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European spatial planning and landscape, No. 71
Aménagement du territoire européen et paysage, n° 71



13th European Conference of Ministers responsible for Regional/Spatial Planning (CEMAT)

13^e Conférence européenne des ministres responsables de l'aménagement du territoire (CEMAT)

Ljubljana (Slovenia), 16-17 September 2003

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Ministers responsible for Regional/Spatial
Planning (CEMAT)**

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The 13th European Conference of Ministers responsible for Regional Planning (CEMAT) was organised by the Council of Europe, on the invitation of the invitation of the Slovenian Minister for the Environment, Spatial Planning and Energy.

La 13^e Conférence européenne des ministres responsables de l'aménagement du territoire (CEMAT) a été organisée par le Conseil de l'Europe, à l'invitation du ministre de l'Environnement, de l'Aménagement du territoire et de l'Energie de Slovénie.

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

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Note

The 13th European Conference of Ministers responsible for Regional Planning (CEMAT) was organised by the Council of Europe and held in Ljubljana (Slovenia) on 16 and 17 September 2003 on the invitation of the Slovenian Minister for the Environment, Spatial Planning and Energy. It was one of the main political events in the context of sustainable spatial development and the implementation of the Guiding Principles for Sustainable Spatial Development of the European Continent (Recommendation Rec (2002) 1 adopted on 30 January 2002 by the Committee of Ministers of the Council of Europe). The aim of the ministerial Conference was to review the measures taken to implement the Guiding Principles for Sustainable Spatial Development of the European Continent and to promote trans-national and inter-regional co-operation through development projects. Delegates also considered means of promoting and implementing the guiding principles by establishing legal provisions and effective policies as well as innovative strategies with regard to territorial planning and management.

At its 865th meeting on 10 December 2003, the Committee of Ministers of the Council of Europe examined the results of the Ljubljana Conference. At its 865th meeting on 10 December 2003, the Committee of Ministers of the Council of Europe examined the results of the Ljubljana Conference. The Deputies' Ministers:

1. thanked the government of Slovenia for the excellent organisation of the 13th Session of the European Conference of Ministers responsible for Spatial Planning;
2. thanked the government of Portugal for its offer to host the 14th Session of the European Conference of Ministers responsible for Spatial Planning in Portugal in 2006;
3. welcomed and took note of the following documents signed on the occasion of the 13th CEMAT's Session by Hungary, Romania, Serbia and Montenegro, Slovak Republic and Ukraine:
 - Declaration on co-operation concerning the Tisza/Tisa River Basin;
 - Initiative on the Sustainable Spatial Development of the Tisza/Tisa River Basin;
4. took note of the following documents adopted by the 13th CEMAT's Session:
 - Ljubljana Declaration on the territorial dimension of sustainable development;

Note

La 13^e Conférence européenne des ministres responsables de l'aménagement du territoire (CEMAT) organisée par le Conseil de l'Europe, s'est tenue à Ljubljana (Slovénie) les 16 et 17 septembre 2003 à l'invitation du ministre de l'Environnement, de l'Aménagement du territoire et de l'Énergie de Slovénie. Elle constitue l'un des temps forts, sur le plan politique, du développement territorial durable et de la mise en œuvre des Principes directeurs de la CEMAT (Recommandation Rec (2002) 1 relative aux Principes directeurs pour le développement territorial durable du continent européen, adoptée le 30 janvier 2002 par le Comité des Ministres du Conseil de l'Europe). La Conférence ministérielle avait pour but de passer en revue les mesures prises en application des Principes directeurs pour le développement territorial durable du continent européen, de promouvoir la coopération transnationale et interrégionale à l'aide de projets de développement. Elle a ainsi traité des moyens de promouvoir et de mettre en œuvre les Principes directeurs en mettant en place des dispositions juridiques et des politiques efficaces ainsi que des stratégies novatrices en matière de planification et d'aménagement du territoire.

Lors de sa 865^e réunion du 10 décembre 2003, le Comité des Ministres du Conseil de l'Europe a examiné les résultats de la Conférence de Ljubljana. Les Délégués des Ministres :

1. ont remercié le gouvernement de la Slovénie de l'excellente organisation de la 13^e Session de la Conférence européenne des Ministres responsables de l'aménagement du territoire ;
2. ont remercié le Gouvernement du Portugal pour son offre d'accueillir la 14^e Session de la CEMAT au Portugal en 2006 ;
3. se sont félicités et ont pris note des documents suivants signés à l'occasion de la 13^e Session de la CEMAT par la Hongrie, la Roumanie, la Serbie-Monténégro, la République slovaque et l'Ukraine :
 - Déclaration sur la coopération concernant le bassin de la rivière Tisza/Tizza ;
 - Initiative sur le développement territorial durable du bassin de la rivière Tisza/Tizza ;
4. ont pris note des documents suivants adoptés lors de la 13^e Session de la CEMAT :
 - Déclaration de Ljubljana relative à la dimension territoriale du développement durable ;
 - Résolution n^o 1 sur les partenariats publics-privés concernant les politiques de développement territorial ;

- Resolution No. 1 on public-private partnerships in spatial development policy;
 - Resolution No. 2 on the training of authorities responsible for sustainable development;
 - Resolution No. 3 concerning the prevention of floods and better co-ordination of all activities designed to minimise the risks and the consequences of disastrous floods;
 - Resolution No. 5 on the organisation of the 14th Session of the European Conference of Ministers responsible for Spatial Planning;
5. agreed to forward the Ljubljana Declaration for information to the Parliamentary Assembly, the CLRAE, the Steering Committee for Local Democracy (CDLR), the Council of Europe Development Bank (CEB), the European Commission, the OECD, the European Investment Bank, the European Bank for Reconstruction and Development (EBRD), the European Environmental Agency, the European Conference of Ministers of Transport (ECMT), the Nordic Environment Financing Co-operation (NEFCO), the Black Sea Economic Co-operation (BSEC), the Central European Initiative (CEI), the UN Human Settlement Programme (UN-HABITAT), the UN Commission on Sustainable Development (UN-CSD), the UN Environment Programme (UNEP), the UN Development Programme (UNDP), the United Nations Economic Commission for Europe (UN-ECE), the Council of Baltic Sea States (CBSS) and the United Nations Institute for Training and Research (UNITAR);
 6. agreed, following the Ljubljana Declaration, to take into consideration sustainable spatial planning in the context of the Third Summit of the Council of Europe;
 7. agreed to forward Resolutions Nos.1-3 and 5 to the Parliamentary Assembly, the CLRAE and the CDLR for information;
 8. agreed to forward Resolution No. 5 to the Council of Europe Development Bank and the EUR-OPA Major Hazards Agreement, for information;
 9. agreed to consider the CEMAT's proposals for the terms of reference of the Committee of Senior Officials and its Bureau at a forthcoming meeting, after having heard the opinion of the GR-C, on the basis of consolidated proposals to be submitted by the Secretariat.

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

- Résolution n° 2 relative à la formation des autorités responsables du développement territorial durable ;
 - Résolution n° 3 concernant la prévention des inondations et une meilleure coordination de toutes activités destinées à minimiser les risques et les conséquences des crues désastreuses ;
 - Résolution n° 5 relative à l'organisation de la 14e Session de la Conférence européenne des Ministres responsables de l'aménagement du territoire ;
5. ont convenu de transmettre la Déclaration de Ljubljana pour information à l'Assemblée parlementaire, au CPLRE, au Comité directeur sur la démocratie locale et régionale (CDLR), à la Banque de développement du Conseil de l'Europe (CEB), à la Commission européenne, à l'OCDE, à la Banque européenne d'investissement, à la Banque européenne pour la reconstruction et le développement (BERD), à l'Agence européenne pour l'environnement, à la Conférence européenne des ministres des transports (CEMT), à la Coopération pour le financement de l'environnement nordique (NEFCO), à la Coopération économique de la Mer Noire (BSEC), à l'Initiative centre-européenne (ICE), au Programme des Nations Unies pour les établissements humains (ONU-HABITAT), à la Commission sur le développement durable des Nations Unies (CDD-NU), au Programme des Nations Unies pour l'environnement (PNUE), au Programme des Nations Unies pour le développement (PNUD), à la Commission économique pour l'Europe des Nations Unies (CEE-NU), au Conseil des Etats de la Mer baltique (CEB) et à l'Institut des Nations Unies pour la formation et la recherche (UNITAR) ;
 6. ont décidé, faisant suite à la Déclaration de Lubljana, de prendre en considération le développement territorial durable dans le cadre du Troisième Sommet du Conseil de l'Europe ;
 7. ont convenu de transmettre les Résolutions nos 1 à 3 et n° 5 à l'Assemblée parlementaire, au CPLRE et au CDLR, pour information ;
 8. ont convenu d'adresser la Résolution n° 5 à la Banque de développement du Conseil de l'Europe et à l'Accord EUR-OPA Risques majeurs, pour information ;
 9. ont convenu d'examiner les propositions de la CEMAT pour le mandat du Comité des hauts fonctionnaires et de son Bureau lors d'une prochaine réunion, après avis du Groupe de rapporteurs sur l'Education, la Culture, le Sport, la Jeunesse et l'Environnement (GR-C), sur la base des propositions concrètes à soumettre par le Secrétariat.

Maguelonne Déjeant-Pons, Chef de la Division de l'aménagement du territoire et du paysage, Conseil de l'Europe

Opening speeches /

Discours d'ouverture

Maud de Boer-Buquicchio

Deputy Secretary General of the Council of Europe

Dear Presidents,
Dear Ministers,
Your Excellencies,
Ladies and Gentlemen,

I am very pleased to be with you today for the opening of the 13th Session of the European Conference of Ministers responsible for Regional Planning.

The Council of Europe aims at promoting Democracy, the Rule of Law and Human Rights, and at seeking common solutions to the problems facing our societies. Regional planning and sustainable development strategies are essential contributors to social cohesion and democratic stability, two of our main objectives.

