to stabilising rural and peri-urban areas;
- promoting regional management and regional marketing strategies.

In parallel to the political activities to implement cultural landscaping as a regional planning guideline, the Federal Ministry of Transport, Building and Urban Affairs, together with the Federal Office for Building and Regional Planning, as the competent executive agency, commissioned the study entitled “Future Landscapes” in 2005. In this study, possible future perspectives for cultural landscapes in Germany for 2030 were developed in the form of scenarios and presented in brochure likely to appeal to a wider public.

This brochure constitutes a tool for pushing ahead with the societal discourse on objectives of cultural landscape development, thereby creating the basis for political action. It will only be possible to develop clear outlines for the new control options within the framework of an open process. The evolution of cultural landscapes requires new strategies and their public dissemination. What significance will cultural landscapes have in the future – including, or perhaps especially, with regard to “sustainable development”? What developments are foreseeable, what spatial effects are likely? In what cultural landscapes will we be living and spending our leisure time in 2030? We are looking for development-oriented strategies that do not restrict the “cultural landscape” perspective to the preservation of historic monuments or nature conservation.

The societal challenge consists of defining the framework for the development of cultural landscape development, a framework that neither obstructs future evolution nor destroys the cultural and natural heritage, and of guiding the development of cultural landscapes in this direction. In the context of an ever enlarging European Union and the onward march of globalization, two questions arise: What control instruments are appropriate? What is the significance of each individual and thus the significance of civil society for this process?

In this context, regional planning, as a cross-cutting discipline, can act as a facilitator, among other things, in the identification of society’s increasingly sophisticated expectations and preferences and in the reconciliation of these interests. For the development and identification of societal demand, scenarios, such as those drawn up as part of the “Future Landscapes” study, can constitute an important building block. The crucial aspect here is that it is not sufficient to just develop images of future cultural landscapes. It is also necessary to provide patterns of reasons that illustrate what social development is the cause of these cultural landscapes and which players are responsible for this development. Such “conceptual images” will set learning processes in motion, not only in society but also within the regional planning community. Conceived in such a way, scenarios are not only a building block for intensifying the discourse on cultural landscapes, but also provide ideas to regional planners regarding the question as to what contribution they can make to the preservation and development of cultural landscapes.

Taking up the process of discussion launched by this brochure, the role of regional planning in the development of cultural landscapes has been put into more precise

terms, with the help of interdisciplinary experts. Strategic approaches to regional planning at Federal Government level in the field of cultural landscaping have been developed, and will be evolved continually in the future.

In the following, we present future perspectives of cultural landscapes for 2030 which have been discussed in the “Future Landscapes” study and transposed into visual form in the brochure. In doing so, we would also like familiarise you with the methodological approach adopted in developing and portraying the scenarios. For the conduct of the study and the preparation of the brochure, we selected an interdisciplinary working group, consisting of academics, landscape architects, architects and communications designers, in order to achieve the necessary harmony between content and form, in keeping with the demanding task.

2. “Future Landscapes” – First steps towards the development of cultural landscape objectives and the derivation of landscaping options

a. The underlying perception of cultural landscapes

The public’s awareness of the value of their cultural landscapes is the real basis of conservation and development. People cannot perceive cultural landscape as a space of common interaction and then as a space of common responsibility unless they are conscious in their dealings with it. But how can the complex topic of cultural landscapes be dealt with, made accessible or even simplified in a brochure in such a way that it causes the multiplicity of players involved in cultural landscapes to address them more consciously? In other words, how can learning processes, in the widest sense of the term, be set in motion?

We decided to view the existing broad interpretation of the term “cultural landscape” as an opportunity and to adopt in the brochure a value-free perspective of cultural landscape, in order to set in motion an open discussion of values. According to this perception, cultural landscapes are all natural landscapes on which humans have left their mark. This means that cultural landscapes include rural, suburban and urban areas. Cultural landscapes are entities perceived sensorially by humans and an everyday living and reference space for social, economic and political interactions. What is crucial is that in the past cultural landscapes have been created essentially as a by-product of economic use and that consciously shaping them constitutes a major challenge.

b. Approach to the development of cultural landscape scenarios

The brochure presents conceptual images of what the landscape could look like in 2030, based on foreseeable trends, changeable developments and options for societal action. Nine current key issues are presented, and from these issues nineteen scenarios for future culture landscapes are derived. These scenarios are supplemented by interviews with prominent experts who express their opinions on various questions relating to the development of cultural landscapes.

Expert-based scenarios provide an opportunity for systematically developing alternative development approaches and possible future states. Unlike forecasts, scenarios do not predict the future on a relatively reliable basis of data by updating current developments, and unlike utopias they still have a plausible connection within current reality. A logical sequence of development steps is identified that are based on landscape-related determinants and associated options for societal action.

Fixed factors, whose future development can be assumed to be relatively certain and unchangeable, included in the creation of the scenarios are the location, progressive globalisation and demographic change. In contrast, the variable factors – economic development and societal control – can head in various directions. They open up the opportunity spaces for the future development of cultural landscapes.

A quadrant model is used to depict four value-free spaces that can contain both positive and negative aspects. This meant that it was possible to conceive scenarios heading in all directions without being constrained by a limited perspective and normative requirements. The future space is thus perceived as being open and hence capable of being shaped.

The quadrant model combines the two variable determinants – “economic development” and “intensity of societal control”. The intensity of societal influence is plotted on the horizontal axis. This strand covers all government and/or civil society activities relevant to the respective scenario. The quadrant model shows whether the intensity of societal influence is rising (to the right) or falling (to the left). In this context, it is conceivable, for instance, that an increase in civic engagement will compensate for a withdrawal of the state from control functions. The vertical axis is used to plot future economic development, which can be either positive (upwards) or negative (downwards).

Taking the present as a starting point, possibility space 1 (growth and withdrawal) depicts positive economic development while the intensity of societal influence decreases. Possibility space 2 (growth and engagement) also takes positive economic development as its point of departure, and in addition there is a high level of intervention by government and/or civil society to shape the landscape. In possibility space 3 (stagnation and engagement), economic development is negative, but government and/or citizens actively shape their environment. Possibility space 4 (stagnation and withdrawal), on the other hand, describes a situation in which economic development is negative and the state largely refrains from regulatory intervention. The level of civic engagement is also low, and is not sufficient to compensate for the withdrawal of the state.

The scenarios are placed in a possibility space. The visual transposition of the scenarios into collages complements the narrative component of the scenario texts. Just as the scenarios are normally extrapolated from the past via the present to the

future, the collage synthesizes a visual projection of the future out of contemporary and historical picture fragments. To achieve this, photographic material of existing landscape elements and reference pictures from the field of art are placed in relation to each other. These references from painting, architecture, land art or musical notation are from different cultural eras – from the 18th to the 21st century.

The combination of documentary material and artistic positions to describe and address the issue of “landscape” constructs a new field of tension from familiar elements. The picture generated in this way shows not so much what the staged cultural landscape will actually look like, but rather encourages us to address our expectations and the ways we read cultural landscapes of the future.

3. Trends and scenarios

Nine key issues or trends have been identified for Germany which might be of interest in connection with the future development of cultural landscapes. These key issues have been giving headings that reflect the crucial human activity. To these issues have been allocated cultural landscape scenarios in which these trends are extrapolated into the future under various assumptions regarding the variable factors of “economic development” and “societal control”.

From the trends identified, it is apparent that landscape use is moving in two opposite directions at the same time. On the one hand, there is more intensive agricultural (including the cultivation of renewable resources) but suburban use, and on the other hand there is extensified use, even extending as far as the abandonment of land use, in both rural and urban areas.

It is not only in the federal states of Eastern Germany that the three spatially significant trends, namely

- the long-term decline in the population
- the ageing of the population, and
- the ongoing internal migration,

are causing a depopulation of large regions. Especially in regions shaped by agriculture, this trend will have a significant impact on the (traditional) cultural landscape as a result of the possible withdrawal of the largest land user from marginal areas. Although this means that landscapes that have evolved over centuries, and thus cultural and natural elements, are lost, it also creates opportunities for achieving certain nature conservation objectives, for instance in wilderness landscapes. However, the decline in demand for space is not restricted to rural areas. Present-day urban development processes such as ongoing suburbanization and the structural change towards the post-industrial city are creating perforated urban landscapes in which inner city areas are

becoming derelict and producing a “surplus of space”. Alongside this, post-industrial uses have to be developed for historical industrial landscapes.

In addition to the extensification of use, however, growing land-use requirements, combined with an intensification of use, especially of agricultural areas in favourable areas, plus ongoing land take are major factors influencing the change in cultural landscapes. The crucial factor characterising rural cultural landscapes is agriculture, as the largest user of land. Since the 1950s, the general structural change in agriculture has reduced the number of farms, whereas the agricultural area used by the remaining farms has increased. One half of the total agricultural area is farmed by holdings that have at least 100 hectares. In addition to traditional agricultural produce, the production of biomass for energy generation is becoming increasingly important. However, it is primarily in suburban areas that the consumption of non-renewable landscape resources is taking place, and for decades it has been resulting in ongoing urban sprawl and in towns and cities merging to form vast agglomerations.

In addition to the use-related determinants, the controlling influence of society on cultural landscapes plays a crucial role. Regionalisation is one of the main factors here, as well as spatially significant environmental directives such as the Habitats Directive or the Water Framework Directive. The scenarios illustrate what consequences these trends could have for the future of cultural landscapes.

Scenarios prepared in this way can provide background information and argumentation material for the development of cultural landscaping objectives. They are building block for the development of landscape quality objectives – a step along the road from theory to practice.

Building Cultural Routes to Develop a Marginal Landscape – A case study from the Spessart

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Abstract

The Spessart is a highly forested upland region in the heart of Germany. As many upland regions it has suffered from a period of poverty in more recent times. This resulted in a strong image of the Spessart as a landscape of poverty, forest and the famous Spessart highway men. So deeply ingrained is this image in the minds of the people that it is unanimously present in the outsiders as well as the insiders view on this landscape, only differing in the interpretation of the image. While tourists see it as a romantic image of a natural landscape with an adventurous (hi)story, indigenous people feel it as a humiliating brand mark – even more so in a purely money driven society which views poverty with greater disgust than ever. The third group form the people who moved into the Spessart from the 1970s onwards, when the town dwellers from the surrounding cities wanted to live in “the green”, an untainted healthy nature to bring up their children far away from drugs, sex and violence. Today they make up about one half of the Spessart population. They view the Spessart image as a positive “green” image, while still of course making (and spending) their money in the cities.

The Spessart therefore is a difficult landscape for heritage managers and landscape managers alike. The indigenous people do not have a positive feeling of ownership towards their landscape and mostly want to get rid of everything that resembles the past – the time of poverty and disgrace. The new Spessart dwellers do not want to see the Spessart as a cultural landscape with a long history, but as a nature resort which has not changed through time but kept its virginal innocence. Culture and history happen in the city, where people work and go to the theatre, the cinema, posh restaurants or trendy bars; the Spessart where they live is a counter world of nature and tranquility.

The Archaeological Spessart-Project is a regional initiative to overcome those problems and help the region to develop a more differentiated view of its history and to give back a sense of ownership and pride to its inhabitants. It is therefore directed towards the Spessart dwellers as well as visitors. The association has formed partnerships with universities and research institutes to explore the Spessart as a complex cultural landscape, but its strength lies in the close co-operation with the people in the region, namely a great number of volunteers. Heart and core of the communication work are the cultural paths – non less than 50 have been set up during the last 10 years.

They help to understand the landscape and are individually tailored to the needs and demands of the local communities.

The Archaeological Spessart-Project started as an initiative of a few keen archaeologists and developed into a full scale landscape project with scientific studies, GIS and HLC work, communication and landscape management. As a charity it can only influence planners and politicians by persuasion. Integration of the public and co-operation with local societies are at the core of the project. The implementation in European funding schemes has added an international level with completely new chances for communication between different levels of planning and decision making. The interaction between these different levels has produced new dynamics – with unexpected chances to communicate to all levels of stakeholders – inhabitants, land owners, farmers, administrators, planners and politicians. The close co-operation with hundreds of volunteers has also changed the view of the scientists, bringing the actual people living in the region into the centre of the studies and their views and ideas have become essential for the definition of the landscape.

1. The Spessart – a difficult landscape

The Spessart is a highly forested upland region in the heart of Germany. As many upland regions it has suffered from a period of poverty during the 19th century and high up into the middle of the 20th century. It resulted in a strong image of the Spessart as a landscape of poverty, forest and the famous Spessart highway men, made popular by Wilhelm Hauffs romantic novel “*Das Wirtshaus im Spessart*” (The Spessart Inn) and a most popular film produced in the 1950s based on this story. So deeply ingrained is this image in the minds of the people that it is unanimously present in the outsiders as well as the insiders view on this landscape, only differing in the interpretation of the image. While tourists see it as a romantic image of a natural landscape with an adventurous (hi)story, indigenous people feel it as a humiliating brand mark – even more so in a purely money driven society, which views poverty with greater disgust than ever. The third group are the people who moved into the Spessart from the 1970s onward, when the town dwellers from the surrounding cities moved into the Spessart to live in “the green”, an untainted healthy nature to bring up their children far away from drugs, sex and violence. Today they make up about one half of the Spessart population. They view the Spessart image as a positive “green” image according to their dreams of life in nature, while still of course making (and spending) their money in the cities.

The Spessart therefore is a difficult landscape for heritage managers and landscape managers alike. The indigenous people do not have a positive feeling of ownership towards their landscape and mostly want to get rid of everything that resembles the past – the time of poverty and disgrace. The new Spessart dwellers do not want to see the Spessart as a cultural landscape with a long history, but as a nature resort which has

not changed through time but kept its virginal innocence. Culture and history happens in the city, where people work and go to the theatre, the cinema, posh restaurants or trendy bars, the Spessart where they live (or according to conservative ideals the men sleep and the women and children live) is a counter world of nature and tranquillity.

Of course in reality the Spessart has been settled by men 8.000 years ago at the beginning of the Neolithic period and has been dominated by far ranging transport ways, exploitation of wood, salt, metals and minerals ever since. (Ermischer 1998, 1999) But it also has always been a marginal landscape in various senses. The Spessart is a border region by nature, part of the upland ridge between southern and northern Germany. It also situated at the fringe of one of the most thriving economic centres of Europe – the Frankfurt-Rhine-Main area. It was a transit region throughout history, dominated by political and economic forces outside the region. May this be the powerful archbishops and prime electors of Mainz, Dutch merchants, or the great merchant families of Augsburg and Nuremberg or the rich bankers from Frankfurt. For example the important glass production in the Spessart depended on the Dutch market and every change in the consumers wishes backfired directly on the producers in the Spessart. They also depended on money from the Frankfurt bankers and merchants – and when the archbishops of Mainz as temporal lords over most of the Spessart decided to fight private enterprises to back up their own glass manufactory that was the end of the private glass huts. The Frammersbach teamsters became successful when the Hussitic wars forced merchants to redirect some of Europe's most important highways as Bohemia was suddenly out of bounds. And although the Frammersbach teamsters became wealthy and even had their own guild hall in Antwerpen, they still fully depended on the great craftsmen guilds in Nuremberg and the great merchant families, like the Fuggers in Augsburg. When new technologies made transport by horse driven carriages obsolete they lost their business to trains and river boats.

But this marginality did not prevent the Spessart to experience times of thriving activities and relative wealth. In the 16th century tax lists of the archbishops of Mainz proof a number of Spessart villages to be under the wealthiest in the fiefdom of Mainz. In high medieval times the noble families of the earls of Rieneck or Düren could hire the most famous poets of their time, like Wolfram von Eschenbach and Konrad von Würzburg to celebrate their glory. The Spessart is full of traces of a rich and divers past, with all its ups and downs.

This rich history is overgrown by the negative developments of the industrialisation, when most upland regions were among the losers of modern times. The many resources of the Spessart were not rich enough to be competitive with the new industrial centres, where good quality goods were produced much cheaper – and thanks to new technologies of transport could be transported at low costs into the most remote regions. The Spessart became a marginal region in the most depressing sense of the word, and the famous studies by Rudolf Virchow (Virchow 1852) and others

about the poverty in the Spessart dominate the picture of this landscape until today so successfully, that even many historians and archaeologists avoided the Spessart on the simple ground, that every body new about its lack of historical and archaeological interest. (e.g. Gerstenhauer 1991, p. 21) The reforestation, which started in the 18th century, left a landscape covered with wood, seen as an ideal preserve for all potential cultural and archaeological heritage. Even the heritage management ignored the Spessart, spending its meagre resources on areas of urban and industrial development in dire need of survey and research. So the industrialisation of forestry spiked off during the last years leave the cultural heritage of the Spessart widely unprotected – because unknown.

Modern administrative problems have added to this obscurity. The Spessart today is divided by a border between two German federal states: Bavaria and Hesse. Due the strong federal system in Germany, this border proves to be of great consequences. Even worse the Spessart is divided in five districts. Non of these districts is a sole Spessart-district, but they all are divided in one part lying in the Spessart and one outside. In this difficult situation the Archaeological Spessart-Project evolved 10 years ago.

2. The first steps towards the Archaeological Spessart-Project

It all started with an initiative from a few enthusiastic academics, who thought to overcome the administrative borders. They managed to kindle the interest of local politicians and launched a campaign resulting in a number of working groups preparing a big Spessart congress, show and event in September 1995. (Günther 1996) One of these working groups consisted of the hand full of archaeologists working or interested in the region. It became obvious after a short term that the archaeologists had to turn to neighbouring disciplines to get more information about the development of the Spessart – the archaeological as well as the historical data was too old and sparse to allow to tell a stringent story. The negative Spessart image was too strong. But fortunately geographers, biologists, geologists and other scientists had shown more interest in the Spessart and collected astonishing data, which did not corroborate with the well known theory of an uncultivated woodland devoid of human activities for most of prehistoric and historic times. That forced the archaeologists to think multi disciplinary from the start. As the few scientist were not able to gather data on a great scale without the help of volunteers, communication to the public had to be a key element from the beginning as well.

After a successful congress and exhibition the politicians in the high mood of the moment announced their interest in the Spessart and the initiatives started. They declared that those should not die with the end of the programme and that all the working groups who had formulated ideas for the future should continue their work and would find gracious aid when asking. So the working group archaeology put forward its idea of an “Archaeological Spessart-Project” (ASP) with limited goals

in heritage management, research and communication through a small number of cultural paths. But albeit the promises made in the sway of the Spessart congress finding funding proved a devious challenge. After all of 1996 had been devoted to a struggle for some minimum financial contribution by local and regional authorities, it seemed a nice publication on some recent results and what looked as a good idea in the beginning would be the end of the story.

