



**LANDSCAPE HERITAGE, SPATIAL PLANNING
AND SUSTAINABLE DEVELOPMENT**

**PATRIMOINE PAYSAGER, AMÉNAGEMENT
DU TERRITOIRE ET DÉVELOPPEMENT DURABLE**

proceedings / actes

Lisbon (Portugal), 26-27 November 2001

Lisbonne (Portugal), 26-27 novembre 2001

European regional planning, No. 66

Aménagement du territoire européen, n° 66



Council of Europe Publishing
Editions du Conseil de l'Europe

**LANDSCAPE HERITAGE, SPATIAL PLANNING
AND SUSTAINABLE DEVELOPMENT**

**PATRIMOINE PAYSAGER, AMÉNAGEMENT
DU TERRITOIRE ET DÉVELOPPEMENT DURABLE**

p r o c e e d i n g s / a c t e s

**Lisbon (Portugal), 26-27 November 2001
Lisbonne (Portugal), 26-27 novembre 2001**

European regional planning, No. 66
Aménagement du territoire européen, n° 66

Council of Europe Publishing
Editions du Conseil de l'Europe

International Seminar organised by the Council of Europe and the Ministry of Environment and Spatial Planning of Portugal within the framework of the activities of the Conference of Ministers responsible for Regional Planning of the Member States of the Council of Europe – Cemmat-Council of Europe.

Séminaire international organisé par le Conseil de l'Europe et le ministère de l'Environnement de l'Aménagement du territoire du Portugal, dans le cadre des travaux de la Conférence européenne des ministres responsables de l'aménagement du territoire des Etats membres du Conseil de l'Europe – Cemmat-Conseil de l'Europe.

For publications appearing in the same series, see at the back of the book.
Pour les publications paraissant dans la même série, voir en fin d'ouvrage.

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: they appear in their original language.

All rights reserved. No part of this publication may be translated, reproduced or transmitted, in any form or by any means, electronic (CD-Rom, Internet, etc.) or mechanical, including photocopying, recording or any information storage or retrieval system, without prior permission in writing from the Publishing Division, Communication and Research Directorate (F-67075 Strasbourg or publishing@coe.int)

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: elles sont reproduites dans leur langue d'origine.

Tous droits réservés. Aucun extrait de cette publication ne peut être traduit, reproduit, enregistré ou transmis, sous quelque forme et par quelque moyen que ce soit – électronique (CD-Rom, Internet, etc.), mécanique, photocopie, enregistrement ou toute autre manière – sans l'autorisation préalable écrite de la Division des éditions, Direction de la communication et de la recherche (F-67075 Strasbourg ou publishing@coe.int)

Contents / Table des matières

Welcoming speeches / Allocutions de bienvenue	7
<i>Pedro SILVA PEREIRA</i> , Secrétaire d'Etat de l'Aménagement du Territoire et de la Conservation de la Nature, Ministère de l'Environnement et de l'Aménagement du Territoire, Portugal	9
<i>Margarita JANCIC</i> , Chair of the Committee of Senior Officials (CSO) of the Ministers responsible for Regional Planning of the Member States of the Council of Europe (CEMAT)	11
<i>Maguelonne DÉJEANT-PONS</i> , Chef de la Division de l'aménagement du territoire, de la coopération et de l'assistance techniques et Responsable de la Convention européenne du paysage, Conseil de l'Europe	13
FIRST SESSION / PREMIERE SESSION	15
The value of landscape and cultural and natural heritage : image, memory, resources / Les valeurs du paysage et du patrimoine naturel et culturel : image, mémoire, ressource	
The European Landscape Convention <i>Maguelonne DÉJEANT-PONS</i> , Head of the Regional planning and Technical Co-operation and Assistance Division, Responsible for the European Landscape Convention	19
Les différentes approches du paysage <i>Jean-François SEGUIN</i> , Chef du Bureau des Paysages, Ministère de l'Aménagement du territoire et de l'Environnement, France.....	33
L'évolution du concept de patrimoine <i>Joaquim PAES DE BRITO</i> , Professeur, Musée national d'Ethnologie, Portugal.....	37
SECOND SESSION / DEUXIEME SESSION	41
Towards overall consideration of landscape diversity in spatial planning : national experiences / Pour une prise en compte globale de la diversité des paysages dans le cadre de l'aménagement du territoire : les expériences nationales	
Identification and characterisation of landscapes as a support for Spatial planning: application in Portugal <i>Alexandre CANCELA ABREU</i> , Professor, University of Evora, Portugal, <i>Rafael MATA OLMO</i> , Professor, Autonomous University of Madrid, Spain	43
Présentation de l'étude « Caractérisation et identification des paysages de l'Espagne » <i>Rafael MATA OLMO</i> , Professor, Autonomous University of Madrid, <i>Concepcion SANZ HERRAIZ</i> , Professor, Autonomous University of Madrid,.....	49

Slovenia's experience <i>Ivan MARUŠIČ</i> , Professor, Department of Landscape Architecture, Biotechnological Faculty, University of Ljubiana, Slovenia	53
Sweden's experience <i>Katri LISITZIN</i> , Associate Professor, SLU, Department of Landscape Planning, Ultuna, Sweden	61
Estonia's experience <i>Jüri LASS</i> , Representative of Estonia to the CEMAT Committee of Senior Officials, Estonia	65
ROUND TABLE / TABLE RONDE	71
Effectiveness of national instruments and application of procedures / Efficacité des instruments nationaux et application des procédures	
<i>Peter SCHMEITZ</i> , Representative of the Netherlands to the CEMAT Committee of Senior Officials	73
<i>Ján KIZEK</i> , Représentant de la République slovaque auprès du Comité des Hauts Fonctionnaires de la CEMAT	77
<i>Daniel LAROCHE</i> , Paysagiste diplômé par le gouvernement, Président des paysagistes-conseils de l'Etat, France	79
THIRD SESSION / TROISIEME SESSION	81
Landscape Heritage and Spatial Planning / Le patrimoine paysager et l'aménagement du territoire	
The function of local and regional authorities in relation to landscape <i>Keith WHITMORE</i> , Representative of the Congress of Local and Regional Authorities of Europe (CLRAE), Council of Europe	83
La Charte du paysage méditerranéen : une expérience de coopération entre les régions méditerranéennes <i>Frédérique NÈGRE</i> , Directrice adjointe de l'Agence méditerranéenne de l'environnement, France	87
The Hungarian experience and the example of Budapest <i>Károly MISLEY</i> , Representative of Hungary to the CEMAT Committee of Senior Officials	95
The European Landscape Convention in Norway <i>Audun MOFLAG</i> , Representative of Norway to the CEMAT Committee of Senior Officials	99
Landscape protection in Australia: Protection of World Heritage Sites <i>Jeanne LENNON</i> , Representative of Australia to the World Heritage Commission	103
La gestion d'une ville classée au patrimoine mondial : problèmes et opportunités <i>Édite ESTRELA</i> , Maire de Sintra, Portugal	107

FOURTH SESSION / QUATRIÈME SESSION	113
Integration of the landscape dimension into spatial planning policies / Intégration de la dimension paysagère dans les politiques d'aménagement du territoire	
Écologie du paysage et réseau écologique <i>Jacques STEIN</i> , Ancien Président du Comité d'experts pour la constitution du Réseau écologique paneuropéen du Conseil de l'Europe	115
The landscape dimension and spatial planning in urban and peripheral areas <i>Richard STILES</i> , Professor, President of the European Council of Landscape Architecture Schools – ECLAS, Austria	119
Landscape planning in densely populated areas: the example of Germany <i>Dirk Mickael WASHER</i> , Network Co-ordinator for "Landscape Europe"	129
Working summary <i>Dusan BLAGANJE</i> , Professor, Council of Europe expert	131
Conclusions	133
List of participants / Liste des participants	141

Opening session /

Session d'ouverture

Pedro SILVA PEREIRA

Secrétaire d'Etat de l'Aménagement du Territoire et de la Conservation de la Nature,
Ministère de l'Environnement et de l'Aménagement du Territoire, Portugal

Le Secrétaire d'Etat accueille chaleureusement les participants de la conférence. Il parle de l'importance des réunions de la CEMAT organisées par la Division de l'Aménagement du territoire du Conseil de l'Europe ainsi que d'un soutien important des pays membres du Conseil de l'Europe. Il souhaite la bienvenue aux participants et un grand succès au séminaire.

Ms Margarita JANCIC

Chair of the Committee of Senior Officials (CSO) of the Ministers responsible for Regional Planning of the Member States of the Council of Europe (CEMAT)

Ladies and Gentlemen,
Dear Colleagues,

The two-day CEMAT Seminar “Landscape heritage, spatial planning and sustainable development” is the second of the international seminars of the Committee of Senior Officials defined in the Working Programme 2001-2003. All of them are aimed to contribute to the implementation of the Guiding Principles for Sustainable Development of the European Continent adopted in the 12th Session of the Conference of Ministers responsible for Regional Planning (CEMAT) in Hanover on 8 September 2000.

The seminar is organised jointly by the Council of Europe-Regional Planning, Technical Cooperation and Assistance Division, and the Ministry of the Environment and Spatial Planning of Portugal.

I would like to express our gratitude to all involved in the preparation of the Seminar, especially to Mrs Maria José Festas, and to congratulate them for the excellent work they have done.

The Seminar will contribute to the preparation of the 13th European Conference of the Ministers responsible for Regional Planning (CEMAT), which will take place in Slovenia in September 2003. At the same time, the conclusions of the Seminar should contribute to the implementation of the European Landscape Convention, opened for signature on 20 October 2000 at the Ministers’ Conference of the Council of Europe in Florence.

I hope you will share my opinion that landscape is one of the key elements of well-being and the quality of life of every individual and the community. Landscape plays an important role in the reinforcement of the European identity. It is the outcome of different features that are common to a certain social and physical entity. Identities were formed as otherness, the most obvious were those created in the organisation of settlements, buildings ... and agricultural land use.

Landscapes are the result of a synergetic effect of natural circumstances on the one hand and land use for food production on the other. A variety of landscape patterns have emerged in Europe. Their outstanding feature is the complexity of their structure. We are facing the process of globalisation with a well known effect of homogenisation. Economic and social changes are creating new landscapes.

We all agree that no goals can justify deterioration in the quality of landscapes. In these two days, we will deal with numerous questions related to landscape. I would like to call your attention to just a few of them.

The novelties, which were gradually received in the past and usually adapted to the local circumstances, are now proceeding very fast and they affect even the most remote areas. The kind of global transformation of the countryside is probably going to take place during a single generation:

- are all of the landscapes equally endangered?
- should the landscape be “protected” or which of them can be protected?

- how should knowledge about the landscape values and efficient management of these values be improved?
- what should be the role of agriculture and forestry in landscape management...

On the other side, we should use these two days to exchange views and experiences about:

- the role of spatial policies in developing the landscape values,
- best practices in resolving actual problems,
- experiences and proposals in order to integrate the landscape dimension into spatial planning policies,
- efficient instruments and measures for the implementation of planning decisions.

Ladies and Gentleman, I hope that the Seminar will meet your expectations.

Maguelonne DÉJEANT-PONS

Chef de la Division de l'aménagement du territoire, de la coopération et de l'assistance techniques, Responsable de la Convention européenne du paysage, Conseil de l'Europe

Je souhaite remercier bien vivement le gouvernement du Portugal et en particulier le ministère de l'Environnement de l'Aménagement du Territoire pour leur accueil très chaleureux dans cette belle ville de Lisbonne, ainsi que pour le travail important accompli en vue de l'organisation de ce séminaire. Mes remerciements vont tout particulièrement à M. João Biencard Cruz, à Mme Maria José Festas, Vice-Présidente du Comité des hauts fonctionnaires de la CEMAT et représentante du Portugal et à Mme Maria da Graça Almeida, Chef de la Division des Relations publiques et de l'information, ainsi qu'à leur équipe, sans lesquels nous ne pourrions être ici réunis.

Ce Séminaire international sur « Patrimoine paysager, aménagement du territoire et développement durable » se situe dans le cadre des travaux du Comité des Hauts Fonctionnaires de la Conférence européenne des ministres responsables de l'Aménagement du Territoire des Etats membres du Conseil de l'Europe (CEMAT). Il rassemble des représentants des quarante-trois Etats membres du Conseil de l'Europe, unis dans la poursuite d'un même objectif : le développement territorial durable du Continent européen.

Le Conseil de l'Europe a pour mission de promouvoir la démocratie, les droits de l'homme et la prééminence du droit ainsi que de rechercher des solutions communes aux grands problèmes de société de l'Europe d'aujourd'hui. L'Organisation s'engage ainsi en faveur d'un développement territorial durable conforme aux « Principes directeurs pour le développement territorial durable du Continent européen » adoptés à Hanovre le 8 septembre 2000 par la Conférence européenne des ministres responsables de l'aménagement du territoire des Etats membres du Conseil de l'Europe. Il s'agit de préserver la qualité de vie et le bien-être des Européens en prenant en compte les valeurs paysagères, naturelles et culturelles.

Les Principes directeurs prennent en effet tout spécialement en compte la question du paysage et considèrent que « la politique d'aménagement peut contribuer à la protection des paysages, à leur gestion et à leur aménagement par le biais de mesures appropriées et par une meilleure interaction des diverses politiques sectorielles quant à leur impact sur l'espace ». Ils énoncent pour cela une série de mesures appropriées.

Nous sommes par ailleurs particulièrement fiers que la Convention européenne du paysage ait pu être élaborée au sein de notre Organisation car elle constitue un trait d'union entre les divers objectifs que nous poursuivons : la promotion de valeurs – naturelles, culturelles, sociales – qui transcendent parfois des intérêts économiques immédiats, la prise en compte de l'être humain dans son identité profonde et le rassemblement des Etats par-delà leurs frontières pour se pencher ensemble sur un thème qui leur est commun.

Adoptée par le Comité des Ministres du Conseil de l'Europe le 19 juillet 2000, la Convention européenne du paysage a été ouverte à la signature à Florence le 20 octobre 2000. A ce jour, vingt-deux Etats l'ont signée¹ et l'un d'entre eux, la Norvège, l'a approuvée le 23 octobre dernier. La Convention entrera en vigueur le premier jour du mois suivant l'expiration d'un délai de trois mois après la date à laquelle dix Etats membres du Conseil de l'Europe auront exprimé leur consentement à être liés par elle.

Élément essentiel du bien-être individuel et social et de la qualité de vie des populations, le paysage contribue à l'épanouissement des êtres humains ainsi qu'à la consolidation de

¹ Belgique, Bulgarie, Chypre, Croatie, Danemark, Espagne, Finlande, France, Grèce, Italie, Lituanie, Luxembourg, Malte, Moldova, Norvège, Portugal, Roumanie, Saint-Marin, Slovénie, Suède, Suisse et Turquie.

l'identité européenne. Il participe de manière importante à l'intérêt général, sur les plans culturel, écologique, environnemental et social et constitue une ressource favorable à l'activité économique, avec le tourisme notamment.

L'Europe a mille visages, mille paysages. Nous devons nous efforcer de préserver cette diversité, cette mosaïque, qui fait la richesse de notre continent. Le paysage est le visage de la terre, il exprime la relation que l'homme entretient avec son environnement. Nature et culture se mêlent en un constant mouvement dans lequel le paysage évolue et se construit chaque jour sur les traces déposées par l'histoire.

Les travaux de la Première Conférence des Etats contractants et signataires de la Convention européenne du paysage se sont précisément tenus les 22 et 23 novembre 2001. Ils marquent le début d'une nouvelle et longue période qui conduira à hisser le thème du Paysage au rang des questions essentielles pour les citoyens européens. Il s'agit de comprendre, dans une perspective de développement durable, que la qualité de vie, le bien-être, la joie et le bonheur des générations présentes et futures est en grande partie conditionnée par la qualité du patrimoine paysager.

Le Séminaire a pour objectifs :

- d'identifier les problématiques de l'aménagement du territoire à travers la dimension paysagère ;
- de rechercher des solutions concrètes aux problèmes posés en tenant compte des caractéristiques locales de chaque paysage et de formuler des propositions ;
- d'intégrer la dimension paysagère dans les politiques d'aménagement du territoire.

Le Séminaire se clôturera par l'élaboration de conclusions générales et de recommandations qui contribueront à la mise en œuvre des Principes directeurs pour le développement territorial durable du continent européen. Ceci constitue une préparation à de la prochaine Conférence européenne des ministres responsables de l'aménagement du territoire qui se tiendra à Ljubljana les 16 et 17 septembre 2003 sur « La mise en œuvre des stratégies et perspectives pour le développement territorial durable du Continent européen ».

Je remercie très sincèrement tous les participants pour avoir fait parfois un long chemin pour se joindre à nous. Les travaux apporteront, je l'espère, une contribution importante aux travaux préparatoires à la prochaine conférence ministérielle.

FIRST SESSION

**The value of landscape
and cultural and natural
heritage: image, memory,
resources**

PREMIERE SESSION

**Les valeurs du paysage et
du patrimoine naturel et
culturel : image, mémoire,
ressource**

The European Landscape Convention

Maguelonne DEJEANT-PONS, Head of the Regional Planning and Technical Co-operation and Assistance Division, Responsible for the European Landscape Convention

Introduction

“The landscape...

... has an important public interest role in the cultural, ecological, environmental and social fields, and constitutes a resource favourable to economic activity and whose protection, management and planning can contribute to job creation;

... contributes to the formation of local cultures and ... is a basic component of the European natural and cultural heritage, contributing to human well-being and consolidation of the European identity;

... 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;

... is a key element of individual and social well-being and ... its protection, management and planning entail rights and responsibilities for everyone.”

Preamble to the European Landscape Convention

The Council of Europe

An international intergovernmental organisation set up in 1949, the Council of Europe is based in Strasbourg, France. It currently consists of 43 member states¹. Its main objectives are to promote democracy, human rights and the rule of law and to find joint solutions to the major problems facing European society today. The Council is thus committed to environmental protection and sustainable spatial development in keeping with the “Guiding Principles for Sustainable Spatial Development of the European Continent” adopted in Hanover on 8 September 2000 by the European Conference of Ministers responsible for Regional Planning of the member states of the Council of Europe (CEMAT). The aim is to preserve the quality of life and well-being of Europeans with due regard for their natural and cultural heritage².

Origins of the convention

On the basis of a first draft elaborated by the Congress of Local and Regional Authorities of Europe (CLRAE), the Committee of Ministers of the Council of Europe decided to create a restricted group of experts mandated to draw up a European Landscape Convention, under the aegis of the Cultural Heritage Committee (CC-PAT) and of the Committee for the activities of the Council of Europe in the field of Biological and Landscape Diversity Strategy (CO-DBP). As a result of the work of this Group of experts, in which the main international, governmental and non-governmental organisations were involved, the Committee of Ministers of the Council of Europe adopted the final text of the Convention on

¹ As at 22 November 2001: Albania, Andorra, Armenia, Austria, Azerbaijan, Belgium, Bulgaria, Croatia, Cyprus, Czech Republic, Denmark, Estonia, Finland, France, Germany, Georgia, Greece, Hungary, Iceland, Ireland, Italy, Latvia, Liechtenstein, Lithuania, Luxembourg, Malta, Moldova, Netherlands, Norway, Poland, Portugal, Romania, Russian Federation, San Marino, Slovak Republic, Slovenia, Spain, Sweden, Switzerland, “the former Yugoslav Republic of Macedonia”, Turkey, Ukraine, United Kingdom.

² On the subject of natural and cultural heritage, see the other Council of Europe conventions: Convention on the Conservation of European Wildlife and Natural Habitats (Bern, 19 September 1979), European Convention for the Protection of the Architectural Heritage of Europe (Grenada, 3 October 1985) and the European Convention on the Protection of the Archaeological Heritage (revised) (Valetta, 16 January 1992).

19 July 2000. The European Landscape Convention was opened for signature in Florence, Italy, on 20 October 2000 in the framework of the Council of Europe Campaign “Europe, a common heritage”¹. at a ministerial conference held specially for the occasion. As at 22

¹ The explanatory report on the convention describes the main stages in its development, up to its adoption:

- March 1994: a few months before the 1st Plenary Session of the Council of Europe’s Congress of Local and Regional Authorities (CLRAE), the Standing Conference of Local and Regional Authorities of Europe, its predecessor, adopted Resolution 256 (1994) on the 3rd Conference of Mediterranean Regions. In this text, the Standing Conference called on its successor, the CLRAE, “to draw up, on the basis of the *Mediterranean Landscape Charter – adopted in Seville by the regions of Andalusia (Spain), Languedoc-Roussillon (France) and Tuscany (Italy) – a framework convention on the management and protection of the natural and cultural landscape of Europe as a whole*”;
- 1995: in response to the 1st Conference of European Environment Ministers held in Dobriš in June 1991, the European Environment Agency published *Europe’s environment: the Dobriš assessment*. Chapter 8 of the report deals with landscapes, and in its conclusions it expresses the hope that the Council of Europe will take the lead in drawing up a European convention on rural landscapes;
- 1995: the World Conservation Union (IUCN) published *Parks for life: actions for protected areas in Europe* which advocates an international convention on rural landscape protection in Europe, involving the Council of Europe;
- on the basis of these recommendations, the Congress decided to draw up a draft European landscape convention for adoption by the Council of Europe’s Committee of Ministers. In September 1994, it set up an *ad hoc* drafting group composed of members of the CLRAE’s Chamber of Local Authorities and Chamber of Regions which met for the first time in November that year. Several international, national and regional bodies and programmes were invited to take part in the group’s work (Parliamentary Assembly, the Cultural Heritage Committee of the Council of Europe (CC-PAT), the Committee for the activities of the Council of Europe in the field of biological and landscape diversity (CO-DBP), the Unesco World Heritage Committee, the IUCN, the Committee of Regions and the Commission of the European Union, and the Bureau for the Pan-European Biological and Landscape Diversity Strategy and the regions of Andalusia (Spain), Languedoc-Roussillon (France) and Tuscany (Italy);
- the working group drew up, as preparatory documents, a full version of the draft convention in non-legal language and a comparative study of European landscape law;
- under its consultation programme, the working group held two specific hearings in Strasbourg: the first was attended by interested national and regional scientific bodies, both public and private (8 and 9 November 1995) while the second was for interested international organisations and regional authorities (24 March 1997);
- 3-5 June 1997: at its 4th Plenary Session (Strasbourg), the Congress adopted the preliminary draft European Landscape Convention in Resolution 53 (1997). It decided to consult the representatives of the national ministries concerned. The draft convention worded in non-legal language and the comparative study of European landscape law were presented as appendices to this resolution’s explanatory memorandum (CG(4)6, part II);
- in Recommendation 31 (1997), the Congress asked the Council of Europe’s Parliamentary Assembly to examine the preliminary draft European Landscape Convention set out in Resolution 53 (1997), to give an opinion and, if possible, express support. This same request for an opinion and support was made to the European Union’s Committee of the Regions;
- 2-4 April 1998: at the invitation of the Italian ministry for Cultural Heritage and Environmental Assets, a consultation conference for ministerial representatives and major international and non-governmental organisations with technical expertise in landscape matters was held in Florence (Italy);
- the working group produced a final draft European landscape convention in the form of a draft recommendation which was presented to the Congress at its 5th Plenary Session (Strasbourg, 26-28 May 1998). This draft recommendation, adopted by the Congress on 27 May 1998 (Recommendation 40 (1998), asked the Council of Europe’s Committee of Ministers to examine the draft European landscape convention with a view to adopting it as a Council of Europe convention, if possible during the heritage campaign which heads of state and government had called for at the second Council of Europe Summit in October 1997. The recommendation also urged the Parliamentary Assembly of the Council of Europe to support the draft European landscape convention with a view to its adoption by the Committee of Ministers;
- 15-18 September 1998: the Council of Europe Ministers’ Deputies considered CLRAE Recommendation 40 (1998) and asked the Committee for the activities of the Council of Europe in the field of biological and landscape diversity (CO-DBP) and the Cultural Heritage Committee (CC-PAT) to consider whether a Council of Europe landscape convention could and should be drawn up on the basis of the CLRAE draft landscape convention in Recommendation 40 (1998);
- 17 February and 19 April 1999: the CC-PAT and the CO-DBP delivered a favourable opinion;
- 1-2 July 1999: the Committee of Ministers decided to set up a select governmental committee of experts responsible for drafting the European landscape convention on the basis of the draft prepared by the Congress. The Committee of Ministers recommended in particular that the select committee pay attention to the articles concerning the body supervising the implementation of the convention and the identification of landscapes of European interest;
- September, November 1999 and January 2000: the committee of experts met three times and submitted a new draft convention to the CC-PAT and the CO-DBP in January 2000. Both Committees jointly examined the text on 10 March 2000 and decided to submit it to the Committee of Ministers together with the report of their meeting for possible adoption and opening for signature;

November 2001, 22 states had signed it² and one of them, Norway, approved it. The Convention is to come into force on the first day of the month following the expiry of a period of three months after the date on which ten Council of Europe member states have consented to be bound by it³.

Why a landscape convention?

As a key factor in individual and social well-being and people's quality of life, the landscape contributes to human development and serves to strengthen the European identity. It plays an important public interest role in the cultural, ecological, environmental and social fields and is a valuable resource conducive to economic activity, notably tourism.

Developments in agriculture, forestry, industrial and mineral production techniques and in regional planning, town planning, transport, infrastructure, tourism and recreation and, at a more general level, changes in the world economy have in many cases led to the destruction of landscapes, or rendered them featureless.

While every citizen must certainly play a part in preserving the quality of the landscape, public authorities have a duty to define the general framework for ensuring this quality. The convention establishes the general legal principles which should serve as a basis for adopting national landscape policies and establishing international co-operation in such matters.

Structure of the Convention

The text of the convention comprises a preamble and four main sections:

- Chapter I, setting out the objectives and scope of the convention, plus key definitions;
- Chapter II, stating the measures to be taken at national level;
- Chapter III, stating the basis for European co-operation, the measures to be taken at international level and the role of the Committees responsible for monitoring the implementation of the convention;
- Chapter IV, dealing with procedures for adopting the convention and related matters.

Purpose of the Convention

Basis of the Convention

Aims of the convention

The aims of the convention are to promote European landscape protection, management and planning, and to organise European co-operation on landscape issues⁵. This means ensuring the protection, management and planning of European landscapes through the adoption of national measures and the establishment of European co-operation between the Parties.

The preamble outlines the issues underlying the convention, emphasising the following points:

- on the basis of the texts appearing in the aforementioned report and the opinions of the Parliamentary Assembly and the Congress of local and regional authorities of Europe of 25 May 2000 and 26 June 2000 respectively, the Secretary General of the Council of Europe submitted a draft convention to the Committee of Ministers for adoption. The Committee of Ministers adopted the text of the convention on 19 July 2000 and decided it would be opened for signature on 20 October 2000.

² Belgium, Bulgaria, Croatia, Denmark, Finland, France, Greece, Italy, Lithuania, Luxembourg, Malta, Moldova, Norway, Portugal, Romania, San Marino, Slovenia, Spain, Sweden, Switzerland and Turkey (see Appendix).

³ With the deposit of instruments of ratification, acceptance or approval.

⁵ Article 3 of the Convention (Aims).

- the convention is part of the Council of Europe’s work on natural and cultural heritage, spatial planning, environment and local self-government⁶;
- the concern for sustainable development expressed at the Rio de Janeiro Conference makes landscape an essential consideration in striking a balance between preserving the natural and cultural heritage as a reflection of European identity and diversity, and using it as an economic resource capable of generating employment in the context of the boom in sustainable tourism⁷;
- the landscape is important as a component of the environment and of people’s surroundings in both town and country, whether the landscape in question is ordinary or of outstanding beauty. The public is accordingly encouraged to take an active part in landscape management and planning, and to feel it has responsibility for what happens to the landscape⁸;
- the Council of Europe member states, anxious to promote through international agreements the ideals which are their common heritage, possess a precious asset in the landscapes, and one which needs to be maintained and managed by means of effective international co-operation based on a legal instrument exclusively devoted to landscape⁹.

Relationship with other existing texts

The signatory States declare in their preamble that they “wish to provide a new instrument devoted exclusively to the protection, management and planning of all landscapes in Europe.” Today, the convention is in fact the foremost international treaty dealing exclusively with the protection, management and enhancement of the European landscape. A few international legal instruments are concerned with the subject of landscape, either directly or indirectly. None of them, however, deals directly, specifically and fully with

⁶ The preamble to the convention states that the aim of the Council of Europe is to achieve a greater unity between its members for the purpose of safeguarding and realising the ideals and principles which are their common heritage, and that this aim is pursued in particular through agreements in the economic and social fields.

⁷ The preamble to the convention mentions the desire of Council of Europe member states to “achieve sustainable development based on a balanced and harmonious relationship between social needs, economic activity and the environment”.

⁸ The explanatory report on the convention considers that Europe’s populations want policies and instruments affecting national territory to take account of their wishes regarding the quality of their surroundings. In their view, this quality to some extent has to do with the feelings aroused in them by contemplating the landscape. They have come to realise that the quality and diversity of many landscapes are deteriorating as a result of a wide variety of factors and that this is having an adverse effect on the quality of their everyday lives. The report considers that official landscape activities can no longer be allowed to be an exclusive field of study or action monopolised by specialist scientific and technical bodies. Landscape must become a mainstream political concern, since it plays an important role in the well-being of Europeans who are no longer prepared to tolerate the alteration of their surroundings by technical and economic developments in which they have had no say. Landscape is the concern of all and lends itself to democratic treatment, particularly at local and regional level. If people are given an active role in decision-making on landscape, they are more likely to identify with the areas and towns where they spend their working and leisure time. If they have more influence on their surroundings, they will be able to reinforce local and regional identity and distinctiveness and this will bring rewards in terms of individual, social and cultural fulfilment. This in turn may help to promote the sustainable development of the area concerned, as the quality of landscape has an important bearing on the success of economic and social initiatives, whether public or private. The general purpose of the convention is to encourage public authorities to adopt policies and measures at local, regional, national and international level for protecting, managing and planning landscapes throughout Europe so as to maintain and improve landscape quality and bring the public, institutions and local and regional authorities to recognise the value and importance of landscape and to take part in related public decisions. The convention demands a forward-looking attitude on the part of all those whose decisions affect the protection, management or planning of landscapes. It has implications for many areas of official policy and official or private action, from the local to the European level.

⁹ The preamble recognises that the quality and diversity of European landscapes constitute a common resource, and that it is important to co-operate towards its protection, management and planning. In addition to their local significance, Europe’s landscapes are of value in various ways to all Europeans. They are cherished outside the locality and beyond national borders. In addition there are landscapes which have identical characteristics on both sides of borders and therefore require transborder measures to implement the action principles. Finally, landscapes bear the consequences, whether positive or negative, of processes which may originate elsewhere and whose impact is not checked by national boundaries. That is why it is legitimate to be concerned with landscape at European level. In their diversity and quality, the cultural and natural values linked to European landscapes are part of Europe’s common heritage, and so European countries have a duty to make collective provisions for the protection of these values. Only an international convention at Council of Europe level can help to reach this objective in order to provide a legal reference to other international initiatives operating in this field.

European landscapes and their preservation, in spite of their invaluable contribution to our natural and cultural heritage and the numerous threats facing them. The convention aims to fill this gap: it is thus distinct from the Unesco Convention concerning the Protection of the World Cultural and Natural Heritage of 16 November 1972, both formally and substantively. The two conventions have different purposes, as do the organisations under whose auspices they were drawn up. One is regional in scope, the other world-wide. The Council of Europe convention can be regarded as complementary to the Unesco one. As regards substantive scope, it covers all landscapes, even those that are not of outstanding universal value, but does not deal with historic monuments, unlike the Unesco convention. Similarly, its main objective is not to draw up a list of assets of exceptional universal value, but to introduce protection, management and planning rules for all landscape based on a set of principles. Thus each convention has its distinctive features¹⁰.

In the work leading up to the drafting of the convention, constant reference was made to existing international and national legal texts concerned with landscape¹¹. The convention states in its preamble that it has regard to the legal texts existing at international level in the field of protection and management of the natural and cultural heritage, regional and spatial planning, local self-government and transfrontier co-operation, in particular the Convention on the Conservation of European Wildlife and Natural Habitats (Bern, 19 September 1979), the Convention for the Protection of the Architectural Heritage of Europe (Grenada, 3 October 1985), the European Convention on the Protection of Archaeological Heritage (revised) (Valetta, 16 January 1992), the European Outline Convention on Transfrontier Co-operation between Territorial Communities or Authorities (Madrid, 21 May 1980) and its additional protocols, the European Charter of Local Self-government (Strasbourg, 15 October 1985), the Convention on Biological Diversity (Rio, 5 June 1992), the Convention concerning the Protection of the World Cultural and Natural Heritage (Paris, 16 November 1972), and the Convention on Access to Information, Public Participation in Decision-making and Access to Justice in Environmental Matters (Aarhus, 25 June 1998).

In order to avoid any difficulties with other international legal instruments, the Convention states that it shall not prejudice stricter provisions concerning landscape protection, management and planning contained in other existing or future binding national or international instruments¹².

¹⁰ The explanatory report states that in order to co-ordinate action under the two conventions, consideration could be given to scientific co-operation between the Unesco World Heritage Committee and the Committees of Experts mentioned under Article 10 of the European Landscape Convention, under Article 13.7 of the Unesco Convention of 16 November 1972, and as suggested in Article 7 of the convention.

¹¹ These include, apart from the Unesco Convention concerning the Protection of the World Cultural and Natural Heritage, the Convention for the Protection of the Architectural Heritage of Europe, the Convention on the Conservation of European Wildlife and Natural Habitats, the European Convention on the Protection of the Archaeological Heritage, Committee of Ministers Recommendation 95 (9) on the integrated conservation of cultural landscape areas as part of landscape policies, Committee of Ministers Recommendation (79) 9 concerning the identification and evaluation card for the protection of natural landscapes, the Mediterranean Landscape Charter, the European Community regulation on agricultural production methods compatible with the requirements of the protection of the environment and the maintenance of the countryside, the European Community directive on the conservation of natural habitats and of wild fauna and flora, the European Community directive on the assessment of environmental effects, and other important national, European Community and international instruments.

¹² Article 12 of the convention (Relationship with other instruments). The wording of this article is based on model provisions already used in other international conventions in order to deal with the problem of linking up conventions concerned with similar fields.

Scope

Substantive scope

The convention provides that subject to the provisions contained in Article 15¹³, it applies to the entire territory of the Parties and covers natural, rural, urban and peri-urban areas. It includes land, inland water and marine areas. It concerns landscapes that might be considered outstanding as well as everyday or degraded landscapes.

It is worth noting that the policies and measures mentioned in the convention must cover all the forms of landscape which countries possess. The convention applies to all parts of Europe and covers natural, rural, urban and peri-urban areas, whether terrestrial, aquatic (lakes and areas of brackish water) or marine (coastal waters and the territorial sea). It therefore applies not only to outstanding landscapes but also to everyday and damaged landscapes. The landscape is now recognised irrespective of its exceptional value, since all kinds of landscapes influence people's surroundings and deserve to be taken into account in landscape policies. Many rural and peri-urban areas in particular are undergoing profound changes and should receive more attention from the authorities and the public at large.

An original feature of this convention is that it applies to ordinary landscapes no less than to outstanding ones. This comprehensive coverage is justified for the following reasons: every landscape forms the setting for the lives of the population concerned; urban and rural landscapes interlock in complex ways; most Europeans live in towns and cities (large or small), the quality of whose landscapes greatly affects their lives; and finally, rural landscapes occupy an important place in the European consciousness.

Extending the scope of local authorities' official landscape action to cover the whole of national territory does not mean, however, that the same measures and policies must be applied to all landscapes. These measures and policies should be adaptable to particular types of landscape, which, depending on their specific characteristics, will need various forms of treatment at local level, ranging from the strictest conservation via protection, management and planning to actual creation. These various treatments may pave the way for major socio-economic development of the area concerned.

The convention is not confined, either, to the cultural or man-made components of landscape: it is concerned with all of these and how they interconnect.

Geographical scope

The convention is open for signature by the member states of the Council of Europe¹⁴. It is provided that after its entry into force, the Council of Europe's Committee of Ministers may invite the European Community and any European state which is not a member of the Council of Europe, to accede to the convention by a majority decision as provided in Article 20.d of the Council of Europe Statute, and by the unanimous vote of the States parties entitled to hold seats in the Committee of Ministers¹⁵.

¹³ Article 2 of the convention (Scope). See B.3, Territorial scope, below.

¹⁴ Article 13 of the convention (Signature, ratification and entry into force). The Convention is subject to ratification, acceptance or approval. Instruments of ratification, acceptance or approval are to be deposited with the Secretary General of the Council of Europe. In respect of any signatory State which expresses its consent to be bound by it after it has entered into force, the Convention shall enter into force on the first day of the month following the expiry of a period of three months after the date of the deposit of the instrument of ratification, acceptance or approval.

¹⁵ In respect of any acceding State, or the European Community in the event of its accession, the Convention shall enter into force on the first day of the month following the expiry of a period of three months after the date of deposit of the instrument of accession with the Secretary General of the Council of Europe (Article 14 of the convention – Accession).

Territorial scope

The Convention states in an article entitled “Territorial application” that any state or the European Community may, at the time of signature or when depositing its instrument of ratification, acceptance, approval or accession, specify the territory or territories to which the convention is to apply. In addition, any party may, at any later date, by declaration addressed to the Secretary General of the Council of Europe, extend the application of this convention to any other territory specified in the declaration¹⁶. It is also provided that any declaration made under the foregoing provisions may, in respect of any territory mentioned in such declaration, be withdrawn by notification addressed to the Secretary General¹⁷.

These provisions refer to the facility whereby some countries are allowed, on constitutional grounds, not to apply a ratified international treaty automatically to some territories, in particular overseas. Only territories which have a special status are covered, such as overseas territories or the Faroe Islands or Greenland in the case of Denmark, or Gibraltar, the Isle of Man, Jersey or Guernsey in the case of the United Kingdom. It is well understood, however, that it would be contrary to the object and purpose of the Convention for any Party to exclude parts of its main territory from the Convention’s scope and that it was unnecessary to make this point explicit in the Convention.

Temporal scope

The Convention has the advantage of applying indefinitely, and of being implemented under the auspices of an international organisation, the Council of Europe¹⁸.

Like any international convention, this Convention is a dynamic legal instrument, which evolves together with the subject matter of its provisions. The way in which landscape values and interests are addressed should thus be able to keep pace with changes in those values and interests. It is therefore provided that any Party or the committees of experts mentioned in the Convention may propose amendments to the Convention¹⁹. Amendments can adapt or improve a convention. The committees of experts mentioned in Article 10 of the Convention may prepare amendments and consider those suggested by Parties²⁰.

¹⁶ The Convention shall take effect in respect of such a territory on the first day following the expiry of a period of three months after the date of receipt of the declaration by the Secretary General (Article 15 of the Convention – Territorial application).

¹⁷ Such withdrawal shall become effective on the first day of the month following the expiry of a period of three months after the date of receipt of the notification by the Secretary General (Article 15 of the Convention – Territorial application).

¹⁸ Any Party may, however, at any time, denounce the convention by means of a notification addressed to the Secretary General of the Council of Europe. Such denunciation shall become effective on the first day of the month following the expiry of a period of three months after the date of receipt of the notification by the Secretary General (Article 16 of the Convention – Denunciation).

¹⁹ Any proposal for amendment shall be notified to the Secretary General of the Council of Europe who shall communicate it to the member States of the Council of Europe, to the other Parties, and to any European non-member state which has been invited to accede to the convention. Any proposal for amendment shall be examined by the body supervising the implementation of the Convention which shall submit the text adopted by a majority of three-quarters of the Parties’ representatives to the Committee of Ministers for adoption. Following its adoption by the Committee of Ministers by the majority provided for in Article 20.d of the Statute of the Council of Europe and by the unanimous vote of the States parties entitled to hold seats in the Committee of Ministers, the text shall be forwarded to the Parties for acceptance. Any amendment shall enter into force in respect of the Parties which have accepted it on the first day of the month following the expiry of a period of three months after the date on which three Council of Europe member States have informed the Secretary General of their acceptance. In respect of any Party which subsequently accepts it, such amendment shall enter into force on the first day of the month following the expiry of a period of three months after the date on which the said Party has informed the Secretary General of its acceptance (Article 17 of the Convention – Amendments).

²⁰ See below B.1: the body responsible for monitoring the implementation of the Convention.

Content of the Convention

Legal obligations

Definitions

The terms used in the Convention are defined in Article 1 in order to ensure that they are interpreted uniformly by everyone concerned with the well-being of Europe's landscapes:

- “landscape” means an area, as perceived by people, whose character is the result of the action and interaction of natural and/or human factors²¹;
- “landscape policy” means an expression by the competent public authorities of general principles, strategies and guidelines that permit the taking of specific measures aimed at the protection, management and planning of landscapes;
- “landscape quality objective” means, for a specific landscape, the formulation by the competent public authorities of the aspirations of the public with regard to the landscape features of their surroundings²²;
- “landscape protection” means actions to conserve and maintain the significant or characteristic features of a landscape, justified by its heritage value derived from its natural configuration and/or from human activity;
- “landscape management” means action, from a perspective of sustainable development, to ensure the regular upkeep of a landscape, so as to guide and harmonise changes which are brought about by social, economic and environmental processes;
- “landscape planning” means strong forward-looking action to enhance, restore or create landscapes²³.

In each area of landscape, the balance between these three types of activity depends on the character of the area and the objectives agreed. Some areas may merit the strictest protection. At the other extreme, there may be areas whose landscapes are severely damaged and need entirely reshaping. Most landscapes need a combination of the three modes of action, and some of them need some degree of intervention.

²¹ The term “landscape” is thus defined as a zone or area as perceived by local people or visitors, whose visual features and character are the result of the action of natural and/or cultural (that is, human) factors. This definition reflects the idea that landscapes evolve through time, as a result of being acted upon by natural forces and human beings. It also underlines that a landscape forms a whole, whose natural and cultural components are taken together, not separately.

²² The terms “landscape policy” and “landscape quality objective” relate to the phases of the strategy which states have to devise in two stages:

- “Landscape policy” reflects the public authorities’ awareness of the need to frame an official policy on landscape. It lays down the basic emphases, general principles and strategic choices by which decisions on landscape protection, management and planning are to be guided;
- “Landscape quality objective”, once a particular landscape has been identified and described, is a detailed statement of the characteristics which local people want recognised in their surroundings.