Indeed, the “Guiding Principles”, which you adopted during your last Conference in Hanover three years ago, highlight the local and regional dimension of human rights and democracy. They aim at identifying spatial planning measures, which enable all Europeans to achieve an acceptable standard of living. We consider this a prerequisite for the implementation of the Council of Europe’s social cohesion strategy and for stable democratic structures in Europe.

The challenges Europe faces today do not respect national borders. We therefore promote regional planning policies, which encourage effective territorial management by seeking to strike a balance between economic and social development and consideration for the environment.

This is a very concrete, down to earth approach. Water and energy supply, transport of people and goods, health and education – they all need to be taken into account and made accessible to everybody, preferably under the same conditions. If this does not happen, people suffer.

Because spatial planning is based on a multidisciplinary and multidimensional approach, it depends a lot on the active participation of citizens. Local and regional authorities, civil society and active individuals co-operate with each other and with the private sector. With an ever-rising level of privatisation of formerly public enterprises and services, the private sector plays an increasingly important role in spatial planning.

In addition to the three generally-accepted parameters of sustainable development, namely economic, social and environmental development, in Europe we add a fourth dimension. The “Guiding Principles” introduce the concept of “cultural sustainability”. This new dimension changes and widens the concept considerably.

As a contribution to the implementation of the United Nations Programme “Agenda 21”, and keeping in mind our responsibility as a key player in global development, the Council of Europe presented this concept to the United Nations World Summit on Sustainable Development in Johannesburg in 2002. We stand ready to enter into an intercontinental dialogue on the enlarged concept.

Europe was shaken by a series of man-made natural catastrophes last summer, when news headlines and televised reports on forest fires throughout Europe, but especially in the South-West, competed for our attention. The year before, wide parts of Europe were flooded. Non-respect of spatial planning decisions, both in the more urban and rural areas concerned, was an important contributing factor.

These events were multidimensional in every respect:

- they often concern more than one country;
- their consequences destabilise not only the environment, but also the social, cultural and economic patterns in the regions concerned;
- and remedies require close co-operation of public authorities, civil society and the private sector.

While there is no guarantee against natural disasters, much can be done to avoid or alleviate them. Consequently, in the last three years member States

have started to implement the “Guiding Principles”, which do exactly that. National legislation on sustainable spatial development is drafted throughout Europe, and spatial planning structures at local and regional level are reinforced. Increasingly, the “Guiding Principles” are applied in cross-border and transnational co-operation.

The signature, later this morning, of the document concerning the sustainable spatial development of the Tisza/Tisa River Basin by the representatives of the concerned States, is an excellent example of how the principles can be applied, and be of direct use for the people and countries who respect them.

In the same vein, the international activities of CEMAT over the last three years significantly contributed to addressing ideas, sharing experience and making recommendations to emphasise the importance of sustainable development strategies.

All of this is very positive.

In Hanover, my predecessor appealed to you to define spatial planning policies for all Europeans, and to avoid different regions developing at very different speeds. This would lead to an uneven distribution of goods and services and be contrary to social cohesion policies.

Five weeks from now, the Italian Presidency of the European Union will host an Informal Ministerial Meeting on Regional Policy of Community Cohesion. Many of the topics discussed here will doubtlessly be on their agenda, too.

Ladies and Gentlemen, sustainable development of European Union member States, including the ten new countries, is impossible if the rest of Europe is left out. It is of paramount importance that the work of the Council of Europe and of the European Union in this area be properly co-ordinated and that resources, including financial resources, be shared.

I trust that the countries which participate in both meetings will make sure that the discussions are complementary, and that any tendency towards a “*Europe à deux vitesses*” is nipped in the bud.

You must make concrete co-operation on this issue between the two European organisations a reality. I therefore welcome the participation in this Conference

of a representative of the European Commission, since his views and input are very important for this debate.

Your discussions here have a direct and practical input into the future. Into our future.

I should now like to thank the Slovenian authorities, and you, Minister KOPAC, in particular, for your warm welcome and for the excellent preparation of the Conference. As the country holding the Presidency, Slovenia was instrumental in ensuring the quality of the work carried out since your last Ministerial Conference in Hanover in September 2000.

I wish you a constructive and fruitful exchange. You will be able to evaluate the results of your meeting and the implementation of your decisions at the next Ministerial Conference in Portugal.

Thank you.

Borut Pahor

President of the National Assembly of Slovenia

Slovenia is a small country with regard to its size and the number of inhabitants, but it is big in terms of landscape variety and biotic diversity. It accounts for a mere 0.004 per cent of the world's territory and 0.033 % of the world's population, but it comprises more than 1 % of all living creatures and more than 2% of all plant and animal species. It is situated at a crossroads of trade routes and at the point where Central and Eastern Europe meets Western Europe.

There exists in Slovenia a broad social conviction that admission to the EU will facilitate the implementation of a programme for increasing the economic, social and environmental well-being of the population, strengthen economic links and put into effect the European standards of democracy, human rights, the market economy and environmental protection as well as the European Union's legal order. Slovenia is a strategically important but ecologically highly vulnerable location, and it needs sustainable spatial development according to guidelines to be laid down by the Conference of ministers responsible for regional planning in Ljubljana.

Efficient management is important for putting into effect a sustainable and balanced development in Slovenia; unfortunately, such management were not confirmed by the so-called implementation deficit, which, among other things, will be addressed by the Conference of Ministers. In terms of the environmental successfulness of development, Slovenia holds a commendable 24th place among 122 countries assessed, right behind Japan and before Spain, Italy and Belgium. Its high ranking is to be credited to the good original condition of its environment (9th place), and less so to actual improvements in the environment (93rd place, with poor results in managing municipal refuse and ecological stress). Since 1995, the transition-related business resurgence has been slower than the increase in the volume of economic activities amid the downgrading of the environment to a unit of economic activity.

The vision of sustainable and balanced development in Slovenia, based on a series of study workshops (March 2002), with an outline of the vision for the period until the year 2012, is as follows: Slovenia is a state of prosperity and

quality living actively coexisting with nature. It achieves its competitive edge and fulfils its responsibility on a global level:

- through innovative technologies based on human resources, a spatial sample, natural resources and Slovenias' social structure;
- by training creative individuals;
- through an efficient state based on participatory democracy and respect for human rights;
- by taking into account the sustaining capacity of the environment;
- by actively protecting landscapes and ecosystems; and
- by actively joining the international process of sustainable and balanced development.

As regards legislation, the fundamental principles of sustainable and balanced development from the Declaration on environment and development adopted in Rio de Janeiro were incorporated into the 1993 Law on environmental protection. Under this law, sustainable and balanced development is ensured by the state as well as by municipalities, associations, businesses, public officials and other factors impacting the environment. This law provides a legal foundation for the co-operation of all those involved in sustainable and balanced development, and is accompanied by other laws adopted to date: the Law on waters, the Law on genetically modified organisms, the Law on balanced regional development, the Law on energy, and other, more recently adopted legislation in the areas of health care and social welfare.

The activity of municipalities, which are linked so as to form twelve statistical regions, is based on an enhanced strategy from the Law on regional development, which adopted European mechanisms for encouraging regional development. These regions are collaborating on drafting regional development programmes for the period until 2006. These programmes are at varying stages of development, but they are all based on the principles of sustainable and balanced development and deal with the issues of the economy, environment and social development. Municipalities, State bodies, businesses and non-governmental organisations in individual regions are co-operating in preparing these programmes.

A key challenge for the implementation portions of the regional development programmes and for their next generations will be to prepare priority programmes that will allow public and private investments to be directed towards achieving the goals of sustainable development in a cost-effective way.

M. l'Ambassadeur Joseph Licari,

Vice-président des Délégués des Ministres, Représentant du Comité des Ministres du Conseil de l'Europe, Représentant permanent de Malte auprès du Conseil de l'Europe

Monsieur le Président,
Madame la Secrétaire Générale Adjointe du Conseil de l'Europe,
Monsieur le Président de l'Assemblée Parlementaire du Conseil de l'Europe,
Mesdames et Messieurs les Ministres,
Mesdames, Messieurs,

Je voudrais d'abord remercier les autorités de la Slovénie pour leur hospitalité et pour l'accueil de la treizième session de la CEMAT sur le thème de la « Mise en œuvre des stratégies et perspectives pour le développement territorial durable du continent européen ».

Cette Conférence représente le seul cadre de coopération paneuropéenne en matière de politiques de développement territorial dans lequel les pays membres et non-membres de l'Union européenne peuvent se rassembler sur un pied d'égalité à l'échelle de la Grande Europe. Elle constitue aussi une plate-forme d'échange et de diffusion de l'information.

En janvier 2002, le Comité des Ministres du Conseil de l'Europe, que je représente ici, a adopté une recommandation adressée aux Etats membres sur les Principes directeurs pour le développement territorial durable du continent. Ces principes avaient été précédemment adoptés lors de la 12^e CEMAT à Hanovre en septembre 2000 et constituent :

- une contribution importante pour la mise en oeuvre de la stratégie de cohésion sociale adoptée lors du deuxième Sommet du Conseil de l'Europe en 1997 ;
- un document d'orientation politique qui prend en compte les travaux pertinents du Conseil de l'Europe et qui peut contribuer à renforcer le processus d'intégration européenne par la voie d'une coopération transfrontalière, interrégionale et transnationale ;

- une stratégie cohérente de développement intégré et régionalement équilibré du continent qui renforce les collectivités locales et régionales au-delà des frontières.

Le Comité des Ministres a ainsi recommandé d'utiliser ces Principes directeurs comme document de référence pour les mesures d'aménagement et de développement du territoire.

Aujourd'hui, au lendemain du Sommet des Nations Unies de Johannesburg, il s'agit d'examiner quelle application doit être faite du concept du développement durable au territoire. Il s'agit d'interpréter le mot « développement » comme incluant la protection, la gestion et l'aménagement du territoire, ainsi que la valorisation de ses ressources selon une vision prospective.