It was in this desperate situation that a call to the final conference of the Bronze Age campaign of the Council of Europe in Berlin early in 1997 brought the turning point. There a first contact was established with a similar Swedish project looking for international partners to overcome similar problems. Only a few weeks later a meeting took place in Båstad in Skåne, Southern Sweden, where representatives from Sweden, Denmark, Norway, Estonia and Germany developed a project about the Bronze Age landscapes of their region and how to present archaeological monuments within their environ as part of the cultural landscape. A bid was formulated for the RAPHAEL-Programme of the European Union Commission, Directorate General X. Only less than 10% of the applications to this programme were successful, but European Cultural Paths (ECP) was among them. When reporting these news at the end of 1997 to the local politicians and other decision makers it changed the attitude toward the participating ASP dramatically. As one district governor put it: “now it has become a question of politics”. A minimum of funds could be secured from the local governments and additional money raised by private companies, who now were interested to use the European flag as an advertisement.

3. Going new ways in Europe

The ASP became a registered association and gained status as a charity. More important, the European contacts and co-operation led to a remodelling of the goals and concepts of the ASP. It became even more holistic, communication more important and the concepts of cultural landscape were revised and formulated newly. The EU funding and the drive gained through the European recognition allowed to employ a scientist and project manager full time for the first time, moving the project out of the pure volunteer status. This allowed for a much bigger working schedule. Staff increased during the following years, scientific research, communication and management became more professional. But still volunteers play an important role in the project and the every day communication with interested people on all different layers has become a hall mark of the project.

At the end of ECP (Lorentzen 2000), which was planned as a two years project, the ASP took the lead in formulating an even bigger European project on cultural landscape in general. At the end 12 project areas in 10 European countries were chosen, uniting organisations of all different layers dealing with cultural landscape: charities, museums, scientific institutes, universities, local and regional authorities

and heritage management. Pathways to Cultural Landscapes (PCL) did run for EU funding in the new programme Culture 2000 of the EU Commission, Directorate General for Education and Culture in the year 2000 and succeeded to secure a three years funding until the end of 2003. The project was built on research, communication and sustainable management for the cultural landscape. At the scientific core lays the concept of Historic Landscape Characterisation (HLC), done with the aid of a Geographical Information System (GIS). (Ermischer 2002) Communication was directed to land owners, land users, decision makers and special interest groups like farmers or heritage managers. Concepts for a sustainable management were developed on very different levels, as some of the participant organisations were involved in the national legislative process while others could only try to persuade and communicate good practice.

As a result of PCL the Archaeological Spessart-Project gained status as an NGO with the Council of Europe and participates in the implementation of the European Landscape Convention. It also still active in various EU funded projects on international as well as national level, e.g. about the management of historic mining landscapes or communication of landscape to children.

4. Cultural paths and more

There are many ways to engage people. In the case of our own project we had to start at the bottom and therefore were forced to engage people from the very beginning. Of course in the first phase of the project, when it was not much more than a growing idea, the shadow of a vision, there were people who already were active in the field, which we could engage and win as supporters. Volunteers already organised in archaeological or local history groups and societies, people who were already active in nature preservation and so on. But when the project started to take off, we organised first public disputes about the cultural landscape of a specific village and its environ, about how to care for it and about the construction of cultural paths. The cultural paths became the brand mark and most successful PR idea of the project.

Cultural paths are mostly circular rambling paths. Over 50 paths have been constructed so far and they now also include cycling tours and linear routs. They range from 3 to 25 kilometres and are some laid out for handicapped people and others for passionate rambles. Each path is dedicated to a specific theme typical for the commune where the path is constructed. The themes are explained by information plates and folders. In the last years we have also trained landscape guides to give high quality guided tours for tourists as well as locals and school classes. Each path is constructed together with the local people. A working group is established, where people can talk about their landscape, its history, what is important and special for them. We moderate the groups and help to find specific themes and pack the information into the information plates and folders in a unified and easy to recognise format. When the paths are finished we

organise an opening ceremony at which the path is presented to the public – and the local community. The working group and local societies take over the path and care for it, organise events and guided tours and use the paths for their own needs.

This concept was extremely successful. Working groups range from 5 to 30 people actually working for the individual path. About 500 volunteers per year are actively involved in the planning of the cultural paths. The planning process usually takes two years, so many paths are created parallelly. Local communities, forest administrations and local enterprises help with the actual work of setting up information plates, clearing and signing the paths and other labours to be done. The mayors of the Spessart communities have started a rally for the most paths in their own communities. The economic sector has found an interest in these activities and more than 170 enterprises, from small one man to multi national enterprises have sponsored the project so far – many more than one time and some on a regular basis. Such public awareness helps to back up the project, but it also has fostered a social control for the cultural landscape. A change of image has started in the Spessart itself. People have become less reluctant to care for their cultural heritage and their landscape. The old image of poverty and never ending forest has been broken up, and people recognise the Spessart as a cultural landscape with a long history and much of interest to explore. (Himmelsbach 2002)

Many volunteers are also involved in the actual process of scientific research. They participate for example in archaeological excavations. So during the last years several castle sites in the Spessart were explored, which has not only changed our picture of the medieval settlement structures of the Spessart and opened a new view on the early land use, but it also has created new points of interest and identification for many communities. The castle sites, often not more than a hill, ditch and trench, overgrown by trees and virtually invisible, have become real monuments again. New societies have been founded to take care of the local castle site, some careful reconstruction work was carried out in close co-operation with the state heritage management and a number of medieval fairs took place on site. The great number of people who have participated in the excavation have gained a better understanding of the fragility and vulnerability of archaeological monuments and the social control instigated helps to preserve these and other cultural monuments in the landscape, because people now have developed a sense of ownership as well as pride for their landscape and its cultural elements.

A most important target group are children. So we have created special programmes for kindergarten and school children. The children are encouraged to reflect on their image of landscape, of culture and nature. The children thereby reflect the ideas of their parents. The strict division between indigenous Spessart families and those who settled in the Spessart during the last decades can be found in their children. While children from “old” Spessart families were drawn to aspects of culture in the landscape, find these encouraging and positive, reflecting the urge for a more positive image of

their landscape away from poverty and marginality, children from “new” Spessart families value aspects of nature in the landscape, as good, nice, green features. But during the process of discovering the landscape with all senses and in all its variety children change their view quite quickly, making new connections between so called cultural and natural elements and understand how strongly these are interlinked in the landscape. They also serve as perfect multipliers, dragging in their friends, parents and relatives into the projects and confronting them with their newly found insights.

We also use contemporary art as a means of communicating the landscape. The first big project was launched in the year 2000, when we found 10 enterprises in the region to host artists, who created pieces of land art out of the materials produced or processed in the chosen companies. These comprised traditional materials like clay, glass or sandstone as well as modern materials like plastic or electronic waste. The pieces of art were exhibited on various places in the Spessart during three years and eventually most of them found permanent residence in different Spessart communities, where they are still on display today. This action served to highlight the potential of the Spessart not only as a historic region but as well as a competitive region for the future. A number of single art events followed, and quite a number of cultural paths were adorned with pieces of land art especially created to celebrate their unique character.

Talking about art, also language plays a great role in the project. The Spessart proves again to be a border region, separating two of the major language areas of German tongue. Specific languages, like the “Frammersbach Welsch”, a secret language probably based on a code used by the Frammersbach teamsters, are investigated and recorded, before they dye out, as often only a few elderly people still speak such local varieties. The Spessart is also a region of literature, with many poets writing about the Spessart, which can be found mentioned even in the most famous epic work of German medieval literature, the “Nibelungenlied”. To celebrate the Spessart literature one of the longest cultural paths, leading right through the Hafenlohr valley from source to the confluence of the Hafenlohr in the River Main, was dedicated to this theme – and a lime tree was planted to honour Robert Gernhardt, a satiric poet living in Frankfurt, who had physically and literally explored the area on the traces of Kurt Tucholsky. Such actions, with the poet present and a Bavarian state minister planting the tree, help to gain publicity and to foster a new image of the Spessart.

The strong involvement of so many people as well as organisations has also effected the scientific quality of the project. We have learned how important the people are for understanding a landscape and how much information they have to tell if only given the chance. The process has therefore been no one way street – our goal may have been to educate the people, but the people have also educated the scientists and project managers.

As stated before, the project had a side effect not intended in its planning. But one group which has been educated throughout the project and hopefully will continue to learn

from it are we ourselves. When we started the project we saw our volunteers mainly as aids to help setting up our paths and doing all the scientific work in the background, gathering information, helping with excavations and so on. Then we realised their high potential as multipliers and to carry our ideas of a rich and fascinating cultural landscape to as many people as possible. We saw the high potential in active and already organised people who were only too willing to lobby for the landscape. But the longer the project lasted the more we also realised what a valuable source of information the people were. When we started to think more and more about the concept of the mental landscape, the landscape as a product of peoples' ideas and sentiments, we also started to understand, that the people are a part of the landscape, and that landscape studies only make sense, when they place the people in the middle of their study. Our own ideas of landscape and the ways of interaction between man and his environment have changed tremendously during those years. The permanent co-operation with so many people has widened our perspective. Especially the projects with children have opened new ideas.

Another important aspect can be summed up under "the added European value", as stated in all the applications for EU money – a valuable source for our project as well. Again one of the most interesting aspects of the European co-operation was not expected or intended but emerged through the projects. In all European countries we find a number of different levels on which management or protection of landscapes take place. Different institutions and organisations cater for the needs of the landscape. From non governmental organisations, small charities, to university departments, research institutes, state heritage managements on local, regional and national level, on every level of society we find actors important for planning, managing and protecting the landscape.

These levels are in a competing situation. Heritage managements or natural preservation agencies have to control activities in the field, political and administrative organisations have executive power, scientific institutions and charities compete for money from the same sources. Therefore their co-operation is a difficult one, riddled with anxieties and fear for loosing competence, control or money on one side and for loosing freedom, independence and money on the other side. Within our European projects we gathered players from all different levels – starting with the idea, that it would be interesting to see what methods and strategies were available for landscape management. But we realised soon, that we could gain a very different quality of co-operation between all these players from different countries, simply because they were not competitors. A Finnish or Estonian heritage council might be very powerful in its own country, but it had no interest – and no possibility – to control a charity or the activities of a university department in Sweden or Germany. Local administration officers could discuss problems with representatives from national agencies without reservation. There was no need for diplomacy or for careful phrasing in case one would lose face or worth weaken ones own position in future negotiations. This has increased the quality of the projects, ideas and visions could be developed more

freely and we think, that we all gained some insight into the working methods and problems of our counterparts on other levels, maybe even have some more sympathy and understanding for them when meeting with our own respective representatives on our home ground.

Conclusion

May you live in interesting times – this is a well known Chinese curse. Well, we live in interesting times, and they are difficult times for those who strive for a well managed landscape, preserving its diversity and improving the quality of life. In the share holder value society landscape has no great importance for the stock market. But there are ways to make decision makers and stake holder aware of the great value of a well managed cultural landscape. Especially on the local and regional level politicians, planners and developers can be convinced of the need of a sustainable landscape management caring for the historic depth and diversity of the landscape. We found it much more difficult on state and national level, especially in the complex system of German federalism. On the other end of the scale we could engage very successful as a non governmental organisation in the implementation of the European Landscape Convention of the Council of Europe and are regularly invited to work shops and conferences by the EU Commission. Internalisation has also proofed very successful on the working level. It brought new ideas and perspectives to our project, helped to overcome traditional barriers between organisations on different levels and to gain interest and influence on a local level.

Key stone of a successful and sustainable landscape management is to engage the local people. They are the most important source of information and they are the stake holders who have the most direct influence on the landscape. Their attitude towards the landscape often makes all the difference – whatever clever management plans have been developed by planners on a national level. They have a direct influence on the local politicians, as they are their voters. And they can put up a social control, no agency on regional or national level ever might achieve. So it is essential to win the local people, the local land owners and stake holders and convince them of the importance of an intelligent landscape management. This can best be done by regional bottom up initiatives, working with many volunteers, run by people who feel responsible for their landscape. It is this basic work in the field which will decide over the future of our landscapes. Only if we can install this feeling of ownership in the local people we will get the feeling of responsibility for the landscape, which is essential for the well being of the landscape – and in the end for the well being of our society.

For further information about the Archaeological Spessart-Project see: www.spessartprojekt.de

For further information about the European partner project Pathways to Cultural Landscapes see: www.pcl-eu.de

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La métaphore de l'hypertexte et la perception des paysages contemporains

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Considération pour l'interprétation du paysage contemporain

Lorsqu'on considère le paysage contemporain, il est fréquent de noter que même les contextes paysagers ayant un bon niveau d'intégrité ne peuvent éviter, quoique dans une mesure contenue, d'être concernés par des phénomènes de fragmentation et de décontextualisation. En effet, il est très rare qu'un paysage, qui a pourtant gardé un degré élevé de conservation, soit dépourvu d'espaces et d'ouvrages exigües et répandus, ou liés à des programmes d'infrastructures à plus vaste échelle, qui introduisent des éléments perçus instinctivement comme « désagréables » et que l'on aurait tendance à isoler du contexte, en les extrapôlant par une opération mentale défensive, comme si l'on voulait préserver virtuellement l'harmonie des lieux.

Dans ces cas, il faut intervenir en inventant un paysage nouveau, qui naîtrait de la récupération des éléments disparates, en réaction à ce que le paysage est devenu ou risque de devenir, fragmentaire, désagrégé, asémantique, dissonant ; une démarche qui récupérerait le paysage dégradé et épuisé, dans une attitude capable de lire en lui et d'en interpréter les lacunes, pour retrouver, faire émerger le sens d'une nouvelle beauté, qui rendrait au paysage une valeur esthétique renouvelée.

Il s'agit là d'un parcours pour lequel nous ne pouvons pas ne pas être préparés, car les modes et les rythmes pour interpréter le paysage de notre époque se retrouvent dans le langage que l'art moderne, dès la fin du XIX^e siècle, puis l'art contemporain ont tissé au fur et à mesure.

En effet, là où l'harmonie a cédé le pas à la fragmentation et à la discontinuité, de nouveaux codes de langage, non hiérarchiques et mobiles, peuvent permettre d'interpréter le paysage en devenir. Ils peuvent intervenir sur lui selon des modalités propres à resignifier ce qui pourrait être perçu en lui comme négatif, en adoptant un nouveau genre de sensibilité destinée à transformer le contraste et la tension en rythme, à percevoir des relations à première vue non lisibles entre les différents éléments, à renouer des liens élémentaires et vitaux pour le bien-être de ceux qui vivent dans ce paysage privé de coordonnées, et à les recomposer dans un système plus vaste de réseau^{73, 74}.

73. C. Cassatella, *Iperpaesaggi*, Torino, Testo & immagine, 2001, pp. 12-14.

74. A. Corboz, "L'Ipercittà", *Urbanistica*, 103 (1994), pp. 6-10.

1. Le paysage des grandes infrastructures

Ces considérations conviennent davantage aux lieux concernés par la présence d'infrastructures et, donc, à la perception du paysage en voyage, circonstance qui par ailleurs, pour beaucoup d'entre nous, est peut-être le seul rendez-vous non manqué avec la vision du paysage qui nous accompagne quotidiennement dans les déplacements nécessaires selon notre style de vie.

La perception du paysage dans la vitesse est davantage liée aux valeurs des séquences cinématographiques qu'à celles de la plus traditionnelle vue picturale, cette dernière étant plus similaire aux ensembles cohérents de cadres paysagers conçus pour être embrassés du regard depuis des points de vue privilégiés, et qui font généralement l'objet de formes de protection⁷⁵.

La rapidité du moyen de transport modifie et conditionne également notre mode de jouir du paysage et de l'intérioriser. Le voyage en automobile et en train confond les images et multiplie les illusions d'optique, en rendant flous les objets proches, et immobiles les objets lointains⁷⁶. A ce propos, il est intéressant de citer l'expérience faite en France sur l'implantation des infrastructures à grande vitesse dans le paysage, où les phénomènes de perception optique – où c'est seulement le contraste qui joue, alors que les formes sont difficilement perceptibles – ont été interprétés et introduits au cours de leur conception, en obtenant, dans certains cas comme ceux de l'ONF (Office National des Forêts), des résultats apparentés à des formes de Land Art⁷⁷.

Il arrive de plus en plus souvent que la seule possibilité de percevoir le paysage soit celle qui a lieu en mouvement ; c'est une constatation évidente pour le paysage qui longe les grandes infrastructures, entourées d'un territoire qui est devenu en fait inapprochable et intouchable à l'échelle humaine : puisque, comme nous le savons, il s'avère impossible de descendre d'un moyen de transport dans ces véritables non-lieux, de tenter une approche directe avec le paysage, comme si une vitre nous séparait du territoire avoisinant sur toute son extension : il s'agit là d'une expérience à la portée de chacun de nous, qui permet de percevoir la marginalité dans laquelle de vastes extensions de territoire ont été condamnées à sombrer, marginalité non disjointe de la série de risques qui, malheureusement, l'accompagne.

Dans ces cas en effet, le paysage même est déraciné : malheureusement, nous n'avons plus moyen de le visiter, il n'y a pas de sentiers à parcourir pour le comprendre ; il est réduit à une fonction purement visuelle, que l'on exerce alors que l'on transite le long des grandes artères de passage.

75. C. Cassatella, 2001, pp. 26-27.

76. C. Panerari, *Il paesaggio delle Grandi Infrastrutture: l'esempio francese*, in *Inserimento delle infrastrutture nel paesaggio francese*, Milano, Alinea, 2000, pp. 5-6.

77. C. De Rouineau, *La percezione del paesaggio ad alta velocità*, in *Inserimento delle infrastrutture nel paesaggio francese*, Milano, Alinea, 2000, pp. 7-12.

La sensation que l'on reçoit est que ce paysage a perdu son sens et que cela ne rimerait à rien de s'enfoncer en lui, qu'il est entravé par une barrière invisible et infranchissable : dans la condition actuelle, c'est un espace annulé, intangible et démuné de toute autre jouissance que celle de le percevoir uniquement en transit, si des opérations de réaménagement n'interviennent pas.

Par ailleurs on trouve souvent, le long des grandes infrastructures, les zones industrielles avec leurs hypermarchés et leurs entrepôts. Ce territoire, fortement marqué par cette seule destination d'usage pour le moins tyrannique, dont la tendance à la prolifération est extrêmement préoccupante, est pénible à voir, et l'habitude ne protège pas contre ce sens de « fatigue », de stress, d'étrangeté aux lieux.

Si les lois italiennes historiques sur le paysage de 1939⁷⁸ favorisaient les contextes visuels des belvédères, dans les cas qui nous intéressent, et dans une dynamique en sens contraire, le paysage semble paradoxalement presque « condamné » à un autre genre, non ampliatif, mais réducteur de « visibilité », que l'on tente d'atténuer, parfois de manière inefficace, en interposant des écrans, des barrières visuelles et anti-bruit pour protéger le riverain et le voyageur. Il semble que nous soyons passés de la phase des paysages à contempler des belvedere à celle des paysages « à ne pas voir », à cacher.

Comme on le sait, les innovations introduites par la Convention européenne du paysage⁷⁹ et en Italie, par le Codice Urbani⁸⁰, ont modifié profondément la démarche des lois italiennes précédentes sur la protection : on ne considère plus seulement les paysages de grande qualité, mais l'on s'occupe de tout le territoire, y compris de celui qui est dégradé et qui doit être réhabilité.