²³ Article 1 of the Convention contains definitions of three terms frequently used in the Convention: “protection”, “management” and “planning” of landscapes, principles of landscape action which are treated in a dynamic and forward-looking manner:

- landscape protection consists of measures to preserve the present character and quality of a landscape which is greatly valued on account of its distinctive natural or cultural configuration. Such protection must be active and involve upkeep measures to preserve significant features of a landscape;
- landscape management is any measures introduced, in accordance with the principle of sustainable development, to steer changes brought about by economic, social or environmental necessity. Such measures may be concerned with the organisation of the landscape or its components. They will ensure a regular upkeep of the landscape and that the landscape evolves harmoniously and in a way that meets economic and social needs. The management approach must be a dynamic one and seek to improve landscape quality on the basis of the population’s expectations;
- landscape planning is the formal process of study, design and construction by which new landscapes are created to meet the aspirations of the people concerned. It involves framing proper planning projects, more particularly in those most affected by change and badly damaged areas (for example suburbs, peri-urban and industrial areas, coastal areas). The purpose of such planning projects is to radically reshape the damaged landscapes.

In seeking the right balance between protection, management and planning of a landscape, the Convention does not aim to preserve or “freeze” the landscape at a particular point in its lengthy evolution. Landscapes have always changed and will continue to change, both through natural processes and through human action. In fact, the aim should be to manage future changes in a way which recognises the great diversity and the quality of the landscapes that we inherit and which seeks to preserve, or even enhance, that diversity and quality instead of allowing them to decline.

Obligations

– At national level

The Contracting Parties undertake to protect, manage and/or plan their landscapes by means of a whole series of general and specific measures at national level, with due regard for the principle of subsidiarity. Each Party implements the Convention, in particular the articles concerning the measures to be taken at national level, according to its own division of powers, in conformity with its constitutional principles and administrative arrangements, taking into account the European Charter of Local Self-government. The Convention must therefore be implemented at the most appropriate level of government for landscape action and if necessary, local and regional authorities, and groupings of such authorities, are guaranteed formal involvement in the implementation process.

Where local and regional authorities have the necessary competence, protection, management and planning of landscapes will be more effective if responsibility for their implementation is entrusted – within the constitutional framework laid down in law at national level – to the authorities closest to the communities concerned. Each country should set out in detail the tasks and measures for which each level – national, regional or local – is responsible and should lay down rules for inter-level co-ordination of such measures, in particular where town planning and regional planning instruments are concerned²⁴.

The Contracting Parties undertake to implement four general measures:

- to recognise landscapes in law as an essential component of people’s surroundings, an expression of the diversity of their shared cultural and natural heritage, and a foundation of their identity;
- to establish and implement landscape policies aimed at landscape protection, management and planning;
- to establish procedures for the participation of the general public, local and regional authorities, and other parties with an interest in the definition and implementation of landscape policies;
- to integrate landscape into its regional and town planning policies and in its cultural, environmental, agricultural, social and economic policies, as well as in any other policies with possible direct or indirect impact on landscape²⁵.

²⁴ The Convention leaves Parties the choice of means to be used within their internal legal arrangements to fulfil their obligations. The legal, administrative, fiscal and financial arrangements made in each country to serve the Convention’s implementation should fit in as comfortably as possible with that country’s traditions. Also, on the basis of the principle of subsidiarity, responsibility for action relating to landscape lies with public authorities not only at national and international levels, but also at local and regional levels.

²⁵ Article 5 of the Convention (General measures). This article specifies the measures needed to implement the Convention in each Party. The explanatory report on the Convention states that these measures include actions to:

- recognise landscape legally as constituting an essential component of the setting for people’s lives, as reflecting the diversity of their common cultural, ecological and socio-economic heritage and as the foundation of local identity. Many European countries already make reference to the landscape in their constitutions or in their legislation on the natural or cultural heritage or on environment;
- frame and implement policies to protect, manage and plan landscapes in keeping with the provisions of the Convention, by adopting certain special measures;
- lay down procedures for participation by the general public, local and regional authorities and other interested parties in the formulation and implementation of these policies. Landscape is an issue which

The Contracting Parties further undertake to implement, in a consecutive manner, five specific measures:

- awareness-raising: this involves increasing awareness among civil society, private organisations and public authorities of the value of landscapes, their role and changes to them;
- training and education: this involves promoting: training for specialists in landscape appraisal and operations; multidisciplinary training programmes in landscape policy, protection, management and planning, for professionals in the private and public sectors and for the relevant associations; school and university courses which, in the relevant subject areas, address the values attaching to landscapes and the issues raised by their protection, management and planning;
- identification and assessment: this involves mobilising the interested parties with a view to improving knowledge of the landscapes and guiding the landscape identification and assessment procedures through exchanges of experience and methodology, organised between the Parties at European level²⁶;
- landscape quality objectives: this involves framing landscape quality objectives for the landscapes identified and assessed, after public consultation;
- implementation: this involves introducing instruments aimed at protecting, managing and/or planning the landscape²⁷.

affects the whole population and care for the landscape requires collaboration between a wide range of individuals and organisations;

- systematically accommodate landscape into the country's spatial and town-planning policies, its cultural, environmental, agricultural, social and economic policies, and any other policy sector, which may have direct or indirect impact on the landscape, such as transport. The point of this provision is that landscape is not a question to be treated as a specialist field of public affairs. Landscape can be affected for good or ill by action in many sectors. Hence the need for governments to ensure that landscape objectives are taken into account in all relevant sectors of public life.

²⁶ Each Party accordingly undertakes: to identify its own landscapes throughout its territory; to analyse their characteristics and the forces and pressures transforming them; to take note of changes; and to assess the landscapes thus identified, taking into account the particular values assigned to them by the interested parties and the population concerned (Article 6 of the Convention – Specific measures). The explanatory report states that:

- the Parties undertake to carry out research and studies in order to identify landscapes and analyse their characteristics and the dynamics and pressures which affect them. Some countries have already performed nation-wide surveys of landscapes. This work has revealed the landscape distinctiveness of different areas, each with its own mixture of natural and man-made elements. Geographical information systems and modern techniques of computerised mapping, also at urban level, are used to show up landscape characteristics (physical relief, the settlement pattern, the main land uses, economic activities, residential areas, the presence or absence of features such as hedgerows and terraces, important wildlife habitats and the heritage of past human activity). It is vital that professional fieldwork of this kind involves the local community, the general public and the various other stakeholders by means of surveys and information meetings;
- the Parties undertake to assess the quality of the landscapes identified, taking into account the particular value assigned to them by the general public and interested parties such as landowners and land users or land managers. The point of this evaluation is to provide a basis for judging what landscape features of an area are so valuable that they should be protected; what features need management in order to maintain the quality of the landscape; and what features or areas should be considered for enhancement. This process must take account of the opinion of the population concerned and the interests linked to sectoral policies, and here views may well be highly subjective and differ considerably. It may well be worth performing the evaluation according to objective criteria first, then comparing the findings with the various assessments of the landscape by the people concerned and other interest groups. If necessary, this comparison could be carried out by public inquiry, with the interested parties having the right to express their opinion. Public participation in this type of procedure could be fostered by providing the public with information, consulting all representative bodies, using the media and conducting awareness-raising campaigns at all levels;
- as regards the benefits of international exchanges of experience and ideas, there is no universally acknowledged method for studying, identifying and evaluating landscapes, but a considerable body of knowledge already exists and should be tapped. International co-operation will encourage countries to take action, pool knowledge and experience concerning landscapes, landscape value and current problems and policies, and identify the landscapes or problems that warrant international attention.

²⁷ Article 6 of the Convention (Specific measures). The explanatory report points out that this article deals with special measures, which Parties must take at national, regional or local level, and makes it clear what each measure involves:

- awareness-raising: every citizen has a share in the landscape and in the duty of looking after it, and the well-being of landscapes is closely linked to the level of public awareness. Campaigns for informing and educating the public, elected representatives and associations about the value of present and future landscapes should be organised in this perspective;
- training and education: protection, management and planning of landscapes can be a complex matter, involving many different public and private agencies and multidisciplinary work bringing in a whole range

– At international level

The Contracting Parties undertake to co-operate in the consideration of the landscape dimension of international policies and programmes, and to recommend, where relevant, the inclusion in them of landscape considerations²⁸. They further undertake to co-operate in order to enhance the effectiveness of measures taken under the provisions of the convention, and in particular: to render each other technical and scientific assistance in landscape matters through the pooling and exchange of experience, and the results of research projects; to promote the exchange of landscape specialists in particular for training and information purposes; and to exchange information on all matters covered by the provisions of the convention²⁹.

Transfrontier landscapes are covered by a specific provision: the Parties undertake to encourage transfrontier co-operation at local and regional level and, wherever necessary, prepare and implement joint landscape programmes³⁰.

-
- of professions and occupations. Parties are accordingly asked: to provide high-quality specialist training in landscape appraisal and landscape operations; to promote multidisciplinary training in landscape matters for elected members and technical staff of local, regional and national authorities and other relevant public and private sector bodies. The aim here is to improve the technical expertise of bodies with landscape responsibilities (examples of such bodies include professional organisations concerned with regional planning, the management of the environment or heritage, agricultural land use, tourism, industry, construction work or infrastructure) and to develop school and university courses which, in the relevant subject areas, cover questions related to landscape and landscape protection, management and planning so that young people become aware of the issues concerning the environment in which they live;
- identification and evaluation: this paragraph outlines the work needed to identify and evaluate landscapes in order to lay down a sound basis for long-term action aimed at protecting and improving them. Such action must be based on detailed knowledge of the characteristics of each landscape, the evolutionary processes affecting it and the value which the population concerned attaches to it. Evaluation need not involve a precise scale of values;
 - landscape quality objectives: the Parties undertake to set quality objectives for the landscapes which have been identified and evaluated, and in doing so to consult the population concerned. Before any measure is taken for the protection, management and planning of a landscape, it is essential to make clear to the public what objectives are being pursued. These objectives should be laid down, explained and announced by the competent authority concerned after the general public and all relevant interests have been consulted. The objectives may be set within the more general framework of a policy conducted by the territorial or central authorities concerned. The decision setting the objectives should state clearly the special features and qualities of the landscape concerned, the general thrust of the policy for that landscape, and the specific components of the landscape to which protection, management or planning will apply. It should then say by what means the objectives are to be achieved. There must be a clear relationship between the objectives, the findings of the identification and evaluation surveys, and the measures deemed necessary to achieve the objectives;
 - implementation: the Parties are invited to introduce specific legal, administrative, fiscal or financial instruments with a view to protecting, managing and planning landscapes, taking into account the agreed landscape policies. The instruments available can be very varied. They include landscape plans, landscape projects, special status for certain types of landscape, a requirement that impact studies, activity licences and land-use permits consider impact on landscape, emergency measures to safeguard threatened landscape, and so on. It is for each state to develop and introduce a range of instruments that is appropriate to the needs of its landscapes and to its legal system. The body responsible for monitoring the implementation of the convention may make recommendations to facilitate the process.

²⁸ Article 7 of the Convention (International policies and programmes). The Convention should allow international bodies and programmes to take more account of landscape. To that end the Parties most aware of the landscape problem should play an active part by co-ordinating their ideas and proposals in the body responsible for monitoring the implementation of the Convention. It is further provided that the Council of Europe should engage in particular landscape co-operation with other governmental international organisations, in particular Unesco, the European Union and IUCN, as well as with other non-governmental organisations.

²⁹ Article 8 of the Convention (Mutual assistance and exchange of information). Recent years have seen a burgeoning of political, professional and academic interest in the subject of landscapes, hence the development of a growing body of experience and expertise on which member states, local and regional authorities and others can draw as they seek to implement the convention. At the same time, the growth of electronic communication and the arrival of the Internet have provided radically improved tools for exchanging ideas and, indeed, for the technical study of landscapes. These developments create a much wider basis for the exchange of ideas and mutual support than was possible even a decade ago, allowing local actors throughout Europe to take part and thus creating a true "landscape democracy".

³⁰ Article 9 of the Convention (Transfrontier landscapes). This article requires the parties to set up transfrontier programmes for the identification, evaluation, protection, management and planning of landscapes which straddle borders. In doing so, they are asked to rely as far as possible, in accordance with the subsidiarity principle defined by the European Charter of Local Self-Government, on local and regional authorities, and to use the implementation tools advocated in the European Outline Convention on Transfrontier Co-operation between Territorial Communities or Authorities in Europe of 21 May 1980 and its additional protocols.

Council of Europe Landscape Award

The Convention provides for a Council of Europe Landscape Award. This is a way of recognising local or regional authorities or non-governmental organisations which have introduced policies or measures for the protection, management and/or planning of landscapes which have been of lasting worth and can serve as an example to other authorities throughout Europe.

The award is intended as an incentive for local operators, so as to encourage and recognise quality stewardship of landscapes. It is conferred by the Committee of Ministers, on a proposal from the body responsible for monitoring the implementation of the Convention.

The award may be conferred on local and regional authorities, or groupings thereof, that have instituted, as part of the landscape policy of a Party to the Convention, a policy or measures to protect, manage and/or plan their landscape, which have proved lastingly effective and can thus serve as an example to other territorial authorities in Europe. The distinction may be also conferred on non-governmental organisations which have made particularly remarkable contributions to landscape protection, management or planning.

Applications for the Landscape Award are to be submitted by the Parties to the body responsible for monitoring the implementation of the convention. Transfrontier local and regional authorities and groupings of local and regional authorities concerned (within a single country or on a transfrontier basis) may apply provided that they jointly manage the landscape in question. On proposals from the body responsible for monitoring the implementation of the Convention, the Committees of Ministers defines and publishes the criteria for conferring the award, adopts the relevant rules and makes the award.

The landscape award is meant to encourage those receiving it to ensure the sustainable protection, management and/or planning of the landscape areas concerned³¹. The award is accordingly intended as a stimulus to a process, which countries throughout Europe could set in motion, of encouraging and recognising quality stewardship of landscapes. It could thus “crown” national level action, which might include national competitions and perhaps financial support to the local and regional authorities concerned.

Institutional apparatus

The body responsible for monitoring the implementation of the convention

The Council of Europe acts as Secretariat for the Convention and has structures in which all the Parties to the Convention can be represented³².

The Convention provides that existing competent Committees of Experts, set up under Article 17 of the Council of Europe Statute, are to be designated by the Committee of Ministers of the Council of Europe to be responsible for monitoring the implementation of

³¹ Article 11 of the Convention (Landscape award of the Council of Europe). The explanatory report states that local and regional authorities, groups of them, or non-governmental organisations can apply for the award through their member State. The Contracting Party can thus appraise the applications, possibly in a national competition carrying national prizes or awards, and put forward to the body responsible for monitoring the implementation of the convention, the national winner or a small number of candidates for consideration for the award.

³² The text of the Convention as drawn up in Florence on 20 October 2000, is deposited, in English and French, in the archives of the Council of Europe. The Secretary General of the Council of Europe is required to transmit certified copies to each member state of the Council of Europe and to any state or to the European Community should they be invited to accede to the Convention. The Secretary General of the Council of Europe must further notify in particular the member States of the Council of Europe, any state or the European Community, having acceded to the Convention, of: any signature; the deposit of any instrument of ratification, acceptance, approval or accession; any date of entry into force of the convention in accordance with Articles 13, 14 and 15; any declaration made under Article 15; any denunciation made under Article 16; any proposal for amendment, any amendment adopted pursuant to Article 17 and the date on which it comes into force; any other act, notification, information or communication relating to the convention (Article 18 of the Convention – Notifications).

the convention³³. It was felt that it would be easier to achieve the objectives of the Convention if the representatives of Contracting Parties were able to meet regularly to devise joint co-ordinated programmes and to jointly monitor the application of the Convention.

Given the many aspects of the concept of landscape and landscape-related activities, it was decided that the monitoring of the application of the convention could be entrusted to the Committee for the activities of the Council of Europe in the field of biological and landscape diversity (CO-DBP) and the Cultural Heritage Committee (CC-PAT) which work, within the Council of Europe, in the sphere addressed by the convention and have direct access to the Committee of Ministers. It was also felt that in order to carry out this task, the committees could hold joint meetings in order that the convention might benefit from an appropriate forum for discussion. The Parliamentary Assembly and the Congress of Local and Regional Authorities of Europe (CLRAE) should be involved in the work of these committees relating to the convention.

Given local and regional authorities' increasing responsibilities with regard to the protection, management and planning of landscape, the CLRAE may convey opinions to the Committee of Ministers on the reports drawn up by the Council of Europe Committees responsible for monitoring the application of the Convention, on the basis of Article 2, indent 2 of Statutory Resolution (2000) 1.

The Convention states that following each meeting of the Committees of Experts, the Secretary General of the Council of Europe will forward a report on the work carried out and on the operation of the Convention to the Committee of Ministers and that the body responsible for its implementation will propose to the Committee of Ministers the criteria for conferring and the rules governing the Council of Europe Landscape Award³⁴.

The First Conference of the Contracting and Signatory States to the Convention

The first Conference of the Contracting and Signatory States to the European Landscape Convention took place in Strasbourg on 22 and 23 November 2001. Opened by the Deputy Secretary General of the Council of Europe, the Conference was designed to bring together, with a view to the entry into force of the convention, the signatory states and the states invited to sign it.

The purpose of the Conference was to:

- promote the signature and/or ratification of the convention so that it can swiftly enter into force;
- discuss legal assistance for the signatory states and Council of Europe member states invited to sign the convention;
- pave the way for the actual implementation of the convention following its entry into force.

Preparations to facilitate the entry into force of the convention will also get under way, with the emphasis on the following:

- landscape policies: contribution to the well-being of European citizens and to sustainable development (social, economic, cultural and ecological approaches);
- landscape identification and assessment and landscape quality objectives, drawing on cultural and natural resources;
- public information, awareness-raising, participation and training;

³³ Article 10 of the Convention (Monitoring of the implementation of the Convention).

³⁴ Article 10 of the Convention (Monitoring of the implementation of the Convention). The explanatory report on the Convention states that the CLRAE is called upon to participate actively in the follow-up activities and to give its opinion on the criteria for the conferral of the Council of Europe Landscape Award.

- innovative instruments for landscape protection, management and planning;
- landscape award.

Conclusion

Modern lifestyles mean that people are increasingly keen to live in unspoilt surroundings again and to preserve their heritage, both natural and cultural. Thanks to this growing social pressure, landscape is gaining – or regaining – prominence and beginning to be perceived as a key component of environmental policies. It is also a major asset for regional development in terms of tourism.

The European Landscape Convention holds out great hope, requiring us, as it does, to recognise the importance and value of landscapes and to reconcile commercial considerations with the right to well-being, health, aesthetics and beauty.

Appendix

European Landscape Convention (Convention européenne du paysage)

ETS n° : 176

Treaty open for signature by the member States of the Council of Europe and for accession by the European Community and the European non-member States.

Status as of 22/11/01

Opening for signature :

Place : Florence
Date : 20/10/00

Entry into force :

Conditions : 10 Ratifications.
Date :

Member States of the Council of Europe:

States	Date of signature	Date of ratification	Date of entry into force	Notes	R.	D.	A.	T.	C.	O.
Albania										
Andorra										
Armenia										
Austria										
Azerbaijan										
Belgium	20/10/00									
Bulgaria	20/10/00									
Croatia	20/10/00									
Cyprus	21/11/01									
Czech Republic										
Denmark	20/10/00									
Estonia										
Finland	20/10/00									
France	20/10/00									
Georgia										
Germany										
Greece	13/12/00									

Hungary										
Iceland										
Ireland										
Italy	20/10/00									
Latvia										
Liechtenstein										
Lithuania	20/10/00									
Luxembourg	20/10/00									
Malta	20/10/00									
Moldova	20/10/00									
Netherlands										
Norway	20/10/00	23/10/01								
Poland										
Portugal	20/10/00									
Romania	20/10/00									
Russia										
San Marino	20/10/00									
Slovakia										
Slovenia	07/03/01									
Spain	20/10/00									
Sweden	22/02/01									
Switzerland	20/10/00									
the former Yugoslav Republic of Macedonia										
Turkey	20/10/00									
Ukraine										
United Kingdom										

Non-member States of the Council of Europe:

States	Date of signature	Date of ratification	Date of entry into force	Notes	R.	D.	A.	T.	C.	O.
Total number of signatures not followed by ratifications :							21			
Total number of ratifications/accessions :							1			

Notes :

a: Accession - s: Signature without reservation as to ratification - su: Succession - r: Signature "ad referendum".
R.: Reservations - D.: Declarations - A.: Authorities - T.: Territorial Application - C.: Communication - O.: Objection.

Source: Treaty Office on <http://conventions.coe.int>

Les différentes approches du paysage

Jean-François SEGUIN, Chef du Bureau des Paysages, Ministère de l'Aménagement du territoire et de l'Environnement, France

Maguelonne Déjeant-Pons vous a présenté la Convention européenne du paysage, ouverte à la signature à Florence le 20 octobre 2000. Cette convention se fonde sur une définition du paysage comme étant une « partie de territoire telle que perçue par les populations et dont le caractère résulte de l'action de facteurs naturels et/ou humains et de leurs interrelations ».

Cette définition est le fruit de discussions très approfondies autant au sein du groupe d'experts scientifiques qui ont rédigé la version non juridique de la convention que dans le groupe d'experts gouvernementaux chargés de la rédaction finale.

La recherche d'une définition commune de l'objet même de la convention – le paysage – était indispensable car il est apparu que « paysage » n'avait pas exactement la même signification dans chacune des langues parlées au sein du Conseil de l'Europe. La diversité de nos langues reflète la diversité de nos cultures ; cependant, nous avons en commun d'être Européens. Nous partageons un fonds culturel commun, dans lequel nous avons puisé pour aboutir à une définition du paysage sur laquelle il a été possible de s'accorder.

Si en effet, des particularités subsistent dans la précision du terme « paysage », entre le nord et le sud, l'est et l'ouest de l'Europe, nous partageons des approches communes. C'est cette communauté d'approche qui a permis de définir ensemble le paysage, en tant que sujet de la convention de Florence.

Cette définition de paysage résulte d'une triple approche : celle de la culture, celle de la nature et celle de la société. Je vous propose d'examiner ces trois approches sous un double aspect. D'une part, en montrant en quoi chacune d'elle est indispensable au paysage, lorsqu'elle est étroitement associée aux deux autres et, d'autre part, en quoi chacune d'elle peut nous éloigner du paysage si elle est prise isolément des deux autres.

Le paysage est en effet non seulement un territoire, un pays, tel qu'il a été initialement formé par la nature dans son relief, sa géologie, son hydrologie, sa végétation, tel qu'il a été modifié par les activités humaines au long de notre histoire : nous cultivons nos champs et nos prés, nous traçons des routes et des chemins, nous construisons nos villes et nos villages. Mais aussi tel qu'au travers de nos filtres culturels, nous en percevons les formes et nous concevons nos projets d'aménagement.

La politique des paysages du ministère de l'Aménagement du territoire et de l'Environnement est déjà inscrite dans la logique de la Convention européenne du paysage, qui définit des objectifs de qualité paysagère comme « 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 ». En effet, l'ordre du jour du Conseil national du paysage du 28 mai dernier comportait un débat sur la question suivante : « Que savons-nous de la demande sociale de paysage en France ? ».

Il ressort du débat que les Français manifestent une triple attente sur leurs paysages. L'une, traditionnelle en quelque sorte, est celle de « beaux paysages », c'est-à-dire des paysages dont les formes, l'aspect, correspondent à leurs critères esthétiques. L'autre, plus récente, lie fortement qualité des paysages et qualité de l'environnement. Il s'agit des « bons paysages » dont l'exemple le plus cité est celui d'une nature plus sauvage peut-être que cultivée. La

troisième, enfin, est plus ancrée dans la relation sociale, on pourrait parler de « vrais paysages », de ceux qui sont à l'image de l'art d'habiter le territoire, de la qualité du cadre de vie.

Ainsi, qu'il s'agisse des deux groupes d'experts qui ont rédigé la convention européenne du paysage ou du désir de paysage des Français, le paysage s'inscrit bien dans une triple approche simultanée, par la nature, la culture et la société.

Je ne saurais trop insister sur cette simultanéité. En effet, si, dans une démarche d'aménagement, l'on privilégie l'une de ces approches au détriment des deux autres, l'on quitte le champ du paysage.

La démarche paysagiste, à l'exacte confluence, au point d'équilibre entre ces trois approches, s'apparente à la démarche de développement durable. Pour la commodité de l'exposé, je traiterai ces trois approches successivement en m'efforçant de montrer, pour chacune d'entre elles, le bénéfice qu'elle procure lorsqu'elle vient en contrepoint des deux autres et quel problème elle soulève si on lui donne une trop forte prééminence.

Je commencerai par l'approche culturelle, car c'est la plus ancienne. Historiquement, en effet, le terme de paysage est apparu, en France du moins, à la fin de la Renaissance pour désigner la représentation de la nature par la peinture. De cette naissance est née la notion de paysage pittoresque. Cette approche culturelle, esthétique, s'attache donc à la signification des formes du territoire, à leur concordance avec les règles de la représentation artistique. Cette approche est indispensable au paysage car sans elle, notre regard sur le territoire se bornerait à un constat de l'occupation du sol. Sans cette approche culturelle, nous ne saurions plus lire le territoire, le comprendre dans son sens profond. Nous ne pourrions pas non plus intervenir durablement. Sans le souci de la beauté et de l'harmonie, la protection, la gestion, ni l'aménagement des paysages ne seraient possibles. Aussi loin que nous remontions dans l'histoire de nos sociétés, l'action de l'homme, sa production, quelle soit agricole, urbaine, artisanale ou industrielle, s'est inscrite dans une recherche d'harmonie. Nous savons tout ce que le *design* a apporté à la production industrielle, il en va de même pour le territoire.

Enfin, l'approche culturelle du paysage permet, par l'aménagement de beaux paysages, de rendre manifeste le soin apporté à l'aménagement ainsi que la considération à l'égard des populations auxquelles cet aménagement est destiné.

Cependant, cette approche culturelle ne saurait être la seule. Si en effet, nous ne nous préoccupions des paysages que dans un objectif esthétique ou pittoresque, ce n'est plus de paysage dont il s'agirait, mais de décor. C'est ainsi que parfois, des actions d'embellissement ou de fleurissement, par exemple, sont menées sans véritable préoccupation de la réalité naturelle et des circonstances sociales. Ce décor, installé souvent dans un souci touristique, c'est-à-dire de plaire à autrui, indépendamment des lieux ou des populations, ne saurait être paysage.

L'autre difficulté soulevée lorsque l'on n'approche du paysage que sous son seul aspect esthétique, est la tentation de classer les paysages selon un système de valeurs correspondant à un seul modèle culturel. S'attacher seulement à un système de valeurs culturelles dominant ne permet pas de tenir compte, dans une politique publique, de la diversité des cultures nationales, régionales et locales, ce qui peut provoquer des tensions lors de certaines décisions d'aménagement. Procéder à une trop forte hiérarchie des valeurs en fonction du seul critère esthétique qui peut aussi nous détourner d'une bonne gestion des paysages qui évoluent sans cesse au rythme des dynamiques sociales et économiques.

La nature est indispensable à l'approche des paysages. Plus largement, la qualité de l'environnement est nécessaire aux bons paysages. Pendant longtemps, on a pensé qu'un paysage pouvait être remarquable quelle que soit la qualité de son état de nature : un lac pollué, d'où toute vie aquatique avait disparu, pouvait être formellement beau. Depuis

l'accident de Tchernobyl, ce n'est plus possible, nos concitoyens ne séparent plus la forme du fond. La qualité des écosystèmes, la diversité biologique sont aujourd'hui les arguments indispensables d'un bon paysage. Ils sont aussi des arguments forts de l'aménagement des paysages. Les réseaux, trames et corridors écologiques entrent dans la planification paysagère.

La démarche paysagiste permet aussi de mieux fonder et plus durablement l'aménagement urbain. En effet, la production, la gestion ou la protection des paysages urbains ne peut plus se préoccuper seulement de la végétation, des arbres. Les paysages, même les plus urbains, laissent place à l'expression de la nature. C'est en tenant compte du relief et de la géologie du sol, de la circulation de l'eau et du tracé des fleuves, de la qualité de l'air et des lumières, de la manière dont la faune sauvage trouve place dans les aménagements végétaux que nous savons aujourd'hui aménager plus durablement et gérer mieux les paysages urbains.

Cependant, cette approche écologique des paysages ne peut être la seule. En effet, la science et l'ingénierie de l'écologie reposent sur le dénombrement des espèces, la mesure des écosystèmes, sur la matérialité de la nature. De ce fait, les échelles de valeurs que l'écologie permet de définir sont liées, en quelque sorte, à la rareté, ou, au contraire au plus grand nombre : une espèce animale ou végétale est d'autant plus précieuse qu'elle est rare. Or, cette notion est étrangère au paysage car chaque paysage est unique, et n'est semblable à aucun autre. Non seulement, il est unique mais son existence n'est pas menacée par son évolution. Bien des paysages ruraux nous semblent aujourd'hui de bons paysages alors que leur transformation depuis le XIX^e siècle est considérable.

Enfin, l'approche sociale est indispensable au paysage. Aucun des paysages de notre territoire, en France du moins, n'est vierge de l'intervention humaine. Partout où nous portons notre regard, nous voyons ou nous devinons l'action de l'homme, non seulement de celui d'aujourd'hui mais aussi de toutes les générations qui nous ont précédé : depuis le néolithique, nos sociétés ont patiemment et avec constance modelé le territoire, modifié les paysages, produisant des traces, des formes qui sont l'essence des paysages.

L'approche historique des paysages permet de penser le territoire, non pas comme une feuille blanche, une «*tabula rasa*», où nous pourrions prendre n'importe quelle décision, comme au premier matin du monde, mais d'inscrire notre politique dans une continuité qui, s'appuyant sur la mémoire de nos sociétés, permet de bâtir un meilleur futur. L'approche sociale des paysages permet aussi de mieux répondre à l'attente de nos concitoyens. Aujourd'hui en effet, le paysage s'est en quelque sorte démocratisé : le désir de paysage n'est plus seulement l'apanage d'une petite partie de nos sociétés, la plus aisée. Le désir de paysage est aujourd'hui largement partagé. Dans les enquêtes menées sur la perception des paysages par les Français, il est apparu que le paysage du XXI^e siècle sera « le paysage du plus grand nombre ». Cette question est très délicate et fait l'objet d'un examen très approfondi dans les groupes de travail qui se réunissent pour préparer la mise en œuvre de la Convention européenne du paysage. Aussi, je ne peux que l'effleurer aujourd'hui.

Le troisième intérêt de cette approche sociale des paysages est qu'elle permet de ne pas séparer la question des paysages de celle de l'économie. En effet, non seulement les transformations du paysage, y compris celles que nous devons déplorer, sont souvent liées aux dynamiques économiques, mais aussi parce que le paysage constitue une ressource économique en lui-même. Pour habiter leur paysage et non pas n'importe quel paysage, les populations mobilisent plus d'énergie, plus d'intelligence ; habiter un paysage – son paysage – c'est non seulement vouloir vivre là, mais peut-être surtout vivre là ... bien. C'est cette préoccupation, cette demande qui est la source de la mobilisation des « habitants paysagistes » qui contribuent chaque jour à la qualité de leurs paysages, de nos paysages. Cette approche sociale ne peut cependant être seule, indépendante de celles liées à la culture et à la nature. Si, en effet, pour n'aborder que ce point, nous ne voyions dans les paysages qu'une valeur marchande productrice de devises grâce à l'économie touristique, nous risquerions de ne plus protéger, gérer ou aménager les paysages pour le bénéfice des populations qui les habitent mais de dessiner des paysages ne correspondant qu'aux attentes

de « clients » étrangers au territoire. Ainsi, une enquête réalisée en France sur les campagnes a montré que les paysages ruraux français devenaient, sans que l'on y ait fait vraiment attention, « le droit de regard des citoyens sur la campagne ».

Certes, le paysage appartient autant à celui qui le regarde qu'à celui qui l'habite. Mais les paysages devenus inhabités à force d'être marchandisés ne seraient plus réellement des paysages.

Par cet exposé souvent un peu abrupt, j'ai voulu seulement rendre compte de la richesse de l'approche des paysages qui permet de comprendre le territoire et la société d'une manière large et transversale. Je sais par expérience combien il est en réalité difficile d'assurer toujours le bon équilibre, le juste dosage, entre les trois approches, celle de la nature, celle de la culture et celle de la société pour la protection, la gestion et l'aménagement des paysages. C'est là, je crois, ce qui fait la force de la Convention européenne du paysage et motive l'engagement de ses vingt-deux signataires.

L'évolution du concept de patrimoine

Joaquim PAES DE BRITO, Professor, National Ethnological Museum, Portugal

Patrimoine est un mot et un territoire de références entré récemment dans notre usage courant et généralisé. Il paraît avoir acquis, par un processus de naturalisation, un statut d'évidence et de valeur qui s'affirme de lui-même. En même temps, il révèle par la façon dont il s'installe et circule, dans les discours et les pratiques, une instabilité de sens et même un champ marqué par des tensions gérées par l'ambiguïté, le conflit et la négociation. Mais c'est précisément parce qu'il est un territoire de complexités, en quête d'identification et d'articulations, qu'il devient important comme lieu de réflexion sur nos sociétés et sur la difficile construction des identités – étant donné que les univers retenus par le concept s'élargissent de plus en plus, allant de l'échelle locale la plus circonscrite à l'ensemble des peuples et de l'humanité tout entière.

Au départ, il y a les biens rares qu'on soigne et qu'on garde, porteurs de la part de sacré qui organise le sens le plus profond et dessine les contours du monde. Les reliques du Christ ou des Saints révèlent, en Occident, un univers d'objets classés pour leur rareté et leur puissante valeur symbolique. Il retient auprès des vivants les entités protectrices autour desquelles se construit l'identité chrétienne. Dans ce même registre, on doit aussi classer toutes les sortes d'objets qui accompagnent les saints célébrés dans leurs lieux de culte, depuis les petites chapelles jusqu'aux grands temples imposants. Résultat de dons parfois somptueux, ces objets sont gardés comme trésors et montrés aux fidèles les jours marqués d'invocation. Rareté, donc, par leur origine mais aussi par les jours comptés pour les voir et les admirer. Rareté qui toujours sera associée à leur valeur périssable, en risque, à protéger.

C'est aussi une forte charge symbolique, qui est liée à toutes sortes d'objets opérateurs de l'affirmation du pouvoir et de l'excellence, comme le sont les insignes du roi, la qualité du travail artistique incorporée aux objets du quotidien de la couche la plus élevée de la société, aristocratie et clergé, ou les œuvres d'art qui meublent les palais. Pour ce qui est des objets avec lesquels le roi se présente en public – les *regaliae* –, ils se confondent avec une idée d'unité du peuple, d'étendue d'un territoire, de nation, dont la pérennité s'exprime par la conservation même de ces objets. Par-delà la rareté, la révérence admirative, la distance, le rapport au pouvoir sont autant de marques constitutives du patrimoine.

Si l'on choisit un moment précis de l'histoire de la France et, finalement, de toute l'Europe, on voit apparaître le terme de patrimoine dans une acception très proche de celle qu'il a prise aujourd'hui. La révolution française porte en elle, avec évidence, les grandes lignes de ce qui se joue pour la classification de ce qu'est un patrimoine, les sujets qui s'y identifient, les idées qu'il permet d'affirmer et les moyens de sa conservation. La révolte et les manifestations populaires, dans l'intention d'effacer la présence matérielle des symboles de l'aristocratie, conduisent à des formes de destruction et de dilapidation des édifices et autres objets et documents relevant de sa propriété. Un mouvement sera vite amorcé, d'une portée politique et d'une signification toutes nouvelles : le peuple devient le sujet détenteur de ce patrimoine. C'est lui, désormais, qui raconte l'histoire de la nation et s'affirme comme protagoniste ; c'est donc aussi à lui de conserver le patrimoine. Des conceptions juridiques nouvelles permettent de définir une valeur patrimoniale qui dépasse les limites de la propriété privée. Cette démarche est le fait de gens éclairés qui, ainsi, proposent un concept moderne de patrimoine comme témoin et jalon d'une histoire permettant d'établir une profondeur de temps où le passé se construit et sera raconté et transmis aux générations futures.

A la fin du XIX^e siècle, un nombre encore relativement restreint de catégories permet de classer le patrimoine. On distingue les monuments liés à l'histoire militaire, religieuse et de l'aristocratie ; les ruines et principaux sites archéologiques qui aident à l'histoire et à

l'imagination de la nation ; les œuvres d'art qui, avec les convulsions des XVIII^e et XIX^e siècles, sortent des palais et des églises pour constituer les premiers musées ; et les inventions et créations du domaine de la science et de la technologie à l'origine d'autres musées dans les pays les plus développés. Mais on compte aussi une sorte de mélange de curiosités, souvenirs et documents probatoires d'autres réalités, qui remplissent déjà les premiers cabinets de curiosités et s'organisent, maintenant, dans un nouveau champ de savoir qui porte sur des sociétés différentes et donne lieu aux premiers musées d'ethnographie. Avec ceux-ci, une différence paraît se dessiner à l'intérieur même de ce qui doit revenir au champ et au concept de patrimoine, comme aux différentes catégories qui le constituent. Pour les premières (monuments, sites, œuvres d'art et de génie inventif), ce qui importe est la rareté, la singularité, une sorte de valeur intrinsèque, une excellence qui est toujours une exaltation de soi-même, ou encore celle des créateurs ou des puissants. Pour les objets ethnographiques, c'est la représentativité, la singularité qui se mélange aux objets communs, à l'exotisme et au regard sur l'Autre – même s'il y a toujours ici la célébration du regard occidental.

Ce n'est qu'avec les changements qui s'amorcent à la veille de la seconde guerre mondiale et immédiatement après, avec une accélération marquée, que les sociétés paysannes de l'Europe fournissent matière et vont être à l'origine de grands musées. Leur contenu est surtout assuré par des objets représentatifs, même si on cherche toujours la qualité singulière de leur finition, leur beauté, leur splendeur. Pourtant, c'est seulement vers la fin des années 1970 qu'est définie l'idée d'un patrimoine ethnologique et, une vingtaine d'années plus tard, celle de patrimoine culturel rural.

Cet épanouissement et cette diversification du concept impliquent, de plus en plus, un plus grand nombre de sujets et d'acteurs sociaux concernés. Il s'accompagne et devient indissociable de la prolifération des musées locaux, autour desquels se construisent les relations d'appartenance d'une population à son territoire et dont le mouvement d'invention des écomusées est une des expressions. Et c'est par là que la sensibilité aux spécificités et qualités des paysages devient une donnée qui s'incorpore aux réflexions sur la mémoire et l'identité. Le paysage et l'environnement deviennent patrimoine.

Les aspects que nous venons d'énoncer pour parler de l'évolution du concept de patrimoine évoquent et contiennent déjà le paysage, même s'il n'est pas encore nommé comme tel. D'une part, il y a les bâtiments, les architectures, perçus en particulier dans le cadre urbain, et qui se constituent en terrain d'analyse, de sauvegarde et de réglementation. Par ce biais, on arrive aux centres historiques, aux villes « patrimoine mondial », aux instruments d'intervention à l'échelle locale. D'autre part, il y a les sites archéologiques qui se multiplient et déclenchent, eux aussi, des documents d'identification et de protection, des spécialistes. Mais si on atteint les paysages via l'échelle locale, où d'autres patrimoines s'organisent, surtout autour des musées, le paysage devient lui-même, par une nouvelle approche, un patrimoine concernant de vastes régions du globe. Ce paysage est déjà présent dans la Convention sur la conservation de la vie sauvage et du milieu naturel de l'Europe (Berne, 1979) et sera un des enjeux principaux de la Convention sur la diversité biologique (Rio de Janeiro, 1992). Ainsi, par des voies qui ne sont pas celles des institutions d'État, directement chargées de gérer le champ de la culture, le paysage est défini comme patrimoine par des instruments qui, comme le montre la Convention européenne du paysage (Florence, 2000), proposent son articulation aux savoir-faire, aux modes de vie, aux questions de développement des sociétés directement et globalement concernées.

Un texte, à mon avis fondateur, souligne la richesse des implications et la profondeur des sens du paysage, vu comme étendue où la vie des gens s'organise et comme support de mémoire, imaginaire et prégnance affective des identités. Je me réfère au livre de Simon Shama, *Landscape and Memory* (1995), qui met en évidence d'autres dimensions du paysage, de plus en plus au centre de nombreux programmes internationaux : parmi elles, la composante immatérielle du patrimoine.

Ce n'est que très récemment que l'immatériel, sous plusieurs formes et expressions, est proposé comme nouvelle catégorie de patrimoine. Après plusieurs tentatives dans les années 1970, l'Unesco propose, en 1989, une Recommandation sur la sauvegarde de la culture traditionnelle et populaire qui, malgré la multiplication des critiques des termes utilisés (comme celui de folklore), se développe dans plusieurs séminaires régionaux (entre 1995 et 1999) et débouche sur la rencontre de Turin (2001) intitulée « Patrimoine culturel immatériel ». La définition de patrimoine immatériel est très large, laissant libre cours à toutes les possibilités, car elle porte sur

« les processus acquis par les peuples ainsi que sur les savoirs, les compétences et la créativité dont ils sont les héritiers et qu'ils développent, les produits qu'ils créent et les ressources, espaces et autres dimensions du cadre social et naturel nécessaires à leur durabilité ; ces processus inspirent aux communautés vivantes un sentiment de continuité par rapport aux générations qui les ont précédées et sont importants pour l'identité culturelle ainsi que pour la sauvegarde de la diversité culturelle et de la créativité de l'humanité".

Il devient évident que nous sommes aujourd'hui les témoins mais aussi les protagonistes d'une importante mutation en ce qui concerne la portée du concept de patrimoine et le déplacement de l'axe principal des actions qu'il suppose. Quand il se référait aux choses matérielles, meubles ou immeubles, toutes les actions qu'il déclenchait, ainsi que la pensée plus ou moins explicitée qui les soutenait, étaient vouées à l'identification précise des choses à classer et à la définition des principes de sa conservation. Avec le patrimoine immatériel, c'est un champ plus fluide et instable qui nous est proposé, qui ne concerne plus nécessairement des choses précises dans leur matérialité, mais tout un univers de pratiques, de savoir-faire, de paroles et de pensées qui sortent du plus intime des individus et des groupes.