Les politiques de développement territorial sont un outil exceptionnel pour atteindre les objectifs du développement durable. Ils mettent en mouvement un ensemble de forces sociales et économiques qui dépassent largement le secteur public. Il convient dès lors de promouvoir des méthodes favorisant la cohésion économique et sociale, des systèmes de transport efficaces et durables ainsi que l'accès à la société de l'information, la conservation, l'aménagement et la gestion des paysages et du patrimoine naturel, culturel et paysager, et la protection de l'environnement, la gestion des ressources et la prévention des risques.

Il y a lieu pour cela de favoriser des échanges d'expériences pour élaborer, adapter ou réviser les législations nationales, ainsi que la création de structures de développement territorial dans le cadre des nouveaux Etats membres du Conseil de l'Europe qui souhaiteraient ainsi avoir accès aux fonds structurels de l'Union européenne.

Le document du Secrétaire Général du Conseil de l'Europe sur les priorités pour 2003 fixe par ailleurs les trois priorités suivantes :

- développer le rôle du Conseil de l'Europe dans la nouvelle architecture européenne ;
- développer la coopération transfrontalière en mettant l'accent sur les problèmes quotidiens des régions frontalières ; et
- promouvoir une vision globale et cohérente de la notion de « patrimoine commun européen » en présentant le patrimoine culturel et le patrimoine

naturel comme des moyens de favoriser l'aménagement du territoire et les liens sociaux et d'améliorer le cadre de vie des populations.

Les travaux des Conférences ministérielles responsables de l'aménagement du territoire répondent à ces priorités et à ces objectifs.

Il est probable que dans les années à venir ces Conférences auront à débattre des grands enjeux de la durabilité :

- la mondialisation,
- le changement d'échelle de l'intégration européenne,
- la prévention des dommages dus aux catastrophes naturelles,
- le développement local, élément réducteur de l'exclusion sociale,
- le renforcement de la vitalité des zones rurales,
- la gestion des flux de biens et de population,
- la promotion de l'identité culturelle et la valorisation du patrimoine culturel,

et j'en passe.

Le développement durable est donc devenu un thème d'envergure mondiale, comparable à des concepts tels que la démocratie et les droits de l'homme. Il est devenu à l'ordre du jour des politiques nationales, régionales et locales, et au sein des institutions supranationales.

Notre Conférence devrait donc marquer une étape essentielle dans la mise en œuvre effective des stratégies et perspectives pour le développement territorial durable du continent européen.

Merci Monsieur le Président.

Peter Schieder

President of the Parliamentary Assembly of the Council of Europe

I thank you for your invitation to attend this conference. First and foremost I should like to thank Minister Kopač for the support he gave to the initiative I made in the aftermath of the devastating floods that struck a number of our Member States a year ago. By placing this matter on the agenda of this conference, you have created an opportunity to adopt concrete and efficient measures to diminish the risk of similar natural disasters in the future.

Sustainable spatial development may sound abstract to the person in the street, but if it is not done, and done properly, the consequences are likely to be concrete and painful. Last year's deluge in central Europe, and the great fires, which ravaged the coastal areas in its southern part this summer, as well as other calamities across the continent, are brutal reminders of our failure to properly manage human activities, which often cause or intensify nature's devastating rage. Regional planning is a critically important activity, but for all its importance, it far too often reminds us of the safety demonstration in an aircraft – nobody pays very much attention until it is too late.

To counter this trend, the Assembly has always insisted on the need to act together, think big and plan ahead.

We need to act together because Europe's resources have not been allocated according to national lines, or political and administrative divides.

Eight hundred million European citizens are collectively entitled to, and responsible for, the use of our continent and its far-from-unlimited resources.

A huge part of this responsibility lies with local and regional authorities. This is where many of the decisions affecting the use of the territory are being made, yet the consequences of their decisions are often felt beyond the geographical borders of their jurisdiction. The same can be said for national – and supranational – Authorities. The Assembly welcomes and supports the European Union's efforts concerning regional planning but insists that the coordination of policies at a continent-wide level remains indispensable. The

European Conference of ministers responsible for regional planning should maintain and strengthen its role of providing the political initiative and co-ordination for policies, which affect Europe as a whole.

The Council of Europe is ideally placed to contribute to better and more balanced regional planning in Europe not only because of its geographical size, but also because it creates the synergy between actions taken at the intergovernmental, parliamentary and local levels.

We need to think big because the use of our landscape should not only be economically and environmentally sound, but should also take into consideration the social and cultural aspects of our impact. I am pleased to note that the Assembly's concerns in these areas are duly reflected in the documents prepared for this conference.

The Assembly also insists on the need to plan ahead. This certainly seems to be an obvious point, yet one that eludes us again and again in real life. Learning from one's mistakes is a splendid thing to do, as long as one gets a chance to do it.

As responsible politicians, we must find ways to focus our minds on real problems – drawing on both the lessons of the past and our vision of the future to find the right solutions, at the right time. I believe that this is what regional planning is all about, and what this Conference has set out to do.

As a parliamentarian, I have one final piece of advice to offer and I hope you will not mind me doing so. *Nomen est omen*, as they say, and if I were to explain the aim of our conference to my electorate, I would make an effort to use clearer language. The title “implementation of strategies and visions for sustainable spatial development” may sound catchy to an expert but would not go down well with my constituents in Vienna's 14thBezirk. Not because they would not understand, they just tend to prefer plain and straightforward language.

We should not forget that clarity is a pre-condition of transparency, and if we want people to accept and support our policies, we have to be quite clear about what we are doing on their behalf.

Thank you.

Keith Whitmore

Chairman of the Committee on sustainable development of the Congress of Local and Regional Authorities of the Council of Europe

Mr President,
Ladies and Gentlemen,

As chairman of the Committee of Sustainable Development, I am delighted to be here today to represent the Congress of Local and Regional Authorities of the Council of Europe and I would like to thank the Slovenian Authorities for the excellent organisation of this 13th Ministerial Session.

As you probably know the Congress has been the “initiator” of CEMAT and has always co-operated closely with it (I can recognise that in most cases we have established a useful co-operation and received satisfying responses from the CEMAT in the very recent past). I can positively notice that the work done after last Ministerial Conference in Hanover, has a logical follow-up, as we will discuss today the promotion and implementation of the “Guiding Principles for a Sustainable spatial development of the European continent” which the Congress has disseminated to local and regional authorities asking to implement them.

In several Member States spatial planning falls under the responsibility of regional governments and the Congress brings about several activities that can help regions in their tasks: as you know we examine the situation of local and regional democracy in Europe, we launch initiatives enabling citizens to participate in local and regional democracy, we try to boost cross-border and inter-regional co-operation and we help decentralisation in all member states. We have of course put at the disposal of the CEMAT the experiences of locally and regionally elected representatives and we try to reinforce their involvement in the formulation of European policies.

Allow me first of all to stress the importance that local and regional authorities attach to spatial planning and their approach to it. We feel that spatial development means having a balance between different policies focusing the

efforts on the aim of satisfying people's aspirations. Over the past ten years, European local and regional authorities have increased their efforts in order to develop a true sustainability of their territories; for this purpose spatial planning is a powerful instrument. But for us priority for local sustainable development issues includes equity and social justice, as well as poverty reduction through economic development. Many of the texts elaborated by the Congress focus on the improvement of the means allowing the population in Europe to achieve an acceptable standard of living in relation to the constraints and potential of the areas where they live. We have often considered the main questions of sustainable spatial planning as a question of where people shall live, how they shall work, which services they shall benefit of, how they shall move from one territory to another, how they shall use the land – which is a non-renewable resource – and which problems they shall leave as “heritage” to future generations. Considerations in planning relating to how cities are to be organised, the location and conditions of economic activities, the relationship between urban, rural coastal and mountain areas and the effects of all these factors are essential for people's quality of life!

Therefore the Congress has not limited its observations to the economic aspects of spatial planning. We consider spatial planning in fact as concerned with both the protection of the environment and the distribution of economic and social activities. As far as these last are concerned, we must not forget that local identity and local qualities are becoming the most important competitive parameters for the companies in the future: the rapid changes in the global economy in fact make it crucial for individual countries and regions to ensure that the distinctive characteristics of each region can be transformed into advantages in international competition. We think that Governments should consider it important to maintain and develop regional and local strengths and to ensure that new potential is based on the historical, geographical and cultural background of a region. The State, the regions and the municipalities should strive continually to map the regional and local strengths and competencies. We feel that Governments should work towards creating a regional and local basis for deepening the interaction between spatial planning, business policy, transport and the environment. This can enhance the coherence between regional business policy and regional and municipal plans.

Going to the heart of our today's Conference, allow me to remind the main concerns expressed by locally and regionally elected representatives since last CEMAT in Hanover. Since then the Congress expressed itself several times on

subjects directly related to regional and spatial planning and among them, I would like to recall in particular the concerns we expressed on the difficulties that rural and mountain areas are experiencing, on the developments of the market of public utilities, on transport policies and on the disastrous consequences of floods in Europe.

Regions and municipalities have an important role in carrying out planning and offering services in rural areas. This planning should attempt to ensure self-reliant development in rural districts for settlement, workplaces and services, so that life in the countryside is not based on passive transfer payments. Nevertheless it is important that business development in rural areas does not have negative environmental impact or other undesired effects. Not all types of business can be located in the small towns and villages of rural areas, but we have to try to avoid that rural areas be abandoned and urbanisation be increased the more and more. Promoting a balanced geographical distribution of the population and of the economic activities is in fact essential for regional development.

As far as mountain areas are concerned the Congress stressed several times that these must not be treated as separate entities, dissociated and isolated from Europe's other regions, but as parts of a single body which forms the territory of the Greater Europe of the future. In the past, the lack of a clear-sighted policy for mountain regions has caused their populations to desert them and led to the deterioration of these areas with serious consequences for the ecological and social equilibrium of our European territories.