C'est là une donnée extrêmement positive, parce que la démarche entérinée par la nouvelle loi de protection constitue un instrument très efficace et innovant pour intervenir sur le paysage ressenti dans son entier.

2. La perception du paysage et la métaphore de l'hypertexte

En raison justement de la vitesse des déplacements, de l'utilisation des médias, de l'augmentation des réseaux spaciaux qui ont accentué l'« aphysicité » et le déracinement, notre culture, à la différence de celles qui l'ont précédée, est une culture tendant au « sans lieu », à un point tel que l'hypertexte est souvent devenu la métaphore

78. Legge 1 giugno 1939, n. 1089 e Legge 29 giugno 1939, n. 1497.

79. Consiglio d'Europa, *Convenzione Europea del Paesaggio*, Firenze, 20 ottobre 2000.

80. Decreto legislativo 22 gennaio 2004, n. 42, *Codice dei beni culturali e del paesaggio, ai sensi dell'articolo 10 della legge 6 luglio 2002, n. 137* e successive modifiche, di cui ai D.lgs. n. 156 e n. 157 del 24 marzo 2006.

de la nouvelle condition métropolitaine, privée de centre et de frontières⁸¹,⁸². Dans la plaine, la coutume aujourd'hui est de voyager dans le continuel « ailleurs » de la « ville diffuse », que l'on observe le long des grandes infrastructures routières, et qui s'étend sans solution de continuité entre une périphérie et une autre, sans centre, sans frontière.

Une belle image empruntée à Claudio Magris permet de définir la ville moderne et, donc, la ville diffuse, avec ses déserts et ses oasis, ses gratte-ciels, les banlieues et les routes en échappée vers l'infini, comme la forêt du pèlerin contemporain⁸³.

La « ville diffuse » tend à ignorer le fort signe identitaire de la place, l'espace public d'agrégation par antonomase. Peut-être à cause de la quasi-« spontanéité » avec laquelle elle a tendance à grandir et à cause de la carence de projet efficace, il est souvent difficile de dépister, dans son tissu, un langage architectural novateur permettant d'imprimer les signes esthétiques d'une construction contemporaine, signes qui pourraient requalifier ces aires et leur donner une valeur positive, rassurante, capable d'améliorer sensiblement la qualité de vie de ses habitants.

L'espace d'agrégation de la place et non seulement, celui du quartier également, sont des événements rares, car la « ville diffuse » égrène les nœuds d'un réseau qui propose des hypermarchés asceptisés et froids, des aires de service, des aires de détente, exploitées essentiellement par des utilisateurs munis de moyens de déplacement privés ; le piéton est tendanciellement exclu de la ville diffuse.

La métaphore de l'hypertexte constitue un schéma d'interprétation qui convient à l'évolution du concept de paysage et de l'expérience paysagère, applicable à la complexité matérielle du paysage, et non seulement, en tout cas, du paysage métropolitain. Des paysages ruraux, péri-urbains, interprétés comme des hypertextes, peuvent déployer une complexité et des possibilités sémantiques importantes.

Parallèlement aux réflexions précédemment exprimées en relation avec les modifications relatives à la vision du paysage, cette démarche efficace implique de réactualiser les anciennes métaphores découlant du concept traditionnel de paysage existant dans les lois historiques de protection de 1939, que nous avons citées, et qui le limitaient à un objet à voir depuis des points fixes de belvédère, à un tableau de paysage. En effet, il convient parfaitement pour interpréter la « cassure » du cadre du tableau, capable de libérer le paysage contemporain dynamique, constitué de plus de processus que de lieux, et favorisant dans ce cas le passage de la métaphore du tableau à celle d'un univers multi-sensoriel et multi-directionnel à explorer.

81. C. Cassatella, 2001, pp. 12-14.

82. J. L. Borges, *Il giardino dei sentieri che si biforciano*, in J. L. Borges, *Tutte le opere*, a c. di D. Porzio, Milano, A. Mondadori, 1984, v.1, pp. 619-702.

83. C. Magris, *L'infinito viaggiare*, Milano, Arnoldo Mondadori Editore, 2005, XVII.

Ainsi que le fait remarquer Claudia Cassatella, le schéma interprétatif de l'hypertexte peut, dans certains cas, amener à remplacer l'esthétique du regard par celle de la participation, de l'exploration, de la navigation, le concept de forme par celui de prestation ; il suggère une approche du paysage conceptuellement plus près d'un système réticulaire, hétérogène et dynamique⁸⁴.

L'ère du tourisme de masse, par exemple, enregistre la tendance à un déplacement d'axe, de l'attitude contemplative au désir d'expérience active en son sein. L'esthétique du regard est remplacée, au moins en partie, par l'esthétique de la participation, de la jouissance, de l'exploration. Les voyages à forfait qui offrent des parcours-vie, des pistes cyclables, des itinéraires à parcourir à cheval, le trekking, le VTT, sont innombrables⁸⁵. Ces tendances naissent peut-être de la nécessité de faire face, en partie, aux carences liées au style de vie actuel, telles que la nécessité « physique » d'un contact direct avec la nature de plus en plus absente des villes, et au désir d'exploration, inhérent à l'ADN de l'homme, mais aujourd'hui frustré dans un monde qui est devenu de plus en plus petit par rapport à celui qui n'était encore connu que partiellement au XIX^e siècle, et qui permettait les grandes explorations géographiques.

Cependant, ne sous-évaluons pas le fait que dans le mode de vie contemporain, il existe des carences encore plus grandes au niveau de la concentration, du silence, de la réflexion, et que c'est justement la tendance à la jouissance utilitariste du paysage qui induit une nécessité, une forte nostalgie de contemplation.

Les plans de mise en valeur touristique identifient des parcours et des points panoramiques, laissant peu de place à l'initiative personnelle, alors que la contemplation du paysage devrait rester un parcours libre à la navigation et ouvert, échappant à des règles établies, laissé au travail sémantique de l'active reader de l'hypertexte, métaphore de l'appréciateur du paysage, plus semblable à un écrivain qu'à un lecteur. Ce parcours est similaire à la flânerie et aux déambulations surréalistes sans but, à l'abandon et à la dérive dans le paysage, où le paysage est lui-même le but, où on se laisse surprendre par l'inattendu, et où la stupeur devient un instrument cognitif.

Les cartes de ces parcours dessinent de nouvelles unités environnementales, reliées entre elles non pas par une contiguïté spatiale, mais d'après l'expérience vécue de manière subjective⁸⁶.

Les ferments à faire émerger du paysage contemporain peuvent être de valeur ambiguë ; leur signe peut être positif et/ou négatif en même temps : en effet, on ne peut nier la beauté parfois inhérente aux nouveaux paysages, fruit de l'aboutissement

84. C. Cassatella, 2001, 46.

85. C. Cassatella, 2001, 50.

86. C. Cassatella, 2001, 65.

heureux d'un projet, dans les lieux devenus par antonomase non-lieux tels que les grandes routes de parcours, les aéroports, les gares, les bretelles d'autoroute.

Les lumières de la ville diffuse vues d'en haut en vol nocturne dessinent des galaxies et des feux d'artifice pétrifiés; il s'agit toutefois de la même ville diffuse où, avec un sentiment de malaise, nous transitons en auto, celle qui a effacé l'identité de la campagne et de ville et qui a en même temps rendu vain, chez ceux qui y vivent, l'acte de se reconnaître en une communauté, qui donne la citoyenneté et un sens à l'identité.

Pour garder la clé interprétative de l'hypertexte, il faut donc lire les éléments du paysage contemporain et en faire apparaître, avec des rythmes et des balayages nouveaux, les potentialités positives : le réseau, les parcours, les lignes nodales sont des éléments à concevoir attentivement et à ne pas abandonner à une prolifération quasi-automatique par gestation. Il faut, sur leur trame, redessiner et redonner une identité à l'hypertexte, le réécrire et le relire en tant que auteur-lecteur, de concepteur et d'appréciateur, faire en sorte que s'élève la qualité de l'architecture, capable de donner encore un sens aux lieux de la collectivité et de la vie privée, que soient réécrites les expériences de signe négatif qui fatiguent et lassent nos jours, afin que les caractéristiques reconnues comme positives du non-lieu soient mises en évidence, que les liaisons instaurées réinventent un paysage, un noyau d'identité, afin que les innombrables sentiers du labyrinthe ne fassent pas naufrage dans des choix illimités, mais puissent également nous ramener à la maison.

Par ailleurs, le circuit de l'hypertexte territorial révèle parfois une pauvreté structurelle propre, et les options qui peuvent se présenter à nous n'introduisent pas toujours d'innies possibilités. Parfois, le parcours du labyrinthe paraît s'enrayer mais, malgré tout, nous ramener toujours au même point nodal. C'est un territoire dont il semble parfois difficile de s'émanciper.

3. La cartographie

Un texte sans début ni fin requiert une attitude de nomade.

A cette nouvelle condition correspond un nouveau support cartographique, celui de la cartographie numérique, où le « point de vue » peut être dans chaque endroit, et où le paysage lui-même est en mouvement, transformable. Les cartes sont sujettes à une rapide obsolescence, il faut garder les données ouvertes à de futures intégrations, et le nouveau support permet une mise à jour rapide et constante⁸⁷.

4. Nomadisme, dépaysement et paysage

L'inachevé, le non défini est un « lieu-non lieu », c'est le lieu de la poésie, où l'on sent davantage la perception du seuil, la conscience de se trouver sur le bord, de se pencher

87. C. Cassatella. 2001, pp. 14-15.

vers une frontière. Ce doit être un lieu que n'encombrent pas, si possible, trop d'objets et de nécessités induites.

Comme le souligne Giovanni Raboni, il existe, dans le rapport entre la périphérie et la poésie, une sorte d'identité chromosomique, car à l'instar de la périphérie, la poésie a pour statut et pour destin une indéfinissabilité et un être perpétuellement « ailleurs ». Elles sont toutes deux le lieu où l'on est pour la raison de son inexistence, où l'on est sans y être, et où l'on n'est pas tout en y étant⁸⁸.

La perte du centre évoque encore la dimension dynamique du voyage, où l'on est en transit sans certitudes, où l'on savoure la joie de la nouveauté et, en même temps, un sens d'extranéité aux lieux : le voyageur en paix avec lui-même est celui qui porte le centre en lui⁸⁹. Il s'agit d'une sérénité intérieure qui n'a pas besoin de bagages, on peut voyager légers si le centre, l'équilibre pour réélaborer la réalité et la rendre non dissonante avec son moi, est au plus profond de nous.

« Le paysage est passage ; c'est aussi une allure... » et, comme le souligne Claudio Magris, toute personne qui le traverse lui imprime son rythme⁹⁰.

Vivre la mégalopole, la périphérie, est une dimension exigeante, qui requiert un engagement et une conscience de soi à cause du manque de certitudes et de références extérieures. C'est comme un voyage continu, qui comporte d'une part le sens vivifiant du voyage, du nomadisme, l'enrichissement de l'expérience, et de l'autre, la solitude, la douleur du déracinement et, non moins important, la perte de contact avec la nature, le fait d'être entouré de lieux souvent sans beauté : si le réseau des relations spatiales a tendance à nous rendre indépendants et indifférents aux lieux^{91 92}, les ressources du réseau immatériel ne sont pas, cependant, toujours suffisantes pour que nous nous sentions chez nous partout, et dans tous les cas. Dans l'hypertexte sans hiérarchie et sans rôles prédéfinis, il faut trouver les routes, tracer de nouveaux signes pour ne pas se sentir perdus, identifier des lieux de bonheur intérieur autour desquels nous pourrions agréger des pierres et des habitants, savoir utiliser la beauté des nouveaux signes de l'architecture, redonner une dignité au signe urbain, restaurer les paysages enclavés, interpréter le rythme des nouvelles agglomérations, les inonder de leur nouvelle musique, et il ne suffit pas de recourir à des solutions frêles telles que, à titre d'exemple, d'éventuelles pistes cyclables ou piétonnes, ou des places de stationnement, pour un rapprochement avec le paysage : c'est trop peu par rapport à ce qui a été soustrait.

88. G. Raboni, *L'altrove perpetuo della poesia*, in *Il Centro altrove: periferie e nuove centralità nelle aree metropolitane*, Milano, Electa, [1995], p. 53.

89. G. Consonni, *Le pietre e la poesia*, in *Il Centro altrove: periferie e nuove centralità nelle aree metropolitane*, Milano, Electa, [1995], p. 54.

90. C. Magris, 2005, XVII.

91. C. Cassatella, 2001, 30-31, p. 67.

92. J. Meyrowitz, *No sense of place. The Impact of Electronic Media on Social Behaviour*, New York, Oxford University Press, 1985.

Quant à la correspondance de l'hypertexte avec le paysage du non-lieu, il s'agit d'une part de récupérer les éléments positifs et de faire apparaître la beauté potentiellement innée dans le nouveau paysage, et de l'autre, en même temps, d'équiper métaphoriquement, avec les instruments du plan et du projet, une « chambre hyperbarique de compensation » pour réparer la perte du contact direct avec la nature, le sens d'extranéité, le besoin physique d'harmonie, la perte de points de référence stables et d'une hiérarchie spatiale qui, ayant pour corollaire une renonciation potentielle aux unités aristotéliennes rassurantes de temps, de lieu et d'action, peuvent à leur tour générer du malaise.

5. Sémiologie du paysage, dynamiques perceptives, processus d'identification collective

La contemplation directe du paysage, à laquelle on s'abandonne avec le sens de soulagement que le contact avec la nature peut communiquer, permet de formuler certaines considérations.

L'observation peut avoir lieu sans le support et le conditionnement conscients de filtres historiques, littéraires et artistiques. Toutefois, elle est certainement peu exempte des sédimentations du vécu personnel et du voile subliminal de l'expérience d'autrui.

Il est intéressant d'approfondir l'idée de la frontière dans la perception du paysage, en posant quelques questions : les éléments visuels qui servent de frontière sont-ils réellement intériorisés comme éléments de séparation? La question prend plus d'importance en considération de l'époque où nous vivons, qui est caractérisée par des paysages sans début ni fin, avec des pluralités de traversée dans lesquelles s'accumulent les réseaux immatériels et infrastructurels.

Les montagnes peuvent probablement être interprétées comme une frontière, parce qu'elles excluent l'horizon restant, et elles peuvent presque instinctivement être intériorisées comme gardiens d'un sens d'identité. Toutefois, à la manière de Leopardi, elles sont les coulisses qui nous servent à rêver, à imaginer, de l'autre côté, des espaces immenses dans lesquels se noyer. Ce sont des lieux pratiqués dans le rêve et l'imagination et, dans cette dimension, ils sont familiers. Nous y plaçons des routes parcourues par des peuples et des migrations, nous imaginons, de l'autre côté, une étendue de prairies fleuries, de névés, nous imaginons que nous passons de l'autre côté. A plus forte raison, les rivières peuvent être vécues comme des éléments d'union et d'échange, un système de circulation qui unit et fait que nous ressentons le territoire qui s'étend de l'autre côté de la rivière comme s'il était nôtre.

Ces considérations aident à comprendre la mesure dans laquelle le paysage est rarement autonome et refermé sur lui-même, mais au contraire relié à des paysages lointains grâce à l'air, à l'eau, à la terre, aux animaux, à la présence de l'homme, aux filaments d'un « vécu » littéraire, culturel et historique non moins actif et

efficace que la perception directe. Elles nous aident à comprendre comment, dans un processus d'identification d'environnements paysagers homogènes, elles mènent à la reconnaissance et en même temps au dépassement des horizons visuels perçus, jusqu'à les prolonger dans leur ramification naturelle imaginée, celle dont sont issus, finalement, les murs réels et fictifs de la pièce qui nous permet de rêver.

C'est peut-être tout ce qu'un homme peut embrasser du regard et au-delà, par son imagination, qui fait partie de sa propre « maison » « oik », indépendamment des frontières conventionnelles et administratives, ce que chacun peut percevoir, jour après jour. Un élément qui défigure une colline visible dans le lointain est une blessure au paysage-maison, le paysage des rêveries, des projections, le paysage intériorisé de chacun, et peu importe si cette blessure est placée dans un autre siège administratif⁹³.

L'interprétation de tout le territoire comme paysage hypertextuel tend à faire tomber les distinctions entre centre historique et ville diffuse, entre aires naturelles et aires rurales, car les espaces, les fonctions du paysage, sont laissés ouverts, indéterminés et ambigus. La densité des signes hétérogènes et des parcours alternatifs génère la désorientation, induit la nécessité d'un antidote, évoque le désir de reconquérir le sens du lieu, la nécessité d'un espace cartographié et de significations stables, une nostalgie de frontières et de hiérarchies.

C'est peut-être pour équilibrer cette tendance au déracinement, à des formes de nouveau nomadisme et au dépaysement, que le paysage (le jeu sur l'étymon commun des deux mots est conscient) en tant que dépositaire d'identité collective devient un élément privilégié capable d'atténuer la crise d'identité actuelle de la collectivité, et d'accroître la conscience des populations quant à leur rôle dans les modes de production du paysage même.

6. Objectifs de qualité paysagère et gestions paysagère et des paysages

Le paysage est également fait d'interprétations codifiées, de nombreux récits, de significations déposées, qui apportent, avec difficulté, des ajouts et des réhabilitations.

C'est aux années Soixante que remonte la métaphore du paysage comme palimpseste où se stratifient les signes de l'activité anthropique et l'acception de paysage culturel, qui s'étend au territoire sur lequel sont imprimés les signes de la culture matérielle. Or l'image du livre, du palimpseste, pourrait être remplacée de manière plus appropriée par celle d'une encyclopédie en transformation constante, où les signes et les témoignages qui ne peuvent être désaimantés par l'annulation du contexte ont

93. G. Pizziolo, *Experiencia europea de valoración social del paisaje*, in *Paisaje y ordenación del territorio*, Sevilla, Junta de Andalucía, Consejería de Obras Públicas y Transportes, 2002, pp. 100-103.

besoin d'une protection, laquelle devient inutile si elle ne fait pas partie d'un réseau de relations, d'un réseau également conceptuel, unissant les lieux de la protohistoire et de l'histoire, les paysages traditionnels et ceux de l'innovation⁹⁴.

Si l'on prend la métaphore de l'hypertexte comme valeur-guide et clé de lecture du paysage, il faut alors mettre l'attention sur la manière dont les significations changent. Dans ce processus dynamique, le projet et l'aménagement doivent démontrer l'aptitude de leurs auteurs à comprendre l'expérience stratifiée dans les lieux, à assurer la conservation et la lisibilité des signes de l'identité collective et, si celle-ci a subi des pertes, à évaluer les possibilités intrinsèques de compensation et de « resignification », en développant les termes du projet à l'intérieur de la polarité conserver-innover.