Venu après le patrimoine matériel et immatériel, le patrimoine paysager participe des deux. Il est une réalité physique qui marque un territoire et interfère dans sa qualité environnementale et esthétique et qui tient compte des conditions économiques et sociales d'un développement durable. Il est aussi le résultat du travail des hommes et des sociétés qui le construisent et lui garantissent sa sauvegarde, le projetant dans une temporalité qui tisse leur histoire. Le paysage est un lieu où nous cherchons quelque chose de nous-mêmes ; il est aussi le lieu de l'expression des altérités qui s'y reflètent, des peuples, des cultures, des pratiques. C'est par ce cheminement immatériel que le paysage leur appartient depuis l'échelle la plus locale à la dimension plus large qui concerne toute la planète.

Pour conclure, il paraît important de mettre en relief deux aspects. Tout d'abord, on doit replacer l'homme au centre du débat sur le patrimoine et, dans le sens plus précis de notre discussion d'aujourd'hui, le replacer au centre des paysages qu'on veut préserver ou créer. Il faut repeupler d'idées et d'imagination les paysages déshabités, maintes fois fragilisés et menacés par toutes sortes d'appropriations et de dilapidations irréversibles. Faire aussi des choses simples, ne pas voler les paysages aux gens comme dans le cas des autoroutes et des voies rapides, où les villages perdent leur nom sous l'indication aveugle de «circulation locale». Ensuite, rappelons l'importance du regard critique et réflexif des sciences sociales qui, plus que jamais, doivent être le partenaire nécessaire des approches scientifiques et techniques qui interviennent dans les programmes portant sur le patrimoine paysager et l'aménagement du territoire. C'est en effet à l'échelle locale qu'on trouvera les hommes qui donnent un sens et une signification au patrimoine. De plus en plus, les actions qui visent cet objectif appellent à une articulation et à une intégration des différents départements de l'État, qui auront alors tout à gagner de la constitution d'équipes de recherche et d'intervention pluridisciplinaire : l'histoire, la sociologie, l'anthropologie ont un rôle d'une extrême importance à jouer dans la réflexion et l'action sur les paysages. Les chercheurs, au côté de tous les autres protagonistes, y feront la rencontre d'un paysage qu'ils aideront à protéger et à construire comme question pertinente de leur propre identité.

Références bibliographiques

- AA.VV, Guide d'observation du patrimoine rural, Paris, Ministère de l'Agriculture et de la Pêche, 1999.
- AA.VV, Guide de valorisation du patrimoine rural, Paris, Ministère de l'Agriculture et de la Pêche, 1999.
- Babelon, Jean-Pierre et Chastel, André, La notion de patrimoine, Paris, Liani Levi, (1980) 1994.
- Béghain, Patrice, Le patrimoine : culture et lien social, Paris, Presses de Sciences Po, 1998.
- Chevalier, Denis (Dir.), Vives campagnes. Le patrimoine rural, projet de société, Paris, Autrement, 2000.
- Davallon, Jean, Grandmont, Gérard et Schiele, Bernard, L'environnement entre au musée, Lyon/Québec, Presses Universitaires de Lyon/Musée de la Civilisation de Québec, 1992.
- Lugli, Adalgisa, Naturalia et Mirabilia. Les cabinets de curiosités en Europe, Paris, Adam Biro (1983) (1998).
- Mercier, Alain, Un conservatoire pour les arts et métiers, Paris, Gallimard, 1994
- Poulot, Dominique, Musée, nation, patrimoine : 1789-1815, Paris, Gallimard, 1997.
- Rasse, Paul et Eric Necker, Techniques et cultures au musée. Enjeux, ingénierie et communication des musées de société, Lyon, Presses Universitaires de Lyon, 1997.
- Schama, Simon, Landscape and memory, New York, Alfred A. Knopf, 1995.
- Thiesse, Anne-Marie, La création des identités nationales. Europe XVIII^e – XX^e siècles, Paris, Seuil, 1999.
- Walsh, Kevin, The representation of the past. Museums and heritage in the post-modern world, London, Routledge, 1992.

SECOND SESSION

**Towards overall
consideration of landscape
diversity in spatial
planning: national
experiences**

DEUXIEME SESSION

**Pour une prise en compte
globale de la diversité des
paysages dans le cadre de
l'aménagement du
territoire : les expériences
nationales**

Identification and characterisation of landscapes as a support for spatial planning: application in Portugal

Alexandre CANCELA D'ABREU and Rosario OLIVEIRA, Department of Landscape and Biophysical Planning, University of Evora, Portugal

Introduction

In the European sphere, landscapes have in the last years increasingly been recognised as a fundamental part of our natural, historical, cultural and scientific heritage, basis of our territorial identification, as stressed already in 1995 in the Dobřis Assessment, and more recently in 2000, in the Landscape Convention. Unesco and Iucn have previously stressed the need to protect specially valuable cultural or natural landscapes – but in the nineties it is the whole landscape which starts being considered. The need to manage landscapes for conservation was presented in 1996 in the Pan-European Biological and Landscape Diversity Strategy. The advantages of using methods of landscape planning for integrating different social and environmental components have been defended in Agenda 21. In different documents, landscape, considered as the expression of the numerous relations along time between natural and human factors in a given territory, combining thus both aspects, has been seen as an adequate basis for the integrated and balanced management of the European space (Green 2000; Washer 2000; Washer and Jongman 2000; Vos and Klijn 2000).

At national level, already the Portuguese Constitution, from 1976, states clearly that it is a public task to classify and protect landscapes and to promote their management in order to assure the balance of the territory. The Environmental Act, from 1987, and the Land Use Planning Act, from 1998, both contain several references to the landscape. The first defines the concept of landscape and refers to the need to create instruments for landscape management. The second introduces the definition of landscape units within the regional plans.

Most recently, the European Landscape Convention was approved, in 2000. This Convention aims primary at promoting landscape protection, management and planning, both through the recognition of landscapes as a natural and cultural heritage and part of people's identity, and also through the definition of specific policies and implementation of instruments, the integration of landscape in sectoral policies and the involvement of the populations in its management. The recent "Guiding Principles for Sustainable Spatial Development of the European Continent" (2000), recognise the diversity of the European territory and the need to accept this diversity in order to manage the European space in a sustainable perspective. Cultural landscapes are seen as the expression of this diversity, and therefore closely linked to integrative role of the spatial development policy, which should organise various sectoral policies in regard to their territorial impacts. Both the Landscape Convention and the Guiding Principles stress the need to identify landscapes, define their boundaries, their character, trends and threats and to evaluate their qualities. Only this assessment makes it possible to define strategies and instruments in a subsidiary way, both integrated in a larger framework but also respecting the local specificity and maintaining its identity.

The Portuguese study on Identification and Characterisation of Landscapes has been done within this concern. It results from a demand by the General Directorate for Spatial Planning and Urban Development, from the Ministry of the Environment, within the programme INTERREG IIC: South-western Europe Community Initiative Programme, which also supported an equivalent study for Spain. For Portugal, the objective has been to consider with an homogeneous approach the whole Portuguese territory – in a first phase the

continental part of Portugal and further on also the Azores archipelago (the later as a demand from the regional administration) – and to identify different landscape units, each with its own character. For each unit a characterisation has been built on, with the aim of contributing as a support for decision-making in spatial planning at various levels.

Landscape

The concept of landscape has been widely discussed and can surely be considered differently from different disciplines and approaches. Nevertheless, there is actually no doubt that the landscape is a complex system, permanently dynamic, where different natural and cultural factors influence each other and change over time, determining and being determined by the global structure (Forman and Godron 1986; Naveh and Lieberman 1994; Zonneveld 1990). But besides these more material, or objective characteristics, the landscape has also a subjective component, more connected with the observer and the impressions it experiences when considering the landscape (Froment 1987; Saraiva 1999). That is why it can be fully considered that the landscape combines both natural and cultural aspects, expressing and at the same time supporting the spatial and temporal interaction of Man with the Environment, in all its diversity and creativity (Green 2000; Wolters 2000).

For achieving the total understanding of the landscape, the study here presented has adopted a 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; and finally the sensorial, connected with the sensations caused by landscapes, with the way they are appreciated by different people or groups of people. This last one is eventually the most subjective, and thus the most difficult to assess, specially at smaller scales, but it must nevertheless not be forgotten, as European landscapes are mainly cultural landscapes and land use planning applied to them is done in the first place for Man.

Combining all these components, the landscape units identified 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. The issue of scale is a fundamental one here: this understanding of a landscape unit is adapted to a national approach, where the whole country is considered; it corresponds roughly to the concept of landscape character areas identified namely in the United Kingdom and in Scotland (Countryside Commission 1998; Usher 1999). In order to work at other scales, the definition would have to be adapted.

Methodology

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

The approach selected combines both desk and fieldwork. In a first phase, a comprehensive bibliographic research has been developed, both concerning generally equivalent projects in other countries of Europe and landscape assessment research, and also concerning the characterisation of the Portuguese territory and different visions of its geographic division. The second phase, the identification of landscape units and the definition of their boundaries, has probably been the most demanding in terms of time and resources. The working scale selected has been 1:250 000. The variables to be considered have been selected and the corresponding cartographic information has been collected and often adapted, in order to produce basis with a homogeneous detail and quality of information for the whole territory, to be worked within an Geographic Information System (ArcView). The variables explicitly considered were: geology, morphology, altitude, soil, land use, property structure, settlement pattern. Other fundamental variables were also considered but more in an implicit way, as the climate, the proximity of the ocean, etc. These variables have been superposed, and supporting this information with satellite images and air photos, and also with the empirical knowledge of the team, a first definition of landscape units has been tried. This definition has then been 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 allows a large degree of flexibility to the work, since different parameters, or combinations of parameters, can be considered as fundamental for the identification of each unit. In general, there is a central area with well defined characteristics, clearly different from the surrounding units. But 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 this transition between two different landscape units. Exceptionally the boundary may correspond to a clear line in the landscape, as a geological interruption, or radical change in land use pattern.

Besides landscape units, sub-units have also been identified, when a small part of the unit have 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 have also been identified, when a local feature, due to its form, position, specific degradation, or other factor, clearly stands out from the surroundings.

The units defined have been organised in large regional groups, according to the verification of similar characteristics in groups of units and to the limits of those units, but also according to geographical classifications of the country defined previously by well known authors, mainly by Orlando Ribeiro (1993). 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 groups leads to a more logical and simple organisation of the information, being each unit considered within the framework of the group.

The third phase of work has been 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 has been produced, indicating:

- a. main data about the unit: geographical location, urban centres, municipalities concerned, total area;
- b. the landscape character;
- c. specific elements, as views, singular elements, other information relevant for the understanding of the landscape character;

- d. analysis and planning, referring to the plans affecting the unit, to an analysis of potentialities and threats, and to management orientations. This last point includes 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. The text concerning each unit is complemented with:
- 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; and
 - representative photos of the main landscape in the area or of special and important aspects.

The fourth phase has been the elaboration of detailed studies for selected cases, units or parts of units which have been 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 developed resulted in the identification of 128 landscape units for the whole continental part of Portugal, as it can be seen in the Fig.1. As mentioned above, the definition of these units has to be considered in relation to the scale of approach, 1:250 000. Other units would certainly be identified at another scale. The 128 units have been organised in 22 regional groups, also shown in the figure appended. Some units include sub-units or singular elements. The parameters and main factors considered for the identification of one unit and the definition of its boundaries, or for the definition of sub-unit or even of singular elements, are described in the characterisation sheet of each unit.

Conclusion

The followed approach, based on the combination of thematic information but also on the knowledge of the experts composing the team and on their synthesis capacity, has the main strength of being extremely flexible. It allows different parameters to be considered as determining in different cases for the identification of landscape units, and it can be adapted to more or less detail according to the scale of work. In the case of Azores, for example, where the organisation of the landscape in each island reveals a more detailed pattern than in the continent, the working scale has been 1:50 000 and various types of “landscape elements”, repeated in different units, have been identified. In Spain, on the other side, the approach followed by the responsible team has been different than the one used in Portugal, even if the criteria for the identification of units were quite similar; one of the main reasons for the difference is the dimension of the territory and the consequent scale of approach.

Furthermore, the methodology used is based on the recognition that the objective factors, reflecting the material landscape, must be combined with the more sensorial, subjective, understanding of the landscape. This implies a certain degree of subjectivity within the choices made, but the team assumes this subjectivity as a positive and necessary aspect. There is a risk that this subjectivity affects differently the definition of the units in several parts of the country, due to the fact that the knowledge of the regional realities by the team is not equal – the team has nevertheless tried to minimise this risk through an exhaustive documentation about all the regions and debate with regional experts.

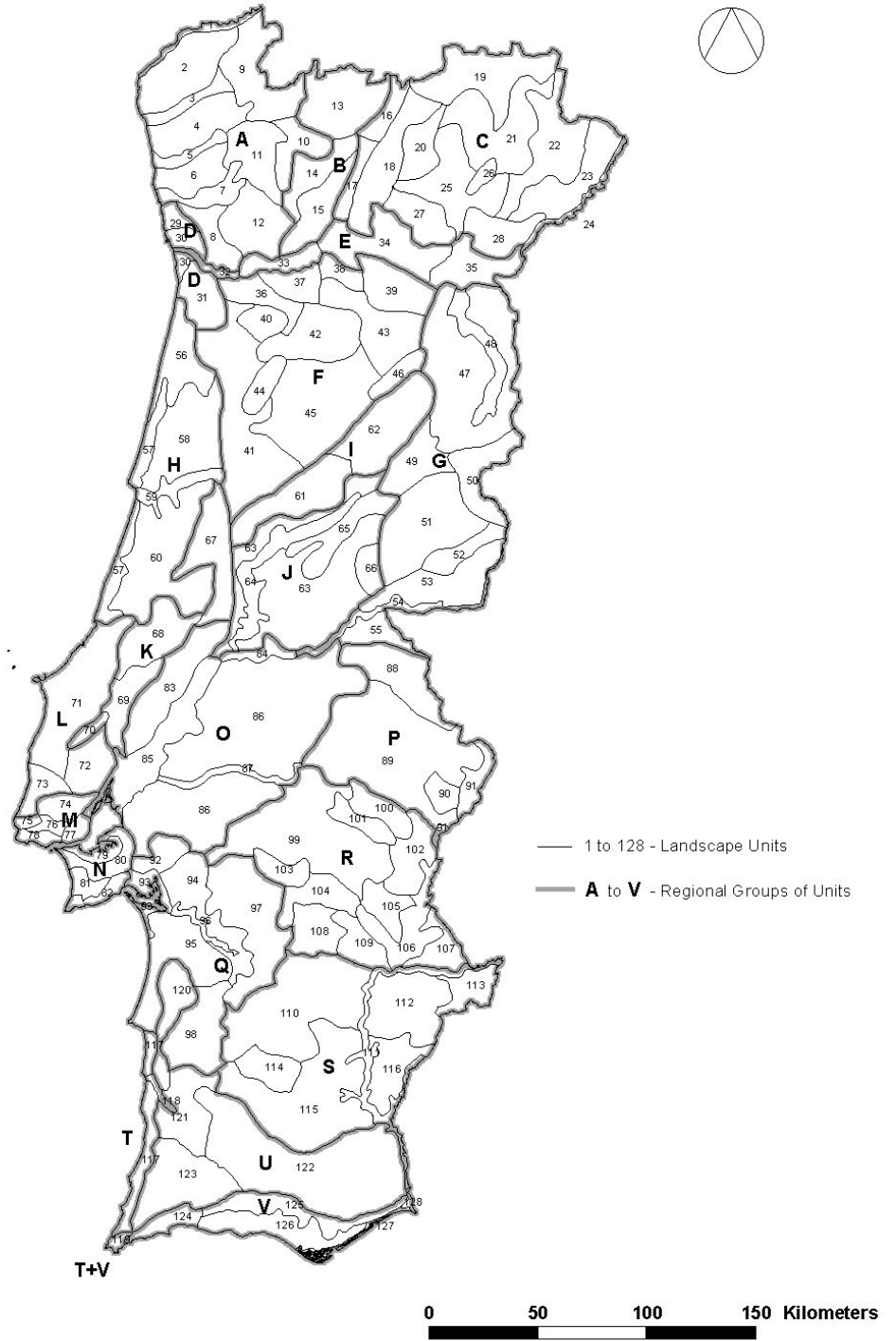
In any case, the results achieved are closely connected with the team who has done the work and with the period where the analysis has been done. Another team would eventually reach

other results, and surely the units identified would be different in another period of time. Anyhow, the units now defined have an internal coherence and a character clearly identified. An extensive quantity of information has been collected, adopted, produced and discussed, and this information can also be useful as a basis for much deeper analysis and debate in the future. In the same way, the results now achieved can already serve as a support for decision making in spatial planning, since it gives information on the diversity of landscapes and on the main trends and threats affecting them. Specific measures and objectives for management are not possible to be defined at this phase, but orientations have been formulated. Thus, the present landscape identification and characterisation is not seen by the team as a finished product, but more as a starting point for further work on understanding and knowing the Portuguese landscapes.

References

- Countryside Commission, 1993. Countryside Character. The character of England's natural and man-made landscape. Countryside Commission, Walgrave. Northampton.
- Forman, R. and Godron, M., 1986. Landscape Ecology. John Wiley and Sons. New York.
- Froment, A., 1987. Notes de Recherche de la Societé Géographique de Liège, 8: 37-48.
- Green, B.H., 2000. Policy, planning and management initiatives in European cultural landscape conservation. In: Klijn J. and Vos W. (Eds), *From Landscape Ecology to Landscape Science*, pp.57-72. Kluwer Academic Publishers. Dordrecht, Boston and London.
- Naveh, Z. and Lieberman, A., 1994. Landscape Ecology – Theory and Application. Springer-Verlag, New York.
- Ribeiro, O., 1993. Portugal, o Mediterrâneo e o Atlântico. (1ª Ed.1945).
- Saraiva, G., 1999. O Rio como paisagem. Gestão de corredores fluviais no quadro do ordenamento do território. Fundação Calouste Gulbenkian e Fundação para a Ciência e Tecnologia. Lisboa.
- Usher, M.B.(Editor), 1999. Landscape Character. Perspectives on Management and Change. The Stationery Office. Scottish Natural Heritage and Macaulay Land Use Research Institute. Edinburgh.
- Vos, W., 2000. A history of European landscape painting. In: Klijn J. and Vos W. (Eds), *From Landscape Ecology to Landscape Science*, pp.81-95. Kluwer Academic Publishers. Dordrecht, Boston and London.
- Vos, W. and Klijn, J.K., 2000. Trends in European landscape development: prospects for a sustainable future. In: Klijn J. and Vos W. (Eds), *From Landscape Ecology to Landscape Science*, pp.13-29. Kluwer Academic Publishers. Dordrecht, Boston and London.
- Washer, D. (Editor), 2000. The Face of Europe. Policy Perspectives for European Landscapes. ECNC Technical Report Series. European Centre for Nature Conservation. Tilburg.
- Washer, D. and Jongman, R. (Eds.), 2000. European landscapes. Classification, assessment and conservation – Draft – European Environmental Agency. Copenhagen.
- Wolters, A.R., 2000. The action plan for European landscapes; a challenge for science and policy. In: Klijn J. and Vos W. (Eds), *From Landscape Ecology to Landscape Science*, pp.129-137. Kluwer Academic Publishers. Dordrecht, Boston and London.
- Zonneveld, I.S., 1990. Scope and concepts of Landscape Ecology as an emerging science. In: Forman F. and Zonneveld I.S. (Editors), *Changing Landscapes: An Ecological Perspective*. Spinger-Verlag. New York.

Fig. 1
Portugal - Landscape Units and Regional Groups of Units



Caractérisation et identification des paysages de l'Espagne¹

Rafael MATA OLMO, Concepcion SANZ HERRÁIZ, Josefina GÓMEZ-MENDOZA

En décembre 1999, le ministère de l'Environnement espagnol et l'Université autonome de Madrid (Département de Géographie) ont signé une Convention pour mener à bien l'étude «Caractérisation et identification des paysages de l'Espagne».

L'objet de la Convention, selon sa clause première, est de réaliser «une étude et son édition sur la caractérisation et l'identification des paysages de l'Espagne ». Le paragraphe 2.1 relève que le paysage, en tant que réalité qui intègre

«la configuration des milieux naturel et humain, est devenu un des éléments que les politiques et les instruments d'aménagement et de développement territorial doivent identifier et prendre en compte pour élaborer des modèles territoriaux, considérer objectivement pour favoriser leur protection et leur conservation, orienter leur amélioration dans la transformation et l'évolution de l'usage du territoire.»

Partant de la conception intégrée du paysage, l'étude a comme objet principal de «caractériser les paysages de l'Espagne, au moyen de leur incorporation à de grandes unités et de leur représentation cartographique [...] dans la perspective de l'aménagement territorial» (paragraphe 2.2). Grâce à son échelle de travail, sa condition de première expérience d'identification de paysages de l'ensemble du territoire de l'Espagne, au temps de réalisation et aux ressources limitées. Elle veut offrir une lecture des paysages espagnols, suffisamment nuancée, à l'échelle 1:200.000. Pour y parvenir, nous identifions les grandes pièces de paysage (les unités de paysage) qui sont regroupées en types, et à plus grande échelle, les types à leur tour en grandes associations de paysages. Cette première lecture doit aider à l'élaboration de politiques sectorielles à incidence paysagère et de grandes lignes stratégiques d'aménagement du territoire; elle doit aussi fournir des éléments pour la valorisation des paysages à partir de leurs configurations particulières et de leurs dynamiques plus récentes.

Il est nécessaire d'attirer l'attention sur deux faits qui donnent la mesure aussi bien de la portée que des résultats de l'étude.

En premier lieu, cette étude s'engage à identifier et à caractériser les paysages de l'Espagne, c'est-à-dire la totalité du territoire, aussi bien péninsulaire qu'insulaire ; ceci veut dire que chaque point de l'espace géographique doit être identifié et caractérisé du point de vue du paysage, en d'autres mots, alloué à une unité de paysage et à son type correspondant, obtenu à partir de la réunion d'unités de paysage ayant de l'affinité entre elles en raison de ressemblances formelles et fonctionnelles à l'échelle de travail.

Le deuxième fait qui restreint la portée du travail est que le tout (identification et caractérisation, avec son expression cartographique) a dû se faire dans le court délai de trente mois au moyen de ressources limitées. Ceci est difficile malgré la connaissance préalable de l'équipe du territoire espagnol et de ses paysages dans leur ensemble. Nous manquons en plus d'expériences semblables, au moins à cette échelle et avec ces caractéristiques. Les études de paysage sont nombreuses, qu'elles soient sectorielles ou régionales [sur les *comarcas* ou pays, les domaines sous-régionaux ou régionaux dans le cadre de l'Etat des *Autonomías*] mais les points de vue, les méthodes et les dates de publication diffèrent considérablement. Nous avons pris comme point de départ la large bibliographie existante

¹ L'équipe de recherche et de rédaction est formé par : R. Mata Olmo et C.Sanz Herráiz qui en sont les Directeurs et Rédacteurs principaux et J. Gómez Mendoza, Nieves López Estebánez, Fernando Allende Álvarez, Luis Galiana Martín et Pierre Molina Holgado.

qui est surtout d'origine géographique. Toutefois, quelles qu'aient été les limites administratives et de recherche, le besoin de couvrir l'ensemble du territoire et d'appliquer une méthode homogène a demandé un effort supplémentaire considérable.

Méthodes

La méthode d'identification se fonde sur la recherche d'unité et d'homogénéité interne des différents paysages, en se servant de la cartographie 1:200.000, puisque l'homogénéité ou l'hétérogénéité des configurations paysagères dépendent, autant que l'on sache, de l'échelle choisie. Chaque unité de paysage est unique et singulière. Elle peut toutefois être assemblée à d'autres, celles dont les traits sont semblables, pour établir des unités de rang supérieur, des types, et pour développer une taxonomie hiérarchique. Les groupements de paysages sont des abstractions où sont réunis divers paysages dont on a dû établir les traits différentiels selon divers procédés, la nomenclature, l'analyse des caractères entre autres, de façon que l'abstraction n'arrive pas à effacer la particularité de chaque élément. Chaque paysage ainsi défini est cartographié à l'échelle 1: 200.000.

La méthode de caractérisation se fait au moyen de fiches normalisées d'une sélection de paysages représentatifs des différents types établis. Il a été impossible de faire l'analyse de tous les paysages. Un paysage de chaque type a été sélectionné (ou plusieurs lorsque le nombre de ceux inclus le nécessitait) ; on a voulu aussi que l'échantillon s'étende à toutes les régions du territoire espagnol, aussi bien péninsulaires qu'insulaires.

La considération du paysage des îles a été faite à une échelle plus grande, 1:50.000 : celle qui a été employée dans la péninsule ferait de chaque île une unité de paysage, rendant insaisissable la richesse paysagère insulaire.

Sources

Les sources dont nous nous sommes servis sont les suivantes :

- images de satellite échelle 1:100.000,
- cartes topographiques échelle 1:200.000 et dans certains cas 1 :50.000,
- cartographies thématiques : carte des usages du sol, carte forestière, carte géologique, etc.,
- bibliographie scientifique et experte,
- images et représentations culturelles, scientifiques et littéraires du paysage.

Etant donné l'échelle de travail, il a été impossible de faire participer les différentes populations afin d'obtenir leurs vision et représentation de leurs paysages. Ce point de vue a été remplacé pour chaque zone, autant que possible, par celui d'experts régionaux compétents.

Travaux sur le terrain

Le travail sur le terrain représente un des aspects fondamentaux pour procéder à l'identification et la délimitation provisoires des unités de paysage. Les itinéraires de travail ont été conçus dans les buts suivants :

- vérifier sur le terrain la délimitation correcte des unités ;
- établir les caractères qui définissent leur unité interne : homogénéité, mosaïque structurelle, singularité, etc. ;
- caractériser les dynamiques récentes et les tendances observables ;
- identifier les éléments les plus significatifs de la vision du paysage, les observatoires et belvédères à potentiel de vue important et les coursives présentant une riche perceptivité.

Nomenclature

Nous avons accordé une grande importance aux noms donnés aux paysages ; le nom doit autant que possible traduire le paysage.

En règle générale, la nomenclature est simple (brève, claire et compréhensible) et représentative (exprimant le paysage). La toponymie représente un élément fondamental de l'expression culturelle du paysage : nous l'avons donc amplement utilisée.

Le grand nombre d'unités que comprend notre atlas exige un grand effort de dénomination. Il nous a fallu revenir sur les noms à plusieurs reprises, à mesure que de nouvelles unités et de nouveaux noms étaient incorporés.

La terminologie choisie se fonde sur les éléments suivants :

- Les éléments du relief. C'est le relief qui accorde son volume et fréquemment sa forme au paysage, de sorte qu'il s'agit d'un élément clé de discrimination physiographique dans un territoire à fort découpage et compartimenté comme celui de la Péninsule ibérique et des îles. Les termes tels que : *sierras*, massifs, *cerros* ou colines, *páramos*, dépressions, plaines, vallées..., sont largement utilisés, de même que d'autres termes vernaculaires tels que *hoyas*, *lomas*, *cumbres*, *concas*, *planas*, etc. Des termes scientifiques désignant des éléments de relief qui ont été incorporés au langage commun d'un large secteur de la population sont aussi utilisés : pénéplaines, fossés, *rasas*, glacis, etc. ;
- les adjectifs qui qualifient et nuancent les termes de relief sont ceux qui se rapportent à :
 - la nature lithologique du substrat qui conditionne le relief (volume et formes), la végétation et, parfois, les cultures mais aussi le chromatisme du paysage, sa dynamique, etc. Cette lithologie est employée comme adjectif de la forme du relief quand elle est significative, par exemple, pénéplaine granitique, *sierra* quartzique, plaine sableuse, *páramo* calcaire, etc. ;
 - la position : situation de l'unité par rapport aux autres éléments : côtière/intérieure ; centrale/occidentale/orientale, etc. ;
- les rivages et formations palustres. Bien que nous ne fassions pas un traitement singulier et spécifique des rivages, ce sont toujours des éléments à prendre en compte par rapport aux paysages où ils sont enclavés. De la sorte, ils peuvent même être utilisés pour nommer les paysages où ils se trouvent, par exemple : *marinas*, *arribes*, *riberas*, littoraux, deltas, *marismas*... ;
- les usages agraires : certains paysages agraires constituent l'image fondamentale du territoire, surtout dans des reliefs doux : *campiñas*, *dehesas*, *vegas*, *huertas*... ;
- les adjectifs qui qualifient et nuancent les termes fondés sur les usages agraires. Il s'agit surtout de la culture dominante, le principal produit obtenu, les formes de relief, la nature lithologique, etc. Par exemple : *campiña* céréalière, vallée viticole, *campiña* fourragère ;
- les paysages urbains. A l'échelle de travail, seulement quelques types de paysage peuvent être définis par la dominance urbaine : les grandes villes ou leurs aires métropolitaines, qui reçoivent le nom de la ville centrale, certains paysages du tourisme littoral. Dans le reste des paysages, l'élément urbain s'incorpore avec son poids relatif comme un élément de plus du paysage ;
- les termes géographiques. Nous retrouvons les termes géographiques [noms de lieux, villes, villages, pays (*comarcas*), fleuves, montagnes...] dans presque tous les noms des unités de paysage. Parfois ces termes constituent les noms exclusifs. Exemple : « Campiña céréalière de Alhama de Granada », « Pénéplaines de Ledesma », « Vallée viticole du Sil à O Barco », « Hoya de Baza », « Llanada de Utrera », « Campiña de Llerena-Azuaga », Montserrat...

Quant aux types de paysages, ils reçoivent des qualificatifs de noms régionaux plus compréhensifs : par exemple, atlantiques, méditerranéens, du Levant, occidentaux, etc.

Résultats

Taxonomie : La diversité paysagère de l'Espagne s'exprime dans ce que nous appelons unités de paysage. Chaque unité se définit, à l'échelle de travail, par son homogénéité interne et ses différences avec les unités qui lui sont proches. C'est pourquoi la singularité est leur trait le plus caractéristique et résulte des rapports particuliers des communautés locales avec leur territoire. Le nombre de paysages identifiés et cartographiés est d'environ 1.700 unités, aussi bien péninsulaires et insulaires (à peu près 1.400 et 300, respectivement).

La méthode de travail a permis de développer une taxonomie hiérarchisée. Si le premier niveau est l'unité de paysage, le second est le type de paysage. Chaque type résulte de la réunion des unités, dont les structures se répètent sur le territoire. L'échelle de travail choisie et les objectifs permettent une lecture synthétique, mais suffisamment nuancée, des grandes configurations paysagères de l'Espagne. Pour identifier les types, le fait régional, compris comme expression des processus de construction paysagère fondés sur diverses histoires régionales, est d'une grande importance. Pour des raisons historiques et culturelles, les types de paysage sont limités à des domaines régionaux.

Au niveau le plus élevé de la taxonomie sont définies les associations de types, groupements qui intègrent des types proches par leur configuration physiographique, les usages du sol, et souvent, par les deux à la fois. Ce niveau dépasse le rang régional, il donne un plus grand protagonisme aux faits physiographiques du territoire, et offre une cartographie abstraite par rapport à la réalité du paysage mais utile pour les expressions cartographiques plus générales.

Slovenia's experience – landscape heritage: spatial planning and sustainable development

Ivan MARUŠIČ, Professor, Department of Landscape Architecture, Biotechnological Faculty, University of Ljubljana, Slovenia

Introduction

The quality of national space is becoming an increasingly important element, obtaining the character of value in broader social awareness. The landscape is a specific aspect of space. It is a separate spatial entity experienced as a specific condition of space. Both space and landscape are natural resources that are limited and finite. The landscape forms man's habitat, which has to be pleasant and healthy for living. The landscape is the primeval vessel of all living and not living nature. This simplest definition of landscape qualities conceals a special attitude, which has to be developed by planners in relation to spatial planning, as well as by everybody else who can influence the developments in space, i.e. practically everyone who lives in the landscape.

In Slovenia, the concern for landscape, its protection and guiding its development, is perhaps stressed so much because of Slovenian spatial features. This relatively small country of a little over 20,000 km² has four extremely diverse landscape systems: Alpine, Sub-Alpine, Dinaric, and Mediterranean. In addition, in the post World War II period Slovenia has largely lacked agricultural modernisation processes, and as a result many landscapes with traditional character of fragmented land subdivision have been preserved. The dispersed agricultural property indicates that, in the future, the agricultural land planning and management will become one of the more demanding issues for Slovenian landscape conservation. At present we are witnessing extensive spatial development activities due to the Slovenian motorway network construction. Other infrastructure lines – gas pipelines and power transmission lines – are also expected to be built. Due to their character, these developing activities can also affect remote landscape areas. Throughout these post-war decades, the sealing of land has been an emphasised spatial planning problem. Building on urban fringes as well as in the open landscape has reached such an extent that it is becoming a generally recognised, as well as widely discussed problem. The dissatisfaction with spatial development has also been expressed by the adoption of strict legislation on agricultural land protection, which, however, has failed to eliminate the problem. This is a process, which leads to the landscape fragmentation in a number of Slovenian regions.

In general, it can be said that the pressure on the landscape has increased because of the urban way of life penetrating rural areas and changing traditional patterns of living.

Demographic processes lead to the migrations of population to valleys, and the concentration of problems in a few relatively narrow corridors while many regions are becoming marginal. Simultaneously with an increasing concentration of spatial planning problems some areas reflect the process of 'renaturalisation', i.e. overgrowing of farmland. It is characteristic of all primary activities that they are disappearing from space. This process can be described as spatial polarisation.

The consequence of these processes is an increased public concern for these activities, implemented through numerous forms of aid, subsidies, and comprehensive treatment of countryside as a socio-economic system. This broadly expressed concern for the preservation of what has been created by past generations – i.e. what can be recognised in the landscape as cultural heritage – has a significant weight in decision-making on the assistance to be given to agriculture, forestry and other rural activities.

Characteristic features of Slovenian cultural landscape structures

The basic features of the structure of Slovenian cultural landscapes are harmonic proportions between cultivated land, settlement 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. Particularly 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 many areas, which can be described as degraded areas.

While public opinion researchers also find that the awareness of the significance of landscape quality conservation has become a significant component of public opinion in Slovenia, the inhabitants of Slovenia as individuals find it very difficult to renounce their particular interests concerning land use. As a result, conflicting situations are created, and it is indispensable to find corresponding planning instruments to solve them.

In the first place, it is necessary to obtain the knowledge about the landscape system, its components and processes. In the past, Slovenia had neither systematic research of the landscape nor features in this respect. It is equally important to define the entire diversity of our attitude to landscape as regards values. Also in this respect there was no systematic evaluation. Last but not least, it is necessary to develop instruments for landscape arrangement, planning and management, as well as monitoring the processes in the landscape. In addition, landscape planning has to be implemented at all planning levels. In particular, it has to become part of comprehensive spatial planning since only in this way the one-sided sectorial development views, which may have a significant impact on the landscape, can be overcome. A short summary of Slovenian past and present efforts to improve on this situation, as well as to provide for appropriate development and implementation, is presented below.

Development of concern for landscape in Slovenia

In Slovenia, spatial planning and consequently also landscape planning has a relatively long tradition. In the seventies, the entire territory of Slovenia was covered by local spatial plans. The integration of landscape-related problems also started in this period. At that time, specific political circumstances, which were opening up the country to market-oriented economy, were – among other factors – also the cause for the environmental crisis to reach Slovenia. This crisis introduced a number of new spatial planning tools. At that time, the emphasis was laid on land use planning, which encouraged the sectors operating in landscape space, such as agriculture and forestry, to make efforts towards the conservation of natural resources, groundwater and water streams. Services responsible for natural and cultural heritage conservation significantly enlarged the number of the areas of outstanding natural and cultural value, as well as proposals for their normative protection.

The seventies also witnessed endeavours for the introduction of the environmental impact assessments. The first such assessment was made in 1972, with the purpose to facilitate a decision on appropriate location for an oil refinery in the outskirts of Ljubljana. This assessment dealt primarily with the natural landscape qualities. Later on, several assessments were made for various large-size projects, e.g. motorways, power plants and many investments into industrial plants.

In the eighties, the spatial legislation introduced landscape concept as a special long-term planning document to be used for the planning of either landscape areas of outstanding value or areas threatened by agricultural land modernisation programmes or other large-scope developing activities in the landscape. Spatial analyses were introduced with the aim to improve the quality of decisions on land use.

In the eighties, the Spatial Plan of the Republic of Slovenia was drawn up. A sectorial attitude largely prevailed in this Plan, particularly because of the previously mentioned problems related to the rapid building that was sealing the agricultural land in the post-war period. Nevertheless, the Plan defined cultural landscape as an important extension of cultural heritage concept from individual cultural monuments to wider areas. Gradually, the treatment of landscape as the synthesis of all various spatial factors and a palimpsest of all previous periods of man's activity in space had come into force. However, at the same time it became evident that adequate knowledge and information input for such treatment of landscape were still lacking.

This example of planning at the local level, presented in short with some of the analyses performed in the framework of the land use plan preparation, is one of the rare cases of completed landscape concepts in the framework of a local spatial plan. This confirmed the previously pointed out facts, that at that time the knowledge of landscape was relatively limited, there was no general knowledge of what kind of landscape richness we were dealing with in Slovenia, nor of typology and quality of cultural landscape heritage. A rather important fact, which limited the introduction of these analyses at that time, was their 'technological complexity' which was not easy to apply in the practical production of spatial plans.

Planning and management of Slovenian landscapes

At the theoretical level, we distinguish between two basic approaches to planning, and to guiding the decisions on land use planning:

- to optimise decisions,
- to standardise decisions on land use.

We have adopted the findings of a Nobel Prize winner, H. Simon that in the case of uncertainty, insufficient data, and limited knowledge the standardisation of land use decisions can prove to be a better method. Not only for this reason – although important – but also because of an increasing interest in the landscape, in the nineties, The Ministry of the Environment and Spatial Planning launched a large-scale project of studying and evaluating landscape types of Slovenia – Regional Distribution of Landscape Types in Slovenia. At this time, public interest in the cultural landscape heritage increased in general all over Europe. In addition to ecologic and biotic qualities as a whole, cultural landscape heritage became one of significant starting points for a protective attitude to space.

Regional distribution of landscape types in Slovenia's Project

Project objectives

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 solely to inventory 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.

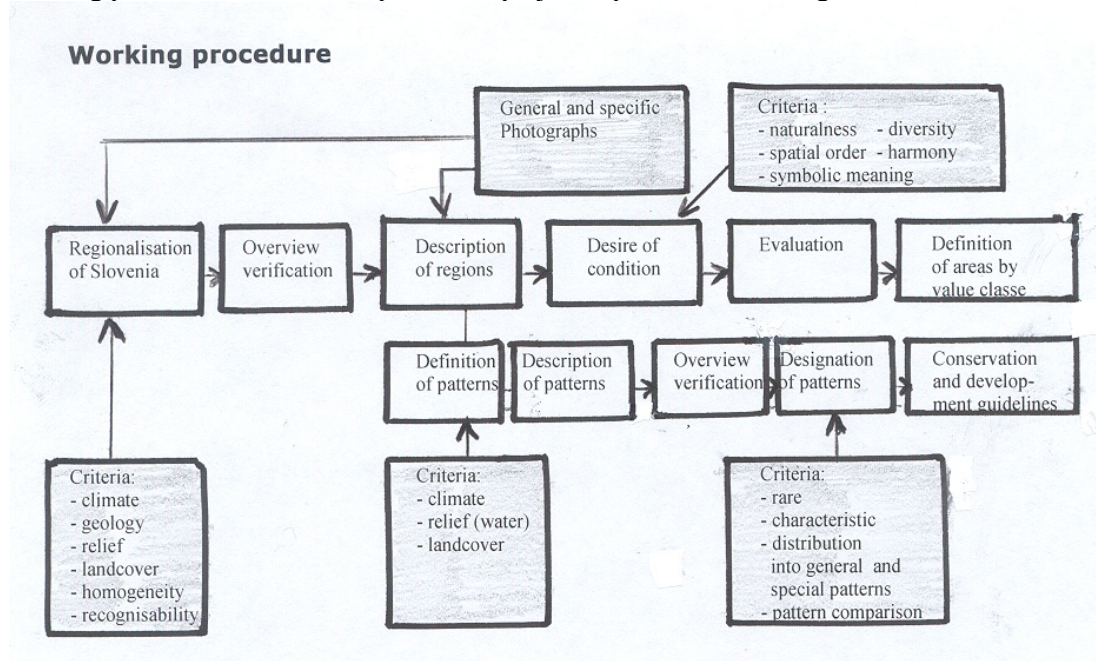
These findings should serve for the preparation of the National Spatial Plan, but also at the local level: firstly as information about what actually exists in the territory of a local community, and

how important it is in comparison with the entire country; and secondly, also as technical basis for the preparation of local spatial plans and issuing spatial development permits.

In the course of the study, Slovenian landscapes were classified at four levels. The classification was performed in successive steps, taking into consideration the pre-defined criteria.

Regionalisation and typological classification of landscape patterns

The regionalisation and typological classification of Slovenian landscapes was based on the following criteria: climate, geology, relief, land cover, homogeneity, and recognisability. The working procedure used for this part of the project is presented in the figure below.



Procedure of regionalisation and typological classification

The procedure of regionalisation, although carried out according to a subjective assessment which cannot be avoided in landscape evaluation, followed a careful consideration of the natural characteristics of Slovenia. At the first hierarchical level of classification, the climatic conditions were thus used as the basis to the maximum possible extent, although also the geological ones. At the next hierarchical level the macro-relief criteria were also included in addition to climatic conditions. The most important criterion at the last hierarchical level was the visual appearance of landscape. We have presumed that landscape units at the lowest hierarchical level had a homogeneous visual appearance or at least a lower diversity of the basic typological patterns.

Visual appearance of a landscape unit should be defined by landscape patterns. A certain visual appearance, which is representative of a certain spatial unit – by being frequent, typical or characteristic, or rendering identity to the unit – is described as a pattern with these features. It is understandable that it was impossible to recognise only one common pattern in a certain unit. For this reason even small and transparent landscape units can be further classified into smaller sub-units. In doing this, we came across another, already mentioned, difficulty of defining spatial boundaries to the patterns.