Another urgent problem felt at present by local and regional Authorities is the change foreseen in the market of local public services (in particular water supply, power supply and transport) which is the subject of wide public debate in Europe today. As you know, legislative decisions are in the pipeline at the European level concerning liberalisation of markets, privatisation and competition policy. The future development of these markets may lead the public utilities providers to concentrate their interest on urban (or economically profitable) areas while neglecting disadvantaged regions. For these reasons we have asked and we ask that a balanced territorial distribution of services be assured, as disadvantaged, rural and remote regions should have the same advantages and prices as those enjoyed by urban and economically prosperous areas.

Transport policies and present land-use in most European countries are leading to excessive road travel in cities and their immediate surroundings. There is widespread agreement that integrated policy packages are needed to bring about sustainable travel in urban areas. Successful implementation of these policy packages aims to integrate land use and transport planning, manage private vehicle travel, optimise public transport use by means of integrated traffic and mobility management, and promote walking and cycling in urban areas. Urban sprawl should be minimised through integration of land use and transport planning. All levels of government have important roles to play in assuring that effective policy options are identified and implemented. The importance of specific national policies in guiding local transport policy is recognised by several countries – particularly the national framework for taxes and charges relating to transport, and clean air laws that place specific responsibility on local authorities. In the planning area, several countries introduced the requirement for regional and local Authorities to jointly produce urban mobility plans.

Last but not least nobody can forget the recent catastrophic floods that have hit the whole of Europe. Local and regional Authorities have been the first to have to face up to the damage to the urban environment and the difficulties brought by distress within the population. For these reasons the Congress decided to adopt a report on the strategies carried up until now concerning regional planning and the prevention of floods taking into account the principal causes that originated the phenomena (such as deforestation, climatic changes, regional and land use planning).

As you know, national spatial planning policies on development and flood risk has influence on regional and local spatial planning decisions and the national level has a vital role in providing technical flood risk advice to local and regional Authorities. Only national agencies, within their activities, can ensure the consistency of the technical basis for spatial planning decisions. In concrete terms the Congress feels that local and regional Authorities have to be informed by high quality flood risk maps, which clearly show high risk flood zones, and take into account the performance of defenses. In addition we feel that regional and local spatial planning strategies should be informed by river catchment modeling as part of the strategic environmental appraisal of the strategies and that this modeling should examine the flood risk impacts of a range of land use and climate change scenarios. You are aware of the fact that most local Authorities lack the resources to do this work themselves!

Just a very brief conclusion: as you know, almost always, decisions taken at Ministerial level will affect the responsibilities and duties of local and regional Authorities. There is room for improvement in formulating strategies to promote broad dialogue on spatial planning at the different tiers of government. I believe that increasing the co-ordination between spatial planning, regional policy and local plans is the way forward for Europe as a whole and for implementing improved solutions to the challenges of the future in spatial planning.

Thank you for your attention.

Krzysztof Ners

Vice-Governor of the Council of Europe Development Bank (CEB)

Ministers,
Madam Deputy Secretary General,
Members of the Congress,
Ladies and Gentlemen,

Representing the Council of Europe Development Bank, a multilateral bank with social vocation, I would like to emphasise the importance of this pan-European gathering to discuss sustainable spatial development and good spatial governance.

We believe in our Bank that anticipation and prevention are an integral component of sustainable development. If we fail to address the problems of our communities and territories in the next twenty years, we can face increasing costs in the medium term and almost intractable problems in the long run.

The floods of the last year and the fires of the summer are examples that uncontrolled land exploration or activities are hazardous for the environment and may lead to man-made disasters or play a part in increasing the consequences of natural catastrophes

As Vice-Governor for Countries in transition, I would like to highlight the contribution that our international Bank – CEB – can make to good spatial governance and for promoting harmonious territorial development.

CEB has been the oldest pan-European supranational financial Institution established in 1956. There are 35 country members, all of them members of the Council of Europe, among them 14 countries in transition.

The Bank has already financed 18,7 bn EUR in projects with annual disbursements of some 1.6 bn EUR.

Priority field of action is aid to refugees and migrants and in particular to victims of natural and ecological disasters. As far as aid to victims of natural and ecological disasters is concerned, in the last 5 years this sector represented 18% of total projects, meaning 17 bn EUR.

Over the years, the Bank has broadened its mandate to include social housing, health and education, urban renewal, historical and cultural heritage, environmental protection – sectors that contribute to spatial development.

The Bank can co-finance Member States' policies designed to counter the roots of unsustainable territorial development, to reduce disparities and, in particular, the unbalanced distribution of social services and structures across the country, to revitalising urban areas, renewing social housing and fighting social and special segregation, to protecting the environment and limiting the damage of natural hazards.

Our loans are on very favorable terms thanks to CEB's AAA rating and non-bureaucratic procedures and management. In the response to natural disasters as well as for the projects in prevention, we can provide subsidies to the interest rates. The borrowers are not only Governments but can also be municipalities and local authorities, as well as commercial banks to on-lend to final beneficiaries. We are also interested in financing transfrontier projects. We can also provide some technical assistance in project preparation thanks to Joint Programme with CE and the Finish Trust Fund.

The Council of Europe Development Bank is also participating in several initiatives to improve the co-ordination of international responses to natural disasters. And let me conclude on this issue – sustainable spatial development requires co-operation of all actors involved and continuing international co-operation.

The CEB has good co-operation with CEMAT. I would like to thank the organisers for this opportunity to take part in the Conference. I would like to share thoughts on the future directions of spatial development policies. But, the policies to materialise need financial resources. Please, remember the Council of Europe Development Bank which is available to finance such projects with remarkable speed and flexibility and on very favorable financial conditions.

Erwan Fouéré

Ambassador, Head of the EC Delegation in the Republic of Slovenia

Dear Ministers,
Excellencies,
Ladies and Gentlemen,

It gives me great pleasure to address the opening session of the Ministerial Conference, and to convey to you warm greetings from the European Commission.

Co-operation between the European Union and the Council of Europe goes back many years. We share many common values and objectives which have been instrumental in fostering greater democracy and stability throughout Europe.

This co-operation is reflected in the regular contacts between our respective organisations and institutions at both the political and expert level. Both Commissioner Patten and Secretary General Schwimmer have during their meetings underlined the complementarity that exists between us.

That you are holding this Ministerial meeting in Slovenia is significant in itself. With just a few months before accession to the European Union, Slovenia is continuing its final preparations with all speed. The remarkable progress it has achieved in the intensive preparatory work and high levels of economic and social development is a tribute to the dedication and hard work of all sectors of society. The overwhelming vote in support of EU accession at the 23 March referendum reflects the strong European spirit and desire to rejoin the European family of nations.

As a small country situated between current members of the European Union and aspiring members in the South East European region, it has an important role to play in helping its neighbours of the South to achieve the same degree of political and economic stability on the road towards future accession to the European Union.

The discussions you will be embarking on today will provide an important contribution in helping all the current and future EU members big and small to achieve those long-term sustainable development objectives established at a world level, in particular the Monterrey and Johannesburg Summits.

The European Union has set itself the ambitious goal of becoming the most competitive and dynamic knowledge-based economy in the world by 2010.

This objective reinforces the multidisciplinary policy approach in achieving a balanced and sustainable development throughout the European Union, bringing together the three fundamental goals of:

- economic and social cohesion;
- conservation and management of natural resources and the cultural heritage;
- more balanced competitiveness.

As reflected in the agenda of your discussions today, the involvement of local and regional authorities and the active participation of citizens is a crucial factor in ensuring greater acceptance of these development policies and programmes. This human dimension, which incorporates cultural as well as spiritual factors, becomes even more important when one considers the ten acceding countries preparing to join the European Union.

Our experience in Slovenia has shown the enormous benefits gained from, for example, small cross-border projects which bring local communities together to work for joint objectives in the cultural, tourism or other fields. Previously divided by the cruel fate of history, these communities can play a key-role in joining hands to promote economic and social development at the local and regional level. This will remain an important policy approach in the future INTERREG programmes.

I do hope your discussions will promote an exchange of information on best practices throughout the European continent. I am confident that the enlarged European Union will enhance the complementarity between us on these issues.

Thank you.

“General overview of the results of the Activities 2000-2003”

Janez Kopač

Minister of the Environment, Spatial Planning and Energy of Slovenia

Dear Colleagues, Ladies and Gentlemen, let us continue with our work. Much has been done since the 12th Ministerial Conference three years ago in Hanover. A general overview of the results of the activities 2000-2003 will be helpful to trace out our future work. A presentation of the Promotion and implementation of the Guiding Principles for sustainable spatial development of the European continent will be provided by Mrs Margarita Jančič, Chair of the Committee of Senior Officials of the CEMAT. Mrs Jančič, you have the floor. Her words will be supported by the “flash presentation”.

Margarita Jančič

Chair of the Committee of Senior Officials (CSO) of the CEMAT

The Guiding Principles for sustainable spatial development of the European continent, adopted at the 12th Session of the European Conference of ministers responsible for Regional Planning in Hanover, Germany in September 2000, have been considered to be a major contribution for implementation of the strategy of social cohesion, a policy framework document, and a coherent strategy for the integral and regionally balanced development of the European continent.

The Committee of Ministers of the Council of Europe through the Recommendation Rec (2002) 1 recommended to the Member States of the Council of Europe that they use the Guiding Principles as a basis for planning and spatial development measures, implement them in spatial development projects as appropriate, and continue in establishing regional governmental and administrative bodies in order to facilitate better spatial integration of the various regions of Europe.

In the Resolution N° 2, adopted in Hanover besides the Guiding Principles, it was decided that the theme of the 13th Session would be “Implementation of strategies and visions for sustainable spatial development of the European continent”. Through this Resolution the ministers i.a. instructed the Committee of Senior Officials of CEMAT to continue to formulate on the basis of the Guiding Principles concrete and sustainable solutions and policies aimed at a better balanced development and territorial cohesion of the European continent and to foster transnational and interregional co-operation by carrying out development projects supported by EU instruments and international financial institutes and to pay special attention to rural regions, mountain areas and river catchment areas and Mediterranean regions. The ministers asked the Committee of Senior Officials to present concrete results or evaluations at the 13th Conference.