Concernant la conception et l'aménagement d'un paysage avec un bon degré d'intégrité, et vues ses caractéristiques, celles-ci devront viser en premier lieu à conserver et à garder la lisibilité des signes qui y sont scellés par l'identité collective de la communauté. Dans les cas de lieux où ces signes sont fortement conservés, il sera demandé au planificateur, « simplement », d'œuvrer pour les laisser tels qu'ils sont. Les guillemets pour signaler qu'en fait, l'opération demandée est très complexe, car la protection d'un site ne peut être mise en œuvre séparément du plus vaste processus d'aménagement du contexte dont il fait partie.

De façon analogue, il faudra travailler pour les urgences architecturales, qui représentent des éléments d'attraction et des ordonnateurs de paysage, et dont la présence a contribué à connoter l'identité du lieu à travers le type de relation qu'elles ont instaurée avec le territoire environnant, sans jamais le décontextualiser, et en tenant compte des noeuds, des liaisons et des réseaux dont elles font partie. Leur conservation, désaimantée par l'annulation du contexte d'origine, devient une opération inutile si elle n'est pas intégrée dans un réseau de relations. Là où le contexte a déjà subi malheureusement des dommages et des annulations, la tâche des planificateurs sera de recomposer ce tissu, d'en restaurer les lacunes, d'en proposer une nouvelle signification à partager.

94. C. Cassatella, 2001, p. 78.

Workshop 5/ Atelier 5

**Round table on landscape quality objectives
in Europe and in the world/**

**Table ronde sur les objectifs de qualité paysagère
en Europe et dans le monde**

**Chair/
Président**

Philippe POUULLAOUEC-GONIDEC
UNESCO Chair in Landscape and Environmental Design

Philippe POULLAOUËC-GONIDEC

Titulaire Chaire UNESCO en paysage et environnement

Quelques considérations introductives

Cette table ronde en clôture de cette 5^e réunion des Ateliers pour la mise en œuvre de la Convention européenne du paysage est l'occasion de rapporter et de faire valoir certains points de vue de différents continents sur les objectifs de mise en œuvre de la qualité paysagère.

Je voudrais brièvement rappeler que cette question de qualité paysagère n'est pas nouvelle et demeure très pertinente à requestionner actuellement dans un contexte nord-américain, dans la mesure où le public et les ONG initient depuis plusieurs années des projets de sensibilisation, de préservation et de mise en valeur du paysage local et régional, et que les gouvernements et les collectivités territoriales cherchent toujours à instrumenter et à définir des modalités opératoires pour intégrer les dimensions qualitatives des cadres de vie dans les démarches d'aménagement et de développement du territoire.

Implicite au concept de paysage, la qualité a été mise en pratique depuis plusieurs siècles dans l'art du paysage avec notamment les principes du pittoresque développé et inventé au 18^e siècle. L'ouvrage de René-Louis de Girardin (paysagiste français), *« De la composition des paysages »* est fort édifiant puisqu'il nous expose les principes de qualité d'une scène paysagère. Cette qualité est liée à la beauté paysagère qui mènera très rapidement à la reconnaissance d'une expérience esthétique, le sublime.

La seconde référence à cette question de qualité paysagère est plus contemporaine. C'est le développement des méthodes d'analyses visuelles (réductrices de l'idée de paysage) qui ont imposé la norme formelle de la qualité visuelle en Amérique du Nord depuis plus de 30 ans; une norme encore très présente à l'heure actuelle dans les études d'impacts environnementales. Une norme qui, si elle est appliquée sans discernement partout et toujours, met en péril le caractère, les valeurs locales et l'identité singulière des lieux.

Il est clair que nous ne sommes plus dans le même paradigme en ce début du XXI^e siècle. Mais, nous sommes face au même postulat, le paysage porte les qualités d'un territoire, un territoire interpellé sous toutes ses composantes (environnementales, sociales, patrimoniales, hygiénistes, etc.).

Les enjeux actuels du paysage obligent d'autres considérations (ex. : qualité du cadre de vie, appartenance identitaire, bien-être, etc.). La qualité paysagère ne peut plus s'instrumentaliser sur la base de ces seuls préceptes (et sous la seule gouverne des experts). Mais, la qualité reste indissociable de l'idée de paysage.

Ainsi les qualités paysagères ne sont plus nécessairement associées à la simple beauté mais bien aux valeurs accordées au lieu. Pour paraphraser le paysagiste français Bernard Lassus : « *Un lac peut être beau parce qu'il est propre* ». Quelle qualité paysagère, doit-on privilégier dans ces circonstances ?

Par ailleurs, de nombreuses études réalisées à l'échelle internationale montrent que les actions portées à l'enseigne de la qualité sont porteuses de valeurs sociales (ex. : confort, bien-être, sentiment de sécurité, inclusion sociale, etc.) et économiques (ex. : fréquentation des rues commerciales, taux d'occupation des logements, diminution des coûts d'entretien des espaces publics, etc.) contribuant fortement aux opportunités de développement durable des territoires.

Comment dès lors définir des objectifs de qualité vis-à-vis d'un paysage qui est plus que jamais associé :

- aux valeurs sociales et culturelles plurielles (et à leurs fluctuations) et ;
- à l'expérience paysagère quotidienne (de l'ordinaire) de collectivités locales très hétérogènes, voire mixtes si l'on prend l'exemple des métropoles nord-américaines.

Ainsi, la qualité paysagère est relative. Il serait difficile d'accoler une norme de qualité unique et univoque face à un concept de valeurs foncièrement locales et plurielles.

De plus, les mutations excessives des territoires et la démocratisation de l'expérience paysagère imposent d'aller au-delà de la norme et de la fixité pour définir de nouvelles voies d'action plus en phase avec l'idée du projet (social et culturel) de paysage.

Comment définir les objectifs en regard de cette notion de qualité implicite à l'idée de paysage au 21^e siècle ? Plus encore, quel processus et quels dialogues les principaux acteurs de l'aménagement (professionnels, élus, collectivités locales, etc.) doivent-ils mettre en place afin d'atteindre ces objectifs de qualité ? Cette question est éminemment complexe puisque le défi est de trouver des valeurs communes d'une qualité paysagère pour un temps donné.

The activities of the RECEP

Gabriella CUNDARI

Government of Campania (Italy)

President of the RECEP

Represented by Riccardo PRIORE, First Director of the European Network of local and regional authorities for the implementation of the European Landscape Convention (ENELC)

Mr President, Ladies and Gentlemen,

I have several reasons to thank you for inviting me to this important meeting:

- because it gave me the chance to come back to wonderful Spain and furthermore to Catalonia and Girona, which to a geographer, and moreover an environmentalist and president of a body such as RECEP, are sites of great, or even “unique”, scientific interest;
- because it allows me to strengthen the relations we have been building up since our meeting in Strasbourg;
- because it allows me to explain to the new friends who are here the reasons of my short intervention.

The entry into force of the European Landscape Convention shall bring about important changes on daily action and required competences at public level (in the legislative and administrative field) concerning the safeguard and enhancement of the landscape. The Convention must in fact be implemented in each country in compliance with the subsidiarity principle and taking into account the European Charter of Local Self-Government. Since it allows to take public decisions at the level which is nearest to the citizens, decentralisation represents in fact a very useful tool in order to comply with the fundamental principles of the Convention. Here is a different approach to political action: local and regional authorities are directly involved in the preservation and enhancement of the landscape, they are in charge of the screening of their own territories from a landscape point of view, they have the task of establishing the objectives of landscape quality and defining the instruments to be employed in order to achieve them.

In order to make local and regional bodies more involved, the Congress of Local and Regional Authorities of the Council of Europe has encouraged, through its Decision no. 178 of 2004, the creation of an European institution made up of local and regional powers, with the main target of boosting and supporting them, both under the technical and the political point of view, as they are called to implement the principles of the Convention at a territorial level.

In December 2005, after a long and careful preparatory work, Giovanni Di Stasi, by then President of the Congress of Local and Regional Authorities of Europe, and Antonio Bassolino, President of the Regione Campania, called in Naples a Conference of the Local and Regional Bodies of the Council of Europe's Member States on the implementation of the Landscape European Convention.

On the 30th of may 2006 in Strasbourg, at the Council of Europe seat, twenty territorial bodies coming from six different States have established the RECEP, by signing its statute in the frame of the 13th Plenary Session of the Congress.

On that occasion, the "RECEP" founding members have appointed me, in my quality of Regional Minister for Urban and Territorial Planning of the Campania Region, as first president, with the task of calling the General Assembly of the Network within six months. According to the final and transitional clauses of the Statute, the first president will remain in charge till the first meeting of the general Assembly and may be confirmed for the first four-year term.

During the Constituent Assembly, the Founding Members have also appointed, as "RECEP" Director, Riccardo Priore, official of the Council of Europe – expressly authorized by the General Secretary of the Council to fulfil this role – and, as deputy director, Agostino Di Lorenzo, Campania Region official. These appointments shall have the same term as the first presidency, with the task of building up the RECEP structure and a first platform for common activities and initiatives. Just a few words on RECEP structure: the local and regional bodies coming from member states of the Council of Europe that have signed the Convention can be members of the "RECEP". The representatives of the experts' committees of the Council of Europe, entrusted of monitoring, at an intergovernmental level, the application of the Convention, are instead Observers.

The representatives of the Congress take part to the "RECEP" meetings *ex officio*; representatives of interested States and international organizations may be invited. And it is in fact of our interest to involve as much as possible all the specialised organisations, which cannot be part of RECEP as full members, but can give an important contribution to it and to its members in scientific and operational terms.

We are thinking of calling the first meeting of the general Assembly in Strasbourg in november 2006 and have chosen, as first RECEP operational seat, the offices of Campania Region in Rome. All members will be of course informed in due time and asked to involve from the very beginning the scientific and cultural organizations related to landscape policies.

In conformity with the provisions of its Statute, "RECEP" represents an international non governmental organization, freely established by local and regional bodies of member States of the Council of Europe according to the alsatian civil law and under the aegis of the Congress. On these bases, "RECEP" is committed to support

the regional and local bodies in their institutional responsibilities concerning the implementation of the Convention at a territorial level and to cooperate, to the extent of its competence, with the intergovernmental bodies of the Council of Europe in the monitoring activities on the implementation of the Convention.

Mr Riccardo Priore, who is here, will be able to give more detailed information on RECEP's tasks and competences. His colleagues in Strasbourg, in particular Mrs. Maguelonne Déjeant-Pons, to whom I extend my warmest thanks for her kind collaboration, have however put the "RECEP" presentation together with its statute, both in english and french, on the Council of Europe Internet Website.

I would like to end this presentation by asking you to help spreading this message in order to give our network an immediate start and to add new members among the interested territorial bodies at continental level. Being a large number is fundamental for us in order to have a greater influence and to make the difference between the ones in Europe that take landscape as a turnpoint for their development and the others that do not.

RECEP must be our means for exchanging ideas, as well as for operativeness: it must become the implementation instrument, on a local and regional basis, of the territorial interests of the states about landscape. I hope my words have been able to make known our intentions as well as our will to translate them into actions and I entrust Mr. Priore with the task to be RECEP's ambassador in a territory which is already wide, but that, I hope, will include the entire Europe in the next future.

Thanks.

La protection du paysage à travers le Code de l'aménagement du territoire et de l'urbanisme (CATU) de la Tunisie

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L'observation de certains espaces comme la campagne, la forêt, les montagnes et bien d'autres nous permet d'apprécier leur diversification leur harmonie avec un ordre et un équilibre écologique bien déterminé. Ceci dit, la vie citadine impose un autre regard sur ces espaces. Les espaces naturels, la qualité des paysages se trouve sacrifiée au profit de l'expansion urbaine et des activités relevant du secteur économique (l'industrie, le tourisme...). La question se pose alors de savoir comment le droit de l'urbanisme intervient pour contrôler cette expansion et rationaliser l'utilisation de ces espaces.

Heureusement, les préoccupations de protection de l'environnement et de la qualité du paysage font partie du domaine d'intervention du droit de l'urbanisme, il s'agit d'une intégration des paysages naturels et des aspects naturels dans les politiques nationales d'aménagement et de planification du territoire. Une telle intégration peut être envisagée sous deux volets:

- dans les documents d'aménagement du territoire ;
- au niveau de l'utilisation de l'espace.

I. L'intégration des paysages naturels par les instruments de planification

Selon l'article 2 du Code de l'aménagement du territoire et de l'urbanisme (CATU) de la Tunisie,

on entend par aménagement du territoire l'ensemble des choix, des orientations et des procédures fixés à l'échelle nationale ou régionale pour organiser l'utilisation de l'espace et assurer notamment la cohérence dans l'implantation des grands projets d'infrastructures, d'équipements publics et des agglomérations .

Cette organisation est assurée par un ensemble d'instruments : les documents d'urbanisme, qui imposent des prescriptions générales d'urbanisation concernant l'utilisation des sols. Ces documents sont le Règlement général d'urbanisme (RGU), les Schémas directeurs d'aménagement du territoire (SDAT) et les Plans d'aménagement urbains (PAU).

a. Le Règlement Général d'Urbanisme (RGU)

L'article 27 du CATU dispose que toutes les opérations de construction (à l'exception des zones couvertes par des plans d'aménagement approuvés ou des zones soumises

à des règlements particuliers) sont soumises à des règlements généraux d'urbanisme approuvés par décret sur proposition du Ministre chargé de l'urbanisme.

Ces documents s'intègrent dans la perspective de protéger le paysage, même si le vocable de paysage n'est pas expressément utilisé. En effet, ces règlements prévoient

la localisation et le volume des constructions, le mode de leur implantation, et leur accès, la délimitation et la répartition des espaces verts, des places publiques et des équipements collectifs, le mode d'implantation des infrastructures et des équipements d'utilité publique, la préservation de l'environnement et la prévention des risques naturels.

Le Décret du 11 octobre 1999 portant approbation du RGU précise justement les règles relatives aux constructions à édifier. En effet, l'article 2 dudit décret interdit certaines opérations d'édification comme celles faites dans des zones exposées à des risques naturels prévisibles. Est également interdite l'édification des constructions dans les zones et les emprises soumises à des servitudes *non aedificandi* (des servitudes de non constructibilité) conformément aux plans les délimitant, à la législation et à la réglementation en vigueur, dont notamment la loi relative au domaine public routier de l'Etat⁹⁵, le code du patrimoine archéologique, historique et des arts traditionnels⁹⁶ ou encore la loi relative au domaine publique maritime⁹⁷ ou celle relative aux cimetières et lieux d'inhumation⁹⁸.

Il s'agit ici de zones non constructibles pour les paysages remarquables qu'elles comportent, de par leur nature ou encore pour des raisons d'ordre esthétique. Quant au domaine public maritime, il s'agit d'un espace riche en ressources naturelles, végétales et animales nécessitant un soin particulier et adapté à cet espace singulier. Bien que la protection de cet espace soit motivée par un souci de protéger la diversité biologique, il n'en reste pas moins que l'aspect esthétique de celui-ci se trouve également protégé.

Toutefois, il peut y avoir des atténuations à l'interdiction absolue de construire. En effet, l'article 3 du décret portant approbation du RGU réglemente les « zones constructibles sous conditions » : il s'agit en l'occurrence des constructions nécessaires au fonctionnement des équipements spécifiques⁹⁹ dans les zones protégées, qu'elles soient des zones archéologiques, des secteurs sauvegardés, des parcs nationaux, des zones littorales menacées, etc. Ces assouplissements s'appliquent donc aux constructions édifiées pour des raisons d'intérêt général, autrement dit, pour des raisons liées à la sauvegarde, l'amélioration et la mise en valeur des espaces qui sont

95. Loi n° 86-17 du 7 mars 1986, portant refonte de la législation relative au domaine public routier de l'Etat.

96. Code promulgué par la loi n° 94-35 du 24 février 1994.

97. Loi n° 95-74 du 24 juillet 1995 relative au domaine public maritime.

98. Loi n° 97-112 du 25 février 1997.

99. Dans les zones soumises aux servitudes relatives aux réseaux de transport, de télécommunication, d'eau, d'assainissement, d'électricité, de gaz, d'hydrocarbure et autre.

en principe inconstructibles. Dans le même ordre d'idées, l'article 5 du même décret comporte des dispositions particulières relatives à certains types de constructions pouvant être autorisées telles que les constructions et les installations justifiées par l'intérêt général à condition :

- ... qu'elles ne compromettent pas la sauvegarde des espaces et des paysages naturels et des sites et monuments archéologiques...
- ... qu'elles n'entravent pas la réalisation de programmes de développement de la zone et notamment ceux relatifs aux activités agricoles...

b. Les Schémas Directeurs d'Aménagement du territoire (SDAT)

Le Schéma directeur d'aménagement du territoire (SDAT) est un document d'orientation établi pour une longue période de temps (20 ans, soit 4 fois la durée d'un plan de développement).

On remarque que l'objet de ce document tel qu'il ressort de l'article 5 du CATU est vaste et ambitieux. En effet, le SDAT a pour objet de:

- fixer les orientations fondamentales de l'aménagement des zones territoriales concernées compte tenu des relations avec les régions avoisinantes et de l'équilibre à conserver entre l'expansion urbaine et l'exercice des activités agricoles et d'autres activités économiques ;
- assurer l'organisation de l'utilisation de l'espace en orientant l'implantation des grands programmes publics (...);
- déterminer l'utilisation générale des sols, des transports, la localisation des équipements structurants, des services et des activités les plus importantes, des sites culturels y compris les sites archéologiques, les zones de sauvegarde et les monuments historiques à conserver ou à mettre en valeur ainsi que les orientations générales de l'expansion et du développement des agglomérations urbaines.

Ainsi ce schéma doit tenir compte des impacts de tous les projets sur l'environnement au sens large, et doivent rechercher l'équilibre à conserver entre l'expansion urbaine et l'exercice de certaines activités.

Le SDAT s'articule autour d'une idée maîtresse : le respect du milieu naturel, l'objectif visé étant d'assurer le développement durable. En effet, la Tunisie étant une zone climatiquement sensible sur la majorité du territoire (semi-aride), et aussi pour la rareté de ses ressources hydrauliques, il convient alors de chercher un équilibre entre le développement économique et la protection de l'environnement.

Par ailleurs, à la lecture de l'article 6 du CATU, une question surgit, celle de savoir l'apport du SDAT aux *agglomérations urbaine* et l'importance de ce document à caractère prospectif pour la protection et la préservation de la qualité du paysage.

Selon cet article, le SDAT tient compte de l'organisation générale des agglomérations urbaines. Il s'agit en fait de prendre pour base de départ ce qui existe déjà au niveau de l'agglomération. L'essentiel est de ne pas bouleverser les données concrètes et les acquis existants, mais d'en tirer le meilleur parti pour l'avenir¹⁰⁰. A vrai dire, l'objet du SDAT consiste essentiellement à rechercher une cohérence dans le développement futur de ces zones urbaines pour éviter, dans la mesure du possible, toute anarchie dans l'implantation des infrastructures et ainsi préserver une qualité de paysage appréciable.

Ainsi, le but de ces documents est de favoriser l'harmonisation et l'intégration des habitants des nouveaux quartiers dans le tissu urbain et éviter leur isolement qui est généralement générateur d'anarchie et d'extension irrationnelle.