An important constituent of 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 – This determines the basic features of landscape, which can be ‘read’ both in land use and in vegetable cover,
- relief – Together with water it forms the basic morphologic foundation for landscape structure, and
- 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 a traditional landscape pattern.

The evaluation was performed on the basis of the following criteria: natural preservation, spatial order, diversity, symbolic meaning, harmony.

The purpose of evaluation was to rank the vitality (natural and economic), experienced pleasure (“amenity”), and stability (“healthiness”) of the landscape on the evaluation scale defining the reference conditions from the most desired ones to those denoting degradation and reduction of the area’s potentials. Four basic criteria were selected:

- natural preservation, naturalness;
- diversity;
- spatial order;
- harmony.

Two criteria of symbolic meaning were added for the elements of landscape parts already denoted by specific associative meanings, either at the local community level, or at a wider – regional level, or national level:

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

When applying the criteria of symbolic meanings in the landscape, one question arises: what weight does a certain symbolic meaning of landscape have, and how far does the knowledge about it extend? In this case the meaning was ranked on a scale grading its weight with respect to the local, regional or national level. Since the regions of Slovenia have no formal 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 cumulatively over a larger area.

The knowledge about the value of individual landscape units obtained from the study of regional distribution of Slovenian landscapes was an important starting point for the identification of outstanding landscapes. In Slovenia, these landscapes are particularly the inheritance of various forms of traditional land use. The conservation of cultural landscapes of the highest value created by traditional agricultural land use requires the preservation of the basic characteristics of landscape patterns. As a rule, these are rare, unique or characteristic and threatened landscape structure patterns, the highest value of which are harmonic spatial proportions between cultivated areas and settlements, as well as consistent use of traditional cultivation methods.

Hence, the list of outstanding landscapes contains almost 100 small landscape units which:

- a.* reflect traditional forms of living and cultivation, adapted to the natural structure,
- b.* display distinctive settlement patterns, and exposed architectural segments,
- c.* have symbolic, historic, cultural or associative value,
- d.* have a high value related to aesthetic experience (natural structure and created values),
- e.* are unique at regional, national or even broader level,
- f.* have specific values of natural landscape structure,
- g.* have consistent structure and can be read (delineated) in space,
- h.* are the carriers of national identity.

The result of all efforts in typological classification of Slovenian landscapes, identification of outstanding landscapes, and guidelines for their spatial development has several layers: Slovenian landscapes have been evaluated and spatial development planning guidelines for activities in landscapes have been outlined – all this as a direct basis for the preparation of the Spatial Plan of Slovenia which is nearing completion.

Implementation of landscape development and protection objectives

Legislative bases for the implementation of landscape development and protection objectives are incorporated in the Constitution of the Republic of Slovenia. In detail they are stipulated by the Spatial Planning Act, Construction Act, Environment Protection Act, Nature Conservation Act, Cultural Heritage Protection Act, Triglav National Park Act, and Škocjanske jame Regional Park Act.

Legislative bases for sectorial landscape planning and management are stipulated in Agricultural Land Act, Forest Act, Water Act, Mining Act, as well as other acts and implementing regulations, decrees and regulations, derived from these laws. Important for the execution of landscape planning and management are instruments based on sectorial strategies and national programmes.

In addition to the national legislation, the landscape planning and management instruments are also defined by international obligations, conventions and agreements, as well as European guidelines. Practice has shown that sectorial policies and programmes alone cannot produce the desired results, which has been the reason for the creation of European guidelines aimed at ensuring quality spatial development. These guidelines are collected in two documents: 'European Spatial Development Perspective', and the Council of Europe's document: 'Guiding Principles for Sustainable Spatial Development of the European Continent'. Among their basic objectives, both documents stress the need for balanced and sustainable spatial development, preservation of nature, conservation of cultural heritage, as well as landscape protection and development, emphasising the significance of spatial planning instruments for the attainment of these objectives.

Since the problems of landscape evaluation, development and protection are interesting for transnational projects, we have proposed an international project in the framework of INTERREG III b, which would represent an upgrading of past endeavours towards landscape evaluation and classification, and the harmonisation of methods used. The result of this project should present a common approach to the evaluation of European landscapes, and also to the development of guidelines for landscape planning and management, as well as for planning landscape development activities which might change them, and activities aimed at the rehabilitation of degraded landscape units. In the framework of this project, we should accumulate and upgrade our past experience (various attempts at landscape evaluation in Europe), as well as prevent further loss of landscape characteristics and diversity created and preserved through centuries.

Hence the landscape regions are part by part the subject of numerous national and international regulations and guidelines, but so far under different terms such as landscape, landscape park, or areas of complex cultural heritage protection. These terms, however, cannot comprise comprehensive contents.

In Slovenia, there is an increasing awareness of the urgency of preserving landscape values, which is also enforced in the preparation of the spatial planning reform. In connection with this, there are also more and more confirmations of a thesis that the only possible way to preserve cultural landscapes is through appropriate land use, and that protection by way of natural reserves – which is otherwise well established both in our country and abroad, but limited to smaller areas – is less promising. Past research, as well as practice have shown

that a much more suitable approach is the one which undertakes the protection of outstanding landscapes through spatial planning procedures, i.e. by way of planned guidance of development activities in landscapes.

The Spatial Planning Policy is under preparation in Slovenia. Among other things, it presents declarative political positions and attitudes to the landscape, and represents the first consensus on the attitude assumed by Slovenia in relation to the landscape. The Spatial Planning Policy has been created on the basis of the Spatial Development Conditions and Trends, which points out the most critical problems related to space and the existing spatial planning system. The new Spatial Planning Act will also introduce the preparation of the Spatial Development Conditions and Trends report, based on uniform indicators of monitoring the conditions and trends in space, including the indicators of landscape conditions and trends.

The new Spatial Planning Act will introduce a number of novelties in landscape planning. An essential novelty, for instance, is that a regional planning level is introduced, and the landscape and landscape planning instruments are made equal to other spatial systems in the overall spatial planning system. Slovenian landscape planning has been undertaken systematically through the Spatial Development Conditions and Trends, Spatial Planning Policy, Spatial Plan of the Republic of Slovenia, Regional Spatial Concepts, Local Spatial Plans, as well as through the Landscape Concept, and other spatial implementation acts.

A constituent part of the Spatial Plan of Slovenia is the concept of spatial development of the landscape system. It represents the “national landscape plan” defining the values of Slovenian landscapes, binding to concern for the conservation of nature, binding to the conservation of cultural landscape heritage, proposing sustainable use of landscape potentials, and it is based on our conception of what we wish to achieve in the landscape space in the future. The National Spatial Plan imposes obligations on actors in landscape space, provides guidelines for their activities, and offers opportunities for development, complying with nature and the expectations of people.

Slovenian landscape development and protection instruments

Spatial planning

The planning of landscape areas exceeds the capabilities of the sector for nature and the sector for cultural heritage protection, since landscape is a distinctly synthetic and spatial category. In 1999, during the preparations of the amendments of the National Spatial Plan, and particularly during the preparation of the new Spatial Plan of Slovenia, we therefore tried to go beyond the sectorial treatment of landscape. We defined various landscape areas as well as guidelines for their protection and development. These guidelines represent a starting point for planning at lower levels and for the implementation of sectorial policies. Consequently, the regional level should prepare regional spatial development concepts, while the local authority level should prepare landscape concepts, which should apply uniform treatment to the entire area irrespective of its administrative boundaries.

Spatial planning is also developing a number of instruments, which indirectly introduce landscape protection aspects into spatial planning and management. These are, on the one hand, planning instruments requested by the legislation, which are being prepared as the spatial and development plan needs assessments: a development initiative necessity analysis, cost and benefit analyses, technical and technological acceptability analyses, vulnerability studies, comprehensive environmental impact assessments, and environmental impact assessments.

The Environmental Vulnerability Studies define spatial vulnerability to certain development activities and represent direct integration of conservation criteria into the preparation of spatial plans. The Strategic Environmental Impact Assessment, on the other hand, is intended for the assessment of development documents of a more general character, i.e. spatial plans,

development policies, and development programmes. The environmental impact assessments introduced at various planning levels are instruments for assessing alternative planning proposals.

Nature conservation and cultural heritage protection

The main instrument of nature conservation and cultural heritage protection are protected areas or reserves, i.e. determination of the parts of space (parks, natural and cultural heritage monuments of national and local significance, complex cultural heritage protection areas, etc.), which are excluded from the normal spatial planning and management mechanisms, and granted a special status. Life, activities and behaviour in nature reserves, proclaimed by a legal act, proceed in accordance with a pre-determined conservation mode. In Slovenia, the area of natural and cultural heritage is characterised by a specific organisation of services responsible for the natural and cultural heritage protection. The Cultural Heritage Administration has remained part of the Ministry of Culture as a special service, while the natural heritage protection has been included in the Slovenian Nature Protection Authority within the Ministry of the Environment and Spatial Planning. The nature and cultural heritage protection is thus implemented on the basis of two separate laws, which does not ensure harmonised protection of natural and cultural values.

Development programme

Comprehensive countryside development programmes, the national Environment Protection Programme, the national Nature Protection Programme, the national Development Programme and other development programmes are some of the key instruments for the landscape protection and development, and they represent concrete implementation of development concepts of individual areas.

Incentives, compensations and payments

Incentives, compensations and payments are economic instruments for the adjustment of differences between production cost and actual product marketing opportunities, and they also provide a possibility for regulating social differences, and ensuring suitable living conditions in rural areas.

In exceptional cases, when there is an explicit interest to preserve certain landscape structure, a regulating instrument in force is also direct payment of services (e.g. mowing). The effects of these instruments, however, have the most fatal impact on the developments in the landscape. In Slovenia, we have still not achieved an appropriate agreement among various sectors.

Sources:

Long-term Plan of Grosuplje Municipality, Landscape Concept, Dobrepolje, Grosuplje 1988.

Methodological Bases, Regional Distribution of Landscape Types of Slovenia, MOP, Ljubljana, 1998.

Typological Landscape Classification, International Conference, MOP, Ljubljana, 1993.

Sweden's experience – landscape heritage, spatial planning and sustainable development

Katri LISITZIN, Associate Professor, SLU, Department of Landscape Planning Utna, Sweden

Indeed Sweden does have very few inhabitants in a large territory but nearly half of the population lives in the three major urban regions in the southern half of the country. Thus the changes we are facing in Sweden, urbanisation, depopulation of the countryside, the struggle for survival of the small communities as well as that of small-scale economies in agriculture are similar to those in many regions in Europe.

Being by definition cultural or natural, urban or rural, all landscapes reflect the history of our lives, the subsistence base, economics and politics. Safeguarding and developing heritage considering it a component in a good quality of life is part of the environmental strategies. The case studies I will present here deal with a range of issues from local identity in regional development, local Agenda 21 studies to community-based conservation strategies in the nomination process of a World Heritage Cultural Landscape. These questions of integrated heritage management have proven to be relevant worldwide where landscapes are undergoing the same processes of change.

Integrated strategies for heritage management

The legal spatial planning framework in Sweden encompasses all sectors, including the cultural environment under the same umbrella, the Environmental Code. This in turn implies that conservation and heritage interests are part of the physical planning process and therefore included in the conflict management and consensus-building process together with other sectors. The conservation strategies encompass today's history (as they are part of the planning legislation, not a specific conservation act). Assessing the cultural historical values of the 1970s' neighbourhoods is a true professional challenge.

Cultural environment is seen as a resource in sustainable development. This resource-management perspective has brought some new vocabulary in the planning and legal administration. The notion of 'care' was added to the Planning and Building Act a few years ago. Its implementation has proven to be difficult because the interpretation requires an awareness building process even on a legal level – what is not to be careful with your existing resources? The same aspect of sustainable development is currently studied in several pilot projects with local Agenda 21 work to see how cultural heritage can act as a vehicle for sustainability.

Heritage and environmental goals

Swedish government has stated fifteen national Environmental Quality Objectives. These will provide guidance for community planning and the implementation of the Environmental Code. The sectoral integration means that safeguarding the cultural environment is integrated into the objectives, policies and programmes of each sector.

The CEMAT Guiding Principles for Sustainable Spatial Development include a comprehensive range of challenges for the spatial planning policies from development to awareness and capacity building. These correspond to a great extent with the subjects in the Swedish Environmental Goals.

The heritage dimension in the Environmental Goals illustrates the wide scope of issues to be addressed by each sector. The following goals will also be exemplified here by a planning situation:

- sustainable lakes and watercourses: landscapes in a larger context where history and present use testify of man's continuous use of waterways for power and transport. It includes the recreational value of the landscape;
- flourishing wetlands: historically characteristic wetlands belong to the biological cultural heritage and the continuous use including traditions in names and skills;
- a balanced marine environment, sustainable coastal areas and archipelagos: the varied landscape with its built environment, marine infrastructure, industry and archaeology is sustained through consideration by traditional use and tourism;
- sustainable forests: traditional use of forests including intangible memories in names and buildings, transport routes, industry etc.; the biological cultural history;
- a varied agricultural landscape: the agrarian structure of the landscape from regional characteristics in land-use and farming to vernacular architecture and historical features;
- a magnificent mountain landscape: the intangible values and traditions of management of natural resources;
- a good urban environment: the historical characteristics and identity of urban structures including existing built environment in urban and rural areas and the recreational value of green areas.

From protected areas to living landscapes – managing change

The landscape is a dynamic complexity. It cannot be treated only as a static background for social life. Our everyday environment forms an arena for the activities for many interests, often conflicting. Safeguarding heritage is related to the context and relation to the society. Frequently used key words in sustainable development strategies are community participation, partnership building and governance. Who is then the society and whose diversity are we speaking about? Anthropological and social studies indicate that our relationship with our environment, our sense of context, define our values and that this may even differ between newcomers and those who have lived long in the place.

Traditionally the safeguarding of the historical values in landscapes has concentrated on designating protected areas – which then planners have tried to avoid in development projects. New tools are now being developed in finding criteria for the evaluation of consequences and foreseeing changes. Including the significance of the heritage in planning and management is an inclusive process where the community and its own view on sustainable development are crucial.

Case studies

Management with multiple legal frameworks and agricultural policies – World Heritage Cultural Landscape of Öland

The area inscribed on the World Heritage List comprises the southern third of the island of Öland in the Baltic Sea and includes 56 000 ha. The agricultural landscape is an organically evolved landscape which significance permits and represents on continuing traditional land-use. The living agricultural community has several thousands years continuity of a cultural tradition which still exists in land-use, land division, place names, settlements and in its biological diversity.

The land is mainly owned by a large number of private individuals involved in over 400 agricultural enterprises. Depopulation and rationalisation of agriculture over the last fifty years has reduced the number of farming units but, unlike on the mainland, no arable land has been set aside.

The area is protected under several Swedish statutes; the Cultural Monuments Act (archaeological sites), The Environmental Code including the Planning and Building Act and several cultural and natural reserves and other designed area regulations. Most of the present agricultural funding policies are in practice and the majority of the Öland farmers have applied for one or several forms of support. Experiences have shown that the financial compensation paid to farmers for managing the cultural landscape has produced a positive effect.

Managing and above all co-ordinating all these existing legal and funding mechanisms in the region requires co-operation on all levels but most of all a shared acceptance of the significance of the cultural values in question. For example, the nomination process for the World Heritage List included several meetings with the farmers arranged through the National Federation of Swedish Farmers. The farmers' positive vote for the submission of the nomination was a prerequisite. The experiences of the co-operation during the nomination process between the farmers, the County and the municipalities the further has made a positive impact on the ongoing administrative work.

Farmers and their families and employees have taken part in courses on the biological and cultural values of the landscape through a four-year campaign partly funded by the European Union. They have also been offered advisory assistance in management planning and up till today over 150 farmers have used this possibility. Many other voluntary organisations have joined the education programmes. These activities are addressed to all farmers, not only to those whose lands have very high natural or cultural values or to those receiving support from environmental funding programmes.

Laponia – multiple stakeholders

In Laponia, a World Heritage Cultural Landscape of 9400 square km north of the Polar circle one of the main management issues is the co-ordination of several interests. The stakeholders are the Saami community, the state and the municipalities. The area has two municipalities and the land is mostly owned by the State. Four national parks and two natural reserves are part of Laponia.

The justification for the World Heritage nomination is the nomadic tradition and the Saami have been living there since prehistoric times. Around the turn of the century the nomadic society began to break up. Today the reindeer herding Saami settlement can be compared to that of an economic association.

The involved parties, the Saami society, the municipalities and the State represented by the county administration are at present discussing the possibilities of a collaborative management plan. The questions are the consequences of the natural and cultural conservation approaches to the local economy and reindeer herding. Tourism is brought forward as a development potential but commercial activities are complex in national parks and in the conflict between traditional access of land and private profit.

Agenda 21 in coastal cultural landscapes

Three pilot projects have been set up in 2001 for the follow-up of Agenda 21 work. One of them is a study of coastal cultures aiming at testing and finding criteria for monitoring and evaluation of the environmental quality goal 'A balanced marine environment, sustainable coastal areas and archipelagos'.

The pilot project is focussing on the cultural sector and its possibilities to sustain a living culture. It will test statistics and quantitative measures to monitor the qualities of the cultural environment.

The ongoing work deals with questions if it is possible to use quantitative measures and how to find measures related to the cultural significance.

The starting point has been to look at trade, industry and business, permanent residency, land use and other statistics usually not connected with cultural heritage work. The next step is to find methods (for example GIS) for measuring the changes in the cultural environment.

Estonia's experience – landscape planning in Estonia

Jüri LASS, Representative of Estonia to the CEMAT Committee of Senior Officials

The majority of approaches to landscape, treat landscape first and foremost as a physical phenomenon or a set of phenomena, as one of natural values. From the humanities position I would rather associate the concept of landscape in the first place with the concept of culture. The National Spatial Plan ESTONIA 2010

‘...proceeds from the understanding that the historically developed settlement and landscape structure are an essential expression of Estonian culture and historical continuity, and a factor consolidating the national identity and environmental quality’.

Hence, also Estonian National Plan has a broader approach to landscape than to a physical phenomenon or a natural value, assigning thus a more extensive and significant role and semantic meaning to landscape in our perception of the world. Landscape has shaped this perception, which in turn has modelled landscape and evolution of settlement. Landscape and settlement patterns are an expression of living traditions, daily culture and values of a country and its people as well as a moulding and influencing factor, landscape is brand/sign. To create better awareness of the identity of Estonia elsewhere in the world, attempts have been made by Estonian Government to find or to develop a brand/sign of Estonia. Estonian landscape is doubtless one important, discernible and memorable brand/sign of Estonia for visitors.

Landscape value as agreement

We want to preserve and protect our environmental valuables for the next generations to come. To do that, we have to identify the valuable part of the environment that we definitely consider worth preserving. Identification of values requires agreement on criteria. Criteria can be objective or subjective. If we address landscape as a physical phenomenon with certain characteristics, then objective, i.e. scientific criteria should be decisive. When proceeding from landscape as a cultural phenomenon, subjective criteria should be crucial. Different combinations of objective and subjective criteria are possible. As a representative of humanities, as the one reading cultural value and a brand/sign into landscape, I consider more appropriate to rely primarily on subjective criteria, making use of objective criteria as auxiliary tools. This method implies that identification of landscape values is in essence first of all an agreement, an agreement on which landscape qualities and values we consider significant, an agreement on which landscape we consider valuable upon these criteria. Unfortunately I know people in natural science who are annoyed with somebody talking about landscape values as an agreement. Experience in Estonia has shown that this approach generates good results and what is most important – involves local people in landscape protection and management.

Landscape planning in Estonia

The initial idea of the first Estonian purely landscape planning work is stemming from the National Plan but it is also the immediate and logical content-related extension of our county planning work so far. Preparation of the Estonian National Plan Estonia 2010 started in the spring of 1995 and was concluded with its approval by the government on 19 September 2000. Together with the approval of the plan, the government also adopted an action plan for implementation during the upcoming three years. The national plan analyses the development of settlement, infrastructure and green networks throughout the country so far, and identifies the needs and opportunities of their further development, trying to find ways to mitigate or avoid possible conflicts between different networks. For more detailed

elaboration of the topic, the next county planning task was constituted – theme planning Environmental Conditions, Guiding Settlement and Land Use.

Theme planning Environmental Conditions, Guiding Settlement and Land Use is carried out on the basis of two sub-themes – Green Network and Valuable Landscapes.

Green Network

Already in the initial phase of the work the more scientific name of the theme – ecological network, was given up and replaced by green network, used in the national plan and obviously more understandable for the wider audience. The green network work in county planning is a more detailed extension of the approach to the green network in National Spatial Plan ESTONIA 2010. The approach is likewise founded on identification of core areas of international, national and local importance, and their spatial interaction. According to the national plan, core areas of international importance are compact natural areas larger than 100 sq/km, core areas of national importance are natural areas 15-100 sq/km in size, and a micro-network of local importance is formed mainly of integral natural areas of up to 15 sq/km. Core areas were basically made up of forest and bog areas. There are 12 core areas of international importance in Estonia. Treatment of the green network in county planning does not bear a scientific/academic character but is rather a very practical task. A more accurate and detailed identification of the green network forms the basis for land use and building conditions in county planning.

Treatment of the green network in the theme planning has predominantly an objective approach – the green network is “developed” on the basis of the existing information, it is a task to process objective information. In Estonia where forests and bogs cover approximately 70% of the territory, there is no need to restore the green network, which is the main objective of many similar exercises in Western Europe. Our responsibility is to ensure through county plans and following local comprehensive plans that green networks are not cut through when planning new residential areas, for example, and to safeguard further functioning of the network. At the same time, well functioning green networks/systems secure the existence and quality of natural reserves.

Valuable Landscapes

Identification of valuable landscapes in the theme planning bears a more subjective character – in agreement between participants in the planning, it has to be determined which landscapes are more valuable in the county and what must be done to preserve them. Naturally, objective information is also important here – history of land use, existence or lack of valuable species, objects under nature or heritage protection, etc., yet decisive are subjective criteria – I/we think this place/community is beautiful/valuable. Beauty, as we know, is in the eyes and senses of the beholder. Identification of valuable landscapes must be an agreement between representatives of a multitude of different interests – this assumes observation of all the rules of a well-built-up planning process.

In processing the sub-theme of valuable landscapes, the following objectives are important:

- local awareness of valuable landscapes,
- involvement of local people in the process and their subsequent training and binding to the outcome,
- activation of people and reinforcement of participatory democracy,
- securing of follow-up actions.

In order to identify valuable landscapes and to create local awareness of them, it is essential to involve the more active local people – schoolteachers, local wise guys, businessmen, leaders of local governments and council members and others in a suitable way in the planning process. Involvement of pupils is a must. Pilot projects in planning so far have testified that schoolchildren can be a source of very interesting information, encouraging

progress of the planning process. The task of experts/researchers in relevant fields is primarily building up of the planning process, collection, processing and dissemination of objective information to all the participants in the process, as well as professional recording of the outcome in text, on maps and charts. The most important participants are no doubt the local people, the “experts” most knowledgeable about the area, whose agreed opinion should suggest the most valuable local sites. It will depend on the level of involvement of local people,

- whether the outcome of the work is accepted locally, recognised or not,
- whether the results of the work are used in preparation of the comprehensive plan and detailed plans of a rural municipality/town,
- whether real activity is initiated to implement the plan.

There are different ways to involve the local people in the planning process – the more active part should be directly involved throughout the process, some may be engaged periodically, quite a large proportion can be participating by filling out questionnaires, etc. It is of great consequence that people be informed of the objectives of the work from the very beginning and that the information be constantly updated in the course of work and supported by feedback. Workshops should be organised to introduce the overall aims, the results of concluded work phases and objectives of next phases, and the final results. It is worthwhile to organise both county level and local workshops. In the latter case it depends on the preferences of the county and the arrangement of work whether these are based on municipalities or county regions.

Alongside with identification of valuable landscapes, an action plan for preservation of these landscapes should be produced – without this the benefit and impact of the work will remain trivial. This could be called landscape management programme, produced either for the whole county or by parts. A landscape management programme serves two purposes – first, safeguarding of survival of valuable landscapes, and second, tending to regional policy with provision of jobs. The programme with its multi-purpose nature will be an efficient means and good justification for applying for funding and gaining it from different “European wallets” and Estonian resources.

It is not assumed that new areas will be taken under protection as a result of the work on valuable landscapes; this may be done in exceptional cases. The main aim here is creation of awareness of landscape values locally through wide-based public involvement, and subsequent safeguarding of their maintenance and preservation. The work on valuable landscapes could evolve into designation of Estonian national landscapes, based on a more extensive agreement.

Final outcome

Identification of valuable landscapes and the green network is not an individual objective in this work but first and foremost a practical means to fulfil a planning task. Joint treatment of valuable landscapes and the green network should produce land use and building conditions, adjusting a county plan. Better results will be achieved, when joint treatment is applied from the very beginning of theme planning, also ensuring constant mutual guidance and specification between the sub-themes with that. A poor option would be the case when in the beginning both sub-themes are addressed separately and an attempt is made later to merge the results into land use and building conditions, required by the task of the theme planning. Initially, attention was drawn by the topic of valuable landscapes in counties that have already initiated work; they have not started synthesised processing of the sub-themes yet.

Most important in the neighbourhood of larger towns is probably guiding of settlement patterns – conditions must be laid down for planning of new residential areas; places must be determined where due to the need to preserve the integrity of the green network, the quality of agricultural land and forest, the need to preserve valuable landscapes, historical and cultural values as well as other natural and landscape conditions, under no circumstances

settlement should be expanded to. Sites for new development should be suggested and relevant conditions with appropriate accuracy provided in the county plan.

In case of line structures, the task of theme planning is the following:

- identification of the potential conflict areas of the new and existing line structures (particularly roads and railroads), and the green network; possible measures to lessen or mitigate the conflicts (in road construction by-passes for animals, for example);
- constitution of building conditions for line structures, to avoid gas pipelines or power lines appearing on valuable landscapes or a road cutting through a valuable landscape or a core area of the green network.

Theme planning should identify valuable for soil fertility and/or landscape history agricultural lands that should not be afforested or designated for construction; and forest utilisation conditions in core areas and corridors of the green network.

Theme planning should be supportive of elaboration of the network of protected areas under NATURA 2000. This is the weakest section of the plan at present – binding together NATURA and the theme planning turned out to be unexpectedly complicated. However, we are hopeful to solve this problem in the near future.

The majority of counties in Estonia are at present (in November 2001) finishing the work on green networks and valuable landscapes and are working on final setting up of conditions for settlement and land use. The deadline for this theme planning is December 2002.

Conclusion

The systematic landscape planning work that has been launched in Estonia, is by no means proceeding from the Landscape Convention, it started completely independently of the Convention. It has been the initiative of Estonian planners, not of landscape experts. The need for that was a natural outcome of the content and results of planning activities so far and was maybe facilitated by the more democratic and creative character of planning compared to nature protection. Planning is first and foremost a way of communication, convention is command/order. Usually people do not like taking orders. Nature is protected or damaged by people.

You must talk to people in order that they better understand the environmental values and involve them in identification and preservation of these values. This means systematic work that educates people as well as nature protectionists and planners themselves. It could then transform from the nature protection operating so far mainly through introduction of restrictions and safeguarding of endangered species and/or communities (including landscapes), into environmental consciousness functioning much more through public involvement and awareness creation, and curbing the need for orthodox and restrictive protection by its restrictive nature. Only when restrictive and directive protection will be at least to the same extent replaced by protection through environmental consciousness of people, can we speak of a society of sustainable development. We have tried to set the task and build the planning process for the county theme plan “Environmental Conditions, Guiding Settlement and Land Use”, so as to take a step towards wide-based environmental awareness with it and thus towards a society of sustainable development.

You may call it a nice theory, idealism or an empty slogan. Fortunately, it is not the case here. The work done during the last years has proved – if you manage to get people interested, involve and motivate them, they come and volunteer to join the planning process and landscape management. Examples? Yes, please. In some counties businessmen are ready to give money for landscape management, convinced in the viability of the work; in some counties people are enthusiastically participating in landscape management works. Finally, if I show you a photo made in Õisu municipality in the southern part of Estonia, you can see people participating in voluntary landscape management work. For the small Õisu settlement

it is a rather impressive group in size. The results of the joint effort around the old manor and the lake were outstanding. They are ready to repeat it next year, if necessary. I think this is what you can call an achievement. If in each county even one group of people like in Õisu is born as a result of landscape planning work, we may consider the aim of planning achieved.

The key words in this report have been landscape, environment and culture. Maybe we can summarise from here – environment + culture = environmental culture. It is promotion of environmental culture that has been and is the goal of landscape planning in Estonia.

ROUND TABLE

Effectiveness of national instruments and application of procedures

organised under the Chairmanship of
Mr João Biencard Cruz, General Director of
Spatial Planning and Urban Development of
Portugal

TABLE RONDE

Efficacité des instruments nationaux et application des procédures

organisée sous la présidence de
M. João Biencard Cruz, Directeur général
de l'aménagement du territoire et du
développement urbain du Portugal

Peter SCHMEITZ, Representative of the Netherlands to the CEMAT Committee of Senior Officials

Main instruments and bodies

<p>National</p>	<p>Parliament Central Government</p>	<p>National Spatial Planning Policy Guide National Structure Plan for Policy Sector</p>
<p>Regional</p>	<p>Provincial Council Provincial Executive</p>	<p>Regional Plan</p>
<p>Local</p>	<p>Municipal Council Municipal Executive</p>	<p>Local Land Use Plan</p>

Challenges

<ul style="list-style-type: none"> ■ Need for space has increased ■ Land uses exclude one another ■ Need for quality, for everybody 	
--	--

Fifth National Spatial Plan

- “Making Space, Sharing Space”
- 2000-2020
- Key planning decision on national spatial policy in 2002
- Revision of the national spatial planning act in 2002

Goals

- Oriented towards development
- Economical use of land
- Spatial quality

Seven ways to create space

- Intensify, combine, transform
- Quality through variety
- Organising into Urban Networks
- Water: going with the flow
- Crossing borders
- Money for spatial quality
- Stimulate co-operation between authorities

Four aspects of sharing space

- Organise land uses by cooperation
- Protect vulnerable activities
- General accessibility of space
- Take care of social justice (housing, jobs, mobility, facilities accessible by everyone)

National Spatial Policy

- The Netherlands as a European Region
- Organising into Urban Networks
- Water: going with the flow
- City and Country: quality through variety

Quality through variety

- Red contours: restricting built up areas
- Green contours: preservation and protection
- National landscapes: oriented towards development



Red and green contours

- Spatial programma for housing, employment and “green”
- In 2005 determined in new regional plans
- Regional plans tested against Fifth Policy Document

Landscape policy

Policy documents on:

- Water
 - Nature
 - Agriculture
 - Cultural heritage
- ➔ Input for Second Green Area structure plan (2002)

Instruments

- Financial instruments (subsidies, investments etc.)
- National Spatial Planning Act

Enforcement problem!

- ➔ Administrative culture
- ➔ Strong and weak sectors



12

For more information:

- Ministry of Housing, Spatial Planning and the Environment:
www.vrom.nl
- Ministry of Agriculture, Nature Management and Fisheries:
www.minlnv.nl

Ján KIZEK, Représentant de la République slovaque auprès du Comité des Hauts Fonctionnaires de la CEMAT

La Slovaquie a une bonne expérience dans le domaine de l'aménagement du territoire, mais la planification régionale en est à ses débuts. La loi sur la planification régionale a été préparée cette année.

La mise en œuvre des Principes directeurs pour le développement territorial durable du Continent européen se fait au moyen d'instruments administratifs nationaux dans le domaine de l'aménagement du territoire. Le document intitulé : « Le Plan de développement territorial de la Slovaquie », élaboré sous la tutelle du ministère de l'Environnement, a été approuvé par le gouvernement de la Slovaquie. Conformément à la législation en vigueur du plan de développement territorial de la Slovaquie, il s'agit du plan territorial de l'aménagement du territoire.

Ce plan représente un fondement territorial et technique qui crée les conditions fondamentales pour orienter l'évolution de toutes les activités par le biais de manifestations territoriales et locales importantes au niveau national.

Au niveau gouvernemental, la Slovaquie a élaboré et approuvé les plans territoriaux détaillés relatifs aux grands ensembles territoriaux des différentes régions.

Conformément à la loi sur la planification du territoire, chaque commune de plus de 2000 habitants doit avoir élaboré et approuvé un plan municipal avant 2004.

Dans le cadre des Principes directeurs administratifs et juridiques, on peut indiquer que, conformément aux demandes de l'Union européenne, de nouvelles lois sont élaborées en République slovaque.

Il faut indiquer que la loi sur le transfert de compétences nationales au profit des communes a été également élaborée et devrait voir le jour dès que possible, éventuellement dès 2002.

Daniel LAROCHE, Paysagiste diplômé par le gouvernement, Président des Paysagistes-conseils de l'Etat, France

Si vous le permettez, il me faut tout d'abord remercier tous les organisateurs de ce séminaire, d'avoir bien voulu penser aux paysagistes-conseils français de l'Etat pour venir témoigner de leur modeste expérience. Cela fait maintenant plus d'un siècle que la France s'est progressivement dotée des instruments législatifs nécessaires à la sauvegarde patrimoniale des paysages.

Au fur et à mesure que cette politique prenait de l'ancienneté et de l'ampleur, est apparu un certain nombre de problèmes beaucoup plus complexes que ceux issus de la gestion simple de conservation.

Le paysage est le point de rencontre entre société humaine et nature. L'une et l'autre étant en perpétuel mouvement, le paysage lui-même évolue sans cesse. Dans ce contexte, que veut dire protection ? Il était alors devenu nécessaire de réfléchir au sens de cette protection, de définir le projet de la société sur ces paysages dans le cadre du projet global de la société sur le territoire.

Ainsi la protection des paysages conduit à l'aménagement du territoire, au projet de vie d'une société dans son milieu, projet physique, économique certes, mais aussi humain, social, culturel...

Au passage, nous voyons donc que cette notion de territoire a pris du sens. Ce n'est plus un vide qu'il convient d'exploiter ou de remplir. L'écologie et la pratique démocratique de la gestion de l'espace ont fait du territoire un concept synthétique, englobant, qui intègre les différentes approches de l'espace. Le paysage, en ce qu'il est l'apparence du tout, est devenu le mode d'accès privilégié à ces notions.

L'administration française, et notamment le ministère de l'Équipement, des Transports et du Logement, et le ministère de l'Aménagement du Territoire et de l'Environnement, s'est engagée dans un vaste mouvement de modernisation et de redéploiement des services face au renforcement de la régionalisation. Dans ce contexte, elle a décidé, il y a presque dix ans, de s'adjoindre des paysagistes-conseils. Ce sont des professionnels du secteur privé, recrutés sur concours, expérimentés et indépendants, qui assistent les ministères et les services déconcentrés, dans la mise en œuvre des lois concernant le paysage et dans l'acquisition d'un savoir-faire accru dans les démarches paysagères.

Il faut insister sur le rôle de conseil et non d'expert. La finalité est bien de confronter les méthodes transversales d'analyse et du projet de paysage aux méthodes souvent trop verticales et sectorielles du technocrate et de l'ingénieur lorsqu'il faut approcher l'aménagement du territoire.

S'il faut faire aujourd'hui un bilan de cette expérience, je dirais qu'il est positif même si souvent le paysagiste montre que la qualité du paysage passe par le décloisonnement des services, le respect des compétences, l'écoute de l'autre... Le paysagiste-conseil, en aménagement du territoire, est essentiellement écouté pour ses méthodes d'approche de l'espace, à l'écoute de la nature et des hommes.

THIRD SESSION

**Landscape heritage
and spatial planning**

TROISIEME SESSION

**Le patrimoine paysager
et l'aménagement du
territoire**

The function of local and regional authorities in relation to landscape

Keith WHITMORE, Representative of the Congress of Local and Regional Authorities of Europe (CLRAE), Council of Europe

First of all, let me warmly thank the organising authorities for inviting the Council of Europe's Congress of Local and Regional Authorities to present the European Landscape Convention today.

For a better understanding of the innovatory concept of landscape expressed by the convention and before presenting its provisions, I should like to briefly describe the evolution of this concept in European countries as well as the consequences of this evolution at political, legal and practical level.

At the beginning of the 20th century, European countries' landscape protection activities were based on a restrictive legal conception of 'landscape' referring only to its objective aspects.

During that time the authorities of most European countries in fact took the view that only areas with outstanding cultural, natural or more generally aesthetic features could be regarded as 'landscape' and therefore qualify for special legal protection.

In line with this view, landscape areas enjoyed a system of legal protection designed to preserve their exceptional quality. On the other hand, areas devoid of outstanding landscape value received no legal protection at all for landscape purposes. They were regarded as non-landscape areas, so to speak. As they had no extraordinary landscape features, they were considered to be of no legal interest and therefore to deserve no special legal recognition or protection.

The limitations of this approach were heightened by its lack of interest in the subjective aspects of landscape, which may be defined as individuals' perception of landscape and involvement in the changes it undergoes. This was never considered to be of any political or consequently legal interest.

This conception of landscape, which might be described as elitist, is fully reflected in the definitions of landscape adopted by the legislation of many European countries, some of which is still in force today.

They view landscapes in purely objective terms as a beautiful picture which should be preserved intact, completely disregarding its main characteristic, which is its capacity for change, and above all the importance of people's perception of landscape and impact on it.

Apart from various ad hoc measures taken in a limited number of countries and regions over the past few years, national and international legislations have taken a partial, incomplete and indirect approach to landscape.

In the international arena the legal approach to landscape has also suffered from the elitist view and the artificial distinctions based on specific features regarded as indicative of an exceptional landscape. Likewise, very few international legal instruments were dealing specifically with landscape.

At the European level, unlike the Council of Europe, the European Union does not expressly include landscape among its responsibilities. There has never been any Community

legislation directly and specifically dealing with landscape protection, though several Community legal instruments refer, albeit partially and indirectly, to landscape.

On a world level, the scope of the Convention for the Protection of the World Cultural and Natural Heritage adopted by Unesco in 1972 was broadened in 1992 to allow cultural landscapes to be included in the World Heritage List established under the convention. The List refers to cultural landscapes with a view to select landscapes with an outstanding and universal quality. In this respect, the adjective cultural is clearly intended to express a particular positive value.

The concept of landscape implied by the European Landscape Convention cannot welcome this approach because the main idea of the convention is that the landscape must be recognised and protected independently from its value.

The European Convention does not refer to particular landscapes but to an ideal and legal asset. The law should recognise and protect this asset as it recognises and protects other environmental assets like air or water. Actually, the law protects air and water even when they are polluted and not only when they are of outstanding quality; nobody would ever suggest protecting air and water when they are totally pure.

Where landscape is concerned the lawmaker's primary task is not to recognise the significance or beauty of different types of landscapes, or, worse, of a concrete landscape. The task of lawmakers is to acknowledge, and consequently protect, a complex asset, and this independently from its particular value.

This complex landscape asset thus consists in subjective terms of people's capacity to establish a tangible and feeling relationship with the land and in objective terms of the areas perceived through this relationship. Landscape must thus become a legal concern primarily because of the relationship it generates between people and territory. The law will have to empower all citizens to establish this kind of relationship with the areas they live in or visit.

Then, once this relationship has been identified, recognised and protected, the law will have to protect those areas on the basis of the value assigned to them by the people who have formed the relationship. The type and the level of legal – and therefore practical – protection granted to these areas in landscape terms will have to be democratically decided with the population's aspirations in mind.

This means that the law can no longer confine itself to protecting landscapes defined as outstanding by a small group of people who do not consult the community concerned. It is no longer acceptable for only a part of a country's territory to be designated as possessing landscape value and therefore granted special protection. Since the value assigned to landscape is subjective, views on what is worth protecting may well differ.

The European Landscape Convention requires a complete change of public policies and measures related to town and spatial planning. Through the convention the landscape becomes a prime public interest, a key factor to start a brand new process to deal with land use and management. This process will be democratic particularly in the sense that every citizen will benefit from high-quality landscapes, not only those who are privileged to live in or visit outstanding landscape areas.

This new conception of landscape, which we might call the social view in contrast to the elitist view, starts from the subjective aspects of landscape. In this respect, the concept of landscape could eventually replace the concept of environment in the sense that the landscape is the environment, as we perceive it. People can better understand the concept of

landscape than that of environment. This because the landscape is their environment, the environment they perceive and experience every day.

Citizens must therefore be informed and educated about landscape issues, then encouraged to see and recognise their landscapes, enjoy them and, through local consultation procedures, take part in decision-making on how to protect them.

Each local community must be asked to decide about its own landscapes so that landscapes throughout Europe can be protected according to its particular significance. The form and degree of protection will vary considerably because it will have to allow for the type of landscape in question and for the citizens' democratically stated preferences.

On the basis of the subsidiarity principle, public decisions on landscape issues will have to be taken at the level closest to the inhabitants. With this in mind, governments will have to equip local and regional authorities to devise and carry out, as part of their spatial planning policies, the measures required to allow citizens to help determine the landscape features of the areas in which they live.

Legal recognition of landscape concerns, with a view to establishing a right to landscape and forming a body of landscape law, can help to satisfy people's deepest needs. If those needs are encouraged, acknowledged and protected by the authorities, deeply felt ties can be forged between people and territory, and this in turn can foster landscape awareness and a territorial culture.

Landscape awareness and a territorial culture already exist in some European regions (think of the south of England, Tuscany or some areas of Switzerland) whose inhabitants have been able to identify with the landscapes in which they work and spend their leisure time. This identification, which may be local, regional, national and European, has increased their sense of belonging to a particular community and, therefore, has reinforced their willingness to make a good use of their natural and cultural local resources and preserve the quality of their everyday landscapes.

The European Landscape Convention includes two major innovations stemming from the new social, political and legal conception of landscape I described earlier.

Firstly, the convention applies to both ordinary and outstanding landscapes. It is intended to cover all parts of European territory, from cultivated or natural rural areas to urban and peri-urban areas. It is not confined to either the cultural or artificial features or the natural features of landscape, but it covers them all, together with the relationships between them.

Secondly, the convention places the accent on people's involvement in the perception and changing appearance of landscape. It emphasises the importance of heightening public awareness to encourage people to take part in decision-making likely to affect landscape in their local areas.

The convention gives a specific definition of landscape:

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

This definition falls into two easily identifiable parts, the first referring to the objective aspect of landscape, i.e. territory, and the second to the subjective aspect, i.e. people's perception of landscape.