The 13th working period of CEMAT, concluding with the session in Ljubljana, Slovenia, has started the implementation of the Guiding Principles. The Committee of Senior Officials of CEMAT (CSO- CEMAT) for this period

formulated a 2001-2003 working programme. The main issues which in accordance with the working programme have been dealt with and utilised as the basis for the preparation of the 13th Session by the CSO-CEMAT itself, its Task Force, the Secretariat, the experts of the Council of Europe involved in the preparatory activities and a very large number of participants at the venues organised by CEMAT in the years 2001-2003, have been:

- international seminars and conferences dedicated to most outstanding topics/issues of sustainable spatial development of the European continent;
- the preparation of the written national contributions and summary document upon the role of spatial planning in the Member States of the Council of Europe;
- the opening of the Council of Europe CEMAT website;
- the reviewing of the state of progress of projects to implement the Guiding Principles;
- the preparation of the Background Document, of the Ljubljana Declaration on the territorial dimension of sustainable development and of draft resolutions of the 13th Session;
- the preparation of a draft Declaration in co-operation concerning the Tisza/Tisa river Basin and of a draft Initiative on the sustainable development of the Tisza/Tisa river basin;
- the preparation of the draft Agenda of the 13th Session and its side event.

The written national contributions have presented the role of spatial planning in the Member States of the Council of Europe with particular regard to securing sustainable development and implementing of the Guiding Principles for sustainable spatial development of the European continent through various thematic aspects, horizontal and vertical co-operation and public participation. The written national contributions have been the background of a synoptic paper and the basis for a debate at this 13th Session of CEMAT.

The Secretariat General of the Council of Europe provided the Council of Europe CEMAT web site with the working documents of the CSO-CEMAT and its Task Force available on the web, thus considerably facilitating the accessibility to the documents, accelerating the communication between their members, reducing time- and cost consumption for the preparatory activities

and enhancing their effectiveness, and last but not least, providing an efficient instrument for informing the interested public on the role and activities of CEMAT.

The CSO-CEMAT has been reviewing the state of progress of projects of experimental implementation of the CEMAT Guiding Principles in selected Russian regions, Draft Initiative on the sustainable spatial development of the Tisza/Tisa River Basin and the Alpe-Adria Initiative, assuming that their presentation would be on the agenda for the 14th Session of CEMAT.

The CSO-CEMAT realised and adopted for the presentation at the 13th Session of CEMAT the European Rural Heritage Observation Guide as a contribution to the implementation of the Guiding Principles in the light of the Recommendation Rec (2002) 1 of the Council of Ministers.

It also has paid considerable attention to the role of public private partnerships (PPP), taking various forms, and stressed the importance of establishing clear and effective legal frameworks for PPP projects in the member states of the Council of Europe, of careful preparation of PPP projects and of their efficient implementation.

The CSO-CEMAT also realised that the successful implementation of the Resolution No. 1 “A 10-point programme for greater cohesion among the Regions of Europe”, adopted at the 12th Session of CEMAT in Hanover calls for a set up of training of authorities responsible for spatial development in the member states.

All of the activities listed above are adequately reflected in the resolutions and other materials presented at the 13th Session of CEMAT.

The CSO-CEMAT also took note of some adopted texts and documents, presented by the Secretariat General of the Council of Europe, drawing attention to a considerable range of activities of the Council of Europe which have contribute to the implementation of Guiding Principles for sustainable spatial development of the European continent, putting in life the devotion of the Council of Europe, among other European values, to the principles of sustainable spatial development.

In the years 2001-2003 there were four international seminars and two international conferences:

The Seminar “*Integration of the Greater European Spaces*” held in Thessalonica, 25-26 June 2001 was organised by the Council of Europe and the Ministry of Environment, Spatial Planning and Public Works of Greece. It was dealing with the issues of spatial organisation and integrated development of the Greater European areas, experiences in transnational, transborder and inter-regional co-operation in the field of regional planning, the part played by cities and trans-European networks in the integration of the Greater European areas and approaching a policy of sustainable spatial development.

The seminar provided accurate analyses and comprehensive reports of the activities undertaken under various European initiatives and programmes of cross-border, trans-national and inter-regional co-operation. Particular attention was paid to the presentation of successful regional and local spatial developments. It pointed out the crucial role of spatial planning for spatial integration of the European continent and the importance of the implementation of the Guiding Principles on a scale as large as possible.

The Seminar “*Landscape heritage, spatial planning and sustainable development*” held in Lisbon, Portugal, 26-27 November 2001 was organised by the Council of Europe and the Ministry of Environment and Spatial Planning of Portugal.

The seminar pointed out the vulnerability of landscapes to adverse effects. Many landscapes need special protection or even improvement, although they are not only heritage but are as well resources needing comprehensive management. Controlled and intense use of urban land can reduce the landscape transformation to building land.

Agriculture and forestry are indispensable tools for landscape management and the growth of agricultural productivity should not lead to abandon agricultural land. Landscape management is an integral part of spatial planning. It also involves important questions, which are derived from asset value of landscapes. In many cases, the protective regulation and management of landscapes would 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 seminar also pointed out the importance of a common implementation of the European Landscape Convention, already signed by considerable number of the Member States of the Council of Europe.

The Conference “*The role of local and regional authorities in European transnational co-operation in the field of regional/spatial planning*” held in Dresden, Germany, 15-16 May 2002 was organised by the Council of Europe – the Congress of Local and Regional Authorities of the Council of Europe and the German Land of Saxony with the support of the German Federal Ministry for Transport, Building and Housing.

The Conference was dealing with the issues of practical experiences in the implementation of the Guiding Principles at local and regional level, examples of good practice in transnational co-operation of regional and local authorities of Europe and examples of pilot projects under international funding.

The conference pointed out the necessity to set up European spatial development policies which would support sustainable development and would particularly consider the European integration and the enlargement of the European Union. The Guiding Principles and the European Spatial Development Perspective of the EU should be implemented through such policies and the implementation should be regularly monitored, whereby written national reports should be the principal tool of evaluation.

The conference recommended a close involvement of the EU, European and international financial institutions, Member States, regional and local authorities in an active implementation of programmes and projects requiring their co-operation. It also recommended that in the context of its next enlargement the EU should financially support transeuropean co-operation in the field of spatial planning and spatial development, whereby the development of adequate transport infrastructure deserves special attention.

The Seminar “*Spatial planning for the sustainable development of particular types of European areas: mountains, coastal zones, rural zones, flood plains*”

and alluvial valleys” held in Sofia, Bulgaria, 23-24 October 2002 was organised by the Council of Europe and the Ministry of Regional Development and Public Works of Bulgaria.

The seminar was dealing with the issues of application of the Guiding Principles in national and international regional planning projects, of the participation of civil society in the policies of sustainable development in particular zones, and of integrated approach concerning these policies. It has considered that mountains, coastal and rural zones, flood plains and water meadows are areas which are particularly exposed to specific problems.

Mountain regions of Europe with their exclusive potential and ecological, economic, social, cultural and agricultural functions require spatial planning measures which will grant them social and economic development but at the same time conservation and protection. Coastal zones with many functions concentrated along a narrow coastal strip, call for an integrated spatial planning policy which is a pre-requisite for sustainability of their development.

Rural zones have large development needs, along with the need to improve the economic, environmental and social sustainability of economic activities and to improve the living conditions of the inhabitants. Together with various sectoral policies, spatial planning with its co-ordinative function and integral approach should have a crucial role in providing solutions to these needs.

River basins, flood plains and water meadows include waterways and wetlands with diverse and delicate ecosystems. They are individual landscapes themselves and are exposed to extensive impacts of human settlement and manifold economic and other activities. They require integrated management which must take account of this complexity.

The seminar proved that spatial planning has a specific role because it involves in each activity and is a key element of co-ordination of economic, environmental and social aspects of development. It made clear that spatial planning is the tool, which should have the crucial role in management of large areas.

Seminar “*Sustainable spatial development: Strengthening intersectoral relations*” held in Budapest, Hungary, 26 and 27 March 2003 was organised by the Council of Europe and the United Nations Institute for Training and

Research (UNITAR), in co-operation with the National Spatial Development Office of the Prime Minister's Office of the Republic of Hungary and the European Youth Centre Budapest.

The seminar focused on the strengthening of inter-relations and interdisciplinary and intersectoral co-operations and partnerships in the field of spatial planning, necessary i.a. because of the fragmentation of current planning practices. The seminar once again pointed out that spatial planning represents the appropriate institutional, technical and policy context for managing the territorial dimension of sustainability. Modern integrated spatial planning should be founded upon strengthened evaluative functions, genuine public participation, enhanced co-operation, and should use new decision-making tools, less relying upon government authority and enforcement.

The seminar also strongly stressed that the access of all too essential commodities and services constitutes one of the objectives of territorial and social cohesion. Physical access (availability) and economic access (affordability) to fundamental essential commodities and services should be granted to all, including those, who cannot afford to pay full price for them. There are various efficient organisational and financial schemes for providing of public services. The local communities have the key role in this sector, which is particularly suitable for setting up of public-private partnerships, often assuring more efficient, better and hence more sustainable services, but requiring specific organisation and management.

The Conference "*Natural disasters and sustainable spatial development: Prevention of floods*" held in Wrocław, Poland, 30 June 2003 was organised by the Council of Europe in co-operation with the Polish Government Centre for Strategic Studies and the City of Wrocław. The aims of the Conference have been to analyse the reasons for major disasters and the possibilities of the prevention of floods, to promote the implementation of Guiding Principles, to contribute to the implementation of actions identified in 2002 by the World Summit on Sustainable Development held in Johannesburg and to enhance the integrated approach of spatial development planning and good governance.

Although the conference did not leave the other natural disasters fully aside, it concentrated upon the problem of floods. Recent flood events have risen public and political awareness that Europe is exposed to floods as natural

disasters, that there is no absolute security from floods, and that technical measures, however sophisticated and extensive they might be, do not at all grant such security.