Quant à l'apport des SDAT aux *zones sensibles*, ce qu'on peut dire est qu'il s'agit là de la grande nouveauté du CATU, celle d'intégrer la donnée environnementale dans les politiques d'aménagement du territoire. Le décret 98-2092 du 28 octobre 1998 définit et fixe dans son article 2 la liste des zones sensibles :

est considérée comme zone sensible... toute zone qui présente des caractéristiques naturelles spécifiques, qui constitue un écosystème fragile ou un élément ou un ensemble d'éléments dans ce système et qui requiert, pour sa protection contre la dégradation, la mise en œuvre de normes et de procédés d'aménagement prenant en compte ses spécificités et préservant les sites naturels y existant

donc, la nécessité de protéger ces zones particulières ou de préserver des sites se trouve consacrée. Ces zones peuvent être regroupées comme suit : les zones côtières, les zones arides du sud saharien et puis les steppes du centre qu'il convient de préserver de la désertification qui les menace.

Il est cependant nécessaire de rappeler qu'en dehors de ces schémas relatifs aux zones sensibles, il existe d'autres sortes de documents visant à la protection de certains espaces particulièrement fragiles tels que les plans d'occupation des plages, ou le plan national de reboisement, de lutte contre la désertification et de protection des sols.

c. Le Plan d'aménagement urbain (PAU)¹⁰¹

D'après l'article 12 du CATU, l'objet général du PAU est de fixer les règles et les servitudes d'utilisation des sols. Le PAU constitue le droit commun de l'occupation, de l'utilisation et de l'affectation des espaces. Un arrêté est venu déterminer les pièces constitutives des PAU¹⁰² : ce dernier doit contenir un rapport de présentation, un ou plusieurs documents graphiques, un règlement d'urbanisme et des annexes.

100. Amel Aouij-Mrad, « Précis du droit de l'urbanisme », Publication de l'Imprimerie Officielle de la République Tunisienne (IORT), 2002, p.51.

101. La consécration textuelle du plan d'aménagement urbain est ancienne en Tunisie puisqu'elle remonte au décret du 25 janvier 1929, depuis cette date, il fut systématiquement repris par les textes successifs relatifs à l'urbanisme et à l'organisation des villes

102. Arrêté du ministre de l'équipement et de l'habitat du 3 octobre 1995 portant définition des pièces constitutives du PAU, JORT n°82 du 13 octobre 1995, p. 1953.

Quant aux prescriptions protectrices des paysages, le rapport de présentation que doit contenir le PAU s'inscrit justement dans cette perspective puisqu'il doit comporter une analyse de la situation existante et des perspectives d'évolution relatives à l'habitat, aux activités économiques et aux équipements publics. Il faut savoir que le bilan et les perspectives sont à la base effectués pour pouvoir mesurer l'impact de l'expansion des constructions et des bâtiments sur les terrains avoisinants, surtout ceux à vocation agricole.

S'agissant des documents graphiques, leur objet général est de représenter graphiquement le champ d'application territorial du PAU et plus particulièrement les emplacements réservés aux installations d'intérêt général et aux espaces verts, ainsi que les zones assujetties à une réglementation particulière telles que les sites culturels ou encore les secteurs sauvegardés.

Ce qu'on peut constater d'après cette présentation sommaire des pièces prévues par le CATU et ses textes d'application, le PAU est un document ambitieux et exhaustif, visant tant à la planification qu'à la gestion du développement urbain (ce qui semble d'ailleurs irréalisable, eu égard aux faibles moyens des communes et de leur modeste poids dans la balance des acteurs administratifs).

2. Utilisation des espaces et protection des paysages: le permis de construire

L'utilisation de l'espace est assujettie à une autorisation délivrée par l'administration préalablement à toutes opérations d'édification ou de réalisation de travaux sur une construction déjà existante. Ainsi réglementer l'utilisation de l'espace est une initiative qui respecte le paysage, assure une harmonie dans l'implantation des constructions.

Dans ce volet, l'accent sera mis surtout sur le permis de construire (a), en soulignant le volet paysager de cet outil et les prescriptions protectrices du paysage surtout pour certains cas particulier de construction (b). Cela dit, il est judicieux de rappeler que d'autres décisions relatives à l'utilisation de l'espace renferment également des prescriptions relatives au paysage et à la préservation de sa qualité : il s'agit entre autres des autorisations relatives à la publicité au camping et au caravanage ou encore les décisions qui ont pour but de promouvoir les espaces verts.

a. Champs d'application

La réglementation des permis de construire est régie par le CATU depuis qu'il a abrogé la loi 76-34 du 4 février 1976 (la première législation spécifiquement relative au permis de construire en Tunisie fut le décret beylical du 22 juillet 1943).

Le permis de construire est l'obligation pour le constructeur de solliciter une autorisation administrative préalablement à l'édification d'une construction ou à la réalisation de travaux sur une construction existante. D'après l'article 68 du code,

toute personne souhaitant construire ou procéder à des travaux de restauration pour conforter une construction déjà existante ou y apporter des modifications doit obtenir un permis du président de la municipalité à l'intérieur des zones communales et du gouverneur pour le reste des zones .

On constate alors que le permis de construire peut être demandé sur l'ensemble du territoire même pour les constructions situées dans des zones non couvertes par les PAU. En d'autres termes, une construction, même dans le coin le plus reculé du territoire, ne peut théoriquement s'édifier librement. De plus, le permis de construire peut être demandé pour toutes les constructions érigées sur toutes les communes du territoire même rurales quelque soit leur importance.

Certaines remarques peuvent alors être dégagées :

- le permis de construire permet le contrôle préventif de l'utilisation du sol, autrement dit, il permet d'assurer la conformité de la construction aux règles d'urbanisme ;
- concernant les constructions mobiles (caravanes, péniches, constructions mobiles à caractère commercial ou touristique), celles-ci ne sont pas soumises à un permis de construire puisque parmi les pièces constitutives du dossier un plan de titre foncier est exigé. Le risque de faire de ces installations provisoires des installations permanentes pourrait porter atteinte au paysage urbain et à sa qualité.

b. Le permis de construire et la protection du paysage : cas particulier de construction

Dans certains cas particuliers, les normes et procédures à respecter et à suivre pour l'obtention d'un permis de construire sont quelque peu différentes de celles usuellement pratiquées. Ceci est dû à la nature de l'espace sur lequel on désire implanter une construction, qui peut être un espace naturel souvent sensible. Pour protéger ces espaces et préserver la qualité de paysage qu'elle représente, des règles plus strictes de construction sont alors prévues voir même des interdictions quasiment absolues de toute opération de construction.

L'interdiction absolue de construire sur le littoral et le patrimoine archéologique et historique :

Concernant le *littoral*, trois situations sont prévues :

- lorsqu'il existe à la fois un décret de délimitation du domaine public maritime et un PAU, la distance minimale de construction par rapport au littoral est de 25 mètres ;
- le deuxième cas est celui où le domaine public maritime est délimité mais pas encore par un PAU approuvé, la distance minimale de construction est de 100 mètres ;

- dans le troisième cas, où la parcelle du domaine public maritime n'est pas encore délimitée, ce qui signifie forcément l'absence d'un PAU : en deçà de 200 mètres à partir de la limite des plus hautes eaux en mer, c'est ce qui est dénommé « zone de protection absolue » par la loi relative au DPM.

Ceci nous permet de souligner un intérêt porté à la qualité des paysages dans certains espaces connus pour leur spécificité paysagère mais aussi leur fragilité. Le CATU, par cette interdiction absolue d'édifier des constructions sur le littoral, ne fait que protéger cet espace et le préserver des atteintes que peut engendrer l'extension urbaine.

Quant au *patrimoine archéologique et historique*, l'interdiction est également absolue pour toute construction qui se situerait dans un rayon inférieur ou égal à 200 mètres à partir du site ou du monument. Sur ce point, le CATU ne fait que reprendre en l'explicitant le code du patrimoine¹⁰³.

L'interdiction de construire concernant les forêts :

S'agissant des forêts, il faut préciser que celles-ci peuvent appartenir soit à l'Etat, soit à des particuliers. Les premières sont soumises à un régime spécial, prévu par le code forestier, et qui est celui du domaine forestier. Celles-ci sont inaliénables et imprescriptibles et toute opération les concernant doit impérativement être précédée d'un décret de déclassement pris sur proposition du Ministre de l'agriculture. Hélas, les opérations concernées par ledit décret peuvent avoir pour but la construction d'un établissement hôtelier comme par exemple le cas de la forêt de Gammarth (banlieue nord de Tunis) qui a été en partie détruite pour les besoins du tourisme côtier, ou encore le cas de la forêt de Medfoun (au Sahel) qui risque d'être détruite en faveur de la construction d'un aéroport.

La seconde catégorie peut soit relever du domaine forestier, et dans ce cas les droits des propriétaires y seront extrêmement limités, soit ne pas y être soumise. Alors, le propriétaire se voit néanmoins interdire certaines actions portant atteinte au patrimoine forestier (ceci se confirme d'avantage depuis l'édition du code forestier de 1988).

Ceci veut dire que toute construction se situant sur l'un de ces espaces sus-indiqués est *a priori* impossible, cette interdiction est révélatrice d'une volonté de protéger ces espaces souvent sensibles et riches en même temps, soit de par leur importance économique soit pour la diversité biologique et la qualité de leur paysage.

Une sorte d'interaction existe bel et bien entre le droit de l'urbanisme et le paysage qu'il soit naturel (espaces, faune et flore...) ou artificiel (patrimoine historique et architectural...). Il est clair que le premier cherche, à travers ses instruments de

103. L'article 11 du Code du patrimoine dispose que « *les projets de construction et de restauration, à l'intérieur des sites culturels sont soumis à la réglementation en vigueur...* », l'article 20 concerne les ensembles historiques et traditionnels.

planification et d'aménagement du territoire, à éviter toute anarchie dans l'implantation des constructions, et ainsi protéger le paysage et le préserver de toute atteinte à son harmonie et valoriser sa qualité exceptionnelle.

N'est-il pas vrai alors que la composante paysage influe d'une certaine manière sur le contenu des documents ou des opérations d'urbanisme ? Cependant les choses ne se présentent pas aussi clairement que dans les textes ; la nature, le paysage restent une donnée accessoire, souvent protégée non pour sa qualité exceptionnelle sans valeur marchande mais plutôt pour ce qu'elle peut représenter pour l'économie du pays.

David BELGUE

President, Council of landscape of Quebec

Concern with landscape protection is a relatively recent phenomenon in Quebec. Issues involve impacts on the landscape of large-scale forest harvesting, rapid development of resorts and second homes in natural areas, changes in agricultural practice leading both to regrouping of small farms and abandoning others and the loss of village character. More recently, the introduction of wind turbines, as a source of renewable energy, has generated considerable debate concerning landscape impacts.

No specific landscape legislation exists but planning tools can be used to deal with certain concerns. The notion of landscape is, however, often limited to protection of panoramas. Very recently, the possibility to identify “humanized landscapes”, as defined by category 5 of the IUCN, has been introduced in environmental legislation aimed at protecting biodiversity. As yet, only pilot projects have been undertaken and the concept requires further clarification.

In 1999, the Conseil du paysage québécois, a non-profit organisation regrouping professional associations and regional groups, was formed. The Conseil prepared the “Quebec Landscape Charter”, establishing principles for landscape preservation. A guide on best practices was also developed and training sessions are offered. These documents are available in French on the website: www.paysage.qc.ca. Groups in several areas of Quebec have undertaken projects to adopt regional charters based on the Quebec Landscape Charter.

Landscape values in Australia

Brian FURZE

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Australia, like many countries, is experiencing significant environmental stress in many geographic areas and across a number of landscapes. Currently, issues surrounding climate change and the management of water loom heavily in public, political and environmental debate.

Whilst it is impossible to generalise, today I would like to introduce a number of the key issues and responses which are occurring within Australia. Prior to this though, some general comments relating to landscape may be worthwhile.

1. The Landscape in Australian Identity

The landscape has played, and still plays, an important role in Australia's identity. For its indigenous population, landscape is deeply entwined with identity, creation and explanation of social and environmental change. For many, though not all, British settlers of the late 1700s and 1800s, the landscape was something to be conquered and tamed. It became something to be understood, to be changed to represent the known of the home country, which included the planting of northern hemisphere gardens and the implementation of northern hemisphere agricultural practices. It was also something to be used for the development of the new country – trees for building, land-clearing for agriculture and water to try to resolve the problems of drought.

The agricultural landscape provided an important impetus to Australia's development. Australia 'rode on the sheep's back' (as a saying goes), meaning that the development of national wealth was directly attributable to agricultural landuse.

In turn, agriculture and agricultural landscapes (and more generally the non-urban setting) have played an important part in Australia's cultural identity. Whilst a high proportion of Australia's population live in urban and suburban settings and are involved in non-agricultural economic activities, 'the bush' as it is colloquially known, remains an important aspect to popular consciousness.

In the 1950s, with the expansion of immigration, the mountain and riverine landscapes provided an impetus for Australia's economic development. The Snowy Hydro-Electricity Scheme not only built dams for hydro-electricity, but brought different values to the landscape through European immigration – mountains in winter became ski fields, towns developed and agriculture took on characteristics which were new to Australia.

Two other landscapes are worth mentioning: the beach, and the desert. The beach has an important role in popular consciousness through its connection with recreation and the ‘island identity’ of Australia. The fact that a high proportion of Australia’s population live on the eastern seaboard, and the beach has been so clearly linked with recreation such as swimming and surfing, ensures a particular place in popular consciousness related to landscape.

Then of course there are the deserts – the vast inland deserts of Australia which are virtually uninhabited, or are inhabited by communities of indigenous people. These have been mythologised by number of recent movies, but have also played an important role in the history of Australia – the stories of indigenous people and their lives in the deserts, the stories of settlers trying to discover what they thought to be an inland sea, and their battles against the desert landscape in order to overcome adversities and indeed to survive.

There are of course, many other landscape stories – the great forests and the mountains of Australia’s Great Dividing Range, the rivers and lakes that provided for economic development by being water highways, and now provide for economic development through irrigation and recreation, and the vast national parks which now protect significant ecosystems.

It is worthwhile noting that these landscapes are non-urban. This does not ignore the important role the urban landscape plays in Australia’s consciousness. Rather, it highlights the history of Australia since the early 1800s as predominantly harnessing non-urban landscapes for Australian (often urban) development.

Of course, this all this has had many and varied impacts on Australia’s natural ecosystems.

2. Environmental Management and Landscape Values in Australia

Like many countries, environmental and natural resource management policies and practices are now representative of what are generally called ‘community-based approaches’. Along with this has been a broadening out of earlier approaches which were often sector-based, to incorporate at least some aspects of landscape conservation.

In Australia, these changes have had mixed success. For example many agencies have had to move away from using scientific management approaches as the main way to achieve their goals to incorporating the socio-economic and political realities of local concerns, local values and local advocates into their approach. At times, this had meant a major shift in the orientation of departments. An example of this can be found in some of the changes to agricultural departments where social scientists, whose roles usually were predominantly concerned with extension/knowledge/innovation dissemination,

now find themselves occupying roles in community development, qualitative research and the mapping of local community histories in the search for sustainable agricultural landscapes. Whilst this is a good sign, it has meant a reorganisation of departments and roles, often with multidisciplinary teams being developed to focus on specific issues. All this has contributed to an evolution or change to departmental culture, which has then got to be managed at a local, regional and state level.

Whilst the above is occurring at a state government level, the Federal Government has also implemented initiatives which are more focused on landscape conservation, rather than sectoral natural resource management. Three specific examples are worth mentioning. *Landcare* is an initiative aimed at sustaining agricultural landscapes and practices through the setting up of local landcare groups which identify, often with a local coordinator, environmental concerns then seek funding from a variety of sources for support to resolve the environmental issue. Whilst there are many concerns related to the ways landcare operates (for example, who identifies problems, the extent government funding priorities influences local identification or resolution of problems) it represents an attempt at devolution and the incorporation of locally identified landscape values into sustainability.

Regional forest agreements (RFAs) have been used as a basis for forested landscape management, rather than what, in the past, would have been forest management (the latter saw forests as defined geographically, the RFA approach seeing forests as a part of a landscape inhabited by foresters, farmers, communities, recreationalists, scientists and urban-based people who have ethical connections to biodiversity). The RFA approach attempted to integrate the views of key stakeholders through a process of consultations with the general public, local communities, key forest users (for example, tourism bodies, forest industries) and scientific experts to develop a 'best fit' model of forest management.

The third example is the development of *catchment management authorities (CMAs)* who have responsibilities for management of landscapes at a catchment level. CMAs have considerable autonomy for providing funding and support to local people, communities and groups.

Additionally, environmental and NRM policies have not always provided options which embody equity principles and/or result in positive environmental outcomes. For example, in some areas of Australia the RFA process impacted considerably on forest-dependent communities where logging mills closed along with resultant employment and economic impacts locally. At the moment, Australia is experimenting with water markets (where entitlements to water are traded on a market) in an attempt to resolve what some have identified as almost permanent drought in the future. Some analysis seems to imply that the beneficiaries include large companies who are heavily reliant on irrigation (for example, some in the cotton and rice industries) who can afford to stock up on entitlements.

3. Landscape Quality Objectives in Australia

Not surprisingly the problematic relationship between landscape policies and landscape quality objectives can be found in Australia. Whilst there is an increasing recognition of the landscape dimension in policy and practice at a local, state and federal government level, the translation of this into a set of landscape quality objectives can be more difficult. This is partially because using landscape as an entity is relatively new (even though, as mentioned in the beginning of this paper, the Australian landscape plays a significant role in Australian historical and cultural development).

An important example of this is the recent debate about the rights of cattle grazers to the Victorian High Plains in summer. The movements of cattle to the high plains of the Australian Alps to escape long, hot and dry summers and provide summer pasture has been immortalised in Australian folk-lore and has played a significant role in the historical development of the grazing industry in northeast Victoria and south east NSW. Access to summer grazing leases still provides an important component of grazing activities for some families both in an economic sense and in a historico-cultural sense. Importantly, Alpine grazing also contributes to the social and economic capital of rural communities already under stress from socio-economic changes occurring in the agricultural sector.

Significant sections of the Victorian High Plains are now protected by national parks and this has severely restricted access to summer grazing for many farmers. As a result, there is now a tension between the rights of the cattlemen, who have played a significant role in the economic and cultural development of these regions and the biodiversity protection role of national parks within Australia's fragile alpine landscape. As a result, those who graze their cattle rode, on horseback, to Parliament House in Melbourne to protest the decision.

The debates which accompanied the banning of grazing are interesting. The grazers argued that:

- They are an important part of Australia's cultural heritage, immortalised in poetry, song, and paintings. They emphasised their historical role in the landscape of the high plains, including the significance of their huts.
- The huts, which are stone, timber and iron, are used by recreational users of the national park, especially those who undertake overnight bushwalks. The grazers pointed out that by excluding the grazing activities but not the huts, the policy basically recognised only a part of their heritage, that part used by recreationalists.
- They play an important role in the protection of the high plains. By grazing, the cattle kept undergrowth to a minimum and therefore there was less likelihood of destructive wildfires. The same argument was used when, in 2003, large wildfires burnt out significant sections of the national park.