After listing the definitions – which also cover landscape protection, management and planning – the convention states its primary aim, which is that each Contracting Party shall undertake to

ensure landscape protection, management and planning through the introduction of national measures and the organisation of European co-operation.

The competence of public authorities will vary in relation to the value recognised to particular landscapes. On the basis of the subsidiarity principle, the competent authority should be the closest to the citizens concerned. These authorities are, in most countries, the local authorities. However, some landscapes are legally recognised and protected for their regional, national, or even European value. In these cases local authorities will not have the right to take decisions concerning these landscapes and the competence for them will be attributed to the higher authorities concerned.

Landscape policies will have to be translated into specific measures, which should be adopted at the level closest to the citizen wherever possible. These measures must include identifying and evaluating landscapes to allow the appropriate public authorities to draw up landscape quality objectives for the areas concerned, with due regard for the views expressed by the local people.

The range of specific measures must be based on campaigns to arouse public awareness of the value of landscapes and the dangers threatening them. Populations must be aware that the quality of landscapes represents one of the essential pre-requisite for the development of the local economy. In practice, these awareness-raising activities will help people understand the results of the procedures for identifying and evaluating their landscapes and express their views appropriately when the competent public authorities set the landscape quality objectives.

The convention requires the authorities concerned, with the landscape quality objectives in mind, to introduce procedures aimed at protecting, managing and/or planning landscape. The procedures will have to cover a very wide variety of landscapes, which means that they may entail strict conservation, protection, management or planning, or actually creating new landscapes.

To underscore that it addresses landscape as such rather than the value placed on it, the convention also provides for an acknowledgement of local and regional authorities' efforts to maintain everyday landscapes and promote local recognition of their environmental value. The Council of Europe Landscape Award will be therefore attributed to local and/or regional authorities which have taken outstanding measures to improve the quality of their everyday landscapes.

Ladies and gentlemen, thank you for your attention.

La Charte du paysage méditerranéen : une expérience de coopération entre des régions méditerranéennes

Frédérique NÈGRE, Directrice adjointe de l'Agence méditerranéenne de l'environnement, France

Je tiens à remercier le Conseil de l'Europe de m'avoir invitée à participer à ce séminaire.

Ce n'est pas notre premier contact puisque la Charte du paysage méditerranéen que j'évoquerai dans un instant avait été transmise en 1993 à la Conférence permanente des pouvoirs locaux et régionaux du Conseil de l'Europe qui s'était proposé d'en favoriser la diffusion.

Présentation

Je représente ici l'Agence méditerranéenne de l'Environnement qui constitue pour la Région Languedoc-Roussillon un outil d'intervention spécialisé dans le champ de l'environnement : créée en 1991 par le Conseil Régional, l'Agence est une association forte aujourd'hui d'une trentaine de collaborateurs qui se tiennent à la disposition de ceux qui, avec elle, œuvrent à la protection et à la mise en valeur du territoire régional.

Mon témoignage aujourd'hui est celui du cheminement d'une collectivité territoriale d'échelon régional qui, depuis dix ans, s'est donné les moyens d'orienter progressivement, – la tâche est loin d'être terminée –, ses propres décisions mais également celles de ses partenaires vers une prise en compte de la dimension paysagère dans les politiques d'aménagement du territoire.

Il me semble important de souligner deux points :

- le premier, relatif aux compétences des régions françaises dans ce domaine. Les régions françaises sont peu dotées en matière de compétences réglementaires pour agir directement sur l'environnement et les paysages. Par contre, elles sont au premier plan pour ce qui concerne l'aménagement du territoire, le développement économique. C'est à elles que revient l'initiative de la création des parcs naturels régionaux qui sont de véritables laboratoires d'expérimentation des politiques de développement durable. La loi du 2 février 1995 relative au renforcement de la protection de l'environnement est venue compléter ces dispositions en prévoyant la participation des régions aux côtés de l'Etat à la connaissance des données sur le patrimoine paysager : c'est ainsi que des atlas de paysage départementaux ou régionaux ont vu le jour ces dernières années. L'environnement et le paysage est donc un champ «ouvert» pour les Régions qui ont la liberté de s'investir ou non dans ces domaines ;
- le deuxième, relatif aux enjeux spécifiques du Languedoc-Roussillon, que l'on peut extrapoler aux régions du pourtour méditerranéen, et qui ont motivé cette considération apportée aux problèmes du paysage.

Les paysages du Languedoc-Roussillon sont soumis à une évolution rapide et brutale en raison d'une activité économique essentiellement caractérisée par une croissance démographique exponentielle, un tourisme de masse et une agriculture en mutation. Il est

acquis de façon unanime que le Languedoc-Roussillon a tout intérêt à conserver son capital paysager (ce qui ne veut pas dire le mettre sous cloche) et que sa qualité est le garant d'un tourisme durable.

Comme partout en Europe, la dégradation des paysages s'accélère et s'accompagne d'une uniformisation et d'une perte d'identité. Or le paysage méditerranéen, fort de ses spécificités qui en font un objet d'attraction et de convoitise est fragile car habité, fortement habité et fortement travaillé par l'homme. Les références culturelles qui en sont le fondement sont à la fois sa force et sa faiblesse.

Témoignage

C'est pour cela qu'à travers un certain nombre d'étapes et de partis-pris, nous nous sommes engagés dans ce que l'on pourrait qualifier de politique paysagère régionale :

- les partis-pris :
 - travailler en partenariat dans la réflexion et dans l'action, avec d'autres Régions, avec les services de l'Etat, avec le monde scientifique, associatif et professionnel ;
 - considérer le paysage comme un moteur de développement et pas comme une contrainte ;
 - favoriser l'échange d'expériences en Méditerranée : profiter et faire profiter des réalisations existantes dans les Régions méditerranéennes ;
 - utiliser la pédagogie par l'exemple (bon ou mauvais) ;
 - apporter soutien et promotion aux paysagistes professionnels.
- les étapes
 - en 1992, les trois présidents des Régions Andalousie, Vénétie et Languedoc-Roussillon s'impliquent dans l'organisation de l'exposition « Paysages méditerranéens » dans le cadre de l'Exposition universelle de Séville. Ils s'engageaient ainsi symboliquement à appréhender leurs missions tout en valorisant et en respectant le paysage ;
 - en 1993, les trois présidents des Régions Andalousie, Toscane et Languedoc-Roussillon ont signé la Charte du paysage méditerranéen à Sienne. Transmise à la Conférence des Pouvoirs locaux et régionaux, elle a été présentée la même année lors de la troisième Conférence des régions méditerranéennes de Taormina et inscrite dans les travaux de l'ancienne Conférence permanente des pouvoirs locaux et régionaux de l'Europe. Elle a ainsi été adoptée et a pris valeur de Recommandation vis-à-vis des autorités régionales et locales des pays méditerranéens membres du Conseil de l'Europe. Elle a sans doute contribué fortement à la réflexion préalable de la Convention européenne du paysage ;
 - depuis, la Charte du paysage méditerranéen qui n'a pas de valeur juridique, indique les grandes lignes de la marche à suivre et sert de cadre pour la sensibilisation, l'information et la formation des citoyens et élus de nos régions à travers des objectifs et des actions concrètes.

Depuis, et j'en reviens aux actions conduites dans le cadre de notre Agence, se sont succédées un certain nombre d'opérations de nature diverse dont je citerai quelques exemples. Nous avons :

- entamé un travail d'identification et de connaissance des pratiques paysagères en cours sur notre territoire ;
- assorti ce recensement de procédures d'encouragement destinées aux maîtres d'ouvrages : deux prix régionaux du paysage en 1994 et 1996, puis un premier Prix méditerranéen du paysage organisé entre quinze régions de France, d'Italie et d'Espagne en l'an 2000.

Je voudrais insister sur l'utilité des Prix, lorsqu'ils sont organisés sérieusement et que leurs résultats font l'objet d'une capitalisation et d'une analyse. C'est un moyen efficace :

- de mobilisation et de sensibilisation,
 - d'échange d'expériences,
 - de capitalisation d'informations sur les pratiques et les savoir-faire,
 - de formation ;
- publié en collaboration avec les représentants du monde des jardins, de la forêt, de la santé des « guides » pour favoriser l'intégration du paysage dans leurs approches sectorielles ;
 - publié également un guide plus généraliste à l'usage des élus locaux et de leurs techniciens ;
 - développé des formations à « l'interprétation » du paysage à l'intention des gestionnaires d'espaces naturels protégés, des agriculteurs, des associations ;
 - organisé des colloques sur ces sujets, des journées grand public ;
 - travaillé avec des professionnels de la viticulture pour les aider à bâtir un projet de mise en valeur paysagère de leurs terroirs ;
 - travaillé avec les maires des communes traversées par le Canal du Midi, ouvrage d'art classé au Patrimoine mondial de l'Unesco, pour leur faire prendre conscience de la richesse et de la fragilité du patrimoine paysager de ces territoires.

J'énumère volontairement un certain nombre d'actions réalisées pour signifier qu'à nos yeux l'intégration de la dimension paysagère dans les politiques d'aménagement du territoire passe par un éventail d'interventions, menées en parallèle, avec une multitude de partenaires, auprès d'un public hétérogène auquel il faut s'adapter chaque fois.

Aujourd'hui nous allons marquer une étape puisque la Région Languedoc-Roussillon envisage de créer un Institut du Paysage qui confortera, rendra plus lisible et plus visible cette politique du paysage. Il affiche délibérément une vocation méditerranéenne dans le sens où il s'insèrera dans un réseau de partenaires italiens, espagnols qui a déjà fait ses preuves et que nous souhaitons ouvrir à la rive sud de la Méditerranée. La création d'Instituts du paysage est inscrite dans la Charte du paysage méditerranéen. En Toscane, des Ateliers du paysage préfigurent un projet d'Institut à Florence. En Andalousie, la réflexion sur une structure de ce type ne semble pas encore à l'ordre du jour, mais cette Région est un partenaire très actif et motivé sur ces questions de paysage et nous espérons qu'elle s'engagera progressivement dans la voie de la création d'un Institut du paysage.

A n n e x e

CHARTE DU PAYSAGE MEDITERRANEEN

Le projet de Charte du paysage méditerranéen a été proposé par les Présidents des trois Régions Languedoc-Roussillon, Andalousie et Vénétie dans le cadre de l'Exposition Universelle de Séville, en 1992.

La Charte a été présentée dans sa version définitive lors du premier Congrès international sur le paysage méditerranéen, qui s'est tenu à Montpellier en juin 1993. Elle a été signée par les trois présidents de Région (Languedoc-Roussillon, Andalousie et Toscane) le 2 juillet 1993 à Sienne.

Dès le mois de novembre 1993, le Président de la Région Andalousie a adressé la Charte au Conseil de l'Europe, et particulièrement à la Conférence Permanente des Pouvoirs Locaux et Régionaux de l'Europe (CPLRE) en lui demandant de rechercher les moyens de s'inspirer de ce texte pour l'élaboration d'une Charte du paysage européen.

La Charte du paysage méditerranéen a été approuvée à l'unanimité lors de la 21^{ème} Assemblée Générale de la Conférence des Régions Périphériques et Maritimes (CRPM) tenue en octobre 1993 à St Malo et lors de l'Assemblée générale de l'Assemblée des Régions Européennes (ARE) en décembre 1993.

Préambule

Les Régions de l'Andalousie, du Languedoc-Roussillon et de la Toscane, agissant dans le cadre des objectifs du Conseil de l'Europe, et partageant son but qui est de réaliser une union plus étroite entre les pays européens ;

Vu l'initiative conjointe des Régions d'Andalousie, du Languedoc-Roussillon et de la Vénétie pour la rédaction d'une Charte du paysage méditerranéen, qui a conduit à la présentation d'un projet à Séville le 4 juin 1992 ;

Rappelant que cette activité, notamment l'approfondissement des thèmes, s'est poursuivie avec la participation de la Région de Toscane et de la Province de Sienne, en remplacement de la Vénétie, en particulier dans le cadre de la Troisième Conférence des Régions méditerranéennes qui s'est tenue à Taormina et du Premier Congrès international sur le Paysage méditerranéen organisé à Montpellier en juin 1993, au cours duquel la version finale de la Charte a été présentée ;

Soucieuses d'offrir à leurs populations un cadre de vie qui réponde à leurs aspirations, d'en améliorer l'aménagement et de favoriser sa gestion, en particulier pour les générations futures ;

Considérant que le paysage représente précisément l'un des aspects essentiels de ce cadre de vie et qu'à ce titre il constitue une valeur sociale pour tous ;

Reconnaissant que le paysage est devenu à travers l'histoire l'une des valeurs fondamentales de la culture des peuples d'Europe et est un des éléments de l'identité culturelle européenne ;

Considérant que le paysage constitue ainsi une ressource et un patrimoine commun à tous les individus et à toutes les sociétés ;

Vu les différents instruments internationaux en matière de conservation de la nature, de protection du patrimoine historique, et d'aménagement du territoire ;

Soucieux des atteintes que la société moderne porte aux paysages en particulier dans la région méditerranéenne ;

A. ONT ADOPTÉ LA PRÉSENTE CHARTE QUI REPRÉSENTE LA POLITIQUE QU'ELLES ENTENDENT SUIVRE EN MATIÈRE DE PROTECTION DU PAYSAGE ET QU'ELLES PROPOSENT AUX AUTRES RÉGIONS MÉDITERRANÉENNES

I. Définitions et champ d'application

Définitions : le paysage peut être considéré comme la manifestation formelle de la relation sensible des individus et des sociétés dans l'espace et dans le temps avec un territoire plus ou moins intensément modelé par les facteurs sociaux, économiques, culturels, historiques, fonctionnels et visuels.

Cette relation peut être d'ordre affectif, identitaire, esthétique, symbolique, spirituel ou économique. Elle implique l'attribution aux paysages par les individus ou les sociétés de valeurs de reconnaissance sociale à diverses échelles, locale, régionale, nationale ou internationale.

Plus que tout autre, le paysage méditerranéen est profondément marqué par l'empreinte de l'homme. Il est le produit d'une culture et d'une vie urbaine et rurale raffinées.

Les définitions précédentes font du paysage un concept essentiel des domaines de l'environnement, de l'aménagement du territoire, de la protection et de la gestion du patrimoine culturel ou naturel.

II. Etat du paysage méditerranéen

Les paysages méditerranéens sont actuellement soumis à des transformations d'ampleur considérable consécutives à :

1. des processus économiques, démographiques ou écologiques tels que :

- l'extension de l'urbanisation, souvent mal contrôlée et diffuse dans les zones de forte pression démographique, comme le littoral et les vallées alluviales ;
- le développement industriel, la réalisation d'infrastructures et de grands équipements producteurs d'énergie en particulier dans les zones écologiquement sensibles ;
- l'essor massif du tourisme et des activités de loisir qui touchent précisément les paysages de forte valeur sociale ;
- la banalisation des paysages agraires dans les zones les plus faciles à cultiver et donc à agriculture intensive et spécialisée, alors que les régions rurales présentant de forts handicaps naturels sont abandonnées ;
- l'extension de forêts ou de friches mal gérées dans les régions abandonnées par l'agriculture ou la destruction de ces forêts par des incendies ;
- le développement de phénomènes mettant en péril les paysages, comme la pollution des eaux superficielles et souterraines ainsi que de l'air, l'accumulation des déchets, l'érosion des sols, etc.

2. l'insuffisance des moyens consacrés à la prise en compte du paysage dans les politiques d'aménagement du territoire, de gestion de l'environnement et de protection du patrimoine :

- moyens intellectuels, en particulier ceux consacrés à la recherche ou à la formation de spécialistes ;
- moyens financiers destinés à la prise en compte du paysage dans les procédures et les programmes d'aménagement du territoire, de gestion de l'environnement ou de protection du patrimoine ;
- moyens en formation des élus et des personnels techniques des administrations aux questions de paysage.

3. l'attitude contradictoire des populations qui consiste d'une part en une augmentation des demandes de paysages et, d'autre part, en des comportements nocifs pour celui-ci.

III. Objectifs d'une politique de conservation et de gestion du paysage dans la zone méditerranéenne.

Une politique de conservation et de gestion du paysage dans la zone méditerranéenne devrait viser les objectifs suivants :

- 1) conserver les paysages représentatifs des civilisations méditerranéennes ayant une valeur historique ou naturelle ;
- 2) veiller à ce que toute action de l'homme conduise à la création d'un paysage de la plus haute qualité possible ;
- 3) veiller à ce que tout projet d'aménagement prenne en compte les éléments ayant une valeur naturelle, culturelle ou historique et qui existent *in situ* ;
- 4) veiller à ce que la réalisation des grandes infrastructures de transport ou de développement urbain, touristiques ou industrielles, intègre la préservation du paysage et, le cas échéant, sa remise en état ;
- 5) s'assurer que toutes les mesures d'utilisation ou d'aliénation des biens appartenant au domaine public préservent les paysages les plus importants du point de vue historique, culturel, naturel ;
- 6) entretenir comme moyens d'accès aux paysages les sentiers et autres chemins ruraux afin d'éviter, entre autres, la prolifération de la voirie ;
- 7) faire en sorte qu'une juste péréquation se réalise entre les zones soumises à des contraintes paysagères et les espaces adjacents qui bénéficient pour leur développement de la proximité avec les zones en question.

IV. Actions en faveur du paysage

La réalisation des objectifs énoncés ci-dessus implique la mise en œuvre des actions suivantes :

- 1) rapprocher les différents secteurs concernés de l'aménagement du territoire, de la gestion de l'environnement, de la protection du patrimoine afin de mettre en place des programmes conçus dans une vision globale et concertée, aux diverses échelles et notamment à celle du développement local et régional.
- 2) encourager l'insertion de la dimension paysagère dans les études d'impact, les programmes d'action et les procédures d'aménagement, de gestion de l'environnement et du patrimoine.

Ces divers moyens d'action devraient comporter une analyse des conséquences sur le paysage des aménagements, des équipements, des protections envisagées et de donner lieu à des mesures spécifiques, comme des plans de paysage, des projets d'aménagement du paysage, etc...
- 3) pour les projets non soumis aux études d'impact, exiger qu'il soit tenu compte de la dimension paysagère.
- 4) promouvoir les travaux d'identification des paysages et d'analyse de leurs valeurs de reconnaissance sociale en élaborant des inventaires cartographiques délimitant les unités de paysage et localisant les paysages et les sites possédant une forte valeur sociale à diverses échelles : internationale, régionale et locale. Ce dernier niveau fera l'objet d'études particulièrement approfondies, dans la mesure où il concerne le cadre de vie directement aménagé et apprécié par les habitants.
- 5) développer la connaissance scientifique du paysage dans les diverses disciplines en contribuant à leur rapprochement, en favorisant les recherches pluridisciplinaires, en particulier dans les domaines suivants : fondements écologiques des paysages, représentation sociale des paysages, évolution des paysages, méthodologies d'inventaire et d'aménagement des paysages, projets de paysage.
- 6) favoriser la formation de spécialistes. Tout enseignement nouveau devrait comprendre une part de formation dans des pays différents ou se concevoir comme processus de formation international. Les établissements d'enseignement devront développer des échanges avec des établissements étrangers et collaborer avec les organismes de recherche ou avec les institutions concernées par l'aménagement du territoire, la gestion de l'environnement ou la protection du patrimoine.

- 7) encourager la sensibilisation des populations européennes à la protection des paysages et aux problèmes résultant de leurs transformations et de leur aménagement, de manière à développer la conscience collective d'une responsabilité sociale de cette évolution. Les élus locaux et régionaux ainsi que les milieux spécialisés seront privilégiés dans les actions de sensibilisation, dans la mesure où leurs décisions pèsent directement sur l'avenir des paysages.
- B. S'ENGAGENT A ENTREPRENDRE ENSEMBLE DES PROJETS PILOTES POUR LA MISE EN ŒUVRE DES OBJECTIFS ET ACTIONS PREVUS PAR LA PRESENTE CHARTE ET A ENVISAGER LA CREATION D'UN INSTITUT DU PAYSAGE MEDITERRANEEN, DONT L'ACTION SERA ARTICULEE ENTRE PLUSIEURS CENTRES DANS LES REGIONS MEDITERRANEENNES.

Fait à Sienne, le 2 juillet 1993.

Le Président
de la Junta
de Andalucia

Le Président
de la Région
Languedoc-Roussillon

Le Président
de la Région
Toscane

Manuel CHAVES GONZALEZ

Jacques BLANC

Vannino CHITI

The Hungarian experience and the example of Budapest

Károly MISLEY, Representative of Hungary to the CEMAT Committee of Senior Officials

It is a great honour for me to be invited to give a presentation at this forum, it is not only an honour but as a matter of fact a great challenge.

Why is it a challenge? It is because I will have to speak about something that ‘doesn’t exist’, at least according to my landscape concept. This subject is: the urban landscape heritage.

I don’t want to be too academic, and I wish to make it clear right at the beginning that I fully agree with the definition of landscape in the European Landscape Convention, according to which landscape is the result of the action and interaction of natural and/or human factors. I am also pleased with what is stated in Paragraph 43 of the Explanatory Report to the Convention, that is the Convention applies to the Parties’ entire territory and covers natural, rural, urban and peri-urban areas.

There is no reference whatsoever in the Convention to either urban landscape or rural landscape, and even the expression of cultural landscape is fortunately missing. On the other hand, the Guiding Principles for Sustainable Spatial Development of the European Continent mention cultural landscapes (*sic!*) when it points out that Europe is composed of a plurality of cultural landscapes. That means for me that Europe is landscape in itself. In my opinion, landscape is a product of culture. If there is nothing human in “landscape”, then we are not talking about landscape rather nature itself.

Of course, landscape consists of natural and man-made or cultural elements. The man-made elements are present in the landscape dominated by natural elements, but when the man-made elements are dominant, we can speak about rural or urban areas, depending on whether the cultivated or the built parts are prevalent.

If I’m not mistaken then I should speak about the Hungarian experience concerning our built heritage in urban areas – in the townscape –, (in other words)/respectively about the protection of our built heritage. I shall not restrict myself to this!

Hungarian culture, which is the development of some thousand years, is reflected in the built heritage of Hungary or in the elements of our built heritage. But certain elements of the culture of some other nations are also reflected in our heritage, of nations we lived together in Asia and in some parts of Europe throughout the long history of the European nations. The characteristic feature of the built elements of the Hungarian landscape has inevitably been influenced by the culture of all the different peoples who had inhabited the Carpathian Basin for thousands of years as well as by the peoples who have lived around us in the recent past. In addition, even the great European tendencies have left a mark on Hungary.

So if you visit Hungary – and I hope that in 2003 most of you will attend the Seminar of the Council of Europe which will be organised in Hungary – you will see built elements of the Hungarian landscape which were erected in pre-Roman times, or in the age of the Roman Empire. You will see Romanesque monuments, many a gem of the Renaissance, monuments built in Baroque, Classicist, Romanticist and Art Nouveau styles (called “Secession” in Hungary) and some masterpieces of modern architecture.

The above examples are not only illustrative of the generally known characteristics of the different architectural styles, but they also represent some recognisably Hungarian features. The officially organised protection of the built elements of the Hungarian landscape began as early as 1872, when the Temporary Committee for the protection of national monuments was established.

The first Law of the Protection of National Monuments was adopted by the Hungarian Parliament in 1881. Legislation further developed throughout the decades or centuries, and the Acts adopted by Parliament in the recent past are now in conformity with the legislation of the European practice and vice versa and guarantee the protection of the Hungarian landscape, as well as all its natural and built elements.

Based on the significance of the protected objects or sites the following categories can be set up:

- heritage of local importance,
- heritage of national importance, and
- buildings and sites on the World Heritage list.

I have certainly no intention to give you the complete list of protected sites and monuments, but allow me to refer to six world heritage sites which are to be found in Hungary:

- the Buda Castle District and the Royal Palace in the very middle of the capital city;
- the bank of the Danube with the adjacent built up area;
- the Buda-district is followed by Hollókő, a small village (it means Raven's stone in Hungarian) with the surrounding nature reservation;
- the next is the monastery in Pannonhalma and its environment. As a matter of curiosity, I would like to mention that the monastery was originally built in the honour of Saint Martin, the one-time bishop in the French town of Tours, who was born next to this place, and who is the saint patron of the Argentine capital city Buenos Aires. But this is an other story;
- then the karstic region of Aggtelek, together with the Slovakian karstic and transboundary stalagmite/stalagtite caves;
- the Hortobágy National Park in the Hungarian *puszta* is the next one on the list, its natural environment as well as its built elements are equally very important;
- last but not least : the early Christian cemetery in the South Hungarian town of Pécs;
- it is probably predicable that the next world heritage site will be an Austrian-Hungarian co-production, namely the National Park of the Lake Fertő, the Neusiedler See in the German language.

As the theme of our recent session is the Landscape Heritage and Spatial Planning, I would like to point out the role of spatial planning in the protection of the Hungarian landscape heritage.

Hungarian Act No. 78 of 1997 deals with the development or formation and the protection of the built environment, i.e. the built elements of the landscape. The Act regulates spatial planning processes (including regional and urban planning) and the requirements on the content of such plans. *Inter alia* these spatial plans will have to demonstrate all the rights and obligations of the local authorities – as to texts and drawings – with respect to land use, building, the protection of all natural, cultural and built values as well as visual assets. All the above means that spatial planning and landscape protection and development are closely interlinked in our practice.

What are the rights and responsibilities of the local authorities? It is very simple: while the national Government or the Parliament specify the contents of the different spatial plans, local governments are responsible for their preparation, but of course, they have the right to approve them or not.

Now I would like to emphasize that we are aware that we can only be successful if we cooperate, in particular, with our neighbours voluntarily and on the basis of bilateral and multilateral agreements, bearing naturally also in mind what is written in the Guiding Principles for Sustainable Spatial Development of the European Continent, i.e. in many member states there are aspects of heritage which belong not just to one, but to several nations, language communities and religious groups, some of whom no longer even live in the region concerned.

Finally: what does the heritage mean for us or at least for me? The heritage is our past, our present and the foundation for our future!

The European Landscape Convention in Norway

Audun MOFLAG, Representative of Norway to the CEMAT Committee of Senior Officials

Norway signed the European Landscape Convention in Florence on the 20th of October last year. We ratified it on the 23rd of October this year – as the very first and so far only, country within the Council of Europe.

In these times of rapid changes in the landscapes of Europe, we think it is of great importance that the member states of the Council of Europe unite in a common Convention.

The European Landscape Convention combines and balances the different views on landscapes and landscape policies. This approach we highly appreciate. In particular we would like to point out:

- the emphasis on awareness of what is happening with our landscapes, and the forces that transform them;
- the acknowledgement that landscapes are an important part of the quality of life for people everywhere, regardless whether the landscapes are of “outstanding beauty” or “just” everyday surroundings;
- the integration of natural and cultural heritage and influence (which is also current policy in Norway).

And, in our common efforts to promote sustainable development the Convention is no doubt going to facilitate the protection, planning and management of our landscapes.

Implementation

The Convention is likely to improve co-operation and management on the European as well as the national and regional levels. Within the Nordic ministerial co-operation, landscape issues are addressed along several lines of action – by the effort in the environmental sector itself (nature, outdoor life and cultural heritage), by other sectors (e.g. agriculture and forestry) and by general planning policies.

We have initiated a particular study on the Convention: “The Nordic Landscapes – Preliminary study on the implementation of the European Landscape Convention”. The study is carried out and funded under the strategy for sustainable development in the Nordic countries “Sustainable Development – New Bearings for the Nordic Countries” (Nordic Council of Ministers). This strategy contains the long-term goals up to 2020, together with the objectives and initiatives during the period 2001-2004 necessary to achieve these goals.

The objectives of our Nordic project are manifold. Firstly, we intend to:

- identify the most important fields of joint Nordic action in the implementation of the European Landscape Convention, like policy issues, management etc;
- prioritise the most important themes to be pursued by further joint Nordic projects and in depth studies, such as methods, mapping and assessment of landscapes and aims regarding landscape quality;
- facilitate the specific needs of each of the Nordic countries in fulfilling the intention and requirements of the Convention;
- contribute to the development of professional methods and know-how in the field of landscapes.

Secondly, we intend to use the Nordic project to disseminate information on the Convention. Along with the preliminary study, the project group and secretariat will be producing an information brochure on the European Landscape Convention, addressing the general public and local, regional and national government bodies throughout the Nordic countries. Focusing these issues for some time is likely to contribute to an increasing integration and attention to landscape concerns in policies and management, making the challenges and optional actions more apparent. As you see, we are still at a very early stage of the implementation. However, you may get more details and further information from:

Ms Elisabet HAVERAAEN, Adviser
Ministry of the Environment, Department for Cultural Heritage Management
Postal address: P.O. Box 8013 Dep., N-0030 Oslo, Norway
Telephone: +47 22 24 58 46. Telefax: +47 22 24 95 61. E-mail: elh@md.dep.no

Ms Kari ØVRELID, Project leader
The Directorate of Nature Management
Postal address: Tungasletta 2, N-7485 Trondheim, Norway
Telephone: +47 73 58 05 00. Telefax: +47 73 58 05 01. E-mail: kari.ovrelid@dirnat.no

Integration into planning policies in Norway

In Norway, we take great pride in our planning legislation, which is now being improved once again. The system is highly decentralised as well as cross-sectoral:

- municipalities and county councils are entitled to carry out integrated physical, economical, social and cultural planning at local and regional level;
- central government sector policies are supposed to be co-ordinated and transformed into comprehensive local and regional policies by the municipalities and county councils.

In this way, it should be well suited for integrating the landscape dimension and convey the implementation of e.g. the CEMAT Guiding Principles. However, our actual planning experience is not equally convincing. Basically, this is partly due to sector policies overriding local and regional government, partly to imbalance in local planning priorities and insufficient methodology.

Another Nordic project

The strategy for sustainable development in the Nordic countries “Sustainable Development – New Bearings for the Nordic Countries” did not contain any goals or measures concerning planning. The ministers responsible for regional planning have now (30th October 2001) complemented this strategy with the document:

“Planning as an instrument for sustainable development in the Nordic countries”

The document gives an account for the potential of planning to promote sustainable development across sectors, and outlines an action programme for the years 2001-2004.

The action programme is split into four project areas. In each area, one country has taken on responsibility for implementing the project activities outlined in the programme:

- Project 1: “New bearings for the Nordic countries – planning and sustainable development” (Sweden);
- Project 2: “Urban policies – sustainable development of towns and cities” (Norway);
- Project 3: “Border areas – promotion of planning co-operation in the Nordic border areas” (Denmark);

– Project 4: Development of methods and research work” (Finland).

The joint Nordic action programme also opens for developing the planning co-operation with neighbouring countries in the Baltic Sea area, through the VASAB co-operation and the INTERREG IIIB programme.

In the coming years, this action programme should give us ample opportunity to combine efforts across the sectors, and look into how landscape issues be successfully conveyed by planning policies and processes.

It does however, require that people co-operate.

Landscape protection in Australia: protection of world heritage sites

Jeanne LENNON, Representative of Australia to the World Heritage Commission

Australia is the only nation occupying a whole continent, which is also one of the driest on this planet so it is both a privilege and a challenge for our citizens. Australia has responsibility for the management of 7.6 million square kilometres of land, one of the largest marine areas in the world (about 16 million square kilometres) and nearly 6 million square kilometres of Antarctic interests, all this totalling nearly 29.5 million square kilometres. The diversity of climatic zones ranges from tropical in the north, to temperate in the south and polar in Antarctica. Much of our flora and fauna is unique.

However, Australia only has a population of 20 millions, over 60% of whom live in the five largest cities and another 20% on the coasts of New South Wales, southern Queensland and south-west Western Australia. In comparison, Canada has a vast area also -10 million square kilometres but 30.5 million population.

The landscape has been transformed to varying degrees by human activities over 60,000 years. After European settlement in 1788, the pace of change quickened so that within a few generations, large tracts of the country were irreversibly modified by European land practices of clearing and introduction of hooved domestic animals for farming and grazing, and degradation beyond the capacity of individual landholders to restore or reverse had begun. Indigenous peoples and their land management practices received little respect during this period. The agriculture, mining and urban settlements that form the basis of the successful economy and multicultural society that is Australia today have come at an environmental cost, some of which has yet to be paid.

Increased knowledge of the limits of the environment's ability to recover from damage has increased enormously over the last two decades and resulted in widespread awareness of the irreversibility of many actions and the need to learn how to use and live in an environment with constraints imposed by fragile soils, limited water supplies and climatic extremes. Group management schemes have developed to tackle these problems such as the very successful Landcare movement formed on a catchment basis across the country. At the same time there is a growing recognition that Indigenous communities had learnt over thousands of years how to live in a sustainable and spiritual way with this distinctive environment and that their knowledge can inform present day land management. This is the case in the jointly managed national parks such as Kakadu and Uluru-Kata Tjuta.

To understand environmental management in Australia it is necessary to understand the administrative history: Australia in the nineteenth century had seven separate, British colonies which formed a national federation in 1901 as the Commonwealth of Australia, so that as nation we are just 100 years old. The Commonwealth is responsible for national matters like defence, customs and quarantine, taxation, while the States and Territories are responsible for health, education and environmental management. In addition, over 700 local government authorities conduct many environmental management activities which have been devolved from the State agencies. There are specific difficulties confronting environmental managers:

- varying regulatory arrangements applying to different land uses in adjacent areas making it difficult to achieve conservation on a landscape scale, in comparison with the national spatial plans that some of the European nations have such as those from Slovenia and Estonia;
- fragmented responsibilities between and within levels of government and their agencies;

- differing philosophies and approaches between non-Indigenous and Indigenous environmental managers;
- fewer resources to ensure compliance with government legislation, policy and regulation;
- limited cooperation between public and private sectors in long-term environmental management.

Regional approaches exist in some administrations, such as the Great Barrier Reef Marine Park, and in some areas of water management such as in the operation of the Murray-Darling Basin Commission and the Lake Eyre Basin Coordinating Group involving State and Commonwealth agreements. Water is a critical factor that has shaped the development of Australia and governments have introduced reforms aimed at ensuring sustainable water extraction (see <http://www.ea.gov.au/water/policy/coag.html>). The Murray-Darling Basin covers most of inland south-eastern Australia and includes much of the nation's best farmland and nearly two million people. Outside the Basin another million people are heavily dependent on its water (see <http://www.mdbc.gov.au>).

Since 1996 there have been important national administrative reforms, especially the Environment Protection and Biodiversity Act which came into force in July 2000. The EPBC Act provides protection for matters of environmental significance, such as World Heritage properties, Ramsar wetlands, nationally threatened animals and plant species, and ecological communities. The process for environmental assessment of actions that may affect matters of national significance has improved through providing greater certainty to proponents, ensuring assessment is done early in the planning process, and reducing duplication between the Commonwealth and States in assessing projects. The Act formally requires ESD principles to be taken into account when considering project approvals (see <http://www.environment.gov.au/epbc>).

In a statutory sense, the highest level of protection is given to our World Heritage landscapes through this new Act, followed by our national parks and protected areas on public lands, although these are managed under State laws. Most of the 14 World Heritage properties are managed and protected cooperatively between the Commonwealth and State governments with the State agencies taking responsibility for on-ground management. All World Heritage properties now have plans of management (see <http://www.ea.gov.au/heritage/awh/worldheritage/index.html>).

The protection of Australia's biodiversity has progressed significantly with the enactment of the EPBC Act. A wide range of people and organisations is now involved in its protection (for example, Landcare, Bushcare and Land for Wildlife). The Natural Heritage Trust funded in part from the sale of the government's telephone network is the major source of funds for this activity. The protection of biodiversity values now extends well beyond the reserve system into many non-reserve areas, while the comprehensiveness and adequacy of the reserve system has improved. In 2001 the Commonwealth declared land clearance a key threatening process to biodiversity under the EPBC Act.

An emerging challenge is how to apply equitable property rights so that the actions of individual landholders do not stimulate or continue to promote long term degradation of natural systems. This problem applies not only to farmers and graziers, but also to those seeking to subdivide unsuitable land for residential purposes and protect such property from natural forces such as flooding, landslide or erosion.

The Commonwealth Native Title Act 1993 enriches the opportunity for Indigenous peoples to protect their heritage while not impairing the rights of non-Indigenous landholders to pursue their interests. The management of land and the marine environment has become more complex as a result of claims and challenges to the exercise of native title, especially regarding pastoral leases. The number of heritage places and broad landscapes owned and

managed by Indigenous peoples continues to increase above the 15% level that they held in 1996. This compares with almost 8 % in national park or conservation reserve tenures in 1996.

My illustrations provide an eclectic set of landscapes from across the broad range of Australia's bioregions:

1. Uluru –Kata Tjuta National Park was inscribed on the World Heritage list in 1996. As a cultural landscape the park represents the work of Anungu and nature over thousands of years. The landscape has been managed over this time using traditional Anungu methods governed by Tjurkurpa, which is Anungu law. According to Tjurkurpa there was a time when ancestral beings in the form of humans, animals and plants traveled widely across the land and performed remarkable feats of creation and destruction. The journeys of these beings are remembered and celebrated and the record of their activities exists today in the landscape.

The Park covering about 1325 square kilometres contains some outstanding examples of the habitats of rare desert flora and fauna as well as the major geological features of Uluru (a sandstone monolith some 9.4 kms in circumference and rising about 314 m above the plain) and Kata Tjuta (some 36 rock domes rising about 500 m above the plain). Uluru is arguably the most distinctive symbol of Australia, nationally and internationally, and it conveys a powerful sense of the very long time during which the landscape of the Australian continent has evolved. All the people and organisations involved in looking after the Park have obligations to consider Anungu and Piranpa (Australian) law and interests.

Anungu primary responsibility is to maintain Tjurkurpa by caring for the land. They want to continue their way of life of harvesting resources, that is hunting and foraging. They also expect to gain from their land being managed as a National Park and from the increasing tourist numbers, at 380,000 in 1999. Recognising how important these issues are and supporting community development programs assists in making joint management of the Park strong.

For all Australians Uluru is a symbol of the outback and a popular icon in marketing our national identity.

2. Rural landscapes vary depending on the soils and rainfall. Mixed farming has left a legacy of mosaic landscapes like this one on the western slopes of New South Wales showing wheat paddocks separated from sheep grazing by lines of eucalypts remaining along fence lines. On the Mornington Peninsula in Victoria, the natural forest on rich volcanic soils was cleared for intensive farming and wind breaks of pinus species were later established which gave the landscape a distinctive character. This scenic area has been subject to development controls to protect the landscape by zoning acceptable uses, introducing height and design controls, and controlling clearing and the type of replanting – although the expansion of vineyards is a major new development in this region.

3. Archaeological sites are found everywhere but these slides illustrate those from late nineteenth century mining in rural areas – gold mining both alluvial and hydraulic, copper smelting, tin mining battery and its dam or water reservoir. In addition, there are extensive ruins of the convict era settlements from 1830s/1840s in Tasmania – here at Port Arthur, a publicly owned heritage site, and at the Hobart female factory – or prison for women workers, in private ownership in an historic precinct in the city.

4. Coastal lands in Australia are under great pressure as there is currently a major population shift from farming areas and country towns to coastal locations and this adds to the outer suburban sprawl from major cities. These slides illustrate the destruction of vegetation like mangroves in fringing zones by the construction of canal estates, by access roads and jetties; such development also impacts on lowland streams and estuaries and associated coastal wetlands. Where the coastal plain is narrow with remnant forests on uplands, the development has to be controlled to protect the scenic amenity of the landscape; in Cairns in

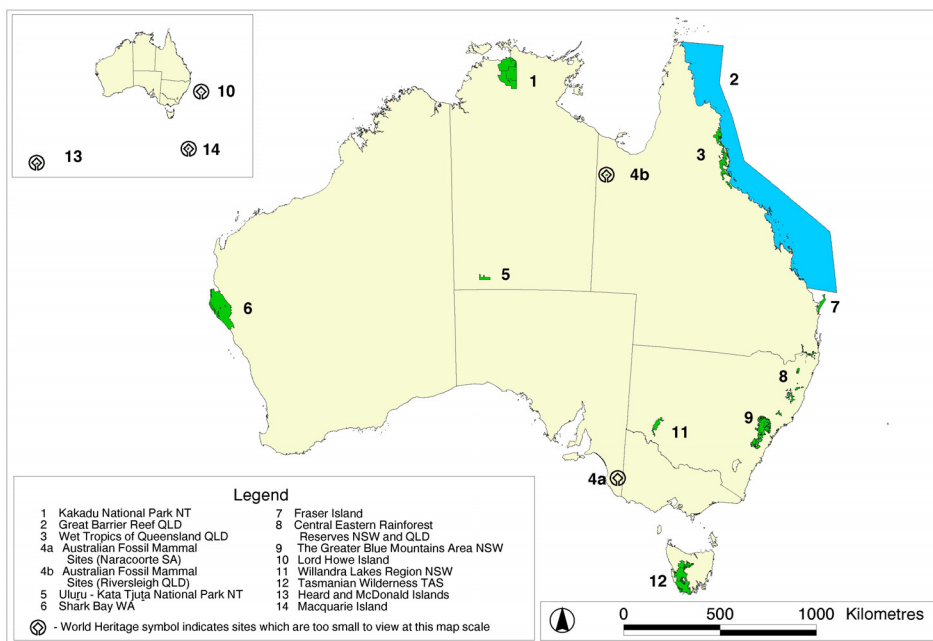
far North Queensland, adjacent to the World Heritage Wet Tropics area, views out are protected by limits on development in the hill zone and there are seven zones of sensitivity depending on the ability of the place to visually absorb the proposed development, while views within are protected by quality landscaping in public places as along the esplanade at Palm Cove.

5. In major cities heritage places are protected through an initial listing on a heritage register which then triggers controls on development. (In 2001 there were 13, 000 heritage places listed on the Commonwealth Register of the National Estate – see <http://www.ea.gov.au/soe/2001/heritage/index.html>). These slides show the Royal Botanic Gardens in Melbourne, the capital city of Victoria, where height controls have been imposed on the surrounding residential areas to protect the scenic amenity of the garden views within that designed landscape. In Sydney, the redevelopment of a downtown site over the original 1790 government house site resulted in the 100 storey office tower accommodating the Museum of Sydney at the ground level and retaining significant historic sight lines to the quay and harbour.