It is not possible to eliminate floods and it is impossible to fully avoid damages caused by them. Thus new approach in river and flood risk management tends to allow more frequent flooding in the areas where they cause least damages. It can be implemented either through preservation and enlargement of existing natural water retention areas or through restoration of natural river morphology and opening new retention areas. Spatial planning has a crucial role in sustainable river basin management and flood prevention. Wherever possible, it should direct human settlement and the sensitive land uses away from natural retention areas and zones with enhanced flood risk, and thus prevent the greatest damages when flood occur.

Flood prevention and protection require interregional, transborder and international co-operation in order to be efficient and sustainable. The major issues of European co-operation in the field of flood prevention and protection are the questions of solidarity and sustainability which can not be separated. Solidarity of people in the river basin means that everybody must be aware that one's flood protection may not be at the expense of the other's flood risk. Natural disasters in less developed areas as a rule increase the disparities. The social aspect should therefore be at the forefront of integral flood management, along with the primary concern to protect human lives.

The Wrocław Conference called for a consistent all-European action in the field of integrated flood management. Because of the role of spatial development policy in this respect, CEMAT is the most appropriate framework to set up such action. Therefore the Ministers at their 13th Session should consider taking the appropriate initiative.

The seminars and the conferences, as their *fil rouge*, stressed that local and regional authorities have an invaluable role in the implementation of the Guiding Principles and suggested further steps in order to facilitate their role in the implementation of the Guiding Principles pointing out that greater responsibilities for the implementation of the Guiding Principles should be transferred to regions and municipalities of Europe.

In all seminars and conferences, special emphasis was placed on the importance of the public participation in the field of spatial planning and in creating spatial development policies and of the role of the non-governmental organisations. Spatial development is a category of the future; therefore the young and the children should have a particular role in these democratic processes.

I should like to thank most sincerely all those who, through their thematic, financial and any other contributions, have helped in the implementation of the Working Programme of CSO CEMAT in the period from the 12th to the 13th Session.

Thank you for your attention.

SPEECHES / STATEMENTS

DISCOURS / PRESENTATIONS

“Spatial Planning as a tool for developing Europe in a balanced and sustainable way”

Ieva Verzemniece

Deputy State Secretary, Ministry for Regional Development and Local Governments of Latvia

Ministers and Heads of Delegations,
Ladies and Gentlemen,

Thank you very much for giving me the opportunity to take part in this event and to make some remarks regarding Latvia.

I am speaking here on behalf of our Minister of the Regional Development and Local Government Mr Ivars Gaters. He is very sorry not being able to participate himself, due to urgent governmental tasks, and he wishes you a successful session.

First of all let me thank Slovenia for arranging this ministerial session and its hospitality.

Looking back, it was only 9 years ago in 1994 when Latvia for the first time participated in the CEMAT meeting in Norway where “Strategy for sustainable regional/spatial development in Europe beyond the year 2000” was discussed. Since then the “Guiding Principles for sustainable spatial development of the European continent” were approved and today we are evaluating the first results and discussing tasks for further work and looking into the notion of sustainability in European continent.

Meanwhile, four countries of the Baltic Sea Region with other Eastern European countries have applied for membership to the European Union. Yesterday, Estonia had the opportunity, and within a few days also Latvia, to express its desire to become a member of the European Union.

The EU increasingly influences the spatial development of Latvia, the three Baltic States and the whole Baltic Sea region – the so-called “VASAB area”.

The “Wismar Declaration” of the Ministers for Spatial Planning and Development of the Baltic Sea Region and “VASAB 2010 Plus Action Programme” approved in 2001 has had a strong influence on the “Baltic Sea region Interreg IIIB Programme”, which is serving for transnational co-operation and could be used to show how spatial planning contributes to sustainable development.

I think Latvia and not only Latvia, but also the whole European continent is facing the main challenge to use spatial planning as a tool to develop Europe in a balanced and sustainable way.

At this moment in Latvia we still suffer from too detailed and coercive instruments (overdrawn) of environment policy. It might be easy to set up environmentally correct protection strategies, but it is much more difficult to handle development strategies from environmental and sustainable development point of view. This could be a reason why protection strategies are still dominating and continuing to create gaps between visions and protection.

In VASAB we advocate harmonisation of transport policies with spatial development policy objectives on sustainable and regionally more balanced development. From the Latvian and the whole Baltic Sea Region’s point of view, one of the immediate tasks is the need to re-establish the rail links from the Baltic States via Poland to Central and Eastern Europe. Rail Baltica will make a very important contribution to the spatial cohesion of the European continent and will be a substantial contribution to its sustainability.

Let me remind you that one hundred years ago, an international passenger train, the so-called NORD-Express, was put into operation. It was one of the famous European luxury trains, which served between Paris, Cologne, Berlin, Warsaw, Riga and St. Petersburg.

Rail Baltica is an example of practical use of horizontal and vertical co-operation of spatial planning, where the national and regional planning authorities of the three Baltic States, Poland and Germany, with active involvement of sectoral ministries in spatial planning activities reach common understanding, and this could be treated as the success of all VASAB work within the implementation of its vision according to the “CEMAT Guiding Principles”.

Nevertheless, in many of CEMAT countries resources for international co-operation are still scarce. This will turn us to the question of better co-ordination between VASAB, CEMAT and, after the enlargement, also with the European Union.

The challenge we face is that all actors carrying out their responsibility at all levels and sectors should contribute to the sustainability of Europe. Our aim is to encourage as many local and regional authorities as possible to take part in transnational projects and exchange of information on best practices.

After land reforms in many of the East European countries the question of the need to involve the private sector in spatial development arises as another of our challenges. There are cases in our cities where only 5-10 % of the land is in the ownership of municipalities. Exchange of existing practice and development of new models for financing infrastructure and development projects based on Public-Private Partnership are crucial.

Finally, Mr Chair, we express the satisfaction on the work done by the Committee under chairmanship of Slovenia between the ministerial sessions and hope that the consensus will be reached on the proposed resolutions and later also on the declaration from this ministerial session. It will lay a foundation for the further work towards our common objectives. Latvia will do its best to take an active part in this context!

« La coopération entre le Conseil de l'Europe et l'UNITAR en matière de formation au développement territorial durable »

Marcel Boisard

Directeur général de l'UNITAR, Sous-Secrétaire général des Nations Unies

Monsieur le Président,
Madame la Secrétaire Générale adjointe du Conseil de l'Europe,
Mesdames et Messieurs les Ministres,
Excellences,
Mesdames et Messieurs, chers collègues,

C'est un privilège pour moi de m'adresser à votre éminente assemblée. La participation de l'Institut des Nations Unies pour la Formation et la Recherche (connu sous son sigle anglais d'UNITAR) à cette Conférence ministérielle du Conseil de l'Europe marque la concrétisation d'une collaboration entre les cadres de nos deux institutions, dans le domaine du développement régional durable. Nous en sommes très satisfaits et souhaitons renforcer et rapidement développer cette coopération inter-institutionnelle.

Permettez-moi une très brève présentation de l'UNITAR, pour ceux qui ne seraient pas totalement familiers du système des Nations Unies. L'Institut a été créé en 1967, par résolution de l'Assemblée Générale, avec, pour objet, d'accroître l'efficacité de l'Organisation, à travers la recherche et la formation. Le siège de l'UNITAR est à Genève et deux bureaux régionaux ont été établis, à New York pour le continent américain et à Hiroshima, pour l'Asie et le Pacifique.

Les activités de l'UNITAR dans les domaines de la formation, du renforcement des capacités et de la recherche sur la formation se déroulent sous deux chapitres très étroitement imbriqués, à savoir la gestion des affaires internationales et le développement économique et social. Quelque 150 programmes, séminaires et ateliers sont conçus et organisés, chaque année, sur tous les continents, bénéficiant à plus de 6 000 participants. Sommairement,

les programmes de formation aux affaires internationales touchent, essentiellement, à la négociation multilatérale et à la diplomatie inter-gouvernementale.

Pour ce qui concerne le développement économique et social, l'UNITAR conduit de nombreux programmes pour la maîtrise des technologies d'information, la gestion de la dette et des finances, du commerce international et, surtout, sur différents aspects du développement durable (changement climatique, gestion des produits chimiques et des déchets, diversité biologique, droit international de l'environnement, etc.). Depuis le Sommet mondial sur le développement durable et dans la perspective du prochain Sommet mondial sur la société de l'information, l'UNITAR a lancé un programme remarqué de partenariat avec les autorités locales, des entreprises privées et des universités. Ces programmes sont développés dans toutes les régions du monde, dont les pays membres du Conseil de l'Europe, sous le concept de « coopération décentralisée ».

Le projet de résolution que vous allez adopter intéresse donc l'UNITAR au plus haut point. Une politique pertinente d'aménagement du territoire représente une condition absolue, aussi bien qu'un outil prioritaire, pour la réalisation – au niveau local – des objectifs globaux du développement durable. Un an après le Sommet de Johannesburg, la tenue de cette Conférence, regroupant les décideurs européens donne un signal fort pour une approche novatrice des défis et, aussi, offre l'occasion de promouvoir de nouvelles formes de partenariat entre des autorités politiques variées dont chacune jouit d'un rôle spécifique dans la gouvernance environnementale. A l'évidence, les autorités territoriales constituent un groupe spécifique, encore peu structuré, sans doute appelé à jouer un rôle accru dans l'agencement des rapports mondiaux.

Il ne s'agit certes pas de remettre en cause les fondements du droit international, basé sur la souveraineté et la compétence des Etats, mais de relever l'émergence croissante de ces nouveaux acteurs. Cette évolution a été reconnue et entérinée par la Déclaration dite du Millénaire, acceptée par les chefs d'Etat et de gouvernement du monde entier. Les autorités locales s'organisent, des associations sont créées, celles qui existaient se renforcent et s'unissent. Les villes exercent une prééminence certaine dans ce cadre. La gouvernance des entités territoriales au sens large exige de grandes capacités de gestion, qui incluent bien davantage que les seules prestations de services

sociaux. Elles présentent, en outre, les caractéristiques de l'action concrète et de la décision de proximité.