- The decision to ban grazing was one taken in favour of the urban-based recreationalists by a government intent on maintaining its urban-based constituency.
- For their part, those opposed to the continued grazing of the high plains argued that:
 - There are few grazers who pay very little money for the rights to graze. Therefore grazing was only benefiting a few number of grazers, but the ecological impacts of grazing were being felt by large numbers of people who used the high plains for recreation, or who supported the concept of high plains wilderness.
 - Scientific evidence supported the decision to ban grazing, as cattle had a significant impact on alpine grasses and their regeneration.
 - Contemporary environmental values are different to those which underpin grazing activities.

Alpine grazing thus represents an important case study of socio-economic and political tensions between the protection of cultural and natural heritage and the roles both play in the landscape. Two important issues here are: What factors are influencing the development of landscape policy in this case? Whose voices are heard, and how are they acted upon, in the development of landscape quality objectives in this case?

These exemplify the issues we continue to face in Australia. Whilst the high plains grazing debate is one example which gained national attention there are many localised issues which are not national, but are local in origin and in intensity, though possibly national and international in outcome. A simple example is with the uses of privately owned land for wetlands conservation. Currently there is a project focused on encouraging wetlands protection on private land in one of Australia's key irrigation areas. This very localised project is encouraging landholders to use some of their water allocation, or part of a special water allocation, to flood wetlands on their property to restore the ecology of the wetlands. Whilst the ecological outcomes are very encouraging, the actual impact on landscape values is still to be determined. However, if they are as positive as the ecological outcomes appear to be, this project may become an important example for wetland restoration and regeneration on private land in a landscape which has been dominated by irrigated agriculture.

4. Where to now?

Where to for Australia in the future? I think we stand at a cross-roads at the moment. We have taken some steps forward, but there are many more to take.

We are beginning to recognise the landscape as worthy of protection, not just sectors such as forestry. This has put people into the landscape, and in a different way to how they had been viewed previously (as something to 'deal with'). There is an

increasing awareness of the social, political and economic realities which structure our perceptions of landscape, of sustainability and of change. Therefore we are beginning the journey of putting people into the landscape in a positive way, rather than as a way that represented people as something to be resolved.

However, when we do this, we also need to recognise that these social, political and economic realities are going to require significant changes to the ways we do things. Whilst some may enjoy the recreational or aesthetic values of lakes, for example, these also represent irrigation in a landscape which will likely experience increasing incidences of drought if climate change predictions become reality. Somewhere we will have to make some decisions about the kind of agriculture we think important.

Similarly with urban design. Whilst the Australian dream of a house on a quarter-acre block in the suburbs is still being marketed by some urban planners, politicians and property developers, the growth of suburbs is not always accompanied by sustainable principles such as public transport, bike paths and the like. Equally, suburban developments also lead to loss of land for agricultural activities at the peri-urban fringes of major cities.

We need to be more structured in our approach to landscape protection. Whilst we have begun the process of developing landscape policy (though we perhaps don't recognise it as such in the kind of ways that the European Landscape Convention encourages people to), the translation of this policy into landscape objectives reflecting the kinds of things people, especially local people, want to see in the landscape is more of a challenge.

How to incorporate this complexity of feelings into protection of landscape is an extremely complex and challenging task. Perhaps I could provide an example here. A farmer I was speaking with a month or so ago said how much he enjoyed farming. He saw farming as an important part not only of a lifestyle, an economic activity and a connection to the landscape, but as an ethical activity of providing good quality food for people. Yet, he told me that he felt that what happened to his produce after it left the 'the farm gate' made him feel 'powerless'.

This leads to another thing I think we need to incorporate in a more structured way. It would be fair to say that currently the emphasis has been on quantitative analysis, using surveys to discern attitudes to landscape, using economic analysis to work out the ways people weigh up benefits and costs of decisions and the like.

All these are important, though, as a qualitative researcher I would like to see more emphasis on (and sometimes, credibility given to) the unquantifiable aspects to the ways people value landscapes, and the ways they respond to landscape policy and the like. At least in my experience, this seems to be an important aspect to our understanding that is in need of expansion.

Give the landscape time and the people space: connect with the civil society!!!

Niek HAZENDONK

Senior policy advisor, Department of knowledge, Ministry of Agriculture, Nature and Food Quality of the Netherlands, Representative of the Netherlands for the European Landscape Convention

I would like to thank the organisers of the Workshops for their invitation to participate and for the possibility to give some remark on the past two days.

I have been two very inspiring days and we have been presented a lot of interesting actions and examples of landscape policies in action all over Europe.

The trial and results to come to landscape quality objectives and to develop methods were impressive, both in quantity and quality. Everybody invested lots of energy in this very important part of the implementation of the Convention and of our own landscape policies in all our countries.

Experiencing the workshops I noticed many things, but three notable aspects I want to share with you.

- the role of civil society and NGO's;
- the role of economic stakeholders;
- the role of creativity and fantasy.

Looking at the direction where the Convention brings us in dealing with landscape and policy. I think the role of civil society cannot be stressed enough. I noticed the participants at our workshops are mainly scientists and functionaries, civil servants and politicians, the rest of civil society is under represented. One of parts of civil society is made up by the NGO's. The landscape Convention stressed the importance of the citizens, the civil society and democracy.

I would like to stress the need that in future workshop we should try to get involved more NGO's on nature and landscape protection and development, but also broader orientated organisations as for instance farmer groups.

In the Netherlands with our so called polder model (meant as a societal organisation with lots of interplay between all institutions and members of society before decisionmaking and during execution of policies) we have good experiences in general with the integration between the state organisations and civil society as for instance present in the NGO's. In the case of landscape I can mention a new development since last year, which has a direct connection to our event here in Girona.

On 1st November 2005, 33 Dutch NGO's signed a common agreement inspired by the European Landscape Convention : the Landscape Manifesto. With this Manifesto, the Dutch NGO's wish to express their support and show their commitment to work together in enhancing the quality of the landscape .To promote this work at European level, five representatives of the Dutch Manifesto Group visit this 5th Meeting of the Workshops for the Implementation of the European Landscape Convention in Girona. They invited the other NGO's present for a gathering in the afternoon of 28 September 2006, in the Sala Petita of the Palau Congressos. A short presentation stressed the need of this work and gave some examples of action in the Netherlands. The Dutch NGO's feel the need to improve the quality of Landscape. This a joint effort of all parties involved. Not only in The Netherlands, but also across borders. The Dutch NGO's invited partner NGO's abroad to jointly develop projects and actions. Some 12 persons from NGO's all over Europe were present. The expressed unanimous support to this initiative and contributed with ideas how to intensify the action. Main focus would be:

- transfer of knowledge, including joint excursions,
- exchange of experiences focussing on local projects,
- developing strategies to influence national and European policy.

It was proposed to further survey the support of this initiative with NGO's throughout Europe. Their aim is to create a European NGO Partner Platform in support of the Landscape Covention. This Platform might be launched with a clear Action Plan at the occasion of the ELC Conference in Strasbourg, 22-23 March 2007. So I would propose NGO's in support of the European Landscape Convention, join all!

To governmental representatives I can state that working together with NGO's in landscape policy brings very good results. Our dutch NGO's reach the whole diversity possible in dealing with landscape. They are defensive as well as offensive, they are both execution-directed as also public-directed. They are not only paralising economical actions (but yes, they luckily sometimes do) but they develop themselves and some organisations rae working on the sites and manage concrete landscapes themselves with the help of many volunteers.

The same things I mentioned before can be said of the economic forces. I missed the market and the developers in our meeting. Developers and the market play a very important if not the most important role in the development of our landscapes. So why not involve them in the implementation of the European Landscape Convention? I can mention here that in the development for the best!

The last remark I want to make is that most of the methodologies and work, I have seen the last days, searching for landscape objectives very general speaking only uses analytic, objective and scientific methods. A rather big group uses social methods and involves the public, all very good and according to the ideas of the ELC. But out of my

own experience as a landscape architect and planner I can recommend you strongly the more synthetic, artistic methods of design; the method artists, architects and landscape architects, with can also be used by laymen. Because it involves a totally different part of the human being: the fantasy, creativity and the heart. With only our head we won't be able to really find and accept landscape objectives which are helpful to develop "the strong forwarded action of landscape development" where the Convention speaks off. In the Netherlands we have lots of good examples how with the help of landscape architects whole new landscapes can be imagined and developed, even on a regional scale. Older ones in the polders and more recent f.e. the plan Ooievaar for the river landscape-region. Even a landscape policy can be formulated by design orientated research of landscape planners. Instruments to involve them, those architects and artists, into planning are design prizes, competitions and design workshops. The presentations of the EFLA representative and Rosa Barba prize gave also examples of the force of creativity and fantasy, although mostly on a small (sub)local scale.

I can end as a kind of summary, with the recommendation to organise next meeting of workshops where market, civil society and design, or one of those as the main focus.

Conclusions

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1. Acknowledgements

- The V Meeting attendees of the Workshops of the Council of Europe for the implementation of the European Landscape Convention thank the organising institutions – European Council, Spanish Government, Catalonia Generalitat (Regional Government) and the Gerona Town Council – for the work carried out and for their attention during the meeting was held. They would specifically like to acknowledge Ms Maguelonne Déjeant-Pons, responsible for the European Council Territory and Landscape Planning Division, Ms Margarita Ortega Delgado, assessor of the General Secretariat for Territory and Landscape of the Ministry for the Environment, Mr Joan Ganyet i Solé, General director of Architecture and Landscape of the Department of Territorial Policy and Public Works, R. Joan Nogué i Font, director of the Observatory of Landscape of Catalunya, and Ms Ana Pagáns i Gruartmoner, mayoress of Gerona.
- They would also like to acknowledge the cooperation and participation of all readers and speakers, all those who have taken part and enriched the debates with their thoughts and opinions, to the translators for their strenuous dedication to be able to transmit all the ideas put forward in English, French, Spanish and Catalanian, and to the all the employees that with their efficient work they have made this meeting possible and pleasant.

2. General comments

- In general, and related to the workshops previously held (Strasbourg, Cork, Ljubljana) the papers, communications and debates in Gerona highlight the following facts:
 - the high level of acceptance, development and implementation of the European Landscape Convention at the various political levels (national, regional and local);
 - in the scientific scope, the increase in the educational and researching entities considering the landscape outstanding, highlighting the intensity and enthusiasm with which the topic is tackled and to which profound natural and cultural meanings are attributed;
 - this greater scientific attention given to the landscape and the progresses in its knowledge are making of a matter, which was until very recently considered ambiguous, reach a higher conceptual precision and share, in a greater extent, a common scientific language;

- on the other hand, the convergence of a greater political and scientific dedication is giving rise to new action dynamics, also made up by administrative and regulatory reasons, allowing going from the theory to the practice; the landscape is becoming in a large part of Europe in a fact and useful concept for the regulation of the territory;
- nevertheless, the European landscape richness and diversity does not allow simple formulas for its treatment. The intervention in the European landscapes, both public and private, should be based on a deep and detailed knowledge of each one of them.

3. Identification, characterisation and qualification of the European landscapes

- Currently there is widespread activity given to the identification of landscapes at a national, regional and local level in most parts of Europe. Very valuable and useful atlas, maps, databases, catalogues and indicating systems are being carried out.
- For the correct characterisation of the European landscapes it is still necessary the knowledge on the natural principles of the landscapes and the historical processes on which they are based on continue to be being essential. This knowledge should include the regional and local scales. Completing said detailed study task in such basic area scales will still require considerable scientific efforts. The research of the European landscapes demands for greater dedication of human and economic resources.
- In the knowledge of the European landscapes the analysis, explanation and valuation of their dynamics are worthy of a growing interest. This aspect needs greater conceptual, methodological developments and specific studies, as the landscapes are, in their essence, changing realities, active systems of relationships that change constantly.
- The knowledge of the landscapes as dynamic realities requires the study of the natural, social and economic processes that explain them, which is essential to be a useful concept in the regulation of the territory. The consideration of the landscape should move from the protectionist concept that it is still present, to the necessary landscape management and regulation of the common, daily or even degraded areas.
- As important as the identification and characterisation of the European landscapes is the qualification of the same, an aspect that should never be mistaken for the above concepts. The qualification of the landscapes comes essentially from their social perception and involves the participation of the general public, in its widest sense, including the scientific and artistic acknowledgement of their values of uniqueness and excellence.
- The qualification of the European landscapes requires the application and the development of methods and procedures able to reveal shared and explicit

social values. This said methods require the carrying out of detailed field work, consultation and assessment, as well as the greater efforts for the creation of participation and expression scopes of all the social agents.

- At the same time, for the qualification of the European landscapes it is necessary to be aware of the fact that the attributed significance is not identical for the different social groups and that the attributed values evolve constantly. Amongst these considerations, the respect for both individual and collective creative actions should also be included.

4. Landscape qualification and social participation objectives

- The Florence Convention lays down as one of its most important precepts (article 6) the definition of quality objectives for each identified landscape. This decision has not been sufficiently developed in any of its different dimensions, neither conceptual, procedural or in its implementation. For most of the European territories neither the debate nor the necessary agreement on their landscape quality objectives has taken place.
- At each political level, according to the current legal regulation, the responsible authorities should formulate landscape quality objectives by means of public consultation and participation; but so far, the rules clearly specifying to which authority it corresponds, or on which criteria the authorities should act, or how the formulated landscape quality objectives are validated, are not being sufficiently developed.
- For the definition and approval of the landscape quality objectives it is to include all the know-how, all the knowledge on the territory and on the landscapes. It is also necessary to establish the procedural sequence to validate the landscape quality objectives from an initial social participation and its scientific and regulation verification, to its political implementation in planning and management tools.

5. Development of landscape policies

- Since the coming into force of the European Landscape Convention the number of countries ratifying the same has increased. At this moment of time the Parties assuming the new international are clearly in a majority agreement, interns of as number of states concerned, the population and territory in a pan-European scale and the communitarian political involved level.
- The European Union has included the landscape in various documents of analysis or programmes of great interest (Dobris Report, European Territorial Strategy) but its consideration as a whole is still partial (protected landscapes, cultural landscapes). In this political scope with such important impacts in all Europe, and even at a global scale, there should be a reflection and express comments on the landscape as understood by the Florence Convention. The final aim will be

- and real to achieve greater and more real landscape benefits from communitarian actions such as the agricultural policy or that of the protection of the nature.
- For most of the signing states of the Florence Convention changes and institutional, regulatory and planning adaptations are taking place, allowing the conceptual requirements and objectives of the new international agreement to rise up. It is important to demand that in these adaptation processes not only a wider understanding of the landscape should be understood, but also that the change from protection to management and regulation criteria should also take place. This is established as the main challenge in the formulation of landscape policies.
 - It is also mostly significant the increasing entailment of landscape and territorial regulation policies. The physical and spatial convergence of the subjects of attention, and the synergies between both public actions, are showing that spatial planning can be the adequate tool for landscape policies, whose principles can also arise from other action scopes and political objectives related to this planning (welfare, sustainability, general public, economic efficiency, etc.).
 - The increase in the attention being paid to the landscape from other cross and sectorial policies is also noticeable, mainly from the environmental protection of nature conservation and cultural heritage policies, but also from the water, infrastructures, agriculture and tourism policies, amongst others. In all of them, a greater consideration of the landscape can carry out two important functions: set out a general coherent framework for the planning tools or for specific actions, and contribute to the qualification or final re-qualification of the action areas.
 - During this fifth Workshop the growing interest in landscape from the regional and local public entities has been very clearly shown. Without their participation, the landscape policies would end up being just regulations or limited to simple declarations of principles. The creation and possible development of the European Network of Local and Regional Entities for the implementation of the European Landscape Convention (RECEP) is considered a very powerful tool for action.
 - The creation of complex reflection and action systems are also seen as essential tools for the carrying out of landscape policies. In this respect we can highlight the experience carried out in Catalonia with the creation of the Landscape Observatory – created under the agreement between the regional administration and numerous public or general public entities – and its connection with the Regional Ministry for Territorial Policy and Public Works, by means of the General Directorate of Architecture and Landscape.

6. Landscape policies in Spain

- In Spain changes are being extremely rapid in different landscapes (coastal, metropolitan, intensive agriculture areas, in high mountain areas with new recreational uses, uninhabited rural areas, etc.). The present situation of economic

and consumption growth, together with the mobility of people and goods, require an answer from the public sector, which up to the present time has not been sufficient.

- It is essential to ratify, as soon as possible, the European Landscape Convention, as Spain was one of the initial signing parts in Florence in October 2000. The coherence with this initial commitment and the rapid evolution of the Spanish landscapes (on many occasions with a clear decrease in its environmental and scenic quality) requires express action with sufficient political repercussion in order to reverse the current negative tendencies.
- The ratification of the European Landscape Convention should give way to the development of tools guaranteeing the implementation of the same throughout the entire Spanish territory, as well as the development of recognisable landscape policies guaranteeing basic aspects, such as favouring the existence of quality life areas in rural and urban areas, the protection of singular landscapes, the existence of appropriate tools for trans-border and bordering landscapes, amongst other possible action lines applicable to Spain.
- The actions of the Autonomous Communities regarding landscapes find a valuable starting point in the pioneering attitudes of Catalonia and of the Valencian Community showing influencing effects on others. It will be of enormous help institution and maintenance inter-institutional events (sector committees, technical meetings, on-line forums...) that allow the exchange of information and experiences.

7. The future of European landscapes

- The future of many of the European landscapes starts in the past. Valuable landscapes have been transmitted by those living before us and that should be handed down to the future generations. The present landscapes include valuable answers and solutions for the current management with great vision.
- The advances that are being carried out in the knowledge and in the landscape policies have not yet managed to produce the inflection point in which the negative tendencies presented by most European landscapes are reverted. It is necessary to know the real consequences of this situation with sufficient detail, to know which is the real balance between the growing concern on the landscape by the European societies and the progressive and constant degradation of many of them. In this paradoxical situation it is essential to increase all types of resources and intensify the actions allowing an appropriate protection, management and regulation of the European landscapes.
- For the maintenance and improvement of the European landscapes a greater social participation in all the political levels and decision scopes is required. To consolidate this social implication, the knowledge and the transmission of the

landscape values should be reinforced in the educational system, specifically in the more basic training levels and general to the population. The training of the landscape specialists and the qualification of the public civil servants responsible for the regulation of the actions with landscape influence is of similar importance.