In conclusion, there is a continuum of landscape and integrated heritage protection in Australia from the top down management of World Heritage places to bottom up management by individual farmers, local government and specialist groups. The Australian Heritage Commission developed a very popular guide book for local communities called Protecting Local Heritage Places – you can find the ten steps to protect heritage places outlined in the following website - www.heritage.gov.au/protecting.html

The aim of the project was integrated assessment and management of all the values of heritage places following public participation in the planning process; this has been further developed with integrated water catchment plans with each farmer having his own property plan.

The Australian architect Robin Boyd wrote a book entitled “The Australian Ugliness” (Penguin, 1963) about public authorities being insensitive to the landscape of cities and towns. There is much greater awareness now forty years on and legislative frameworks aim to establish planning procedures to protect the landscape. However, this illustration of the sunset over the centre of our continent reminds us that each generation must fall in love with the delights of their own landscape to ensure its protection.



Location of Australia’s World Heritage properties at December 2000.
Source: <http://www.environment.gov.au/heritage/awhg/whu/auswha.html>

La gestion d'une ville classée au patrimoine mondial : problèmes et opportunités

Edite ESTRELA, Maire de Sintra, Portugal

Proposer la candidature d'un monument, d'un centre historique et *a fortiori* d'un paysage culturel, exige que l'on fasse des efforts importants sur plusieurs fronts, notamment dans le domaine technico-scientifique et politico-diplomatique. Cependant, obtenir cette classification n'est pas tout : le principal objectif sous-jacent à toute candidature consciemment pesée ne prend véritablement corps que par après. Il s'agit du processus complexe et continu de conservation et de mise en valeur, sous ses aspects les plus variés, de ce que l'on peut alors à juste titre qualifier de Patrimoine de l'Humanité.

Il ne s'agit pas d'un simple problème technique, dont la solution serait efficace et garantie d'avance. Au contraire, dans le domaine du patrimoine culturel, les doutes sont plus nombreux que les certitudes lorsqu'il s'agit de faire des choix relatifs à son rôle de mémoire collective, de témoin de l'histoire, d'agent éducationnel, de lieu de loisir, voire de pôle de développement régional. Être attentif en permanence à ces questions, repenser et remettre constamment en cause leurs multiples dimensions, ce n'est qu'à ces conditions que l'on réussira à gérer correctement le précieux patrimoine que le passé nous a légué, dont il nous est aujourd'hui donné de jouir, mais que l'on ne peut dévaloriser en aucun cas car nous avons la stricte obligation de les transmettre intacts – voire en meilleure condition – aux générations futures.

Si toutes ces considérations sont valables lorsqu'il s'agit d'un simple monument, elles deviennent d'autant plus pertinentes face à la réalité, vaste et multifacette, d'un paysage culturel comme celui de Sintra.

Je me suis occupée – et préoccupée – de ce paysage culturel pendant de longues années. A ce titre, je propose des réflexions sur des thèmes qui ne sont pas forcément articulés entre eux ou dont le lien n'est pas immédiat, mais qui sont peut-être ceux dont les solutions sont les plus difficiles à trouver ou les plus controversées.

Patrimoine mondial *versus* patrimoine national *versus* patrimoine régional

A partir du moment où l'Unesco inclut dans ses listes un monument, un centre historique, un paysage, ce patrimoine devient Patrimoine mondial. L'idée couramment admise par tous ceux qui ne connaissent pas les aspects techniques et administratifs de ces questions, est qu'à partir de là, ce qui est classé est désormais administré par l'Unesco ou, au moins, selon des règles très strictes dictées par cette organisation internationale.

Or l'Unesco, très diplomatiquement, n'enlève rien de la compétence des Etats membres sur leur propre territoire. Plus encore, elle a la sagesse de ne pas croire que puissent exister des recettes de gestion universellement applicables.

Il existe évidemment des principes généraux et le souci constant de les actualiser, de les adapter aux nouvelles réalités et aux cas spécifiques, mais ces principes ne sont pas incompatibles avec le fait qu'un patrimoine classé Patrimoine de l'Humanité demeure sous l'entière gestion du pays où il se trouve.

L'administration et l'ensemble des actes relatifs à la conservation et mise en valeur d'un site classé Patrimoine mondial sont fondamentalement des ressorts de la responsabilité des organes politiques, administratifs et techniques du pays concerné, dans la mesure où ce patrimoine, même s'il est universel, présente avant tout un intérêt national. C'est ainsi que le

gouvernement, par l'intermédiaire de ses organes compétents, s'occupe en exclusivité de monuments comme le Monastère des Hyéronimites, la Tour de Belém ou le Monastère de Batalha.

Cependant, si le patrimoine en question est un centre historique ou un paysage culturel, il ne s'agit plus seulement de conserver et mettre en valeur un immeuble, mais de gérer les destinées d'un territoire plus large. Ensemble monumental, culturel, certes, mais aussi habitat quotidien des populations résidentes, s'insérant dans le contexte régional plus vaste dont il fait partie intégrante. Dans ces cas, les collectivités locales doivent nécessairement jouer le rôle principal, soit parce qu'elles connaissent mieux tous les aspects de la réalité régionale, soit parce qu'il n'est pas légitime, politiquement, de soustraire à leurs compétences une portion du territoire qu'elles administrent.

Un paysage culturel ou un centre historique classé par l'Unesco est un Patrimoine de l'Humanité – et, par conséquent, un patrimoine national, puisque c'est l'Etat qui présente et soutient officiellement sa candidature. Mais en réalité, il s'agit avant tout d'un patrimoine régional et c'est dans cette optique que doivent être considérées leur gestion et leur mise en valeur, malgré toutes les contraintes évidentes liées à leur statut privilégié d'universalité.

Il ressort clairement de cette analyse que ce sont les collectivités locales qui, dans la pratique, sont les moteurs et les principaux agents de tous les aspects du processus long et complexe de mise en valeur d'un patrimoine classé Patrimoine mondial. D'ailleurs, n'est-il pas vrai que ce sont les mairies qui sont les principaux combattants, les organisateurs des demandes de candidature ?

Il est évident que les collectivités locales doivent se préparer à jouer ce nouveau rôle, en se plongeant dans les multiples questions propres à la gestion d'un ensemble élevé au rang de Patrimoine de l'Humanité, en étudiant les dossiers techniques et en proposant les meilleures solutions, en privilégiant le dialogue, tant avec le pouvoir central qu'avec les populations, en proposant des solutions innovatrices, sans omettre de prendre la tête, si nécessaire, de tout le processus.

Cette réalité, incontournable, doit être envisagée sans détours et avec pragmatisme, tant par les municipalités que par les organismes gouvernementaux, en s'adaptant, si nécessaire, à la législation en vigueur.

Il est bon également que les populations comprennent que la collectivité locale ne peut ni ne doit renoncer à l'administration d'aucune portion du territoire de sa municipalité, même dans le cas d'un ensemble internationalement classé. En outre, l'administration d'une municipalité doit toujours être envisagée comme un tout, même si ce tout n'est pas uniforme, mais qu'il est la somme de nombreuses situations particulières. La municipalité de Sintra constitue, de ce point de vue, un cas des plus complexes et des plus hétérogènes. Ceci étant une vérité irréfutable et bien connue, nous ne nous étendons pas à le démontrer. Le paysage culturel de Sintra, qui couvre une bonne partie de la *Serra* et du centre historique, ne peut pas être géré en tournant le dos au reste du territoire de la municipalité, ni en marge de la population de Sintra, car ce paysage leur appartient avant tout. Ce qui nous amène à la seconde question.

Les opinions

Tous les citoyens ont sans l'ombre d'un doute des opinions très concrètes sur une certaine parcelle de leur territoire classée Patrimoine mondial, ce qui est parfaitement sain et légitime. Cela prouve également qu'ils suivent avec intérêt l'administration du territoire où ils vivent et qu'ils désirent contribuer à améliorer cette gestion. On peut désigner cet ensemble d'opinions – parfois émotives, mais qui n'en sont pas moins vraies et pertinentes – comme le «sens commun».

Auscouter le « sens commun », lui donner les moyens de s'exprimer, est essentiel pour comprendre les attentes des populations, leurs perspectives, pour essayer ensuite d'utiliser à bon escient les meilleures contributions en les intégrant dans la dynamique gestionnaire du territoire classé. Manifestement, le « sens commun » ne traduit pas un point de vue unanime puisque, comme on dit couramment, « chacun son opinion », mais il révèle certainement des courants de pensée qui traversent différents secteurs du tissu social, avec des opinions diverses et desquelles ressortent de nombreuses contributions extraordinairement valables. Il ne faut donc pas marginaliser le « sens commun », qui doit être attentivement pondéré en permanence.

Nous allons évoquer maintenant l'opinion technique et l'opinion scientifique, qu'il ne faut pas confondre. L'opinion technique est essentiellement pragmatique et se réalise sur le plan de l'immédiat, en recherchant les meilleures solutions à apporter aux problèmes pratiques, au fur et à mesure qu'il se posent. Par ailleurs, l'opinion scientifique pose ces mêmes problèmes en les considérant comme un tout, en les intégrant et en leur attribuant une portée supérieure, en les inscrivant dans les différentes perspectives scientifiques et internationales d'avant-garde.

Ces deux modes de pensée, technique et scientifique, ne s'excluent pas mutuellement. Au contraire, ils se complètent, et l'on peut même dire qu'ils ne sont pas efficaces l'un sans l'autre pour résoudre les problématiques si complexes inhérentes, par exemple, à un paysage culturel comme Sintra. Il faut donc faire en sorte que ces deux positions se rejoignent, pour atteindre des résultats optimisés, consensuels et pratiques, que l'on ne pourrait pas obtenir autrement.

En réfléchissant sur le « sens commun » et en se basant sur les compétences techniques et scientifiques, le gestionnaire – ou les gestionnaires – peut alors concevoir et mettre en pratique un plan d'intervention multifacette, dûment intégré dans ses aspects les plus variés, en vue d'atteindre des résultats cohérents à court, moyen et long terme. C'est par là que passent également les choix financiers, que nous évoquerons plus loin.

Enfin, le responsable politique chargé de prendre les décisions finales essaiera de concilier les positions ou alors optera résolument pour certaines d'entre elles. Et surtout, il lui appartient de transformer le patrimoine classé en un pôle de développement régional. Ce rôle culminant d'un monument, d'un centre historique ou d'un paysage considérés Patrimoine de l'Humanité, doit cependant être abordé dans le profond respect de caractéristiques intrinsèques de ce patrimoine, qui n'est pas seulement le notre, mais celui de tous les citoyens du monde et de toutes les générations. C'est en montrant de la considération et restant humbles face aux legs de l'histoire, que les responsables politiques se distingueront.

Démocratiser ou massifier ?

Nous allons maintenant aborder une question qui devrait tous nous interpeller – comme elle interpelle l'Unesco elle-même, qui n'a pourtant pas encore trouvé de solution à ce problème si difficile. Il s'agit du danger de massifier un patrimoine classé.

Nous vivons dans une société marquée par la consommation et où les opinions sont construites par les médias. Ainsi, lorsqu'un monument, un centre historique ou un paysage culturel reçoivent le sceau de Patrimoine mondial, il est naturel que le nombre de visiteurs augmente de façon exponentielle, qu'il se multiplie par dix, par cent, par mille. Et ce, dans un laps de temps extrêmement court, le phénomène n'étant pas passager, mais tendant au contraire à s'intensifier au fil du temps.

Dans une première analyse, il est gratifiant et encourageant de constater cet afflux, qui ne fait que montrer l'intérêt du public envers ce pour quoi nous avons tant lutté en proposant et en opérant son classement. L'intérêt croissant montré par les populations, par les visiteurs, représente peut-être la meilleure récompense à tant d'efforts.

Par ailleurs, nous vivons dans une société démocratique, où sont heureusement abolies les chasses gardées culturelles. Un Paysage culturel de l'humanité est, par sa propre définition, accessible à tous – dans ce sens, il doit être totalement ouvert. Cependant, l'afflux excessif de visiteurs peut détériorer physiquement et écologiquement un monument, un site. Il peut même le pervertir et le transformer peu à peu en site sans intérêt, en « non-site ».

Ce n'est évidemment pas cette réalité que nous vivons actuellement à Sintra, ni même dans ces prochaines années. Mais nous devons être attentifs. Des cas comme les Pyramides de Gizeh ou la Vallée de Petra dans le « Croissant Fertile », si graves qu'ils ont déjà conduit l'Unesco à intervenir à plusieurs reprises, représentent un avertissement non négligeable pour tous ceux qui s'occupent de la gestion d'un patrimoine classé patrimoine mondial, quel qu'il soit. Le danger est loin, mais pas exclu. C'est pourquoi nous devons nous prémunir suffisamment à l'avance. Parce qu'enfin – et au-delà des questions techniques de conservation –, il ne faut pas non plus oublier que la massification contredit l'idéal démocratique lui-même.

Le « génie du lieu »

Pendant plusieurs décennies, les problèmes relatifs à la restauration d'un monument, d'un centre historique, voire d'un paysage, se résumaient essentiellement à l'optimisation des techniques d'intervention, dans le but de préserver l'authenticité de ce patrimoine et, autant que possible, de concilier, du point de vue de la science des matériaux, les nouveaux produits utilisés pour les travaux de restauration avec les structures originales. Il s'agissait donc d'une question éminemment technique, relevant de l'ingénierie et de la restauration, ce qui – malgré les différences d'écoles – ne constitue pas un motif spécial de polémique, puisque les « recettes » les plus efficaces à appliquer font depuis longtemps déjà l'objet d'un consensus.

Cet esprit « positiviste » n'a pas seulement affecté les techniques de restauration de matériaux inertes ; il concerne également la remise en état des parcs et jardins historiques, compte tenu bien entendu des profondes différences entre les deux. Il fallait avant tout garantir l'intégrité physique du bien à remettre en état, le doter de structures de protection et – si nécessaire – le consolider et le reconstituer en appliquant les critères de réversibilité et d'intervention non agressive.

Ainsi, tous les agents qui pourraient subvertir l'équilibre et l'état de préservation souhaitables, étaient méticuleusement éliminés, y compris les mousses et lichens qui couvraient les vieilles pierres, les patines, les arbres morts. Mais l'Unesco se penche depuis quelques années sur une autre dimension du problème. Il ne s'agit plus de l'intégrité matérielle du patrimoine, problème que l'on considère résolu, mais du maintien des caractéristiques environnementales propres à chaque monument ou site qui ne sont pas seulement dictées par sa nature – architecture ou paysage –, dans son originalité, dans son authenticité, mais aussi par les multiples et imprévisibles marques du passage du temps.

Il est fréquent qu'un visiteur ne soit pas spécialement attiré par le style d'un édifice ou par la rareté d'une espèce végétale, mais plutôt par des facteurs aléatoires qui, au fil du temps, ont imprimé à ces sites une saveur particulière, une ambiance propre : l'ombre projetée par un taillis tout proche, les odeurs qui planent dans les airs provenant de l'humus accumulé depuis des lustres – et qui diffusent alentour une fraîcheur inattendue – voire ces mousses et lichens que les méthodes classiques de restauration éradiquent dès l'abord.

Il s'agit désormais, en dernière analyse, de préserver le « génie du lieu », dimension sensorielle qui n'est pas mesurable, ni toujours aisément explicable, mais qui constitue presque toujours, finalement, l'un des signes de distinction les plus importants de chaque site, de chaque monument, et qui est souvent la principale raison de l'attrait qu'il exerce sur les visiteurs.

Notre époque ne se contente pas de précisions mathématiques, elle recherche plutôt les subtilités insondables inhérentes à ce qui est subjectif. Jouir d'un site, le contempler ne se fait pas seulement avec le cerveau, mais aussi et surtout avec l'âme.

Sintra et son Paysage culturel sont particulièrement sensibles à cette dimension que la science ne domine pas. On pourrait même affirmer que les raisons profondes du consensus international qui a fait classer Sintra au patrimoine de l'humanité ne sont pas simplement liées à l'histoire de l'art, à la botanique ou à son historique paysager, mais avant tout aux émotions que cette région a toujours suscitées chez tous ceux qui la visitent, et qui sont le fruit primordial d'une quantité de facteurs apparemment accessoires : arômes, jeux de lumière, ambiances mystérieuses, murmure des eaux omniprésentes entre les rochers.

Bien entendu, dans la remise en état des bâtiments et des parcs du Paysage culturel de Sintra, il nous faut utiliser les techniques accréditées, au niveau international, par la science et la pratique. Mais il nous faut aussi savoir les concilier avec la protection intransigeante du « génie du lieu », sous peine de transformer un organisme vivant en un simple corps embaumé.

Ceci est un défi des temps actuels, de notre époque, de notre génération. Les solutions ne sont pas aisées, ni universelles, ni même consensuelles. Mais il faut envisager le problème de front, en évitant les réponses les plus faciles, les enjolivures standardisées, les lieux communs. Chaque paysage – chaque site – est un cas particulier, et seule une réflexion approfondie sur sa personnalité spécifique pourra nous mettre sur le bon chemin. Nous tous – le sens commun, les techniciens, les scientifiques, les responsables administratifs et politiques –, pour accomplir avec succès notre mission de conservation et de valorisation des biens classés Patrimoine mondial, nous devons avant tout savoir écouter et comprendre les voix occultes qui émanent de chaque site, appréhender leur dimension sensible et subjective. Ce n'est qu'ensuite que nous pourrions légitimement passer aux choses pratiques.

La durabilité

Il est évident que le principal bénéfice apporté par un bien culturel se mesure toujours à l'ampleur du profit social qu'il génère : éducation et loisirs, mais aussi équilibre individuel et collectif, repos de l'âme et de l'esprit, recherche du beau.

Cependant, la simple conservation et mise en valeur d'un monument – et *a fortiori*, d'un paysage culturel – requiert des sommes considérables, que l'Unesco ne fournit pas et qu'il faut trouver au niveau national. Il est utopique de penser qu'un patrimoine culturel de la dimension et de la complexité du Paysage culturel de Sintra puisse à lui seul se supporter financièrement. Seuls des investissements planifiés de l'Etat peuvent évidemment concrétiser tous les projets et actions exigés par le classement, conformément à un plan de gestion pondéré et bien structuré.

Cependant, la recherche de rentabilisation des espaces publics élevés au rang de Patrimoine mondial est, on le comprend aisément, un facteur commun à tous les biens ainsi classés, quelle que soit la région du monde. Le fait que cette pratique soit commune et consensuelle ne doit cependant pas faire oublier certaines questions sous-jacentes, que nous allons rapidement examiner ici : comment calculer le prix des entrées de façon à concilier l'obtention de recettes avec l'ouverture au public que se doit d'avoir un site dit Patrimoine de l'humanité ? Quel est le point d'équilibre entre les bénéfices financiers souhaitables et la massification ? Comment rendre un site lucratif sans abîmer le « génie du lieu » ? Dans la rentabilisation d'un site, est-ce le maintien de ses caractéristiques essentielles qui devra compter le plus ou bien la commodité du public ? Et comment faciliter les accès tout en préservant non seulement matériellement, mais surtout sensoriellement, l'esprit, l'ambiance spécifique, des paysages traversés et environnants ? Sans oublier qu'une chose est d'arriver quelque part après un parcours plus ou moins long, qui nous introduit peu à peu dans le décor irréel et fascinant que nous souhaitons atteindre, et qu'autre chose – très différente –

est de nous retrouver d'un seul coup au centre de ce décor, comme par accident et sans préparation préalable, grâce aux technologiques disponibles.

Il peut sembler que l'on tourne en rond, ou que l'on soulève des questions jusqu'à un certain point contradictoires. Les réponses seront certainement multiples, comme les sensibilités – y compris celles du public lui-même. Mais il ne faut pas pour autant les ignorer, ni cesser de nous interroger, car c'est en posant les questions et en évaluant les problèmes que l'on peut trouver les solutions les plus adaptées.

Pour conclure...

Comme nous l'avons affirmé au début, nous ne souhaitons pas autre chose pour l'instant que réfléchir avec vous sur certains problèmes inhérents à la gestion d'un bien classé Patrimoine de l'humanité.

Nous nous trouvons indubitablement face à un projet collectif, ce qui englobe toujours de nombreuses voix et sensibilités. Mais il ne s'agit pas pour autant d'un projet anarchique. La gestion de l'avenir d'un site classé Patrimoine mondial doit posséder un centre bien défini qui puisse promouvoir le dialogue, catalyser les relations entre les institutions, synthétiser les différentes voix d'intervention et, en ultime analyse, décider du meilleur chemin à suivre.

Dans le cas d'un Centre historique, d'un paysage culturel, ce centre doit être installé dans la commune, pour les raisons évidentes et nécessaires que nous avons énoncées. Enfin, une dernière réflexion : chaque Paysage culturel constitue en soi un organisme vivant. Ainsi, sa gestion ne peut partir d'idées toutes faites ou de préjugés. De même, il ne faudra jamais la considérer comme achevée. Il s'agit plutôt d'un processus ouvert en permanence, où les solutions considérées aujourd'hui pertinentes peuvent se révéler plus tard inadaptées, tout en sachant que d'autres solutions, aujourd'hui inopportunes, peuvent un jour se montrer appropriées. Un bon gestionnaire – un bon politique – doit essayer, autant que possible et sur la base des indicateurs disponibles, de prévoir à distance, dans le temps. Le patrimoine classé n'est pas isolé, mais pleinement inséré dans une société complexe en changement permanent. Cette constatation, valable en toutes circonstances, revêt une importance spéciale lorsqu'il s'agit d'un site classé Patrimoine de l'humanité.

Mais par ailleurs, on ne peut oublier que ces sites sont comme des ancres dans les océans agités de nos quotidiens, des lieux de référence de notre mémoire historique et collective – et aussi parfois le refuge de l'imagination de chacun d'entre nous. Cette dimension hors du temps, quasi onirique, leur confère un rôle fondamental et irremplaçable au sein de notre société. C'est pourquoi il faut leur réserver une place particulière dans les politiques de gestion des territoires dont ils dépendent.

FOURTH SESSION

**Integration of the
landscape dimension into
spatial planning policies**

QUATRIEME SESSION

**Intégration de la
dimension paysagère
dans les politiques
d'aménagement du
territoire**

Ecologie du paysage et réseau écologique : identique ou différent ?

Jacques STEIN, Ancien Président du Comité d'experts pour la constitution du Réseau écologique paneuropéen du Conseil de l'Europe

L'écologie du paysage a émergé dans les années 1970 ⁽¹⁾. Un ouvrage récent de Françoise Burel et Jacques Baudry, consacré à l'écologie du paysage, compte pas moins de 359 pages, c'est dire si la matière est imposante. Et la résumer prendrait certainement de nombreuses heures. Dans un premier temps, je me bornerai donc à brosser un tableau général, de la nécessité d'aborder le paysage sous l'angle de l'écologie. Mais afin de savoir de quoi on parle, il me semble important de procéder au rappel de quelques notions de base.

Alors qu'est-ce que l'écologie ? Depuis 1866, et depuis Haeckel, biologiste allemand, chacun s'accorde à penser que l'écologie est la science qui étudie les relations des êtres vivants avec leur milieu, mais aussi les relations développées entre les organismes vivants. Plusieurs concepts-clés caractérisent l'écologie; on peut vraisemblablement en dénombrer une bonne vingtaine, mais il en est quelques-uns qui sont regardés, tant par le grand public que par les scientifiques, comme les plus importants.

Ainsi :

- les écosystèmes, définis dès 1935 comme la résultante de la liaison entre un biotope, en soi abiotique, et une biocénose, association d'un ensemble d'êtres vivants, animaux ou végétaux ;
- les flux d'énergie et de matière entre les organismes vivants ;
- les cycles de l'eau, du carbone et de l'azote ;
- la biodiversité, mieux connue depuis le Sommet de la Terre à Rio en 1992 ;
- la dynamique des espèces, des populations, des habitats avec des successions progressives ou régressives, les déplacements d'espèces ;
- les communautés, la sociologie des plantes et des animaux qui ne sont pas répartis au hasard dans la nature, mais qui évoluent en fonction des conditions du milieu ;
- les habitats eux-mêmes et les niches écologiques ;
- enfin l'adaptation de la forme, du comportement des espèces en milieu évolutif.

Tous ces concepts-clés doivent être mis en regard des grands constats actuels dressés par les spécialistes de l'écologie et de la conservation de la nature et tout particulièrement l'érosion du patrimoine naturel et ses causes :

- la fragmentation des habitats et des populations d'espèces sauvages avec la théorie des îles, l'insularisation ;
- les problèmes de perte de connectivité, de perte de relations entre les fragments ;
- les changements considérables dans l'utilisation des terres, la disparition des haies, des chemins creux, le remembrement etc.

Ce sont tous ces éléments qui caractérisent « le paysage de l'écologie » car, à côté des trois « paysages à prendre au sérieux » selon François Béguin ⁽²⁾, à savoir le paysage des artistes, le paysage des géographes et le paysage des architectes, il y a le paysage de l'écologue. Ce paysage peut-être défini comme

⁽¹⁾ Burel, Fr., Baudry, J., 2000. – *Ecologie du paysage – Concept, méthodes et applications*. Ed. TEC & DOC., Paris, 359 p.

⁽²⁾ Béguin, Fr. 1995 – *Le paysage, dominos*, Flammarion, Paris, 126 p.

le niveau d'organisation des systèmes écologiques supérieur à l'écosystème ; il se caractérise par son hétérogénéité et par sa dynamique gouvernée en partie par les activités humaines. Ce paysage existe indépendamment de la perception.

Et on peut faire ici la distinction entre le paysage perçu ou représenté et le paysage matière, c'est-à-dire celui qui occupe ici quasi exclusivement l'écologue. En effet, il va s'attacher à décortiquer le paysage selon les concepts déjà cités ci-avant, afin d'en établir un diagnostic écologique. Qu'il conviendra bien sûr, dans une approche globale, intégrée, de confronter aux autres approches. Lorsqu'on examine les grands éléments constitutifs des paysages actuels, qui sont également ceux qui lui ont donné naissance, on observe, et vous le savez déjà, qu'il y a trois grandes couches qui se superposent et s'intègrent :

- une matrice physique, géomorphologique – Même si le paysage est unique, on constate une convergence des paysages qui sont situés dans des sites géologiques identiques : les champagnes par exemple, de Hesbaye, de Hanovre ou de Champagne tout simplement. On a donc là une couverture minérale constituée de roches et de sols, d'éléments durs ou d'éléments meubles, qui ont été modelés par les accidents climatiques, les mouvements de la terre, bref, tous les événements qui marquent en général le relief ;
- ensuite une seconde trame, c'est la trame biocénotique. C'est la partie vivante, le manteau végétal principalement, et tout ce qui lui est associé bien sûr, y compris la faune ;
- enfin, le modelé anthropo-historique : le paysage est façonné par les activités successives de l'homme.

Tous ces éléments sont à la fois ceux du géographe et de l'écologue, mais alors que pour le premier, ils servent de critère de classification, pour le second, ils servent à passer à l'action, c'est à dire à la gestion du paysage. Selon la Convention européenne du paysage, la gestion des paysages

comprend les actions visant, dans une perspective de développement durable, à entretenir le paysage afin de guider et d'harmoniser les transformations induites par les évolutions sociales, économiques et environnementales.

En effet, un paysage doit être en quelque sorte adapté à son époque. Il faut y lister les vocations de l'espace afin d'y cantonner les activités de l'homme. Il est impératif parfois, ne serait-ce que pour laisser passer les machines d'exploitation agricole ou forestière actuelles, d'intervenir sur le paysage. Il y a deux manières de le faire, il y a la manière brutale, à laquelle on est souvent confronté aujourd'hui et une autre, bien plus adéquate, en conformité écologique, c'est-à-dire en se conformant aux indications livrées par le diagnostic écologique : « le message de la nature ». Il faut bien sûr également maintenir ou créer de la diversité écologique dans les paysages.

L'écologie permet donc de localiser correctement dans l'espace les attentes, les aspirations de la société en harmonie avec son cadre de vie.

Venons-en maintenant au contexte actuel de la conservation de la nature, en dehors du concept même de l'écologie qui offre évidemment une acception beaucoup plus large. Et notamment le réseau écologique.

Il s'agit d'un concept qui a été mis au point pour répondre aux grands problèmes posés en matière d'écologie, notamment la fragmentation des habitats et la création d'îlots de biodiversité perdus dans les mers parfois désertiques à ce point de vue. Le réseau écologique a pour ambition de faire en sorte que toutes les zones dans lesquelles on trouve la biodiversité, soient connectées les unes aux autres, afin de favoriser la libre circulation des espèces animales et végétales. Les réseaux écologiques sont constitués de divers types de zones : des zones centrales, dites zones noyaux, dans lesquelles on ne fait que de la conservation de la nature, des zones de développement des valeurs naturelles et paysagères qui peuvent entourer ces zones noyaux, comme zones tampons, ou qui peuvent tout

simplement servir au développement de la nature à l'intérieur d'une activité économique existante, et, enfin, des zones de liaison, les corridors écologiques qui permettent de relier entre elles toutes les zones définies précédemment.

Un des thèmes majeurs de la Stratégie paneuropéenne de la diversité biologique et paysagère approuvée par les ministres européens de l'Environnement, en 1995, à Sofia est précisément le Réseau écologique paneuropéen, illustrant ainsi l'importance de ce concept pour maintenir et développer la diversité biologique et paysagère de la grande Europe.

On le voit, on peut facilement faire des raccords entre le réseau écologique et l'écologie des paysages. Le diagnostic écologique doit donc servir à mieux intégrer toutes les activités humaines dans le paysage. Mais il est particulièrement indispensable pour mettre en œuvre les politiques de conservation et de développement de la diversité biologique et paysagère.

Avant de terminer, je dirais aussi un mot de l'évaluation. Faut-il évaluer le paysage ? C'est le moyen que les scientifiques ont trouvé, ont voulu mettre au point, pour essayer de quantifier (car ce qui n'est pas quantifié n'est pas sérieux) la diversité d'un paysage, la valeur biologique d'un paysage, l'esthétique d'un paysage, l'attrait d'un paysage, etc. Malheureusement, il faut bien se rendre compte que pour en arriver là, nécessairement, on se tourne vers des formules mathématiques très compliquées. Il n'est pas possible d'évaluer un paysage avec des formules simples. Par ailleurs on peut dire aujourd'hui qu'il y a quasiment autant de méthodes d'évaluation et de formules, pour quantifier un paysage, qu'il y a de personnes qui se sont penchées sur cette problématique. Cela pose toute une série de questions. En effet, une valeur globale qu'on attribue à un paysage par rapport à un autre peut difficilement rendre compte d'un paysage. Elle ne peut rendre compte du contenu, du vécu, de ce qui est à l'intérieur d'un paysage. En outre, une telle valeur est tout à fait relative ; l'intérêt d'un paysage n'est possible à déterminer qu'en relation avec un autre évalué exactement de la même façon. Un autre inconvénient est lié au fait qu'on travaille toujours avec des cotations positives, négatives ou fractionnées, mais qu'on part toujours de zéro et qu'on additionne ou multiplie ou intègre toute une série de chiffres qui correspondent à des échelles de valeur. On fait ensuite l'opération mathématique qui permet d'arriver à une cotation d'un paysage. Il n'y a pas de limite vers le haut ; si on sait qu'on part de zéro, en général, on peut par ailleurs arriver à l'infini. Ces moyens de quantification du paysage sont donc un peu sujets à caution.

Permettez-moi d'illustrer, dans la figure ci-après, ce qu'évoque dans mon esprit le problème de l'évaluation du paysage.

Pour terminer, et en relation avec les aspects relatifs à l'éducation, je ne voudrais pas laisser de côté la notion d'hyperpaysage. Le terme est un néologisme créé par une équipe de l'Institut d'éco-pédagogie de Liège. Il se réfère à des termes tels que hypertextualité ou hypermédia. Ce préfixe « hyper » souligne l'idée d'un espace à n dimensions, tel qu'il est impossible à l'être humain de se le représenter. Il y a aussi une notion quantitative : par exemple, une grande masse d'information pour un texte, une notion de structure, un réseau de texte, une dimension méta au-delà du texte. Et à partir des définitions qu'on donne aujourd'hui hypertexte, hypermédia, d'hyperdocuments, on pourrait dire que le langage hypertextuel des pages Web permet de décomposer une image en zone cliquable qui active des documents ressources, textes, sons, images vidéo. Et si cette image est une représentation du paysage, on a sous les yeux et aux bouts des doigts posés sur la souris de l'ordinateur... un hyperpaysage. Si le paysage est photographié à 360° et que les images sont assemblées, on obtient un hyperpaysage paranomique que l'on peut faire défiler à sa guise. Il devient donc possible de voyager dans le panorama, d'y entrer pour l'explorer de manière interactive, voir ce qu'il y a derrière un arbre ou dans un terrier, entendre un oiseau, rencontrer quelqu'un. On pourrait donc définir l'hyperpaysage comme étant le réseau réalisé par l'ensemble des nœuds reliés par l'activation des liens, à un instant donné, par un utilisateur donné, au départ d'une image interactive de paysage. Mais ceci nous entraîne évidemment très loin dans les paysages virtuels, et sans doute un autre exposé complet serait-il nécessaire pour pouvoir aborder ces notions nouvelles.

Evaluation des Paysages

$$P = \frac{\int_0^{\frac{\pi}{2}} \sqrt{1 + \left(\frac{x}{2}\right)^4} dz + \frac{2}{3} \left[\frac{(x+1)^{3/2}}{3/2} \right]_0^3 - \left(1 + \frac{\Delta Y}{\Delta X} \right)^{2/3} \times \sum_{l=1}^{l=n} 2\pi f(x) \sqrt{1 + [f'(x)]^2} dx}{\lim_{n \rightarrow \infty} \sum_{l=1}^{l=n} 2\pi R l \sqrt{1 + R \cos t + dt} + \frac{1}{2 \sin x + \cos x + 2} - \frac{(x-a)^{n+1}}{(n+1)} f^{(n+1)}(c)}$$

The landscape dimension and spatial planning in urban and peripheral areas

Richard STILES, Professor, President of the European Council of Landscape Architecture Schools – ECLAS, Austria

Asphalt jungle meets garden city

Prelude: The belated discovery of the landscape?

Landscape appears to be something of a paradox. On the one hand it is everywhere we look, on the other it seems that we have ignored it for years. It is the place where we live, work and spend our leisure time, yet in planning terms, apparently, we are only just beginning to acknowledge its existence. This must be the case or we would not have come together at the start of the 21st century, to celebrate what is the very first convention on landscape conservation and development at the European level.

So is the landscape really something new? Of course not, it has been around as a concept since at least the early 19th century, and I am not referring just to landscape as a subject matter for painters. It was the great German scientist and explorer Alexander von Humbolt, who coined a very sophisticated and all-encompassing definition of landscape in the early 19th century. Landscape, he said, is an expression of the total character of a region of the earth. Reflecting on this holistic definition today, it is easy to think that we have not come very far in our understanding of the subject, let alone in our practical application of the landscape concept in the planning context.

So, although landscape may not be a very new idea in itself, what is perhaps new is our appreciation of landscape as a component of spatial planning, and of urban spatial planning in particular. But we would be wrong again to make such an assumption. The roots of landscape planning, as an important part of the spatial planning of urban areas can be traced back well into the eighteenth century at least, to the time when enlightened, if still absolutist, rulers of European cities realised the importance of opening royal parks and hunting grounds to the public for recreational use. Examples include Vienna, where the Prater was opened in 1766 and the Augarten in 1775 or Munich, where the citizens were invited in to enjoy the delights of the Englischer Garten in 1789 (Absolutist rulers were, by definition, responsible for everything, including spatial planning and acutely aware of the importance of landscape for the well-being and good humour of their citizens!).

But of course much has changed in the course of the intervening years and urban landscape planning has become very much more sophisticated. Certainly our understanding of landscape has developed considerably (today ‘complexity theory’ teaches us to look upon landscape as an emergent phenomenon – possibly a reason to explain why it has only emerged recently into the spatial planning consciousness). But of course our approaches to planning have also, at last, begun to change with regard to landscape. In Britain, for example, – the country that invented the landscape garden in the early eighteenth century – the term landscape was totally absent from physical planning legislation (much to the frustration of landscape architects) from its inception in the late 1940s until the incorporation of the European Union Environmental Assessment Directive in the late 1980s. (Until then far more difficult terms such as countryside, nature and scenic beauty and amenity had been dominant).

The landscape dimension

So what are the critical aspects of the new landscape dimension as we perceive it today? There are two main characteristics which it is important to stress. The first is that we must accept that landscape is ubiquitous: it is everywhere and not some special kind of scenery to be found and protected in national parks and specially designated beauty spots. This fact, which has long been a central tenet of landscape architecture is now recognised in the European Landscape Convention and is a fundamental breakthrough which is to be warmly applauded.

The second important aspect is that landscape is to be understood as multi-functional and multi-faceted, combining and integrating three different approaches, or as Thompson (2000) has defined them, three different value systems, which he has termed “ Ecology, Community and Delight”. These three value systems for landscapes have, of course, long been in existence and correspond very closely with the three functions – albeit in terms of a building – defined a couple of millennia ago by Vitruvius, architect to Caesar Augustus, namely *utilitas*, *firmitas* and *venustas*. What is important from the landscape point of view is that these three functions or value systems are seen as being explicitly integrated.

We can conveniently consider Alexander von Humbolt as a symbolic cation of one of these three functions or value systems, namely ecology, even though the term had not yet been coined in his time. However, von Humbolt’s reference to the total character of a region of the earth was certainly more related in his mind to, for example, his South American explorations than to his home city of Berlin. Nevertheless, living there as a contemporary of von Humbolt, we can find a personification of the second of the trio of landscape functions, namely Thompson’s delight, which corresponds to Vitruvius’ *venustas*. The person in question is Peter Joseph Lenné, landscape gardener to the Prussian court. Lenné is probably best known for his creation of the landscape composition around Potsdam, now listed as a Unesco World Cultural Heritage Site, but unlike his forerunners in England in the previous century, he was also closely involved in the 'spatial planning of urban areas' (cf. von Buttlar, 1989). He was, for example, instrumental in developing what might today be referred to as open space planning concepts for the expansion of the City of Berlin in the first quarter of the eighteenth century. (At the end of his career he also took part unsuccessfully in the competition for the planning of the Vienna Ringstrasse, with a design, which would have resulted in it being far greener than it is today, and which contemporary accounts suggest was the most favoured entry by the jury as a whole. Its main failing appears to have been that it failed to take sufficient account of traffic needs!)

So while von Humbolt was away discovering and scientifically characterising new landscapes in the southern hemisphere, Lenné was creating new landscapes, of what we now recognise as international quality in and around the Berlin of the early nineteenth century. Still missing from our triumvirate of landscape functions or value systems is Vitruvius's *utilitas* or function (or what Thompson refers to as community – in the sense of its recreational function for general communal benefit). We can conveniently find this third aspect embodied by yet another Berlin personality, although one who was active around a century later than von Humbolt and Lenné, namely Martin Wagner. In 1915 Wagner, who was later to become the director of planning and housing in the Berlin of the Weimar Republic, wrote what was to become a much cited dissertation on the subject of urban open space policy, in which amongst other things, he introduced a functional approach to urban open space and defined the idea of open space standards in terms of pre-defined areas per person to be made available to meet recreational needs (von Reuß, 1985). Wagner was perhaps very unusual for a physical planner of his day, having worked closely with the influential landscape architect Leberecht Migge both before and after becoming the Director of Planning in Berlin. The practical benefits of his work for open space planning in Berlin during the Weimar Republic were not really valued until much later, but we will come back to this point.

Another factor critical for the establishment of the present day landscape approach, which was to be of crucial importance to the development of landscape planning can also be seen as an important Central European contribution very much in the tradition of von Humbolt, namely landscape ecology. This was the result of the combination of the natural regions approach of German geographers with the phytosociology of the Swiss botanist Braun-Blanquet (1928). Tüxen's (1956) concept of the 'potential natural vegetation' as the plant ecological expression of the total character of a landscape region, provided an early basis for what Forman and Godron (1986) have more recently described as landscape as a useable scientific concept.

Some of the first attempts in Europe to operationalise landscape as a planning concept in the early 1970s, went in the direction of trying to assess the optimum land uses of ecological landscape units. These ideas closely paralleled the concept of 'intrinsic suitability' put forward even earlier by McHarg (1969) in his pioneering study "Design with Nature", applications of which he illustrated in both rural and urban areas.

Plant sociologists, such as Braun-Blanquet (1928) and Tüxen (1937) took the ideas of the Swedish botanist Linneus on the classification of individual species and applied them to the description and classification of vegetation plots. This approach has more recently been scaled up and applied to landscapes, which can be seen as a yet higher organisational level of the natural world.

Although landscape planning, founded on the ideas of landscape ecological classification of the land surface into a hierarchically organised mosaic of ecologically, broadly homogenous, landscape units has become generally established as an important spatial planning concept in Central Europe, broadly speaking the practical application of these ideas lags a long way behind the theoretical developments, whereby the situation in Germany, with its well-developed statutory landscape planning system, which has been in existence since the mid-1970s, represents something of an exception.

The state of affairs prevailing in urban areas is arguably somewhat in contrast to this, in that here there has been much practical application of landscape related concepts in spatial planning, which have generally been pragmatic and practically based but perhaps somewhat lacking in a clear conceptual landscape ecological basis. Certain landscape concepts have, nevertheless, long played an important role in spatial planning in urban areas and a brief overview of how these have developed is presented below.

The landscape dimension of urban and peripheral areas

The first issue which needs to be confronted when considering the incorporation of landscape approaches into urban planning, is the apparent paradox presented by the very term urban landscape. Conventionally the concept urban has been viewed as the very antithesis of the idea of landscape. The antithesis this term embodies is perhaps best exemplified by the familiar images of mediaeval towns or renaissance Italian hill villages, in which the urban core is separated from its landscape surroundings by an unyielding and unambiguous defensive wall. Significantly, such images have traditionally played an important role in the education of spatial planners as embodiments of the 'ideals' of an urban environment contrasted against an idyllic rural landscape.