C'est dans cette perspective que l'UNITAR a mis en place un réseau international de centres pour la formation des acteurs locaux. En Europe, des centres – dits CIFAL – sont établis ou en cours d'installation à Bilbao (Espagne), à Lyon (France) et bientôt à Sofia (Bulgarie). Un centre existe également à Divonne-les-Bains, dont l'objectif très spécifique est de faciliter les relations entre les diverses associations de gouvernements locaux et le système des Nations Unies établi à Genève. Hors d'Europe, des centres sont déjà opérationnels à Curitiba (Brésil) pour l'Amérique latine et les Caraïbes, Kuala Lumpur pour l'Asie et le Pacifique et Ouagadougou pour l'Afrique. D'autres centres devraient s'ouvrir sous peu à Beyrouth, Durban et Shanghai. Ce réseau va faciliter, aux plans national, régional et international, l'échange d'idées et d'expérience et le recensement des meilleures pratiques.

Il faut relever avec satisfaction que, dans la plupart des Etats membres du Conseil de l'Europe, la quasi unanimité des citoyens a accès aux services essentiels. Certes, quelques exceptions existent. Dans le cadre d'un sain aménagement du territoire, les autorités locales ont un rôle vital à jouer pour promouvoir une utilisation rationnelle et écologique de ces services : éviter le gaspillage de l'eau, entre autres par une bonne maintenance des installations, rechercher les moyens d'une gestion et d'un traitement adéquats des déchets d'origine variée, afin d'éviter la pollution, surtout tellurique. On peut encore mentionner les mesures à prendre localement pour une saine utilisation des transports publics et privés, ainsi que de l'énergie au sens large. Bien sûr il convient également de garantir l'hygiène, la santé publique et des logements décents par exemple. Tous ces principes sont parties intégrantes des Agenda 21 locaux, qui restent la pierre angulaire d'une nouvelle approche de l'aménagement du territoire, alliant développement économique, équité sociale et respect de l'environnement. En dernière analyse, j'ose avancer que le développement durable dépend très largement de la prise de conscience, de la formation et de l'initiative concrète des autorités responsables du développement territorial. Le projet de résolution n° 2 qui vous est présenté reflète une réalité profonde, dont l'évidence s'affirme.

Les collectivités territoriales sont reconnues par de nombreuses instances internationales comme les acteurs essentiels dans la dynamique locale du développement durable. Les organisations intergouvernementales en ont pris

acte, en particulier, lors du Sommet Habitat II, tenu à Istanbul en 1996, le Sommet de Johannesbourg en 2002 et, actuellement au cours de la préparation du Sommet mondial sur la société de l'information qui se tiendra en décembre prochain. Les activités de l'UNITAR sont conçues et conduites en étroite association avec des instances spécialisées des Nations Unies, des associations de villes et des coordinations de gouvernements locaux, des organisations non gouvernementales et du secteur privé. Nous nous réjouissons de pouvoir bientôt bénéficier des compétences et des expériences acquises par le Congrès des Pouvoirs Locaux et Régionaux du Conseil de l'Europe et comptons apporter une contribution valable et concrète aux activités du Réseau européen des institutions de formation des collectivités territoriales (ENTO). Nous avons exprimé notre engagement dans ce sens lors de la réunion du Comité des hauts fonctionnaires, tenue en mars de cette année à Budapest. Je tenais à confirmer personnellement et officiellement notre disponibilité et notre volonté de coopération, devant la présente Conférence ministérielle.

Je vous remercie de votre attention.

« L'importance de la participation de la société civile au développement territorial »

Claude Rougeau

Représentant de la FIHUAT et du Comité de liaison des ONG du Conseil de l'Europe

La société civile est représentée notamment par les 380 ONG : organisations internationales non gouvernementales dotées du statut consultatif auprès du Conseil de l'Europe, et ce depuis une cinquantaine d'années. Pour les premières d'entre elles, il y a 25 ans, elles organisaient et structuraient leur représentation auprès de l'organisation avec la Conférence plénière et Commission de liaison des ONG composée de 24 membres élus pour six ans par l'ensemble des ONG.

Au cours des deux dernières décennies elles ont créé dix regroupements thématiques : « ONG-villes » monde rural et environnement, droits de l'homme, éducation et culture, société civile – nouvelle Europe, égalité-parité, grande pauvreté, nord-sud, politiques sociales, santé. S'instaure ainsi, progressivement, un véritable partenariat avec le Conseil de l'Europe, marquant ensemble leur volonté politique d'associer la société civile, à travers les ONG, aux missions du Conseil.

Aujourd'hui, ce partenariat doit se traduire par la transformation du statut consultatif en un statut participatif. Dans le « quadrilogue », Comité des Ministres, Assemblée parlementaire, Congrès des pouvoirs locaux et régionaux du Conseil de l'Europe et ONG, on peut prendre acte de la place prise par les ONG, qui aujourd'hui, sont nombreuses à participer activement au processus de réflexion à l'élaboration de conventions, recommandations.

Ces ONG font de leur positionnement sur le travail au quotidien, dans les quartiers, les villes, les campagnes, les régions avant de proposer des pistes de réflexion au niveau international. Leur légitimité, avant tout, est là.

Le Conseil de l'Europe est la première organisation internationale à accorder un tel statut aux ONG et à leur reconnaître ainsi la place qu'elles occupent

réellement au sein du « quadrilogue » dans la nouvelle gouvernance institutionnelle.

Les ONG rendent des services indéniables à l'ensemble de la société – créatives, pionnières –, elles défendent des valeurs fondamentales (bénévolat, solidarité, lutte contre les discriminations...). Elles sont, bien souvent, les intermédiaires indispensables entre les responsables politiques et les citoyens.

De plus, les ONG sont des lieux privilégiés de cohésion sociale, où le citoyen peut devenir acteur, une véritable école de la citoyenneté et de la démocratie. Les problèmes rencontrés dans notre société nécessitent toujours plus d'énergie commune, de courage et de détermination. Les ONG viennent non seulement partager leur expertise, chacune dans son domaine, mais elles s'investissent pour défendre ces valeurs fondamentales européennes sur lesquelles a été fondé le Conseil de l'Europe.

Les Principes directeurs pour le développement territorial durable du continent européen tendent à mettre en valeur la dimension territoriale des droits de l'homme et de la démocratie. Il s'agit d'identifier les mesures d'aménagement du territoire par lesquelles les populations de tous les Etats membres du Conseil de l'Europe sont susceptibles d'accéder à un niveau de vie acceptable. Ceci représente une condition préalable fondamentale pour la mise en œuvre de la stratégie de cohésion sociale du Conseil de l'Europe et la stabilisation des structures démocratiques dans les communes et les régions d'Europe.

Bien que le continent européen soit emprunt de la diversité qui résulte de son histoire et de sa géographie, les Principes directeurs doivent être mis en œuvre de manière égale tant au niveau national qu'aux niveaux régional et local. Vous pouvez compter sur la participation constructive de la société civile et les ONG.

“Presentation of the Ljubljana Declaration on the territorial dimension of Sustainable Development”

Janez Kopač

Minister of the Environment, Spatial Planning and Energy of Slovenia

The Ministers of the States of the Council of Europe responsible for regional planning at their 12th Session three years ago in Hanover in Germany adopted the Guiding Principles for sustainable spatial development of the European continent. At the threshold of the third millennium and concluding the decade which witnessed historic steps in the integration of Europe, the ministers then took account of the crucial changes which had happened on our continent between 1989 and 2000, identified the principal challenges for sustainable development of our continent, determined the spatial development measures for different types of European regions and set up the guidelines for strengthening of co-operation between the Member States of the Council of Europe and participation of regions, municipalities and citizens.

The Committee of Ministers of the Council of Europe on 30 January 2002 adopted the Recommendation to the Member States of the Council of Europe to use the Guiding Principles as a basis for planning and spatial development measures, to implement them in spatial development projects and to facilitate better spatial integration of various regions of Europe through continued establishment of regional governmental and administrative bodies.

The Guiding Principles, as it was recognised by the Committee of Ministers of the Council of Europe, are a major contribution for the implementation of the strategy of social cohesion adopted at the Second Summit of the Heads of State and Government of the Council of Europe in 1997, and a coherent strategy for the integrated and regionally balanced development of our continent. Indeed, the Guiding Principles may justly be considered as a document of major importance, similarly as the Torremolinos Charter since 1982, which they are actually reconfirming and upgrading to a feasible strategy.

The legacy of the two fundamental documents of the Council of Europe in the field of sustainable spatial development has been the background of the Ljubljana Declaration on the territorial dimension of Sustainable Development,

proposed for adoption at this 13th Session. The Ljubljana Declaration contains recommendations for concrete implementation of the Guiding Principles. Taking into account the actual development processes, opportunities and challenges to a cohesion of the European continent, the Ljubljana Declaration clearly points out that the goal of sustainability cannot be achieved without adequate consideration of the territorial dimension of development. It also implies that the territorial cohesion represents the imminent framework of economic and social cohesion of Europe. The three aspects of cohesion are complementary and should not be regarded separately.

The backgrounds of the Ljubljana Declaration are the basic principles of the Council of Europe: the human rights, the rule of law and the pluralist democracy. The Declaration is also founded on the commitment of the Council of Europe and particularly of the CEMAT to the goal of sustainable development. It is pointing out the awareness of environmental and other problems, related to spatial development, and of particular geographical situation of Europe and of the ongoing processes of European integration.

There are numerous ongoing processes which are challenging the sustainability of our common European future. They are particularly related to the disparities in economic and social development, the social inequalities and the extent of poverty, the deterioration of the environment, the intensification of transport flows and the congestion of road traffic, the frequent natural and man-made hazards, the decline of numerous rural areas and loss of vitality and degradation in many cities along with urban sprawl threatening the cultural identity and European traditions and values.