- The promotion of the innovation and creativity in creating new landscapes and the management of the existing ones should also be highlighted. The new approaches and searches, which some of which were present in this Workshop (landscape dynamics, movement landscapes, fractal landscapes...), as well as the new artistic languages should be encouraged in order to maintain the deepest and transcendental sense that the societies attribute to the landscapes.
- Finally, in this meeting on landscapes, held in Catalonia, is necessary to recall the pioneering task of the expert in territory and landscape Nicolás María Rubió Tudurí (1891-1981) who in his book *Del paraíso al jardín latino* (From Paradise to the Latin garden, 1953) showed us that from the highest aspirations (the paradise), the most appropriate and usual practices are born, (the practical quality common landscapes) and that, in order to follow this path, the opposite route is a great deal more difficult and infrequent.

Remerciements

- Les participants à la V^e réunion des Ateliers du Conseil de l'Europe pour la mise en œuvre de la Convention européenne du paysage remercient les institutions organisatrices, à savoir, le Conseil de l'Europe, le Gouvernement espagnol, le Gouvernement régional de Catalogne (Generalitat de la Catalogne) et la municipalité de Gironne pour le travail accompli et le bon déroulement de la réunion. Ils tiennent à remercier tout particulièrement Mme Maguelonne Déjeant-Pons, Chef de la division de l'aménagement du territoire et du paysage du Conseil de l'Europe, Mme Margarita Ortega Delgado, assesseur auprès du Secrétariat général pour le territoire et le paysage du ministère de l'Environnement, M. Joan Ganyet i Solé, Directeur général de l'architecture et du paysage du Département des politiques territoriales et des travaux publics, M. Joan Nogué i Font, Directeur de l'Observatoire du paysage de Catalogne, et Mme Ana Pagáns i Gruartmoner, maire de Gironne.
- Ils tiennent aussi à remercier, pour leur coopération et participation, tous les rapporteurs et orateurs, tous ceux qui ont pris part aux débats et les ont enrichis de leurs réflexions et de leurs points de vues, les interprètes pour le zèle qu'ils ont mis à véhiculer toutes les idées formulées en anglais, en français, en espagnol et en catalan et tout le personnel qui, grâce à son travail efficace, a rendu cette réunion possible et agréable.

Commentaires généraux

Globalement et en relation avec les réunions des Ateliers qui ont eu lieu précédemment (Strasbourg, Cork, Ljubljana), les rapports, communications et débats de Gironne mettent en lumière les faits suivants :

- la Convention européenne du paysage est acceptée, développée et mise en œuvre de plus en plus largement aux divers échelons politiques (national, régional et local) ;
- dans le milieu scientifique, un nombre croissant d'instituts d'éducation et de recherche accorde une grande valeur au paysage, témoignant du grand intérêt et de l'enthousiasme que suscite cette question et des profondes résonances environnementales et culturelles qui lui sont attribuées ;
- une attention scientifique accrue accordée au paysage et sa connaissance approfondie permettent à ce sujet, considéré comme vague jusqu'à une date très récente, d'acquérir une précision conceptuelle plus grande et d'être défini plus largement grâce à un langage scientifique commun ;
- par ailleurs, la convergence d'un engagement politique et scientifique accru engendre une nouvelle dynamique, motivée aussi par des raisons administratives et normatives, permettant de passer de la théorie à la pratique ; dans une grande partie de l'Europe, le paysage devient une réalité et un concept utile à la gestion du territoire ;
- néanmoins, la richesse et la diversité des paysages européens excluent tout recours à un mode de traitement unique. Toute intervention, tant publique que privée, doit se fonder sur une connaissance approfondie de chacun d'eux.

Identification, caractérisation et qualification des paysages européens

- L'identification des paysages aux niveaux national, régional et local constitue actuellement, dans la plupart des régions d'Europe, une activité très répandue qui se traduit par l'établissement d'atlas, de cartes, de bases de données, de catalogues et de systèmes d'indicateurs très utiles.
- Pour bien caractériser les paysages européens, il est toujours indispensable de connaître, tant à l'échelon régional que local, les principes naturels qui les régissent ainsi que les processus historiques qui ont présidé à leur formation. La réalisation de cette étude minutieuse à des échelles aussi basiques exige des efforts scientifiques considérables. La recherche sur les paysages européens requiert un investissement accru de ressources humaines et économiques.
- Pour approfondir la connaissance des paysages européens, il convient de s'intéresser de plus en plus à l'analyse, à l'explication et à l'évaluation de leur dynamique. Cet aspect mérite un approfondissement conceptuel et méthodologique et des

études spécifiques car les paysages sont, par essence, des réalités changeantes, des systèmes actifs de relations en constante évolution.

- La connaissance des paysages en tant que réalités dynamiques nécessite l'étude des processus naturels, sociaux et économiques qui les expliquent, ce qui est essentiel pour faire du paysage un concept utile à la gestion du territoire. Le paysage doit quitter la sphère de la simple protection de l'environnement pour être pris en compte dans la gestion et l'aménagement paysager des espaces ordinaires, quotidiens, et même dégradés.
- La qualification des paysages européens constitue un aspect aussi important que leur identification et leur caractérisation mais ne doit jamais être confondue avec ces concepts. Elle découle essentiellement de leur perception par la société et suppose la participation du grand public, au sens le plus large, englobant la reconnaissance scientifique et artistique de leur valeur, caractérisée par la singularité et l'excellence.
- La qualification des paysages européens exige l'application et le développement de méthodes et procédures susceptibles de mettre au jour des valeurs sociales partagées et explicites. Ces méthodes exigent la réalisation d'études minutieuses sur le terrain, de consultation et d'évaluation ainsi que des efforts accrus pour créer des espaces de participation et d'expression de tous les acteurs sociaux.
- En même temps, la qualification des paysages européens exige d'être conscient du fait que l'importance qui leur est accordée n'est pas la même selon les groupes sociaux et que les valeurs qui leur sont attribuées évoluent constamment. Parmi ces valeurs, il convient d'inclure le respect des entreprises créatives, tant individuelles que collectives.

Objectifs de qualification paysagère et de participation sociale

- La formulation d'objectifs de qualité pour chaque paysage identifié est l'un des principes majeurs énoncés par la Convention de Florence (article 6). Ce principe n'est suffisamment développé dans aucune de ses dimensions, théorique ou pratique, pas plus que dans sa mise en œuvre. Dans la plupart des pays européens, il n'y a pas eu de débat, ni d'accord, pourtant nécessaire, sur les objectifs de qualité paysagère.
- A tous les niveaux politiques, selon la réglementation en vigueur, les autorités responsables doivent fixer les objectifs de qualité paysagère par le biais d'une consultation et d'une participation du public ; cependant, jusqu'à présent, les règles précisant clairement quelles sont les autorités responsables, sur quels critères elles doivent se fonder pour agir ou comment valider les objectifs de qualité paysagère formulés ne sont pas suffisamment développées.
- La définition et l'approbation des objectifs de qualité paysagère passent par la prise en compte de toutes les connaissances et compétences relatives aux territoires

et aux paysages. Il faut aussi établir la procédure de validation des objectifs à partir d'une participation initiale de la société civile et de son contrôle scientifique et normatif jusqu'à sa mise en œuvre politique sous forme d'instruments de planification et de gestion.

Mise en œuvre des politiques paysagères

- On observe une augmentation du nombre des Etats qui ont ratifié la Convention européenne du paysage depuis son entrée en vigueur. Actuellement, en effet, les Parties qui souscrivent au nouvel accord international sont clairement majoritaires pour ce qui est du nombre d'Etats concernés, des effectifs de la population et de l'étendue du territoire à l'échelon paneuropéen et des instances politiques communautaires intéressées.
- L'Union européenne a inclus le paysage dans plusieurs documents d'analyse ou programmes de grand intérêt (rapport Dobris, stratégie territoriale européenne) mais, dans l'ensemble, cette vision est toujours partielle (paysages protégés, paysages culturels). Dans ce cadre politique dont l'influence s'étend à l'ensemble de l'Europe, voire du monde, il devrait y avoir une réflexion et des déclarations formelles sur le paysage au sens où l'entend la Convention de Florence. Le but ultime est, en fait de valoriser davantage le paysage par le biais des mesures communautaires comme la politique agricole ou la protection de la nature.
- Dans la plupart des Etats signataires de la Convention de Florence se produisent des changements et des adaptations institutionnelles, normatives et organisationnelles permettant de se rapprocher des exigences et objectifs conceptuels du nouvel accord international. Il importe de demander que ces processus d'adaptation non seulement conduisent à une meilleure compréhension du paysage mais aussi permettent de passer à une prise en compte plus grande des critères de gestion et d'aménagement par rapport aux normes de protection. C'est là assurément le principal défi à relever pour la formulation des politiques paysagères.
- Tout aussi important est le lien toujours plus étroit entre les politiques paysagères et les politiques relatives à l'aménagement du territoire. La convergence matérielle et spatiale de ces sujets de préoccupation ainsi que les synergies entre les actions publiques dans ces deux domaines montrent que l'aménagement du territoire peut être un instrument approprié pour la mise en œuvre des politiques paysagères dont les principes peuvent aussi découler d'autres champs d'action et objectifs politiques liés à cet aménagement (bien-être, durabilité, intérêt général du citoyen, rentabilité économique, etc.).
- On observe, en outre, un accroissement de l'attention accordée au paysage dans le cadre d'autres politiques transversales et sectorielles concernant essentiellement la protection de la nature et la conservation du patrimoine culturel mais aussi l'approvisionnement en eau, l'infrastructure, l'agriculture et le tourisme, liste qui n'est pas exhaustive. Dans tous ces secteurs, une prise en compte accrue du paysage

peut remplir deux fonctions importantes : établir un cadre général cohérent pour les instruments de planification ou pour des initiatives spécifiques et contribuer à la qualification ou à la re-qualification finale des domaines d'action.

- Cette cinquième réunion des Ateliers montre très clairement l'intérêt croissant des autorités publiques locales et régionales pour le paysage. Sans leur participation, les politiques paysagères se limiteraient à des règlements ou à de simples déclarations de principe. Le réseau européen des autorités locales et régionales pour la mise en œuvre de la Convention européenne du paysage (RECEP) qui est en passe d'être créé et sera appelé à se développer est considéré comme un instrument d'action très puissant.
- L'instauration de systèmes complexes de réflexion et d'action est également considérée comme un moyen de disposer d'outils essentiels pour mettre en œuvre les politiques paysagères. A cet égard, il convient de signaler l'expérience menée en Catalogne où un observatoire du paysage a été institué dans le cadre de l'accord conclu entre l'administration régionale et un grand nombre d'organismes publics ou d'associations ; cet observatoire est rattaché au ministère régional pour les politiques territoriales et les travaux publics, par le biais de la direction générale de l'architecture et du paysage.

Politiques paysagères en Espagne

- En Espagne, les différents types de paysage (côtiers, urbains, zones de culture intensive, régions de haute montagne vouées à de nouvelles fonctions récréatives, zones rurales dépeuplées, etc.) connaissent des changements fulgurants. La croissance économique actuelle, le développement de la consommation ainsi que la mobilité des personnes et des biens exigent une réponse du secteur public qui reste pour l'heure insuffisante.
- La ratification de la Convention européenne du paysage s'impose dès que possible car l'Espagne a été l'un de ses premiers signataires à Florence en octobre 2000. La cohérence avec cet engagement initial et l'évolution rapide des paysages espagnols (qui s'accompagne dans de nombreux cas, d'une dégradation de leur qualité environnementale et de leur beauté) exigent que les autorités prennent des mesures ayant un retentissement politique suffisant pour renverser les tendances négatives actuelles.
- La ratification de la Convention européenne du paysage devrait permettre l'élaboration d'instruments garantissant sa mise en œuvre sur l'ensemble du territoire espagnol ainsi que la conception de politiques paysagères susceptibles d'être entérinées et d'offrir des garanties fondamentales comme une bonne qualité de vie dans les zones rurales et urbaines, la protection des paysages singuliers, l'existence d'instruments appropriés pour la gestion des paysages frontaliers et transfrontaliers, entre autres lignes d'action possibles applicables à l'Espagne.

- Par leur rôle de pionnières dans la gestion des paysages, les communautés de Catalogne et de Valence donnent l'exemple et peuvent influencer valablement les autres communautés autonomes. Il sera extrêmement utile d'instituer et de maintenir l'organisation de rencontres entre institutions (commissions sectorielles, réunions techniques, forums en ligne, etc.) permettant l'échange d'informations et d'expériences. Il faut, à cet égard, tenir compte du fait que de nombreux paysages de grande valeur se trouvent dans des zones limitrophes de plusieurs communautés autonomes.

L'avenir des paysages européens

- L'avenir de nombreux paysages européens s'enracine dans le passé. Des paysages de grande valeur nous ont été transmis par les générations antérieures et il nous appartient de les transmettre aux futures générations. Les paysages actuels sont porteurs de réponses et de solutions précieuses pour une gestion d'aujourd'hui mais soucieuse de demain.
- Les progrès réalisés dans la connaissance et les politiques paysagères n'ont pas encore réussi à atteindre le point d'inflexion permettant le renversement des tendances négatives auxquelles sont soumis la plupart des paysages européens. Il faut se faire une idée suffisamment précise des conséquences réelles de cette situation pour savoir comment résoudre l'opposition entre l'intérêt croissant que les sociétés européennes portent aux paysages et la progressive mais constante dégradation d'un grand nombre d'entre eux. Dans cette situation paradoxale, il est essentiel de développer tous les types de ressources et d'intensifier les actions visant à assurer une protection, une gestion et un aménagement appropriés des paysages européens.
- L'entretien et l'amélioration des paysages européens passent par une plus grande participation de la société civile à tous les niveaux politiques et au sein des instances de décision. Afin de renforcer cet engagement des citoyens, il convient de développer la connaissance et la transmission des valeurs du paysage dans le système éducatif, en particulier au niveau de l'enseignement de base dispensé à l'ensemble de la population. Il est tout aussi important de s'attacher à la formation des spécialistes du paysage ainsi qu'à celle des fonctionnaires chargés de mettre en œuvre des mesures influant sur le paysage.
- Il convient, en outre, de mettre l'accent sur la promotion de l'innovation et de la créativité s'agissant de concevoir des paysages ou de gérer ceux qui existent. Il convient d'encourager les nouvelles approches et recherches, dont certaines ont été évoquées au cours du présent atelier (dynamique du paysage, paysages en mouvements, paysages fractals), ainsi que les nouveaux langages artistiques afin de préserver le sens profond et transcendantal que les sociétés attribuent aux paysages.

- Enfin, dans le cadre de cette réunion sur les paysages, organisée en Catalogne, il convient de rappeler le rôle pionnier de l'urbaniste et paysagiste, Nicolás María Rubió Tudurí (1891-1981) qui, dans son ouvrage intitulé *Del paraíso al jardín latino* (du Paradis au jardin latin, 1953), a montré que des aspirations les plus hautes (le paradis) découlent les pratiques les plus courantes et pragmatiques (le paysage de qualité ordinaire) ; toutefois, suivre cette démarche mais en sens inverse est autrement difficile et, partant, infiniment plus rare.

Closing speeches/ Discours de clôture

Margarita ORTEGA

*Representative of Spain
for the European Landscape Convention*

Maguelonne DÉJEANT-PONS

*Head of the Spatial Planning and Landscape Division
DG IV, Council of Europe*

Cristina HERTIA

*Representative of Romania
for the European Landscape Convention*

Oriol NELLO

*Secretary of Spatial Planning of the Department
of Territorial Policy and Public Works
Generalitat of Catalonia*

Les objectifs de qualité paysagère : des objectifs à la pratique

Maguelonne DÉJEANT-PONS

Chef de la Division de l'aménagement du territoire et du paysage, Conseil de l'Europe - DG IV

Je souhaiterais, aux termes de cette réunion remercier à nouveau bien vivement :

- le Secrétariat général pour le territoire et la biodiversité du Ministère de l'environnement de l'Espagne,
- la *Generalitat* de Catalogne et tout spécialement, le Secrétariat de la planification territoriale,
- la Ville de Gironne,
- et l'Observatoire du paysage de la Catalogne,

pour leur accueil exceptionnel et leur magnifique collaboration dans l'organisation de cet événement.

Je souhaiterais également remercier l'ensemble des orateurs d'Europe et des autres continents pour la qualité de leur présentation et les participants pour leur apport aux débats. La Convention européenne du paysage ne représente pas un aboutissement mais un point de débat, il s'agit d'un texte qu'il convient de faire vivre. La Convention invite les Parties contractantes à mettre en place, à instaurer les fondements d'une bonne gouvernance, à prévoir et à anticiper.

La prochaine Conférence des Etats contractants et signataires de la Convention européenne des Etats contractants et signataires de la Convention européenne du paysage qui se tiendra le 22 et 23 mars 2007, au siège du Conseil de l'Europe, permettra ainsi de d'examiner l'état actuel de mise en œuvre de la Convention et les résultats de ces cinquièmes Ateliers y seront bien sûr présentés.

Nous avons été particulièrement heureux d'entendre l'annonce faite à l'occasion de cette réunion, par M. Antonio Serrano d'une prochaine ratification de Convention européenne du paysage par l'Espagne et nous nous en réjouissons.

Je souhaite par ailleurs annoncer que :

1. l'ouvrage intitulé « *Paysage et développement durable : les défis de la Convention européenne du paysage* », paraît aujourd'hui même à Strasbourg aux éditions du Conseil de l'Europe et nous espérons qu'il contribuera à faire progresser la mise en œuvre de la Convention européenne du paysage.
2. le « Réseau des partenaires pour la mise en œuvre de la Convention du paysage », qui peut être consulté sur le site Internet de la Convention européenne du paysage

(<http://www.coe.int/Conventioneuropéennedupaysage>) a pour objet de fédérer les énergies nationales, lancées tant au niveau des autorités nationales, régionales et locales qu'au niveau des organisation non gouvernementales avec la plateforme du réseau des ONG européennes.

Pour terminer, nous voudrions vous donner rendez-vous pour le 6^e réunion des Ateliers de la Convention européenne du paysage que le Conseil de l'Europe continue à co-organiser avec un Etat membre du Conseil de l'Europe et j'ai le grand plaisir pour cela, de donner la parole à Mme Cristina HERTIA, représentante de la Roumanie auprès de Conseil de l'Europe pour la Convention européenne du paysage.

* * *

Mme Cristina Hertia annonce que la 6^e réunion des Ateliers pour la mise en œuvre de la Convention européenne du paysage se tiendra à Sibiu les 21 et 22 juin 2007 dans le cadre de l'année de la Culture « Sibiu un patrimoine commun » sur le thème « Paysage et patrimoine rural ».

Programme

Fifth meeting of the workshops of the Council of Europe for the implementation of the European landscape convention

Landscape quality objectives: from theory to practice

Girona, Spain, 28-29 September 2006

Auditori, Palau de Congressos

Meeting organised by the Council of Europe, Spatial Planning and Landscape Division, in co-operation with the Secretariat General for Territory and Biodiversity of the Ministry of the Environment of Spain, the Department of Territorial Policy and Public Works of the *Generalitat* of Catalonia, the Landscape Observatory of Catalonia and the City of Girona.