This strict separation between landscape and the essence of the urban was in functional terms not a problem for the inhabitants as long as they did not happen to be under siege: the surrounding landscape was easily accessible for recreation and did not suffer unduly from negative environmental impacts emanating from the town. The explosive growth of many towns and cities as a result of the industrial revolution changed all that. Not only were the woods and fields surrounding the towns engulfed with roads, factories and houses, but the emissions which these caused had a rapid and lasting impact on the surrounding landscape. Specially created, self-contained parks and urban green spaces were seen as providing a kind of landscape antidote to the newly luxuriating urban jungle. Yet while urban parks can in

themselves be viewed as a new feature of the urban environment, they were in one respect less novel, in that they remained separate from it and in contrast to the urban fabric, in the same way as the landscape surrounding the mediaeval city was separate from the town.

The next planning initiative aimed at strengthening the landscape dimension of urban and peripheral areas was the concept of 'networking' the individual parks and gardens, not just to link them up with one another but to use the resulting network to join up the city centre with the surrounding landscape. The idea of systems of parks and open spaces can be traced back to the early stages of the urban parks movement, possibly to an 1829 concept of John Claudius Loudon for a series of rings of parks within and around London (da Ponte, 1991). This concept was soon followed later in the nineteenth century by proposals from Germany for green rings around cities (Arminius, 1874) and at the start of last century by the 1906 *Wald und Wiesengurtel* (Woodland and Meadow Belt) around Vienna. Concepts for open space system for Berlin followed as did the London green belt in the late 1940s. All these ideas had one thing in common, to enhance the separation of the city from the surrounding countryside, or to create bands of parks as a countryside substitute within the city.

Modernism, in the form the Corbusian ideal of urban form, for the first time took the radical step of dissolving the boundary between the urban and the landscape, of finally breaking down the metaphorical city walls and letting the green space flow around and between the buildings, each of which was viewed as an architectural sculpture within a broader landscape setting. The vision of urban open space as an integral part of the urban fabric finally began to be pursued on a large scale in the course of the rebuilding of Europe's cities after the Second World War – albeit in a very different urban form to that originally envisaged in Ebenezer Howard's "Garden City" and realised by Parker and Unwin.

The landscape dimension and spatial planning in urban areas – the case of Berlin

Having already referred to the fact that the German landscape planning represents something of an exception in the European context, as providing an example where the landscape dimension has been closely integrated into the planning process since the mid 1970s and where methodological developments have gone hand in hand with the necessities of the practical application of planning instruments, it makes sense to select the specific examples from this country. As reference has also been made to the situation in Berlin already, there is a certain logic in starting with this example. There are, however, more convincing – landscape related – reasons to consider the landscape developments in city during the post World War II period. Of course Berlin, like most large cities in post-war Europe, also had its share of modernist urbanism with high-rise housing located in a parkland setting, creating a new style of urban landscape, which for the first time was true to the meaning of the apparently self-contradictory term. But the special interest in the situation in Berlin lies in the particular landscape and planning context which prevailed in the city between circa 1960 and 1990.

The first factor was the result of the city's unique geo-political situation, through which it became part of the 'front line' in the Cold War, leading to its forced division and the building of the Berlin Wall in 1961. As a consequence Berlin, or more specifically West Berlin, was left in a unique position, in that it became a city with no periphery, having been cut off from its landscape hinterland. One could almost say that the mediaeval case of the walled city had been restored in a modern context and on a vastly greater scale. This fact was to have a significant impact on the treatment of the landscape dimension in the spatial planning of the city, whose landscape *intra muros* gained an unparalleled importance at a stroke in 1961. This event and its consequences must be viewed in the context of a second factor which was specific to the situation in Germany, the implementation of the statutory landscape planning system, to which brief reference has already been made.

In Berlin landscape planning was enacted in 1979 through means of the Berlin Nature Conservation Act. This created the instruments of the Landscape Programme and the Species

Conservation Programme, and the legislation required that the Landscape Programme be completed by 1984 (*Senator für Stadtentwicklung und Umweltschutz*, 1984). The special status of West Berlin may also have had something to do with the fact that a model project for the parallel preparation of an Environmental Atlas of the city was given federal funding and undertaken by the City authorities together with the Federal Environment Agency (Ellermann, Goedecke & Schneider, 1985). What made Berlin particularly suitable for such a study was the fact that, because of its geo-political situation, it had also become the centre for urban ecology. Without the surrounding rural landscape to act as an ecological laboratory, the discipline of urban ecology was almost pre-destined to develop and blossom in West Berlin. The resulting urban ecological know-how, and the spatial tradition of landscape ecology within which it developed in Berlin, together with the paramount political importance of conserving and developing recreation areas in the city as an essential precondition for its very survival, made the West Berlin of the late 1970s and early 1980s in particular a unique model for developing highly sophisticated approaches to maximising the landscape dimension of spatial planning in urban areas. The outcome of this very intensive urban landscape planning exercise was the 1984 Landscape Programme, which formed the basis for the subsequent land use plan for the city. This plan, it must be remembered, was able to benefit very considerably from the forward looking open space planning policies pursued by the municipal authorities under the direction of Martin Wagner during the 1920s and early 1930s.

What do these approaches to urban landscape planning look like, and how can they be said to reflect the holistic demands of the landscape dimension referred to earlier? If we go back to our modified Vitruvian tripartite model of (recreational) function, (ecological) stability and (unique character and visual) beauty, then all three aspects are to be more or less explicitly found within the study. Objectives and guidelines for the development of the urban landscape in Berlin were set out in the landscape programme, which related exactly to these three aspects of the urban landscape. These were, in turn, based on a series of detailed studies of Berlin's urban landscape. Amongst many other things, these studies looked at the underlying natural landscape structure of the city, Berlin's townscape and visual scenery, recreation needs and resources within the city and the distribution and nature of urban habitat types.

These background studies of the urban landscape, which provided the basis for the Berlin Environment Atlas, together with the subsequent development of landscape planning policies based on them provide an excellent example of the integration of a strong landscape dimension into urban spatial planning, whereby above all the main focus and the particular innovation in Berlin's landscape programme of the mid 1980s can be seen as the way in which 69 different urban habitat types or urban ecological landscape units were defined, described and classified according to principles analogous to those previously applied rural context, providing a basis for developing logically reasoned landscape planning policies. The reason that this example of the West Berlin landscape programme of the mid 1980s has been quoted, is apart from its model project character and the fact that it represents a unique example of a city without a periphery, is also to stress the fact that the integration of the landscape dimension is nothing particularly novel as an important and sophisticated component of urban spatial planning.

So far there has been no distinction made between urban and peripheral areas, and such a distinction was not part of the Berlin study, largely for the reasons of the absence of a normal urban periphery as discussed above. To consider the landscape dimension of peripheral areas, there is another important, and in some respects a more recent German example which can usefully be considered. This is also interesting in that it illustrates the development of a very different planning approach to the urban landscape.

The landscape dimension and spatial planning in peripheral areas

This more recent example of the way in which the landscape dimension has played an important part in urban spatial planning, namely that of the Emscher Park International Building Exhibition (IBA), however, has every bit as long a history as does the integration of the landscape dimension in the planning of the City of Berlin.

First of all it is interesting as, it provides a direct contrast to the situation in former West Berlin, which can be seen as (part of) a centrally organised city, structured around, and developing out from an historic centre, and which had been deprived of a real periphery over a period of some three decades by the presence of the Berlin Wall (these were the very three decades when the most intensive development of urban periphery has been taking place across the rest of the industrial world). The Ruhr District, within which the Emscher Park IBA took place during the last decade, can be viewed as being the complete opposite to the situation in West Berlin, being composed more or less entirely of periphery with very little historic core. Here, since the early nineteenth century, urban development has not so much followed the laws of economic geography as those of economic geology. As in the case of all mining regions, the urban structure is diffuse and hard to interpret. It is frequently not clear where one settlement finishes and another starts, and the space between is an intimate mosaic of relicts of rural land uses, industrial sites and dereliction. Although the Ruhr District is, in administrative terms, made up of many different municipalities (11 separate cities and four district authority areas), on the ground these merge almost seamlessly into one another in one great unstructured industrial and urban sprawl, housing a population that has been declining with the loss of jobs in the old heavy industries, but which is still around 5.3 million inhabitants in total.

Or so it could have been, were it not for the vision of the founders of the Ruhr District Authority, which was established in 1920 as the first joint municipal authority anywhere in the world. This had the aim of taming and structuring the growing urban sprawl, above all through a policy of protecting the remaining landscape and developing a system of regional open spaces. This early and still exemplary manifestation of the introduction of a strong landscape dimension to urban planning, soon developed from a policy of merely protecting open spaces from development, to one based on the active use of the urban landscape as a means of structuring and channelling development. A series of seven regional green wedges were defined as a basis for giving form to the urban landscape and at the same time providing recreation space for the population. These have been complemented by the planning and creation of a series of regional leisure parks (Revierparks) and by the creation of other new parks by the staging of garden festivals in Essen and Dortmund as well as more recently a number of smaller towns

In the Ruhr District, as in Berlin, the three parameters of the landscape approach can be identified, and here too the emphasis which has been placed on them by society has changed over time. The initial considerations which motivated the protection of open spaces in the Ruhr District were related closely to the importance of their recreational role for the wider community. Later, with the rise of the environmental movement in the 1970s, nature conservation and particularly the climatic aspects of the urban landscape received greater attention, with the reclamation of despoiled mining areas being carried out with an emphasis on creating naturalistic recreation space, which also functioned as a wildlife habitat, and in order to enhance the characteristics of the urban climate. The most recent developments have, however, moved the spotlight to the way in which the urban landscape can contribute delight and the creation of a self-confident new image for the Ruhr District, which was suffering from the terminal decline of its old heavy industries.

It was realised that the previous approaches of derelict land reclamation and the creation of naturalistic green wedges and new parks accompanied by landscape ecological studies was not enough to provide the necessary new start for the region. However, by building on this legacy of sixty years of landscape planning in the region it was possible to develop a new

strategy which aimed to highlight and celebrate the remains of the past industrial heritage in the landscape, rather than continue to try and reclaim areas in such a way as to pretend that the spoil heaps and the heavy industry of the area had never existed in the first place. Nevertheless, the landscape was seen as a key, if not the key component in the strategy for regeneration of the region and as a vital tool in creating a new identity and sense of self-confidence .

Rather than taking a comprehensive, scientific and analytical approach to landscape reclamation, which might have been the case in the previous decade, the strategy chosen was one of selective interventions using ideas borrowed from the American Land Art movement of the 1970s to create a series of large-scale landmarks making use of the legacy of mining spoil heaps and derelict sites (Dettmar & Ganser, 1999). These interventions aimed to draw attention to and heighten the impact of the remains of the region's industrial past rather than to hide them and pretend that they had never even existed, as had been the strategy for decades. Indeed spoil heaps which had been previously laboriously reclaimed and vegetated were even stripped of their grass and trees in many cases and laid bare in order to provide a suitably stark setting for some of the new monumental sculptures and structures which were erected. Instead of dismantling obsolete industrial plant, there are examples where it was not only retained, but made into the centrepiece of an almost romantic new post-modern, post industrial landscape. In particular the Landschaftspark Duisburg Nord. Somehow reminiscent of the classical ruins in the English landscape gardens of the eighteenth century, the many new parks created in the 1990s in the Ruhr District as part of the IBA Emscher Park project, were hardly felt to be complete without their quota of industrial ruins in the form of cokeing plants, pit head winding gear or blast furnaces and smelting ovens, often dramatically lit at night for further effect. What had previously been regarded as the characteristic features of a derelict and depressing landscape of a region of declining and collapsed heavy industry, became transformed into the spearhead of a new landscape identity for the region. The landscape infrastructure so created is viewed as providing a framework for a long term process of urban re-development . While being in complete contrast to the approaches of integrating the landscape dimension into the urban planning of West Berlin of some 15 years previously, the landscape of the Emscher Park International Building Exhibition provides no less an outstanding example of the role which the landscape dimension can play in the spatial planning of – in this case – peripheral areas.

Postscript: asphalt jungle meets garden city

Rapidly improving transport and electronic communications are fast blurring the old distinctions between urban and rural areas. In the same way in which the landscape approach in rural areas has now finally come to recognise that landscape is everywhere and not just restricted to the areas of particular natural beauty or cultural landscapes shaped by pre-industrial agriculture, it is important to realise that in urban and peripheral areas the urban landscape is made up of more than just the traditional parks and green spaces. Here too, as in the traditional rural cultural landscape, methods of describing and classifying the urban and peripheral landscape need to be developed, which move beyond a concentration simply on parks, gardens and green spaces to one which encompasses the open space characteristics of all urban land use types. These need to be able to consider the urban landscape as a seamless whole and, as far as possible, the approaches selected should be based on the same principles and assumptions as those which are used for the rural landscape. This is especially important as, in many industrial areas in particular the distinction between urban, peripheral and rural is an artificial one, and does not represent a situation which can be recognised on the ground. The operationalisation of the means to identify and assess urban landscapes needs to respond to the landscape approach as outlined above, in that it must reflect the three parameters of human use, ecological stability and aesthetic significance. Furthermore it must be carried out in ways which, while being able to take account of and respond to local and national variation, are both objectively repeatable and internationally applicable to a wide range of towns, cities and settlements of different sizes.

The examples cited above of landscape planning approaches in Berlin and the Ruhr District represent significant and pioneering case studies of strategic approaches to the treatment of landscape issues in urban and peripheral areas, the roots of which can be traced back to the recognition of landscape values as personified by Alexander von Humbolt, Peter Joseph Lenné and Martin Wagner. Above all they make an important contribution to defining the criteria for further research into the development of new approaches to the planning design and management of urban and peripheral landscapes, which ideally needs to be conceived and carried out at a Europe-wide level in order to provide a solid basis for the implementation of the goals set out in the European Landscape Convention within urban and peripheral areas.

References

- Arminius (Gräfin Adelheid Dohna-Poninski), 1874, *Die Großstädte in ihrer Wohnungsnot, Teil II, Vom grünen Ringe der Großstädte oder von der Erholung im Freien und Grünen für alle Schichten der Bevölkerung im Allgemeinen*, Leipzig cited in Richter, G. 1981, *Handbuch Stadtgrün*, BLV Verlag, München.
- Braun-Blanquet, J., 1928, *Pflanzensoziologie*, 1st Edition, Wien.
- von Buttlar, F. (Ed.) 1989, *Peter Joseph Lenné – Volkspark und Arkadien*, Exhibition Catalogue, Nicolaische Verlagsbuchhandlung, Berlin.
- Dettmar, J. & Ganser, K. 1999, *Industrie Natur – Ökologie und Gartenkunst im Emscher Park*, Verlag Eugen Ulmer, Stuttgart.
- Ellermann, F., Goedecke, M. & Schneider, T., 1985, Umweltatlas Berlin, in *Das Gartenamt* 4/34
- Forman, R. & Godron, M., 1986, *Landscape Ecology*, John Wiley.
- McHarg, I., 1969, *Design with Nature*, Doubleday/Natural History Press, New York.
- da Ponte, A. 1991, Public Parks in Great Britain and the United States: From a ‘Spirit of the Place to a ‘Spirit of Civilisation’ in Mosser, M. & Teyssot, G. *The History of Garden Design*, Thames and Hudson, London.
- von Reuss, J., 1985, Freiflächenpolitik als Sozialpolitik, in *Martin Wagner 1885-1957: Wohnungsbau und Weltstadtplanung*, Exhibition Catalogue, Akademie der Künste, Berlin pp. 49 – 65.
- Senator für Stadtentwicklung und Umweltschutz Berlin, 1984, *Landschaftsprogramm – Artenschutzprogramm*, Berlin.
- Thompson, I., 2000, *Ecology, Community and Delight – Sources of Values in Landscape Architecture*, E. & F. Spon, London and New York.
- Tüxen, R., 1937, Die Pflanzengesellschaften Nordwestdeutschlands, *Mitt. Florist.-Soziol. Arb. Gem. Niedersachsen* 3.
- Tüxen, R., 1956, Die Heutige Potentiale Natürliche Vegetation als Gegenstand der Vegetationskartierung, *Angewandte Pflanzensoziologie*, Stolzenau/Weser, 13 pp. 5 – 42.

Appendix

THE EUROPEAN COUNCIL OF LANDSCAPE ARCHITECTURE SCHOOLS

Landscape architecture is concerned with the conservation and development of landscape resources and their associated values at different scales of time and space, and encompasses landscape planning, landscape design and landscape management.

As an academic discipline it is one of the few examples where university education in the 'New World' (Harvard, 1900) pre-dates the first courses in Europe (Oslo, 1919). Although the European roots of the subject go back to the design of parks and gardens for the aristocracy – for example the gardens of Renaissance palaces in 15th and 16th century Italy, the Baroque gardens of 17th Century France and the 18th century English landscape garden – with the rise of the industrial revolution in the 19th century, concern for the quality of the urban environment soon led to the focus moving to the provision of urban parks and green spaces. Perhaps the most well know examples was the creation of New York's Central Park by Frederick Law Olmstead, who also coined the term landscape architecture. In the late 19th and early 20th centuries the social importance of urban open space became a major focus of concern. The environmental revolution of the latter part of the 20th century shifted the focus to ecological concerns and to an approach which widened to draw on the traditions and methods of the natural sciences. Environmental impact assessment and the conservation of the cultural landscape have played an important role over the last two decades, yet more recently this has been accompanied by a renewed awareness of the aesthetic and symbolic values of design open spaces.

The European Council of Landscape Architecture Schools – ECLAS – originated from a meeting held in former West Berlin in 1989, shortly before the fall of the Berlin Wall, and has grown to integrate landscape architecture schools from both western Europe as well as the new democracies of Eastern and Central Europe. ECLAS exists to foster and develop scholarship in landscape architecture throughout Europe by strengthening contacts and enriching the dialogue between members of Europe's landscape academic community. The organisation is now working to develop its activities beyond the series of very successful annual conferences towards an ongoing process of co-operation based around a series of international working groups and through the development of a Thematic Network Project under the auspices of the European Union ERASMUS Programme.

The European Council of Landscape Architecture Schools whole-heartedly welcomes the European Landscape Convention's declared aims of promoting (landscape) protection, management and planning and organising European co-operation on landscape issues through the exchange of information and experience. Within the fields of education and scholarship in particular, these aims coincide very closely with those of ECLAS, which looks forward to being able to make a significant contribution to putting the Convention into practice. With regard to the provisions on education and training (Article 6 B), ECLAS member schools have long been involved in educating specialists in landscape conservation and development in the form of landscape architecture professionals trained in a wide range of aspects of landscape planning, landscape design and landscape management. Landscape architecture schools – staffed by specialist teachers and researchers in, amongst other things, landscape identification, landscape assessment and the implementation of landscape planning and management policies, as well as the design and creation of new landscapes in both urban and rural areas – exist in most Council of Europe member states and provide an important resource to support the implementation of the European Landscape Convention. Further information about the aims and activities of the European Council of Landscape Architecture Schools can be obtained from the organisation's web site at: www.eclas.org

Landscape planning in densely populated areas : the example of Germany

Dirk Mickael WASHER, Network co-ordinator for "Landscape Europe"

Sustainable open space in North West Europe: the example of Germany

Spatial developments in North-Western Europe are dominated by the ongoing process of urbanisation, more and more developing along the lines of major infrastructure. Within this metropolitan area new spatial patterns develop as regional economies globalise. A process of up-scaling is clearly visible and a network society develops. The traditional pattern of clearly separated towns and countryside is rapidly changing into the image of an extensive urban field.

In such an urban field, meaningful open space of a high quality is sparse and should be cherished. Historic types of open space like the London Green belt, green wedges or buffer zones may serve as examples, but will not fulfil completely the contemporary needs. As the urban environment is changing, the management and development of open space must respond to these new challenges. Agriculture as the traditional steward of open space is becoming less self-evident. Diversification is needed and new management systems will have to be developed. The future perspectives for open spaces depends both on the endogenous qualities of natural resources, cultural heritage and landscape, as on the way these open spaces function in the urbanised environment in fulfilling needs of the city-dwellers. A change of focus can be detected in society, towards a higher appreciation for the quality of open space.

The SOS Project

Seven regions from five different countries jointly took up this challenge and set up a project to exchange ideas and elaborate new perspectives on open space. This project, Sustainable Open Space (SOS), fits within the INTERREG IIC programme for the North Western Metropolitan Area.(NWMA). With this project the regions aim to:

- contribute to the development of a spatial vision for the North West Metropolitan Area in the field of cultural heritage and natural resources, integrated landscape planning and management and open space policy;
- promote the exchange of knowledge the partner regions on open space policy and spatial planning items and to organise mutual understanding and co-ordinate approaches towards spatial planning and management approach;
- work towards the establishment of a European network on landscape and cultural heritage that contributes to the exchange of knowledge, ideas and personnel and facilitates actual co-operation on.

In order to achieve these objectives a number of exchange activities and joint research will be undertaken:

1. Through a series of exchanges and interactions in workshops and other meetings the knowledge about spatial planning strategies for open space, cultural and ecological landscape management, urban-rural relationships and open space policy in the NWMA will be shared, extended and gathered in guides of best practices. Thus the competence of practitioners will increase. Three mayor themes for the exchange and co-operation

emerge when looking at regional characteristics and general processes taking place in the open spaces of the participating regions:

- the enhancement of environmental quality and natural resources;
- the need to diversify the rural economy and to develop recreation facilities; and
- the widespread wish to safeguard the cultural heritage and add identity to the open space.

Each theme will be addressed at one of the three first workshops. The fourth one will concentrate on a integrated approach.

2. By jointly working on the development, organisation and implementation of transnational pilot projects to enhance the quality of the open space. Therefore three pilot studies will be undertaken in order to:
 - develop new tools to enhance public awareness on landscape and open space and work out a concept for regional knowledge centres;
 - elaborate the concept of landscape marketing; and
 - combine cultural remnants with developing new landmarks into a landscape network of cultural heritage.
3. Finally, by undertaking joint actions to promote shared interests in the field of open space policy, landscape planning, rural management and cultural heritage.

Special focus Germany: Regionalpark Rhein-Main

In 1994, the parliament of the *Umlandverband* decided to start the project *Regionalpark Rhein-Main*. The *Regionalpark* shall be the “spine of the *Regionale Grünzüge*” – a network of parklike lanes and places in the open spaces all over the core of the region. The *Regionalpark* is aimed at positive and immediate action by the regional institution *Umlandverband* in co-operation with the municipalities. It aims at a broad alliance of interests for the protection of open space.

Working summary

Dusan BLAGANJE, Professor, Council of Europe expert

The vast majority of European territory is composed of landscapes, not only the cultural landscapes, having special values and in some cases protected by law, and not considering the areas which some call urban landscapes. The physical dimension of the landscape phenomena makes them difficult to manage and does not in itself represent a fact that would eventually make the landscapes less vulnerable to adverse effects. On the other hand the sheer size of landscapes represents an opportunity which – if developed in a prudent management – substantially enhances the perspective of sustainability in future spatial development.

It has been undisputed that many landscapes need special protection. But landscapes are not only heritage. At the same time they are resources, which need comprehensive management. In many cases this should not include only protection, but requires improvement. In other equally numerous cases its resource role – particularly in agriculture and forestry – will have to be granted future advantage, without of course, diminishing the responsibility of any economic operator for prudent, sustained and respectful exploitation of landscapes.

No goals can justify deterioration of landscapes through adverse effects of settlement and economic operations. Controlled and intense use of urban land, particularly the promotion of introvert growth of cities, can reduce the landscape transformation to building land. And where this is inevitable, adequate grade of conservation should still be applied in order to allow penetration of landscapes in urbanised space, achieving the role of urban green areas.

Agriculture and forestry should not be seen only as economic activities and land uses. They are indispensable tools for landscape management. Their operation methods should be held in line with the goals of prudent and rational land use and sustainable spatial development. Agricultural market uncertainties could in a greater scale be encountered by adaptive patterns of production for market niches, which increase in variety and extent along with economic and social development of our societies.

Even remote tools such as efficient logistics and transport of perishable agricultural products can be helpful directly to development of niche production and indirectly support the objectives of landscape management and spatial planning. The growth of agricultural productivity should not lead to abandoning of arable land. Where this is unavoidable, re-naturation should be as controlled as it has to be in the case of any other abandoned economic land use.

The landscapes of today reflect the population, economic, social and cultural history of regions. They require profound knowledge and complex and efficient planning and management instruments. In-depth study of landscapes as integral parts of pertaining territories, of development possibilities, opportunities and constraints, potentials and capacities of space, vulnerability, cultures, public opinions and social values, in as much as a thorough study of change, are very important scientific tools for efficient landscape planning.

Comprehensive spatial planning – or as it has been named several times recently territorial impact assessment – including strategic environmental impact assessment of larger scale and detailed environmental impact assessment of any envisaged change of land use during the administrative procedures implied to permit such change, are essential.

Evaluation of landscapes and their systemisation according to their outstanding characteristics facilitate not only their planning and management, but through rendering them

more comprehensible, as well the building of favourable public opinion towards their importance. Development of guidelines and common principles as well as granting continuous access to a developing good practices would support the sustainable landscape planning and management, ranging from controlling exploiting land uses of great intensity and scale to the most vigorous conservation of most valuable landscape heritage.

Landscape management is an integral part of spatial planning, but it should be born in mind that the latter is much more than producing and adopting the spatial and detailed plans. Its main objective and its most important component is the implementation of planning decisions through a number of measures that have to be undertaken to achieve this. These comprise a variety of policies: financial, economic, spatial, agricultural, social, cultural and others.

In pursuing the public good these policies should not ignore that managing landscapes involves important questions, which are derived from their asset, property or real estate attributes. It should be remembered that the “normal” fiscal and other financial tools, often used to regulate urban development in pursuing public needs, might not work in landscape management. The comparatively lower money-value of landscape areas leaves much smaller if any margin to accommodate the cost of public good, as in the case of the substantially more expensive urban land.

In many cases the protective regulation and management of landscapes will thus require economic and financial stimulation to land owners in order to be feasible. Landscapes are a value of such an importance that they could be a reason for necessary exemptions in otherwise very restrictive European economic stimulation policies.

The Landscape Convention, already signed by considerable number of the member-states of the Council of Europe, is an important tool too. But it will take further efforts to develop efficient instruments for its implementation, whereby the messages conveyed by the Lisbon Seminar will have to be considered. New methods will have to be invented as the existing ones don't seem to be sufficient.

As it is often valid for all “last-but-not-least” matters, the last conclusion is the most important. Similarly as in some other matters from recent agendas of CEMAT, the role of local and regional authorities in the field of landscape management is still too weak. It has been stressed at the seminar that that the competence for landscape planning and management should be brought to that level of government, which is closest to the people's concerns. It could be added that this refers not only to legal competence, but implies direct involving of people through their participation in decision processes.

There is no doubt that the most appropriate level complying with these requirements are the local communities. And there can be little doubt that the same is valid for a number of issues dealt by CEMAT. It is not an isolated opinion that the involvement of local and regional authorities be will decisive for the success of the implementation of the Guiding Principles for Sustainable Spatial Development of the European Continent by far more than action by governments or common European organs could be.

Therefore it could be a matter of concern, that the local and regional authorities' interest for e.g. sustainable landscape management has to be enhanced through offering of awards. This should raise greater effort in search of better ways of cooperation between various levels of government and is a challenge in itself for the future work of CEMAT.

C o n c l u s i o n s

The International Seminar of the European Conference of Ministers responsible for Regional Planning (CEMAT) of the member States of the Council of Europe on “*Landscape Heritage, Spatial Planning and Sustainable Development*”, held in Lisbon on 26-27 November 2001, was jointly organised by the Council of Europe – Regional Planning, Technical Co-operation and Assistance Division – and the Ministry of Environment and Spatial Planning of Portugal.

The Seminar’s aims contributed to the implementation of the Guiding Principles for Sustainable Spatial Development of the European Continent and to the preparation of the next European Conference of the Ministers responsible for Regional Planning, which will take place in Ljubljana on 16 and 17 September 2003 on “Implementation of Strategies and Perspectives for the Sustainable Territorial Development of the European Continent”. The objectives were in this respect, in the light of the European Convention (Florence, 20 October 2000):

- to identify spatial planning issues through the landscape dimension;
- to find concrete solutions to the problems, taking account of the characteristics of each landscape; and
- to make proposals in order to integrate the landscape dimension into spatial planning policies.

It was the second Seminar held since the adoption of the “Guiding Principles for Sustainable Spatial Development of the European Continent”, by the 12th Session of the Ministers responsible for Regional Planning of the Members States of the Council of Europe, in Hanover, Germany, on 8 September 2000.

The Guiding Principles take special account of the issue of landscape and consider that “spatial development policy can contribute to protecting, managing and enhancing landscapes by adopting appropriate measures, in particular by organising better interactions between various sectoral policies with regard to their territorial impacts”. They list a series of appropriate measures.

The European Landscape Convention was moreover opened for signature on 20 October 2000, at a Ministerial Conference of the Council of Europe in Florence, Italy. The Convention’s aims are to promote protection, management and planning, and to organise European co-operation on landscape issues. It is the first international treaty exclusively concerned with protection, management and planning of European landscape.

As a key element of individual and community well-being and quality of life, landscape plays an important part in human fulfilment and in the reinforcement of European identity. It significantly shapes general interest economically, culturally, ecologically, environmentally and socially. However, changes in agricultural, forestry, industrial and mining technology, together with practices in planning, urban development, transport, network-building of various kinds, tourism and recreation and, at a more general level, changes in the world economy, are in many cases accelerating the transformation of landscapes.

It is undisputed that some landscapes, of outstanding beauty, need special protection. Landscapes are not however only a heritage to be protected, but at the same time they are resources, which need appropriate management so that they evolve without loss of quality, and even increase their quality. In this respect, the natural resource role – particularly in agriculture and forestry – will have to be granted future advantage, without of course, diminishing the responsibility of any economic operator for prudent, sustained and respectful exploitation of landscapes. Finally, economic and social changes may create the need for the development of new landscapes, as for instance the construction of new transport infrastructures. These developments must be conceived and carried out in such a way as to produce a better quality of the ensuing landscapes.

Le Séminaire international de la Conférence européenne des ministres responsables de l'aménagement du territoire des États membres du Conseil de l'Europe (CEMAT) sur « *Patrimoine paysage, aménagement du territoire et développement durable* » tenu à Lisbonne les 26 et 27 novembre 2001 était organisé conjointement par le Conseil de l'Europe – Division de l'aménagement du territoire, de l'assistance et de la coopération techniques – et le Ministère de l'Environnement et de l'Aménagement du Territoire du Portugal.

Le Séminaire a eu pour objectif de contribuer à la mise en œuvre des « Principes directeurs pour le développement territorial durable du continent européen » et à la préparation de la prochaine Conférence européenne des ministres responsables de l'aménagement du territoire qui se tiendra à Ljubljana les 16 et 17 septembre 2003 sur « La mise en œuvre des stratégies et perspectives pour le développement territorial durable du Continent européen ». Il s'agissait à cet égard, à la lumière de la Convention européenne du paysage (Florence, 20 octobre 2000) :

- d'identifier les problématiques de l'aménagement du territoire à travers la dimension paysagère ;
- de rechercher des solutions concrètes aux problèmes posés en tenant compte des caractéristiques locales de chaque paysage ; et
- de formuler des propositions afin d'intégrer la dimension paysagère dans les politiques d'aménagement du territoire.

Il représentait le deuxième Séminaire organisé depuis l'adoption des Principes directeurs pour le développement territorial durable du continent européen par la 12^e Session de la Conférence européenne des ministres responsables de l'aménagement du territoire (CEMAT) à Hanovre, en Allemagne, le 8 septembre 2000.

Les Principes directeurs prennent tout spécialement en compte la question du paysage et considèrent que « la politique d'aménagement peut contribuer à la protection des paysages, à leur gestion et à leur aménagement par le biais de mesures appropriées et par une meilleure interaction des diverses politiques sectorielles quant à leur impact sur l'espace ». Ils énoncent ainsi une série de mesures appropriées.

La Convention européenne du paysage a par ailleurs été ouverte à la signature le 20 octobre 2000 à Florence (Italie) lors d'une Conférence ministérielle du Conseil de l'Europe. Elle a pour objet de promouvoir la protection, la gestion et l'aménagement des paysages européens et d'organiser la coopération européenne dans ce domaine. Elle représente aujourd'hui le premier traité international exclusivement consacré à la protection, à la gestion et à la mise en valeur du paysage européen.

Élément essentiel du bien-être individuel et social des populations, une haute qualité paysagère contribue au maintien, voire à l'amélioration de la qualité de vie des êtres humains ainsi qu'à la valorisation de leur identité culturelle. Par ce biais le paysage contribue de manière essentielle à tout intérêt général sur les plans économique, culturel, écologique, environnemental et social. Pourtant, les évolutions des techniques de production agricole, sylvicole, industrielle et minière, ainsi que les pratiques en matière d'aménagement du territoire, d'urbanisme, de transport, de réseaux, de tourisme et de loisirs et, plus généralement, les changements économiques mondiaux continuent, dans beaucoup de cas, à accélérer la transformation des paysages.

Il est incontestable que certains paysages, parmi les plus remarquables, ont besoin d'une protection spéciale. Les paysages ne sont cependant pas seulement un patrimoine à protéger, ils sont également des ressources, qui ont besoin d'une gestion appropriée pour que leur évolution s'opère sans perte de qualité, voire permette d'en augmenter la qualité. A cet effet, on devra privilégier le rôle de ressources naturelles, notamment en agriculture et en sylviculture, sans pour autant diminuer l'obligation qui incombe à tout opérateur économique de les exploiter d'une manière prudente, durable et respectueuse. Enfin, les évolutions sociales et économiques peuvent nécessiter l'aménagement de paysages nouveaux, comme, par exemple, la construction de nouvelles infrastructures de transport. Ces aménagements doivent être conçus et réalisés de manière à offrir la meilleure qualité des paysages produits.

No goals can justify deterioration of the quality of landscapes through adverse effects of settlement and economic operations. Controlled and intense use of urban land, particularly the promotion of introvert growth of cities, can reduce the natural or semi-natural landscape transformation to building land. And where this is inevitable, adequate grade of conservation should still be applied in order to allow reciprocal enhancement of urbanised space and green areas.

Agriculture and forestry should not be seen only as economic activities and land uses. They are indispensable tools for landscape management. Their operation methods should be held in line with the goals of prudent and rational land use and sustainable spatial development. Agricultural market uncertainties could in a greater scale be encountered by adaptive patterns of production for market niches, which increase in variety and extent along with economic and social development of our societies.

The landscapes of today reflect the population, economic, social and cultural history of regions. They require profound knowledge and complex and efficient planning and management instruments. In-depth study of landscapes indissociable from pertaining territories, of development possibilities, opportunities and constraints, potentials and capacities of space, vulnerability, cultures, public opinions and social values, in as much as a thorough study of change, are very important scientific tools for efficient landscape planning. Comprehensive spatial planning with a territorial impact assessment, is essential, including long-term strategic environmental impact assessment of larger scale and detailed environmental impact assessment of any envisaged change of land use during the administrative procedures implied to permit such change.

Identification and assessment of landscapes and their systemisation according to their outstanding characteristics facilitate not only their protection, planning and management, but also renders them more comprehensible, as well as encouraging the building of favourable public opinion towards their importance. Development of guidelines and common principles, as well as granting continuous access to developing good practices would support sustainable landscape planning and management, ranging from controlling land use of great intensity and scale to the most vigorous conservation of the most valuable landscape heritage.

Landscape management is an integral part of spatial planning, but it should be borne in mind that the latter is much more than producing and adopting the spatial and detailed plans. Its main objective and its most important component are the implementation of planning decisions through a number of measures that have to be undertaken to achieve this. These comprise a variety of policies: financial, economic, spatial, agricultural, social, cultural and others.

In pursuing the public good, these policies should not ignore that managing landscapes involves important questions, which are derived from their asset, property or real estate attributes. The “normal” fiscal and other financial tools, often used to regulate urban development in pursuing public needs, might not work in landscape management.

In many cases the protective regulation and management of landscapes will thus require economic and financial stimulation to land owners in order to be feasible. Landscapes have a value of such an importance that they could be a reason for necessary exemptions in otherwise very restrictive European economic stimulation policies in this respect.

Aucun objectif ne peut justifier que la qualité des paysages soit détériorée par les effets résultant du peuplement humain et des activités économiques. Une utilisation maîtrisée de l'espace urbain, et notamment l'encouragement de la croissance endogène des villes, peut réduire le phénomène de la transformation de paysages naturels ou semi-naturels en terrains à bâtir. Et lorsque ce processus est inévitable, il demeure souhaitable de pratiquer un certain degré de conservation pour que les espaces urbanisés et les espaces verts se valorisent réciproquement.

L'agriculture et la sylviculture ne doivent pas être considérées uniquement comme des activités économiques et des formes d'utilisation des sols. Elles sont des éléments indispensables dans la gestion des paysages. Les méthodes d'exploitation agricole et sylvicole doivent rester conformes aux objectifs d'une utilisation des sols prudente et rationnelle et d'un développement spatial durable. Face aux incertitudes des marchés agricoles, on pourrait utiliser plus largement des schémas de production adaptés aux créneaux du marché, qui se multiplient et se diversifient avec le développement économique et social de nos sociétés.

Les paysages d'aujourd'hui reflètent l'histoire démographique, économique, sociale et culturelle des régions. Ils requièrent des connaissances approfondies et des instruments de qualification et de gestion aussi complexes qu'efficaces. Une étude approfondie des paysages en tant qu'élément indissociable des territoires, des possibilités, opportunités et contraintes en matière de développement, des potentialités et capacités de l'espace, de la vulnérabilité, des cultures, des opinions publiques et des valeurs sociales, ainsi qu'une étude approfondie du changement, sont autant d'outils scientifiques très importants pour un aménagement efficace des paysages. Un aménagement global du territoire avec une analyse de l'impact paysager à long terme y incluant tout changement prévu dans l'utilisation des sols est une procédure politique et administrative essentielle du futur.

L'identification et la qualification des paysages et leur systématisation en fonction de leurs traits saillants facilitent leur protection, leur aménagement et leur gestion en les rendant plus compréhensibles, et favorisent l'émergence d'une opinion publique favorable, sensible à leur importance. L'élaboration de lignes directrices et de principes communs, ainsi que l'octroi d'un accès permanent aux bonnes pratiques qui se développent, sont de nature à favoriser une gestion et un aménagement durables des paysages, depuis la réglementation des utilisations intensives des sols jusqu'à la conservation la plus radicale du patrimoine paysager particulièrement précieux.

La gestion des paysages fait partie intégrante de l'aménagement du territoire, mais il convient d'avoir à l'esprit que celui-ci est bien davantage que l'élaboration et l'adoption de plans d'aménagement détaillés. Le principal objectif de l'aménagement du territoire, et sa principale composante, est la mise en œuvre des décisions de planification à travers un certain nombre de mesures indispensables à cet effet. Elles incluent diverses politiques, notamment financières, économiques, spatiales, agricoles, sociales, culturelles, etc.

Dans la recherche de l'intérêt général, ces politiques ne peuvent ignorer que la gestion des paysages soulève des questions importantes en termes d'avoirs, de patrimoine ou de biens fonciers. Les outils financiers «ordinaires», notamment fiscaux, auxquels on a souvent recours pour réglementer le développement urbain dans la perspective des besoins de la population, ne sont pas nécessairement opérationnels pour la gestion paysagère.

Ainsi, très souvent, la réglementation et la gestion protectrices des paysages ne peuvent être mises en œuvre sans une stimulation économique et financière des propriétaires fonciers. Les paysages sont un bien tellement précieux qu'ils pourraient justifier qu'on apporte des dérogations à des politiques européennes de stimulation économique normalement très restrictives à cet égard.

The European Landscape Convention represents a new and important tool. But it will take further efforts to develop efficient instruments for its implementation, whereby the messages conveyed by the Lisbon Seminar will have to be considered. New methods will have to be invented as the existing ones do not seem to be sufficient.

Moreover, the role of local and regional authorities in the field of landscape management must still be developed. It has been stressed at the Seminar that the competence for landscape planning and management should be brought to that level of government which is closest to the people's concerns. It could be added that this refers not only to legal competence, but implies direct involving of people through their participation in decision processes. This should raise greater effort in search of better ways of cooperation between various levels of government and is a challenge in itself for the future work of the CEMAT.

La Convention européenne du paysage constitue un outil nouveau et important. Il faudra cependant déployer de nouveaux efforts pour élaborer des instruments efficaces pour sa mise en œuvre; dans cette démarche, il faudra aussi prendre en compte les messages livrés par le Séminaire de Lisbonne. Il faudra élaborer de nouvelles méthodes, les méthodes existantes ne paraissant pas suffisantes.

Par ailleurs, le rôle des pouvoirs locaux et régionaux en matière de gestion paysagère doit encore être développé. Il a été souligné, lors du Séminaire, que la compétence en matière de gestion et d'aménagement des paysages devrait être exercée à un niveau de gouvernement qui soit le plus proche des préoccupations des populations. On pourrait ajouter que cette observation ne renvoie pas uniquement à la compétence juridique, mais qu'elle implique une association directe de la population par le biais de sa participation au processus de décision. Cela devrait déboucher sur une plus grande volonté d'améliorer les modes de coopération entre les différents niveaux de gouvernement. En même temps, il y a là un défi pour les travaux futurs de la CEMAT.