Introduction

The European Landscape Convention was adopted in Florence (Italy) on 20 October 2000 and came into force on 1 March 2004, with the aim of promoting European landscape protection, management and planning, and organising European co-operation in this area. The Convention is the first international treaty to be exclusively concerned with all aspects of European landscape. It applies to the entire territory of the Parties and covers natural, rural, urban and peri-urban areas. It concerns landscapes that might be considered outstanding as well as everyday or degraded landscapes.

The Convention represents an important contribution to the implementation of the Council of Europe's objectives, namely to promote democracy, human rights and the rule of law and to seek common solutions to the main problems facing European society today. By taking into account landscape, cultural and natural values, the Council of Europe seeks to protect Europeans' quality of life and well-being.

As at 25 September 2006, 25 States had ratified the Convention: Armenia, Belgium, Bulgaria, Croatia, Cyprus, Czech Republic, Denmark, Finland, France, Ireland, Italy, Lithuania, Luxembourg, Moldova, Netherlands, Norway, Poland, Portugal, Romania, San Marino, Slovak Republic, Slovenia, "the former Yugoslav Republic of Macedonia", Turkey, Ukraine.

8 States had signed but not ratified it: Azerbaijan, Greece, Hungary, Malta, Spain, Sweden, Switzerland, United Kingdom.

Organisers

The Council of Europe wishes to thank the following organisers for their co-operation and support in hosting the meeting of the Workshops and related events: the Spanish Ministry of the Environment, the Department of Territorial Policy and Public Works of the *Generalitat* of Catalonia, the Landscape Observatory of Catalonia and the City of Girona. The meeting has also supported by the Swiss Federal Office of the Environment.

Purpose of the Workshops

Organised on a regular basis since 2002, the meetings of the Workshops for the implementation of the European Landscape Convention take a detailed look at various practical aspects of the Convention. A genuine forum for sharing practice and ideas, these meetings are also an opportunity to present new concepts and achievements in relation to the European Landscape Convention. Special emphasis is given to the experiences of the State hosting the meeting.

Four meetings of the Workshops for the implementation of the European Landscape Convention have been held so far: on 23-24 May 2002 and on 27-28 November 2003 in Strasbourg, on 16-17 June 2005 in Cork (Ireland) on “Landscapes for urban, suburban and peri-urban areas”, and on 11-12 May 2006 in Ljubljana (Slovenia) on “Landscape and society”.

The aim of the Girona Workshops is to:

- examine experience of implementing the provisions of Article 6, C, D and E of the European Landscape Convention with regard to the identification and assessment of landscapes, the landscape quality objectives and the implementation of landscape policies;
- provide an opportunity for sharing experience, by examining both good and bad practice in European landscape protection, management and planning.

Participants

The Workshops are open to government officials, representatives of local and regional authorities, public and private organisations and NGOs working in the field of landscape and sustainable spatial development.

The number of participants is limited to 300 and the working languages are English, French, Spanish and Catalan.

Exhibition to coincide with the Workshops

Various Spanish regions are to present the results of their landscape policy in the form of an exhibition. The Municipality of Girona will display its achievements in the field of landscape in one of the City’s cultural centres and the *Generalitat* of Catalonia will present the exhibition “*Pais de paisatges*” (“Lands of Landscapes”).

Getting there

Girona-Costa Brava airport specialises in low-cost flights. The main airline is Ryanair (www.ryanair.com), but Transavia (www.transavia.com) also operates flights in and out of Girona. There are scheduled flights to the following destinations: Karlsruhe, Baden-Baden and Dusseldorf (Germany), Brussels (Belgium), Paris (France), Eindhoven and Rotterdam (Netherlands), Dublin and Shannon (Ireland), Alghero, Milan, Pisa, Rome, Venice (Italy), Blackpool, Bournemouth, Glasgow, Liverpool, London and East Midlands (United Kingdom) and Stockholm (Sweden). The airport is 12 km from Girona City centre and is served by taxis and buses.

Barcelona airport has connections to virtually all the major European cities. It is one and a half hours' drive from Girona. Trains leave the airport every 15 minutes for Barcelona City centre (Sants Station) and from there, there are frequent train connections to Girona. See www.renfe.es for departure and arrival times. Eurolines (www.eurolines.es) also operates a direct bus service between Barcelona airport (Terminal B) and Girona City centre.

The *Auditori – Palau de Congressos* of Girona is 10 minutes' walk from the train station and bus terminal.

Parking

Parking is available along the *Auditori – Palau de Congressos*.

Meals

Meals on 28 and 29, including the welcome dinner on 28, will be provided courtesy of the organisations hosting the event.

Web sites

Details of the meeting, including information on booking hotels, are available on the following web site: www.catpaisatge.net/cep-girona2006

Information can also be found on the web sites of the institutions organising the meeting:

- Council of Europe: www.coe.int/Conventioneuropéennedupaysage
- Ministry of the Environment of Spain: www.mma.es
- Ministry of Territorial Policy and Public Works of the Generalitat of Catalonia: www.gencat.net/ptop
- Landscape Observatory of Catalonia: www.catpaisatge.net

Organisation

Council of Europe

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THURSDAY 28 SEPTEMBER 2006

8.00 – 9.00 Welcoming of the participants and registration

**9.00 – 9.30 Opening of the meeting
Welcome speeches**

- **Mr Joan NOGUE**, Director of the Landscape Observatory of Catalonia
- **Ms Maguelonne DÉJEANT-PONS**, Head of the Spatial Planning and Landscape Division, Council of Europe
- **Mr Valery SUDARENKOV**, Member of the Parliamentary Assembly of the Council of Europe, Russian Federation
- **Mr Enrico BUERGI**, Chair of the Conference of the European Landscape Convention
- **Mr Oriol NEL·LO**, Secretary of Spatial Planning of the Department of Territorial Policy and Public Works, *Generalitat* of Catalonia
- **Ms Anna PAGANS**, Mayor of Girona
- **Mr Antonio SERRANO**, Secretary General for Territory and Biodiversity, Ministry of the Environment, Spain

WORKSHOP 1

IDENTIFYING AND ASSESSING LANDSCAPES

9.30 – 11.00 Introduction by the Chairs

Ms Pavlina MIŠIKOVÁ, Representative of the Slovak Republic for the European Landscape Convention

Mr Michael STARRETT, Chief Executive, The Heritage Council, Ireland

Opening lecture

- Identifying and enhancing landscapes

Mr Marc ANTROP, Department of Geography, University of Ghent, Belgium

Presentation of national and regional experiences

- The Belgian experience: the landscape territories of the Walloon Region

Ms Mireille DECONINCK, Representative of Belgium for the European Landscape Convention

- The promotion of landscape management in Finland
Ms Silja SUOMINEN, Representative of Finland for the European Landscape Convention
- Actions for the implementation of the Landscape Convention in Lithuania
Ms Giedre GODIENE, Representative of Lithuania for the European Landscape Convention

Discussion

11.00 – 11.30 **Coffee break** (at the second floor of the *Auditori-Palau de Congressos*)

11.30 – 13.00 ***Presentation of national and regional experiences***

- The Portuguese experience: landscape atlases
Ms Maria José FESTAS, Representative of Portugal for the European Landscape Convention, Chair of the Committee of Senior Officials of the European Conference of Ministers responsible for Regional Planning (CEMAT) of Council of Europe's member States
- The Slovenian experience: landscape inventories
Miss Natasa BRATINA JURKOVIČ, Representative of Slovenia for the European Landscape Convention
- The Spanish experience: the Atlas of Spanish landscapes
Ms Concepción SANZ, Department of Geography, Autonomous University of Madrid
- The UK experience: landscape character assessments (LCA)
Mr Graham FAIRCLOUGH, Representative of the United Kingdom for the European Landscape Convention
- The experience of the Veneto Region: the projects for landscape management
Mr Vincenzo FABRIS, Head of the Spatial Planning Department, Region of Venezia, Italy
- Polish experience in landscape quality objective identification on the example of the Roztocze-Solska Forest Biosphere Reserve
Miss Barbara Natalia SOWINSKÀ, Agricultural University of Lublin, Department of Landscape Ecology and Nature Conservation

Discussion

- Workshop summary
Moderator: **Miss Ivana RADIĆ**, Representative of Croatia for the European Landscape Convention

13.00 – 15.00 **Lunch** (at the second floor of the *Auditori-Palau de Congressos*). Please produce your ticket during the registration.

WORKSHOP 2

LANDSCAPE QUALITY OBJECTIVES AND IMPLEMENTATION OF LANDSCAPE POLICIES

15.00 – 16.30 **Introduction by the Chairs**

Miss Ghislaine DEVILLERS, Representative of Belgium at the Steering Committee for Cultural Heritage (CDPAT) of the Council of Europe

Mr Phaedon ENOTIADES, Representative of Cyprus for the European Landscape Convention

Opening lecture

- Landscape quality objectives and the implementation of landscape policies
Mr Yves LUGINBUHL, Professor at Paris I University, Council of Europe expert

Presentation of national and regional policies

- Landscape: practice of contradiction? Andorra, a case study
Mr Jean-Michel ARMENGOL, National Commission of Andorra for UNESCO and **Mr Joan REGUANT**, President of ICOMOS, Andorra
- Landscape Plans in France
Mr Jean-François SEGUIN, Representative of France for the European Landscape Convention
- Landscape policies in Italy
Ms Anna DI BENE, Representative of Italy for the European Landscape Convention

- The Spanish experience: landscape catalogues and landscape guidelines for Catalonia
Mr Joan NOGUE, Director of the Landscape Observatory of Catalonia, Spain
- Switzerland’s “Landscape 2020” project
Mr Andreas STALDER, Representative of Switzerland for the European Landscape Convention

Discussion

16.30 – 17.00

Break

17.00 – 18.30

Presentation of landscape concepts and European projects

- Territory as a palimpsest: the results of the PLANARCH project – planning, archaeology and landscape
Ms Marie-Jeanne GHENNE, Head of the Secretariat of the Hainaut Province Chamber, Walloon Region, Royal Commission on Monuments, Sites and Excavations and **Mr John WILLIAMS**, Head of Heritage Conservation, Kent County Council, United Kingdom
- Territory as a cultural area: The Culture Landscapes Project – New alliances amongst science, regional economy and local people
Mr Burkhardt KOLBMÜLLER, Interreg IIIB Cadeses project co-ordinator
- Territory as an area for sustainable development: the results of the Interrg III B Cadeses project “Landscape Opportunities” (LOTO) – Guidelines for landscape management and spatial transformation
Ms Anna ROSSI, Directorate General of Territory and Town Planning of the Lombardy Region, **Ms Lionella SCAZZOSI**, Professor at the University of Milan and Council of Europe expert, **Mr Massimo ANGRILLI**, Faculty of Architecture, University of Pescara, Italy and **Mr Giancarlo POLI**, Assessor for Regional Development Planning, Emilia-Romagna Region, Italy
- Guide to Good Practice: the work done by the European Council for the Village and Small Town
Mr Michael DOWER and **Mr Arthur SPIEGLER**, European Council for the Village and Small Town (ECOVAST)

Discussion

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18.30 – 19.00

Workshop summary

Moderator: **Mr Gertjan JOBSE**, Representative of the European Federation of Landscape Architects (EFLA)

21.00

Dinner hosted by the local organisers in Bellavista Hotel (Pujada Polvorins, 1. 17004 Girona). Please produce your ticket during the registration. The hotel is 15 minutes' walk from the town centre. There will also be a bus service.

FRIDAY 29 SEPTEMBER 2006

WORKSHOP 3

THE SPANISH EXPERIENCE

9.00 – 10.30

Introduction by the Chairs

Mr Joan GANYET i SOLE, Director General of Architecture and Landscape of the *Generalitat* of Catalonia

Mr Pedro GRIMALT, General Director of Management and Spatial Planning of the *Generalitat* of Valencia

Opening lecture

- Actions for the implementation of the European Landscape Convention in Spain

Mr Florencio ZOIDO, Professor at the University of Seville, Council of Europe expert

Presentation of regional experiences

- The Landscape Law and the Landscape Observatory of Catalonia

Mr Pere SALA, Co-ordinator of the Landscape Observatory of Catalonia, Spain

- Landscape and territories of Cantabria

Ms Miriam GARCÍA, Director General of Urbanism and Spatial planning, Government of Cantabria

- The experience of Canarias
Mr Miguel Ángel PULIDO, Director General of Spatial Planning, Government of Canarias
- The legislative framework and incentives in landscape area of the *Generalitat* of Valencia
Mr Vincente COLLADO CAPILLA, Head of the Department of Urbanism, *Generalitat* of Valencia

10.30 – 11.00 **Coffee break** (at the second floor of the *Auditori-Palau de Congressos*).

11.00 – 13.00 **Presentation of European and local experiences**

- The Spanish regions' involvement in the INTERREG IIIC Medocc Pays Doc project: good landscape practice
Mr Jaume BUSQUETS, Subdirector-General responsible for Landscape, Department of Territorial Policy and Public Works of the *Generalitat* of Catalonia, Spain, and **Mr Gonzalo ACOSTA**, Head of the Service for Territorial Planification, Regional Government of Andalusia, Spain
- The implementation of landscape quality objectives at local scale : the experience of the City of Girona
Mr. Ponç FELIU, Councillor in Environment, City of Girona
- Dealing with the hydrological landscape: the Tagus basin
Mr Rafael MATA OLMO, Professor of Geography, Autonomous University of Madrid
- The 4th European Biennial on Landscape, Barcelona
Mr Jordi BELLMUNT, Professor at the Technical University of Catalonia

Discussion

- Workshop summary
Moderator: **Ms Margarita ORTEGA**, Representative of Spain for the European Landscape Convention

13.00 – 15.00 **Lunch** (at the second floor of the *Auditori-Palau de Congressos*). Please produce your ticket during the registration.

WORKSHOP 4

OUTLOOK FOR THE FUTURE

15.00 – 16.30 Introduction by the Chairs

Ms Munevver DEMIRBAS OZEN, Representative of Turkey for the European Landscape Convention

Ms Martina PÁSKOVÁ, Representative of the Czech Republic for the European Landscape Convention

Opening lecture

- The cultural significance of landscape
Mr Eduardo MARTÍNEZ DE PISÓN, Professor at the Autonomous University of Madrid, Director of the Landscape Institute, Duques de Soria Foundation

Presentations

- The notion of scale and landscape: the “fractal landscape”?
Mr Giuseppe LAS CASAS, Professor of Town Planning at the Faculty of Engineering, Università degli Studi della Basilicata, Italy
- Landscape and major areas of co-operation
Mr Elias BERIATOS, President of the Greek Planners Association, Vice-President of the International Society of City and Regional Planners (ISoCaRP)
- Landscapes of the future
Mr Hagen EYINK, Head of the Division responsible for Policies which have a Spatial Impact, Ministry of Transport, Construction and Housing, Germany
Ms Bettina MATZDORF, Leibniz-Centre for Agricultural Landscape Research (ZALF), Institute of Socioeconomics, Germany
- Towards landscape routes
Mr Gerhard ERMISCHER and **Mr Harald ROSMANITZ**, Directors of Pathways Cultural Landscapes
- The metaphor of the hypertext and the perception of contemporary landscapes
Miss Linda MAVIAN, Responsible of the Office for the protection of the historical and cultural identities, Venezia Region, Italy

Discussion

16.30 – 17.00

Break

17.00 – 17.45

Round table on landscape quality objectives in Europe and in the world

President: **Mr Philippe POULLAOUEC-GONIDEC**, UNESCO Chair in Landscape and Environmental Design

Mr Ricardo PRIORE, First Director of the European Network of local and regional authorities for the implementation of the European Landscape Convention (ENELC), **Ms Sirine ADELJELIL**, Faculty of Law, Tunisia, **Mr David BELGUE**, President, Council of landscape of Quebec, **Mr Brian FURZE**, Faculty of Humanities and Social Sciences, Australia, **Mr Niek HAZENDONK**, Ministry of Agriculture, Nature and Food Quality, The Netherlands, **Ms Maria Eugenia PÉREZ CARDENAS**, Association of Landscape Professionals - Achippa, Chile.

Discussion and workshop summary

Moderator: **Mr Paul WALSHE**, Chair of ICOMOS, United Kingdom

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17.45 – 18.15

General conclusions

Mr Florencio ZOIDO, Professor at the University of Sevilla, Council of Europe expert

Closing statements

Ms Margarita ORTEGA, Representative of Spain for the European Landscape Convention

Ms Maguelonne DEJEANT-PONS, Head of the Spatial Planning and Landscape Division, DG IV, Council of Europe

Ms Cristina HERTIA, Representative of Romania for the European Landscape Convention

- 18.15** **Closing**
- Mr Oriol NEL·LO**, Secretary of Spatial Planning of the Department of Territorial Policy and Public Works, *Generalitat* of Catalonia
- 19.00 – 20.30** Walking tour of Girona. Meeting point at the exit of the *Auditori – Palau de Congressos*. The visit will end in the Museum of History of the City of Girona, where the reception and official inauguration of the exhibition “*País de paisatges*” (“Lands of Landscapes”) will take place.
- 20.30** Official reception. Inauguration of the exhibition “*País de paisatges*” (“Lands of Landscapes”) at the Museum of History of the City of Girona, on the new policies and management instruments of landscape planning of Catalonia, with the presence of **Mr Oriol NEL·LO**, Secretary of Spatial Planning of the Department of Territorial Policy and Public Works, *Generalitat* of Catalonia and of **Ms Anna PAGANS**, Mayor of Girona.
- 21.30** “Music and art for the land stewardship”. Inauguration of the second week of the land stewardship, in front of the Cathedral of Girona, organised by the Network of land stewardship.

SATURDAY 30 SEPTEMBER 2006

- 8.45 – 20.30** **Optional programme**
- Excursion of the volcanic area of Olot and the medieval towns of Garrotxa (in the Pre-Pyrenees of Catalonia), with a special emphasis on landscapes.
- Places of entrance and departure: parking of La Copa, in front of the Tourism Office (C/ Berenguer Carnicer, 3).
- The people who would like to go directly from Olot to Barcelona can get a regular busline with TEISA Company.
- Timetable of Saturday afternoon:
- Olot-Barcelona (via Amer): 15.30 (arrival at 17.45).
 - Olot-Barcelona (via Banyoles): 16.30 (arrival at 18.35).

RELATED PUBLIC EVENTS

The Workshops coincide with two exhibitions on the work of the Catalan architect, Rafael Masó, a contemporary of Gaudí, and one of the finest exponents of the artistic movement known in Catalan as *Noucentisme*. Participants will have an opportunity to visit the following:

- “Rafael Masó, architect”
- “Ceramics in the architecture of Rafael Masó”

Other activities:

- “*País de paisatges*” (“Lands of Landscapes”), exhibition at the Museum of History of the City of Girona on the new policies and management instruments of landscape planning of Catalonia. Inauguration: Friday 29 September at 20.30, after the guided City Tour.
- “Nurserystock Trade Fair”. Show with more than 100 exhibitors that will take place on 28, 29 y 30 in the Fair of Girona, in front of the *Auditori*.

**List of participants/
Liste des participants**

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