List of participants /

Liste des participants

ANDORRA / ANDORRE

Mr Joseph ESCALER – Directeur de l'Aménagement du territoire - GOUERN – C. Prat de la Creu 62-64 – ANDORRA LA VELLA

Tel. +376 875 700 Fax +376 861 313 E-mail : josepescaler@andorra.ad F

AUSTRIA / AUTRICHE

Mrs Jutta MOLL – Department of co-ordination of regional policy and spatial planning, Division IV – Federal Chancellery – Hohenstaufenstr. 3 – A-1010 WIEN

Tel. + 43 1 531152912 Fax +43 1 531152180 E-Mail: jutta.moll@bka.pv.at E

Mr Richard STILES – Professor – Vienna University of Technology - European Council of Landscape Architecture Schools (ECLAS) – Karlsgasse 11 – A-1040 WIEN

Tel. +43 1 58801 261 17 Fax: +43 1 58801 261 99 E-mail: richard.stiles@tuwien.ac.at E

AUSTRALIA / AUSTRALIE

Mrs Jane LENNON – Commissioner – Australian Heritage Commission – 11 Joynt Street – HAMILTON 4007 QLD-AUSTRALIA

Tel. +61 7 38624284 Fax: +61 7 32627470 E-mail: jlennon@petrie.starway.net.au E

AZERBAIJAN/AZERBAÏDJAN

Mrs Sevda MAMEDALIYEVA – Deputy Minister of Culture – Ministry of Culture of the Republic of Azerbaijan – House of Government, room 310 – 370016 BAKU-AZERBAIJAN

Tel. +994 12 93 34 63/93 02 33 Fax: +994 12 93 56 05 E-mail: moc@mednet.az E

BELGIUM / BELGIQUE

Mme Mireille DECONINCK – Attachée - Docteur en Sciences géographiques – Ministère de la Région Wallonne - Direction de l'Aménagement régional (D.A.R.) - Division de l'Aménagement et de l'Urbanisme (DGATLP) - 1, rue des Brigades d'Irlande 1 - B-5100 NAMUR

Tel. +32 81 33 25 22 Fax : +32 81 33 25 67 E-mail: m.deconinck@mrw.wallonie.be F

Mr Jacques STEIN – Responsable Groupe Nature du CCPIE - Ministère de la Région Wallonne – Avenue Prince de Liège 15 - B-5100 Jambes (Namur)

Tel. +32 81 335860 Fax : +32 81 335822 E-mail : j.stein@mrw.wallonie.be F

BULGARIA / BULGARIE

Mrs Kapka PANTCHEVA – Chef des Relations internationales – Ministère du développement régional et des travaux publics – 17-19 rue Kiril et Metodii – BG-1202 SOFIA

Tel. +3592 9872512 Fax +3592 9872517/6378 E-mail: KPancheva@mrrb.government.bg F

CROATIA / CROATIE

Mr Zlatko UZELAC – Assistant Minister, Ministry of Environmental Protection and Physical Planning - Ulica Republike Austrije 20 - HR-10000 ZAGREB

Tel. +385 1 3782 146 Fax +385 1 3772 822 E-Mail: zlatko.uzelac@mpugis.oko.tel.hr E

CYPRUS / CHYPRE

Mr Ermis KLOKKARIS – Senior planning officer- Ministry of the Interior – Dept of Town Planning & Housing – Demosthenis Severis Ave – 1454 NICOSIA

Tel. +357 2 306584 Fax +357 2 677570 E-Mail: ermiskl@spidernet.com.cy F/E

CZECH REPUBLIC / REPUBLIQUE TCHEQUE

M. Petr KALIVODA – Directeur Adjoint du Département des Offices Régionaux - Ministère du Développement Régional - Staromestské Namesti 6 – CZ-110 15 PRAGUE 1

Tel. +420 2 2486 22 40 Fax +420 2 5753 1965 E-Mail: souver@mmr.cz F

DENMARK / DANEMARK

Mr Frants DALGAARD-KNUDSEN – Advokat, Partner – Lawfirm Plesner Svane Gronborg – Trondhjems Plads 3 – DK-2100 COPENHAGEN O

Tel. +45 33121133 Fax: +45 33120014 E-mail: fdk@psglaw.dk E

Mr Finn TOFTE - Adviser in International Relations- Ministry of Environment and Energy - Spatial Planning Department - Højbro Plads 4 - DK 1200 COPENHAGEN K
Tel. +45 33 92 70 62 Fax +45 33 32 22 27 E-Mail: ft@mem.dk E

ESTONIA / ESTONIE

Mr Jüri LASS – Senior expert on planning – Department of Strategy and Planning - Ministry of Environment – Rävala pst 8 – EE-10413 TALLINN
Tel. +372 6273041 Fax +372 6604 691 E-Mail: jyri.lass@ekm.envir.ee E

FRANCE

Mr Daniel LAROCHE - Président des paysagistes Conseils de l'Etat - 15, rue André Michel – F-34000 MONTPELLIER
Tel. 33 (0)4 99 74 00 43 Fax : 33 (0)4 99 74 00 43 E-mail : paysagistes-conseils@wanadoo.fr F

Mme Frédérique NÈGRE – Directrice adjointe – Agence Méditerranéenne de l'environnement – Espace République de l'Hôtel de Région – 20 rue de la République – F-34000 MONTPELLIER
Tel. 04 67 22 81 25 Fax : 04 67 22 94 05 E-mail : negre@ame-lr.org F

Mlle Carine RIBES – Doctorante – Institut de Droit de l'Environnement – 28, rue Chevreuil – 69007 LYON
Tel. 04 78 78 74 92 Fax: 04 78 78 74 94 E-mail: carine.ribes@caramail.com F

M. Jean-François SEGUIN – Chef du Bureau des paysages – Direction de la nature et des paysages – Ministère de l'aménagement du territoire et de l'environnement – 20, avenue de Ségur – F-75302 PARIS 07 SP
Tel. 33 (0) 1 42192032 Fax : 33 (0) 1 42182035 E-mail : jean.francois.seguin@environnement.gouv.fr

Mme Nydia TOBON RICO – Présidente de l'Association Internationale Solidarité-Réfugiés – 6 rue Malar – F-75007 PARIS
Tel./Fax +33 (0)1 53 59 99 56 Fax: 33 (0) 1 53 59 99 56 E-Mail: ntobon@free.fr F

GREECE / GRECE

M. Christos ZAMBELIS - Directeur du Département de l'Aménagement du Territoire – Ministère de l'Environnement, de l'Aménagement du Territoire et des Travaux Publics - 17 rue Amaliados – GR- 11523 – ATHENES
Tel. +30 1 64 300 50 Fax +30 1 645 86 90 E-Mail: c.zambelis@minenv.gr F

HUNGARY / HONGRIE

Mr Károly MISLEY- Senior Adviser - Ministry for Agriculture and Regional Development - Kossuth tér 11 – H-1053 BUDAPEST
Tel. +36 1 301 46 99 Fax +36 1 301 59 49 E-Mail: emese.gaal@fvm.hu E

ITALY / ITALIE

Mr Massimo ANGRILLI – PhD – Facolta di Architettura di Pescara – Via Marchegiani 2 – I-65125 PESCARA
Tel. +39 085 694054 Fax : +39 085 694054 E-mail : angrilli@yahoo.com F

M. Donato di MATEO – Dirigente responsabile Divisione Assetto del Territoria – Ministry for the Environment and Land protection – Via Cristofolo Colombo 44 – I-00147 ROME
Tel. +39 06 57 22 30 01/2/3/7 Fax: +39 06 57 22 30 42 E-mail: territorio@minambiente.it F

Ms Monica PASCA – Presidente Steering Committee European Soil Forum - Ministry for the Environment and Land protection – Via Cristofolo Colombo 44 – I-00147 ROME
Tel. +39 06 57 22 30 19 Fax: +39 06 57 22 30 42 E-mail: pasca.monica@minambiente.it F

LATVIA / LETTONIE

Mr Ivars GATERS – Director of Regional Development Dept – Ministry of Environmental Protection and Regional Development - Peldu Street 25 - LV-1494 RIGA
Tel. +371 7026 477 Fax +371 7820 442 E-Mail: ivars@varam.gov.lv E

LUXEMBOURG

M. Jean-Claude SINNER - Conseiller de Gouvernement - Ministère de l'Intérieur, Direction de l'aménagement du Territoire et de l'Urbanisme – 1, rue du Plébincite - L-2341 LUXEMBOURG
Tel. +352 478 69 16 Fax +352 40 66 95 E-Mail: jean-claude.sinner@mat.etat.lu F

THE NETHERLANDS / PAYS-BAS

Mr Peter SCHMEITZ - Policy Officer International Affairs - Ministry of Housing, Spatial Planning and Environment - PO Box 30940 (IPC 305) - 8 Rijnstraat - 2500 GX THE HAGUE
Tel. +31 70 339 1108 Fax. +31 70 339 11 80 E-Mail: peter.schmeitz@minvrom.nl E

Mr Dirk Michael WASCHER – Senior Landscape Researcher – Landscape Europe – Droevendaalsesteeg 3 – NL-6700 WAGENINGEN
Tel. +31 317 477932 Fax: +31 317 424988 E-mail: d.m.wascher@alterra.wag-ur.nl E

NORWAY / NORVEGE

Mr Audun MOFLAG – Senior Adviser - Ministry of Environment – Department for Regional Planning - PO Box 8013 Dep. – Myntgt. 2 – N-0030 OSLO
Tel. +47 22 24 59 52 Fax +47 22 24 27 59 E-Mail: audun.moflag@md.dep.no E

PORTUGAL

Ms Helena ABREU – Advogada – David Pina – Advogados Associados – Av. 5 de Outubro N° 176 – 5° esq
Tel. +351 21 79 31143 Fax : +351 217931144 E-mail : helenabreu@mail.telepac.pt F

M. Raul ABRUNHOSA – Director Serviços Gestao Programacao Projectos Ordenamento Territor - Direcção Geral do Ordenamento do Território e Desenvolvimento Urbano – Campo Grande 50 – P-1749-014 LISBOA
Tel. +351 21 7825044 Fax: +351 21 7825003 E-mail: dgotdu@dgotdu.pt F

Mme Maria da Graça ALMEIDA - Chef de la Division Relations publiques et information - Direction Générale de l'Aménagement du Territoire et du Développement Urbain - Ministère de l'Environnement et de l'Aménagement du Territoire - Campo Grande 50 – P-1719-014 LISBONNE
Tel. +351 21 7 82 50 11 Fax : +351 21 782 50 03 E-mail : graca.almeida@dgotdu.pt F

Ms Teresa Maria AZEVEDO AVELAR – Auditora de Ambiente - Ministerio da Agricultura, do Desenvolvimento rural e das Pescas – Praça do Comercio – P-1149-010 LISBOA
Tel. +351 21 323 4868 9 Fax : +351 21 323 46 12 E-mail : aa@min-agricultura.pt F

Mme Maria Joao BURNAY – Vice-Présidente – ICN – Institut de la Conservation de la Nature – rua da Lapa, 73 – P-1200 701 LISBONNE
Tel. +351 21 393 8931 Fax : +351 21 290 1048 E-mail : burnaymj@icn.pt F

Mr João BIENCARD CRUZ – Direction Générale, Ordenamento do Território e Desenvolvimento Urbano, Ministère de l'Environnement et de l'Aménagement du Territoire – Campo Grande 50 – P-1749-014 LISBOA
Tel. +351 21 793 39 08/84 Fax: +351 21 782 50 03 E-mail: gabdg@dgotdu.pt/dirgeral@dgotdu.pt F

Mr Luís CAEIRO PITTA – Director Geral - AMBIFORUM – Rua da Bida do Sapato, n.º 50-A – P-1100-094 LISBOA
Tel. +351 21 816 28 07/08 Fax: +351 21 816 28 09 E-mail: ambiforum@mail.telepac.pt F

Mr Doutor Alexandre CANCELA D'ABREU – Professor - Universidade de ÉvORA - Departamento de Planeamento Biofísico e Paisagístico – Apartado 94 – P-7002-554 ÉvORA
Tel. +351 266 745 332 Fax : +351 266 744 968 E-mail : adabreu@uevora.pt F

Mme Margarida CANCELA D'ABREU – Directora dos serviços de Gestad territorial – Direcção Regional do Ambiente e Ordenamento T. Alentejo – Estrada das piscinas nº 193 – P-7000 EVORA
Tel. +351 266 74 0305 Fax : +351 266 70 6562 E-mail : c.abreu@ccr-alt.pt F

Mme Fernanda CASTOR TEIXEIRA - Direcção Regional Ambiente Cordenamento do Territorio - Directora Regional - R. Anteco Quental nº 44 - P-1169-779 LISBOA
Tel. E-mail : fvara@drard.lut.pt F

M. Rogerio Manuel CONREIRO GOMES, FIHUAT, 39 boulevard de la Liberté, F – 59800 LILLE
Tél./Fax +33 (0)3 20 54 49 01 ou 6 60 74 70 92 E-mail : info@cofhuat.org F

M. José DINIZ MENDES FREIRE – Subdirector-Geral - DGOTDU – Campo Grande 50 10º - P-1749-014 LISBOA
Tel. +351 21 793 3908/84 Fax : +351 21 78250 03 E-mail : jfreire@dgotdu.pt F

Mme Maria João ELOY – Chefe de Divisao – Direcção Geral do Ordenamento do Territorio e Desenvolvimento Urbano – Campo Grande 50 – P-1749-014 LISBOA
Tel. +351 21 7825044 Fax: +351 21 7825003 E-mail: dgotdu@dgotdu.pt P

Mme Edite ESTRELA - Presidente da Câmara Municipal de Sintra - Paços do Concelho - Lg Dr. Virgílio Horta – P-2714-501 Sintra

M. Carlos FARIA – Assesseur Principal, Division d'Etudes et Planification, Direction du Service d'Etudes et de Planification stratégique, rua Campo Grande, 50, 1700 LISBONNE

M. Doutor João FERRÃO – Professor - Instituto de Ciências Sociais - Av. das Forças Armadas - Edif. ISCTE - Ala Sul, 1.º - P-1600-083 LISBOA
Tel. +351 21 7995000 E-mail : joao.ferrao@icn.ul.pt F

Mme Maria de Fatima Ramos FERREIRA – Directora de Servico DSPGF – DGOTDU – Rua Lucio de Azevedo Nº 23-1º 050 – P-1600-145 LISBOA
Tel. +351 21 726 9929/217825000 Fax : +351 21 782 5004 E-mail : fatimaf@dgotdu.pt F

Mme Maria Virginia FERREIRA DE ALMEIDA – Chefe de Divisão – Direcção Geral do Ordenamento do Territorio e Desenvolvimento Urbano - Campo Grande 50 – P-1719-014 LISBONNE
Tel. +351 21 7825000 Fax : +351 21 782 5003 E-mail : dgotdu@dgotdu.pt F

Mme Maria José FESTAS - Assesseur- Direction Générale de l'Aménagement du Territoire et du Développement Urbain - Ministère de l'Environnement et de l'Aménagement du Territoire - Campo Grande 50 – P-1719-014 LISBONNE
Tel.+351 21 793 39 08/84 Fax. +351 21 782 50 03 E-Mail: gabdg@dgotdu.pt F

Mr Mário FORTES – landscape architect – Instituto Português do património arquitectónico (IPPAR) – Ministry of Culture – Palácio Nacional da Ajuda – DRL-DO 1º ANDAR – P-1349-021 LISBOA
Tel. +351 21 361 4205/7 Fax: +351 21 363 7650 E-mail: mfortes@ippar.pt F

Mme Ana GONCALVES DA SILVA – Arquitecta Paisagista – Servico Nacional de Protecção civil (SNPC) – Largo de Sta Cruz do Castelo 18 – P-1100-477 LISBOA
Tel. +351 96 809 13 25 Fax : +351 21 41 65 151 E-mail : anas@SNPC.pt F

M. Antonio José GRAÇA DE OLIVEIRA – Chefe de Divisão – DGOTDU – Campo Grande Nº 50 – P-1749-014 LISBOA
Tel. +351 21 78 25 000 Fax : +351 21 782 5003 E-mail : dgotdu@dgotdu.pt F

Mr Nuco LECOQ – Instituto de Conservação da Natureza – Arquitecto paisagista (Assessor) – ICN
Rua da Lapa 73 – P-1200 LISBOA
Tel. +351 266 777900 Fax : +351 266744432 E-mail : lilia.fidalgo@drarn-a.pt E

Mr Henri LOISANCE – Président – Santiago.Eco – Rua Sao José nº 25 – P-2815-204 CHARNECA
DE CAPARICA
Tel. +351 212 977 461 Fax : +351 212 977 459 E-mail : henri.loisance@esoterica.pt F

Mme Isabel Margarida MACIEIRA - Chefe de Divisão – Direcção Geral do Ordenamento do
Territorio e Desenvolvimento Urbano – Campo Grande 50 – P-1749-014 LISBOA
Tel. +351 21 7825044 Fax: +351 21 7825003 E-mail: dgotdu@dgotdu.pt F

Mr José MARQUES MOREIRA - Assessor Principal - Instituto da Conservação da Natureza - rua
Ferreira Lapa 29 - P-1169-138 LISBOA
Tel. +351 213523317 Fax: +351 213143103 E-mail: moreiram@icn.pt F

Ms Teresa SA MARQUES – Universidade do Porto – Faculdade de Letres – Rua do Carvalho 58,
RC-Dto-A – P-4150-192 PORTO
Tel. +351 226155663 Fax : +351 226077194 E-mail : teresasamarques@mail.telepac.pt P

M. Jorge MARTINS – Sous-directeur Général – Direcção-Geral do Ordenamento do Territorio e
Desenvolvimento Urbano – Campo Grande 50 – P-1749-014 LISBOA
Tel. +351 21 793 39 08/94 Fax: +351 21 782 50 03 E-mail: jmartins@dgotdu.pt F

Mme Lucilia MAYMONE, Assesseur, Division d’Etudes et Planification, Direction du Service d’Etudes
et de la Planification stratégique, Campo Grande 50, P – 1749-014 LISBOA F

Mr Alexandre MIMOSO – Assessor Principal – Instituto Portugues do patrimonio Arquitectonilo –
Palacio da Ajuda, Calcada da Ajuda – P-1300 LISBOA
Tel. +351 21 3614200 Fax : +351 21 962 872 E-mail : amimoso@ippar.pt F

Mme Maria José Lacerda MORGADO – Directora dos Servicos Juridicos - Direcção Geral do
Ordenamento do Territorio e Desenvolvimento Urbano – Campo Grande 50 – P-1749-014 LISBOA
Tel. +351 21 782 50 80 Fax: +351 21 7825003 E-mail: dgotdu@dgotdu.pt F

Mr Rui Monteiro DA CAMARA PEREIRA, Director de Servicos do Ord. Do territorio, Direccao
Regional do Ordenamento do Territorio edos Recursos Hidricos – Azores – Av. Antero de Quental nº 9-C
2º PISO – P-9500-160 PONTA DELGADA-AZORES
Tel. +351 296 628 856 Fax : +351 296 286 500 E

Mme Maira OLINDA SARAIVA DA COSTA – Assessora do Instituto da Conservação de Natureza –
ICN – Rua da Lapa 73 – 1200-701 LISBOÁ
Tel. + 351 21 393 8937 Fax : +351 21 390 1048 Email : costao@icn.pt F

Mr Rosario OLIVEIRA - Universidade de Evora – Departamento de Plan. Biofisico E Paisagistico –
Universidade de Evora – Apartado 94 – P-7002-554 EVORA
Tel. +351 266 744616 Fax : +351 266 744968 E-mail : rosario_oliveira@hotmail.com E

Mr Doutor Joaquim PAIS DE BRITO - Professor, Museu Nacional de Etnologia - Av. Ilha da
Madeira - 1400-203 LISBOA-Portugal
Tel. + 351 21 304 1160 Email : jpbritomne@yahoo.com F

Mme Isabel PEREIRA DA COSTA - Chefe de Devisão – DGOTDU – Campo Grande 50 –
P-1749-014 LISBOA
Tel. +351 21 7825000 Fax : +351 21 782 5004 E-mail : dgotdu@dgotdu.pt F

Mr João PEREIRA REIS – Conseil Européen du Droit de l’Environnement – Av. da Republica n° 56-7° ESQ.
– P-1050-196 LISBOA
Tel. +351 21 7990820 Fax : +351 21 799 0839 F

M. David PINA - Professeur universitaire, Avocat, Av. 5 de Outurro, 176 – 5 Esc. - P-1050-063 LISBOA
Tel. +351 21 7931143 Fax : +351 21 7931144 F

M. José Manuel PINTO LEITE – Subdirector Regional – DRAOT-ALENTEJO – Av Liberdade Bl A-
7° a – P-7300 PORTALEGRE
Tel. +351 26 6777946 Fax : +351 26 6744744 E-mail : pintoleite@drarn-a.pt F

Mme Helena PRESAS, Assesseur, Division des Normes, Direction du Service d’Etudes et de la
Planification stratégique, Campo Grande 50, - P – 1749-014 F

Ms Filipa RAMALHETE – Vice-President – GEOTA – Travessa do Moinho de Vento 17-CV-DTA –
P-1200-727 LISBOA
Tel. +351 21 3956120 Fax : +351 21395 5316 E-mail : geota@mail.telepac.pt F

Ms Ana Isabel RAMOS – Arquitecta Paisagista – Ministério da Agricultura, do Desenvolvimento
rural e das Pescas – Praça do Comércio – P-1149-010 LISBOA
Tel. +351 21 323 48 68 9 Fax: +351 21 323 46 12 E-mail: Isabelr.aa@min-agricultura.pt F

Mme Aline RODRIGUES – Chefe de Divisão – Dir. Geral Ordenamento do Territoriu e Des.Urbano
– Campo Grande 50 – P-1749-014 LISBOA
Tel. +351 21 782 50 Fax : +351 21 782 5003 E-mail : aline@dgotdu.pt F

Ms Rita THERIAGA GONCALVES – Arquitecto paisagista – Instituto Português do património
arquitectónico (IPPAR) – Palácio Nacional da Ajuda – DRL-DO 1° ANDAR –
P-1349-021 LISBOA
Tel. +351 21 361 4205/7 Fax: +351 21 363 7650 E-mail: rgoncalves@ippar.pt F

Mme Luisa Maria TOMÁS – Vice-Présidente – Insituto da Conservação da Natureza – rua de Lapa 73
– P-1200-701 LISBOÁ
Tel. + 351 21 393 8937 Fax : +351 21 390 1048 Email : tomasl@icn.pt F

M. José Manuel VASCONCELOS – Assessor Principal – Insituto da Conservação da Natureza – rua
de Lapa 73 – P-1200-701 LISBOÁ
Tel. + 351 21 393 8937 Fax : +351 21 390 1048 Email : vasconcelosj@icn.pt F

Mr Leopoldo VAZ – Assessor – Cabinet for European Affairs and External Relations – Ministry of
Planning – Praca Duque de Saldanha n° 31-4° - P-1050-034 LISBOA
Tel. +351 213514760 Fax: +351 21351 4769 E-mail: gaere@mail.telepac.pt F

ROMANIA / ROUMANIE

Mr Mihai-Serban NADEJDE - Chef de la Section aménagement du territoire - Institut National de
Recherche Urbanproject - Sector 2 – Rue N. Filipescu 53-55 – RO-BUCAREST
Tel. +40 1 2117850 Fax +40 1 2114906 E-Mail: urban@fx.ro F

Mr Gheorghe PATRASCU - Directeur Général de la Direction Général de l’Aménagement du
Territoire et Urbanisme du Ministère des Travaux Publics - Transport et Logements - Bvd. Dinicu
Golescu Nr 38 - Secteur 1 - RO-BUCAREST
Tel. +40 1 212 61 02 Fax : +40 1 313 88 94 E-mail : patrascu@fx.ro or mm006@mt F

RUSSIAN FEDERATION / FEDERATION DE RUSSIE

Mr Konstantin ANANITCHEV - Government of Moscow Region - Stoleshnikov Lane 7 Republic Square -
103031 MOSCOW-RUSSIA
Tel. +7 095 22966 30 Fax: +7 095 229 23 93 E

SLOVAK REPUBLIC / REPUBLIQUE SLOVAQUE

M. Ján KIZEK – Ingénieur – Direction de l'Aménagement du Territoire – Ministère de l'Environnement - Námestie Ľudovíta Štúra 1 – SK- 812 35 BRATISLAVA

Tel. +421 2 5956 2321 Fax +421 2 5956 2232 E-Mail: kizek.jan@lifeenv.gov.sk F

SLOVENIA / SLOVENIE

Mr Dusan BLAGANJE – Novo Polje – Cesta XVII 3 – SLO-LJUBLJANA

Tel. +386 41 67 62 96 – E-Mail: dusan.blaganje@guest.arnes.si E

Mrs Margarita JANCIC – Counsellor of the Government - National Office for Spatial Planning - Ministry of Environment and Spatial Planning - Dunajska Cesta 21 – SLO-1000 LJUBLJANA

Tel +386 1 478 7024 Fax +386 1 478 7010 E-Mail: margarita.jancic@gov.si ; upp.medn@gov.si E

Mr Ivan MARUSIC, Professor, Department of Landscape Architecture, Biotechnical Faculty, University of Ljbljana, Jamnikarjeva 101, SLO-1000 LJUBLJANA

Tel. Fax: E-mail: ivan.marusic@bf.uni-lj.si E

SPAIN / ESPAGNE

Mr Francesc ALAVEDRA – Coordinator program for the Territorial Planning – Departament de Política Territorial I O. Publiques – Av. Josep Tarradellas 2-6, 3 Floor – E-08029 BARCELONA

Tel. +34 93 495 81 64 Fax: +34 93 495 151 E-mail: falavedra@mailcat.net F

Ms Carmen AÑON FELIU – Miembro Comité Ejecutivo Espanol – ICOMOS – Puerto Santa Maria 49 – E-MADRID

Tel. +34 91 388 3957 Fax: +34 91 300 3427 E-mail : citerea@arrakis.es F

Mr José Miguel ALONSO FERNANDEZ-ACEYTUNO – Architecte, Directeur de la Proyectos de Rehabilitación Ambiental / Canarias - Gabinete PRAC – C/NUMANCIA, 3 – E-35010 LAS PALMAS DE CRAN CANARIA

Tel. +34 928263642 Fax : +34 928263642 E-mail : jmaceytuno@arquired.es F

Ms Inés CALVO MARTIN – Ministerio de Medio Ambiente – Unidad de Desarrollo Territorial – Plaza San Juan de la Cruz, S/N – E-28071 MADRID

Tel. +34 915976943 Fax : +34 915975971 E-mail : ines.calvo@seac.mma.es F

Mme Josefina GOMEZ-MENDOZA – Catedratica de Geografía - Universidad Autónoma de Madrid - Departamento de Geografía – E-28049 MADRID

Tel. +34 91 3974577 Fax : +34 913974042 E-mail : josefina.gomez@uam.es F

Mr Rafael MATA OLMO – Catedratico de Geografia - Departamento de Geografia - Facultad de Filosofia y Letras - Universidad Autónoma de Madrid – E-MADRID 28049

Tel. +34 91 3974577/8520 Fax : +34 91 3974042 E-mail : rafael.mata@uam.es F

Mme Margarita ORTEGA DELGADO - Chef de la Section « Planification Territoriale » – Ministère de l'Environnement – Plaza San Juan de la Cruz s/n - E 28071 MADRID

Tel. +34 91 597 68 67 Fax +34 91 597 59 71 E-Mail: margarita.ortega@seac.mma.es F

Mr Jesus RODRIGUEZ - Investigador – Universidad de Sevilla – C/Santa Paula nº 10 2-3 – E-SEVILLA

Tel. +34 954 210370 E-mail: sanmarcos@club.worldonline.es F

Mme Concepcion SANZ HERRAIZ – Profesora titular de Universidad – Universidad Autónoma de Madrid - Departamento de Geografía – E-28049 MADRID

Tel. +34 91 3974577/4034 Fax : +34 91 3974042 E-mail : concepcion.sanz@uam.es F

Ms Carmen VENEGAS - Investigador – Universidad de Sevilla – C/Alejandro Collantes, 17 2º-B – E-SEVILLA

Tel. +34 954 572185/627814687E-mail: cvenegas@club.worldonline.es F

SWEDEN / SUEDE

Mr Katri LISITZIN - Ass. Professor – SLU - Dept of Landscape Planning Ultuna - P.O. Box 7012 - SE-75007 UPPSALA
Tel. +46 (0)18 67 10 00 Fax: +46 (0)18 67 35 12 E-mail: katri.lisitzin@lpul.slu.se E

SWITZERLAND / SUISSE

M. Armand MONNEY – Délégué aux Affaires internationales – Office fédéral du développement territorial – Palais fédéral Nord - Kochergasse 10 – CH-3003 BERNE
Tél. +41 31 322 40 52 Fax +41 31 322 53 46 E-Mail: armand.monney@are.admin.ch F

"THE FORMER YUGOSLAV REPUBLIC OF MACEDONIA" / "L'EX-REPUBLIQUE YUGOSLAVE DE MACEDOINE"

Ms Lidija JOVANOVIĆ BLAZEVSKA – Head of Division of Monitoring, Cooperation and Supervision in Department of Physical planning – Ministry of Environment and physical planning – 91000 SKOPJE “Dresdenska” 52 – THE FORMER YUGOSLAV REPUBLIC OF MACEDONIA
Tel. +389 2 366 930 Fax: +389 2 366 931 E-mail: infoeko@moe.gov.mk F

UKRAINE

Mr Vyacheslav OLESHCHENKO – First Deputy Chief of the Legal Department – Administration of the President of Ukraine - 11 Bankova St. – 220 01220 KYIV
Tel. +380 44 2916099 Fax +380 44 2540816 E-Mail: olvch@adm.gov.ua E

UNITED KINGDOM / ROYAUME-UNI

Mr Keith WHITMORE - 1st Vice President of the Sustainability Committee - Congress of Regional and Local Authorities of Europe - 28 Scarisbrick Road – Levenshulme – GB-MANCHESTER M19 ZBS
Tel. +44 1612246186 Fax +44 1612343296 E-mail : cllr.k.whitmore@notes.manchester.gov.uk E

NON GOVERNMENTAL ORGANISATIONS / ORGANISATIONS NON GOUVERNEMENTALES

Mr. Bernard de Galembert – Policy Adviser – European Landowners’ Organisation – Avenue Pasteur 23 - 1300 WAVRE, Belgique
Tel. +32 10 232 902 Fax : +32 10 232 909 Email : elo@skynet.be / <http://www.elo.org> F

Mme Maria da Graça Serra, GEOTA – T. du Moinho de Vento, 17 – C/V dir., P-1200-727 LISBOÁ
Tel. + 351 21 395 5319 Email : geota@mail.telepac.pt F

INTERPRETERS / INTERPRETES

Mme Sheilah CARDNO - Rua Presidente Arriaga - 34/1º Apartado 30045 - P-1351 LISBONNE
Tel. +351 21 397 1030 Fax : +351 21 396 2129 E-mail : 100433.1046@compuserve.com

Mlle Sophie Catherine Marie ENDERLIN - Rua do vale, 6-R/c Dto. - P-1200 LISBONNE
Tel. +351 21 397 37 87 Fax: +351 21 395 46 43

Mlle Giulia WILKINS - Travessa da Espera, 8, 3º - P-1200-176 LISBONNE
Tel. +351 21 346 11 30 Fax: +351 21 346 11 30

Mme Gilda MUND E-mail: mundlx@esoterica.pt

Mme Mira BENEDITA E-mail: mirabenedita@mail.telepac.pt

**GENERAL SECRETARIAT OF THE COUNCIL OF EUROPE/
SECRETARIAT GENERAL DU CONSEIL DE L'EUROPE**

Mrs Maguelonne DEJEANT-PONS - Chef de la Division de l'Aménagement du territoire, de la coopération et de l'assistance techniques – Conseil de l'Europe – F-67075 STRASBOURG CEDEX
Tel. +33(0)3 88 41 23 98 Fax +33(0)3 88 41 37 51 E-mail: maguelonne.dejeant-pons@coe.int

Mrs Elisabeth SCARAVELLA – Assistante secrétariale - Conseil de l'Europe –
F-67075 STRASBOURG CEDEX
Tel. +33 (0)3 90 21 48 45 Fax +33 (0)3 88 41 37 51 E-mail: elisabeth.scaravella@coe.int

M. Gyorgy BERGOU – Congrès des Pouvoirs Locaux et Régionaux du Conseil de l'Europe – F67075
STRASBOURG CEDEX
Tel. +33(0)3 88 41 2804 E-mail : gyorgy.bergou@coe.int

Publications appearing in the same series: The challenges facing European society with the approach of the year 2000: strategies for sustainable development in urban regions in Europe, No. 57 (1994) ISBN 92-871-2603-8	Publications parues dans la même série : Les défis pour la société européenne à l'aube de l'an 2000: stratégies pour un développement durable des régions urbaines en Europe, n° 57 (1994) ISBN 92-871-2602-X
The challenges facing European society with the approach of the year 2000: public participation in regional/spatial planning in different European countries, No. 58 (1995) ISBN 92-871-2842-1	Les défis pour la société européenne à l'aube de l'an 2000: participation du public à l'aménagement du territoire dans différents pays européens, n° 58 (1995) ISBN 92-871-2841-3
The challenges facing European society with the approach of the year 2000: strategies for the sustainable development of European states in the Mediterranean basin, No. 59 (1997) ISBN 92-871-3227-5	Les défis pour la société européenne à l'aube de l'an 2000: stratégies pour un développement durable des Etats européens du Bassin méditerranéen, n° 59 (1997) ISBN 92-871-3226-7
The challenges facing European society with the approach of the year 2000: a comprehensive regional/spatial planning framework for protecting and managing freshwater resources, No. 60 (1998) ISBN 92-871-3576-2	Les défis pour la société européenne à l'aube de l'an 2000: protection et gestion des ressources en eau douce dans un cadre global d'aménagement du territoire, n° 60 (1998) ISBN 92-871-3575-4
The challenges facing European society with the approach of the year 2000: strategies for the sustainable development of northern states in Europe, No. 61 (1998) ISBN 92-871-3728-5	Les défis pour la société européenne à l'aube de l'an 2000: stratégies pour un développement durable des Etats du nord de l'Europe, n° 61 ISBN 92-871-3727-7 (1998)
Towards a spatial development strategy for the European continent: perspectives of evolution of rural areas in Europe, No. 62 (1999) ISBN 92-871-4103-2	Vers une stratégie de développement territorial pour le continent européen – perspectives d'évolution des zones rurales en Europe, n° 62 (1999) ISBN 92-871-4102-9
Models for the financing of regional infrastructure and development projects, with a particular attention to the countries of central and eastern Europe – Public-private partnerships in spatial development policy, No 63 (2001) ISBN 92-871-4758-2	Modèles pour le financement de projets régionaux d'infrastructures et de développement d'intérêt particulier pour les pays d'Europe centrale et orientale, n° 63 (2001) ISBN 92-871-4757-4
Links between the sustainable development of tourism and regional/spatial planning, No 64 ISBN 92-871-4861-9 (bilingual version) (2002)	Développement durable du tourisme et relations avec l'aménagement du territoire, n° 64 (version bilingue) (2002)
Integration of the greater European spaces, No 65 ISBN 92-871-5034-6 (bilingual version) (2002)	Intégration des grands espaces européens, n° 65 (version bilingue) (2002)
Other publications: The regional planning of greater Europe in co-operation with the countries of central and eastern Europe – Proceedings of a joint conference held in Prague, 16-17 October 1995 (Council of Europe-European Commission) ISBN 92-827-8356-1	Autres publications: L'aménagement du territoire de la Grande Europe en coopération avec les pays d'Europe centrale et orientale – Actes de la conférence conjointe de Prague, 16 et 17 octobre 1995 (Conseil de l'Europe - Commission européenne) ISBN 92-827-8357-X

Sales agents for publications of the Council of Europe
Agents de vente des publications du Conseil de l'Europe

AUSTRALIA/AUSTRALIE

Hunter Publications, 58A, Gipps Street
AUS-3066 COLLINGWOOD, Victoria
Tel.: (61) 3 9417 5361
Fax: (61) 3 9419 7154
E-mail: Sales@hunter-pubs.com.au
<http://www.hunter-pubs.com.au>

BELGIUM/BELGIQUE

La Librairie européenne SA
50, avenue A. Jonnart
B-1200 BRUXELLES 20
Tel.: (32) 2 734 0281
Fax: (32) 2 735 0860
E-mail: info@libeurop.be
<http://www.libeurop.be>
Jean de Lannoy
202, avenue du Roi
B-1190 BRUXELLES
Tel.: (32) 2 538 4308
Fax: (32) 2 538 0841
E-mail: jean.de.lannoy@euronet.be
<http://www.jean-de-lannoy.be>

CANADA

Renouf Publishing Company Limited
5369 Chemin Canotek Road
CDN-OTTAWA, Ontario, K1J 9J3
Tel.: (1) 613 745 2665
Fax: (1) 613 745 7660
E-mail: order.dept@renoufbooks.com
<http://www.renoufbooks.com>

CZECH REP./RÉP. TCHÈQUE

Suweco Cz Dovož Tisku Praha
Ceskomoravska 21
CZ-18021 PRAHA 9
Tel.: (420) 2 660 35 364
Fax: (420) 2 683 30 42
E-mail: import@suweco.cz

DENMARK/DANEMARK

GAD Direct
Fiolstaede 31-33
DK-1171 KOBENHAVN K
Tel.: (45) 33 13 72 33
Fax: (45) 33 12 54 94
E-mail: info@gaddirect.dk

FINLAND/FINLANDE

Akateeminen Kirjakauppa
Keskuskatu 1, PO Box 218
FIN-00381 HELSINKI
Tel.: (358) 9 121 41
Fax: (358) 9 121 4450
E-mail: akatilaus@stockmann.fi
<http://www.akatilaus.akateeminen.com>

GERMANY/ALLEMAGNE

AUSTRIA/AUTRICHE

UNO Verlag
Am Hofgarten 10
D-53113 BONN
Tel.: (49) 2 28 94 90 20
Fax: (49) 2 28 94 90 222
E-mail: bestellung@uno-verlag.de
<http://www.uno-verlag.de>

GREECE/GRÈCE

Librairie Kauffmann
Mavrokordatou 9
GR-ATHINAI 106 78
Tel.: (30) 1 38 29 283
Fax: (30) 1 38 33 967
E-mail: ord@otenet.gr

HUNGARY/HONGRIE

Euro Info Service
Hungexpo Europa Kozpont ter 1
H-1101 BUDAPEST
Tel.: (361) 264 8270
Fax: (361) 264 8271
E-mail: euroinfo@euroinfo.hu
<http://www.euroinfo.hu>

ITALY/ITALIE

Libreria Commissionaria Sansoni
Via Duca di Calabria 1/1, CP 552
I-50125 FIRENZE
Tel.: (39) 556 4831
Fax: (39) 556 41257
E-mail: licosa@licosa.com
<http://www.licosa.com>

NETHERLANDS/PAYS-BAS

De Lindeboom Internationale Publikaties
PO Box 202, MA de Ruyterstraat 20 A
NL-7480 AE HAAKSBERGEN
Tel.: (31) 53 574 0004
Fax: (31) 53 572 9296
E-mail: lindeboo@worldonline.nl
<http://home-1-worldonline.nl/~lindeboo/>

NORWAY/NORVÈGE

Akademika, A/S Universitetsbokhandel
PO Box 84, Blindern
N-0314 OSLO
Tel.: (47) 22 85 30 30
Fax: (47) 23 12 24 20

POLAND/POLOGNE

Główna Księgarnia Naukowa
im. B. Prusa
Krakowskie Przedmiescie 7
PL-00-068 WARSZAWA
Tel.: (48) 29 22 66
Fax: (48) 22 26 64 49
E-mail: inter@internews.com.pl
<http://www.internews.com.pl>

PORTUGAL

Livraria Portugal
Rua do Carmo, 70
P-1200 LISBOA
Tel.: (351) 13 47 49 82
Fax: (351) 13 47 02 64
E-mail: liv.portugal@mail.telepac.pt

SPAIN/ESPAGNE

Mundi-Prensa Libros SA
Castelló 37
E-28001 MADRID
Tel.: (34) 914 36 37 00
Fax: (34) 915 75 39 98
E-mail: libreria@mundiprensa.es
<http://www.mundiprensa.com>

SWITZERLAND/SUISSE

Bersy
Route de Monteiller
CH-1965 SAVIESE
Tél.: (41) 27 395 53 33
Fax: (41) 27 395 53 34
E-mail: jprausis@netplus.ch
Adeco – Van Diermen
Chemin du Lacuez 41
CH-1807 BLONAY
Tel.: (41) 21 943 26 73
Fax: (41) 21 943 36 05
E-mail: info@adeco.org

UNITED KINGDOM/ROYAUME-UNI

TSO (formerly HMSO)
51 Nine Elms Lane
GB-LONDON SW8 5DR
Tel.: (44) 207 873 8372
Fax: (44) 207 873 8200
E-mail: customer.services@theso.co.uk
<http://www.the-stationery-office.co.uk>
<http://www.itsofficial.net>

**UNITED STATES and CANADA/
ÉTATS-UNIS et CANADA**

Manhattan Publishing Company
468 Albany Post Road, PO Box 850
CROTON-ON-HUDSON,
NY 10520, USA
Tel.: (1) 914 271 5194
Fax: (1) 914 271 5856
E-mail: Info@manhattanpublishing.com
<http://www.manhattanpublishing.com>

FRANCE

La Documentation française
(Diffusion / Vente France entière)
124 rue H. Barbusse
93308 Aubervilliers Cedex
Tel.: (33) 01 40 15 70 00
Fax: (33) 01 40 15 68 00
E-mail: vel@ladocfrancaise.gouv.fr
<http://www.ladocfrancaise.gouv.fr>

Librairie Kléber (Vente Strasbourg)

Palais de l'Europe
F-67075 Strasbourg Cedex
Fax: (33) 03 88 52 91 21
E-mail: librairie.kleber@coe.int

The seminar's aims were to contribute to the implementation of the Guiding Principles for Sustainable Spatial Development of the European Continent and to the preparation of the next European Conference of Ministers responsible for Regional Planning, which will take place in Ljubljana on 16 and 17 September 2003, on Implementation of Strategies and Perspectives for the Sustainable Territorial Development of the European Continent. In the light of the European Landscape Convention (Florence, 20 October 2000) the seminar enabled participants:

- to identify spatial planning issues through the landscape dimension;
- to find concrete solutions to problems, taking account of the regional characteristics of each landscape; and
- to make proposals in order to integrate the landscape dimension into spatial planning policies.

Le séminaire a eu pour objectif de contribuer à la mise en œuvre des Principes directeurs pour le développement territorial durable du continent européen et à la préparation de la prochaine conférence européenne des ministres responsables de l'aménagement du territoire qui se tiendra à Ljubljana les 16 et 17 septembre 2003, et aura pour thème la mise en œuvre des stratégies et perspectives pour le développement territorial durable du continent européen. A la lumière de la Convention européenne du paysage (Florence, octobre 2000), ce séminaire a permis :

- d'identifier les problématiques de l'aménagement du territoire à travers la dimension paysagère ;
- de rechercher des solutions concrètes aux problèmes posés en tenant compte des caractéristiques locales de chaque paysage ; et
- de formuler des propositions afin d'intégrer la dimension paysagère dans les politiques d'aménagement du territoire.



COUNCIL OF EUROPE CONSEIL DE L'EUROPE

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

ISBN 92-871-5139-3



9 789287 151391

€17/US\$26

<http://book.coe.int>
Council of Europe Publishing