The Ljubljana Declaration is the expression of readiness and the will of the ministers of the States of the Council of Europe responsible for spatial planning, attending the 13th Session of CEMAT, to continue to promote an integrated approach to territorial, economic and social cohesion and a more regionally balanced and sustainable development, not only limited to our continent, but as well contributing to the sustainable development of its geographical neighbourhood in the East and South, and at the global level.

The Ljubljana Declaration on the territorial dimension of sustainable development reconfirms the rising importance of the concept of sustainable development which is not just an environmental issue. It stresses the

importance of the complex and comprehensive system of the Territory, which is the ground of human dwelling and activity, and the basis of sustainable development.

The Ljubljana Declaration warns of inconsistent development policies and makes explicit on one hand the most outstanding processes which are challenging the sustainability of our common European future, and on the other the principal goals of spatial development policies, which have to be further improved in order to manage the challenges. The implementation by CEMAT of the Guiding Principles, which has taken place since their adoption is mentioned, and following are the core statements.

The Ljubljana Declaration states that in order to manage adequately the major challenges for sustainable spatial development of the European continent, spatial development policies must be further improved. Above all they should reduce disparities and support the balanced polycentric development, provide measures for the revitalisation of declining settlements, increase the efficiency and safety of transport and energy, prevent and reduce the damages of natural hazards, protect and improve the environment, improve the agricultural practice, protect cultural heritage and increase public participation.

Transsectorality, transeuropean co-operation and co-operation with other countries of the World, including the co-operation of regional and local authorities, are the crucial features which have to be enhanced in future spatial development policies in order to achieve an effective implementation of the Guiding Principles for sustainable spatial development of the European continent.

It should be worth mentioning that the goal of comprehensiveness, understood as a transsectoral character of spatial development policies still has to be achieved. This is still one of the key issues of the implementation of the Guiding Principles. Therefore the Ljubljana Declaration states that, in order to achieve sustainability, spatial development policies should reach a substantially stronger transsectoral dimension.

The spatial development approach is an important policy implementation tool, allowing for all public policies with territorial impacts to be scrutinised and assessed so as to strengthen and increase their synergies and the sustainability of their outcomes. The declaration expresses expectations that sectoral policies

should fully integrate the dimension of sustainability themselves, particularly the central ones, e.g.: transport, energy, agricultural and other.

Because territorial impacts of development reach beyond borders, horizontal and vertical co-operation in the field of spatial planning, involving all levels of authorities is indispensable, particularly in the light of the next enlargement of the European Union. Not only the intensification of transeuropean co-operation in the field of spatial development, involving authorities of all States of Europe is necessary, but as well setting up of co-operation in this field with neighbouring countries on adjacent continents. This should also contribute to build up a global perspective of sustainable development and requires new initiatives and necessary funding.

Sustainable spatial development policies require active participation, interregional co-operation as well as the co-operation of local and regional authorities. Also for matters which concern them, but are not within their power or responsibility, local and regional authorities should be involved or consulted as far as possible. For them, spatial development policies provide important tools not only for ensuring economically, socially, culturally and environmentally sustainable progress but as well for strengthening of local and regional democracy.

The Ljubljana Declaration concludes with the commitment of the ministers to create synergies of activities in order to guarantee the sustainable development of the European continent, and to report regularly of the implementation of the Guiding Principles, the structure of the reporting, the indicators of the follow-up and assessment of the progress to be determined by the Committee of Senior Officials of the CEMAT. The Declaration finally calls for support to the role of spatial planning and of spatial development approach, and promotion of co-operation within the member States and on transeuropean level. These represent an efficient way towards sustainability and therefore they should be fostered as well through an enhanced co-operation of the European Union and the Council of Europe.

“Towards the implementation of the Ljubljana Declaration”

Dragoljub Matovski

Deputy Minister of Environment and Physical Planning of “The former Yugoslav Republic of Macedonia”, and

Danica Pavlovska

Head of Department of Physical Planning

The horizon of the political aspirations of the Republic of Macedonia has always been one Europe, and has to be understood as something more than a logical geographical affiliation. This meeting and the resulting documents, represent an achievement of significantl stronger transnational dimension of our activity.

The real drama of our modern world is rooted in the fact that its ever increasing dynamics are restrained within the limits – that can not be expanded, increased or enriched – of the planet Earth. Aware of the limitation of all resources, both natural and human, also aware of the possibility of time as category, we have to behave in an extremely responsible manner regarding to the space, for the sake of the future survival. Therefore, we have introduced sustainability as the fourth dimension of the space.

Sustainability as a civilisation attainment is a definitive destination towards the building of the present Republic of Macedonia. The application of this philosophy is reflected to the greatest extent in strategic documents, such as: Spatial Plan of the Republic of Macedonia, representing the National strategy for sustainable spatial development of the country.

Our efforts focus on the co-ordination of policies of individual sectors in order to achieve compromise for frequently contradictory requirements. In fact, our space development policy tries to integrate the land use related decisions with other territorial decisions (decisions related to space, resources, etc.) through legally binding acts and to enforce them. In this context, the following assumptions are necessary:

- expert capacities – availability of professional teams who will develop scenarios of possible treatment and settlement of problems, according to a

precisely defined framework of procedures, competences and responsibilities;

- valid information that provides a balance of substantive parameters of the sustainability in created policies;
- political will for selection of concrete political decisions out of the proposed alternatives.

We are aware that the management capacities existing in competent institutions determine the quality of the acquired synergy of different policies in the sphere of spatial development.

The document Guiding Principles for sustainable spatial development of the European continent has imposed the need to establish specialised structures for analytical assessment of the aspect of actuality and compatibility of the Republic of Macedonia with the adjacent neighbourhood and with Europe.

Therefore, taking into account the usefulness of the Guiding Principles, we have realised that we have to create instruments in a form of legally defined incentives and sanctions, depending on the relations between concrete programmes and projects and postulates of sustainable development that is the criteria for the appropriate and priority of certain projects.

It should be also stated that in all domains where the State has an influence, the Government of the Republic of Macedonia acts with an attention focused on new ideas, confirmed by our strong support to the Ljubljana's Declaration and support to the Balkan region co-operation (for example our support to Croatian's Adriatic-Ion Initiative).

Establishing competitiveness throughout the European space assumes a stronger partnership on equal basis in joint projects, which explains our logical aspirations for a greater involvement into the Interreg Programs.

At the end, I would like to say that our joint goal should be creating conditions for a life in Europe, which will establish everyone's internal and external balance, so that rational thoughts and deeds can take place.

« Mettre en œuvre la cohésion territoriale à l'échelle du continent européen »

Nicolas Jacquet

Délégué à l'Aménagement territorial et à l'Action régionale de la France

Mesdames et Messieurs les Ministres,
Monsieur le Secrétaire Général,
Chers Collègues,

Jean-Paul Delevoye, ministre de la Fonction publique, de la Réforme de l'Etat et de l'Aménagement du territoire, retenu par ses obligations, m'a demandé de le représenter à cette 13^e Session de la Conférence européenne des ministres responsables de l'aménagement du territoire. Je le fais avec d'autant plus de plaisir que la DATAR participe activement aux travaux de la CEMAT, et que je mesure le chemin parcouru depuis l'adoption des « Principes directeurs pour le développement territorial durable du continent européen » à Hanovre en septembre 2000.

Permettez-moi de vous livrer quelques réflexions sur la construction européenne en général, et l'aménagement du territoire européen en particulier.

L'Europe ne peut se définir d'abord à partir de ses frontières ou de ses institutions. Quelles frontières en effet lui assigner ? L'immense bouleversement intervenu depuis la fin des années 80 à l'Est de l'Europe est porteur de grandes chances et de grands risques. Nous sommes à la veille d'un élargissement sans précédent de l'Union, et c'est un événement majeur pour nous tous ici présents, anciens et futurs membres de l'Union, mais aussi futurs voisins de l'Europe élargie. Dans le Sud méditerranéen également, les menaces et les opportunités sont considérables et appellent un renforcement du partenariat euro-méditerranéen dans un monde multipolaire en émergence, l'Europe porte là une forte responsabilité.

Pas plus qu'elle ne peut être enfermée dans des frontières, l'Europe ne peut l'être dans le débat institutionnel : Union européenne, Conseil de l'Europe, tout cela est peu compréhensible pour le simple citoyen, si l'on ne rapporte pas ces institutions au projet européen : construire un espace de paix et de

prospérité, en intégrant, sans les abolir, les communautés locales, régionales, nationales qui l'habitent. Le projet européen tire sa force et sa richesse de cette diversité : « L'Unité dans la Diversité », c'est la belle devise de l'Europe.

Bien entendu, la construction européenne passe aussi par des institutions et par l'approfondissement de leur action. La France pense qu'il faut désormais approfondir l'intervention européenne dans le champ de l'aménagement du territoire. C'est pourquoi la cohésion territoriale devra figurer aux côtés de la cohésion économique et sociale, parmi les objectifs de l'Union, comme le prévoit le projet de traité approuvé par la Convention.

Bien entendu, il ne s'agit, ni dans le cadre de l'Union, ni dans le cadre du Conseil de l'Europe, de brider dans de nouveaux cadres juridiques les initiatives locales. Ce dont il s'agit, c'est du projet d'un territoire européen où les villes, les régions, les Etats, coopèrent pour développer ce grand espace commun, au profit de tous et en préservant l'intérêt des générations futures.

Pour cette coopération, les Etats, l'Union européenne au travers de la Commission et le Conseil de l'Europe élaborent une méthode qui progresse en fonction des apports des uns et des autres.

Cette méthode me semble caractérisée par l'articulation de deux échelles qui sont : l'échelle européenne elle-même et l'échelle des coopérations transfrontalières ou transnationales sur de vastes espaces constituant de « petites Europe », où se forment les territoires de demain.

La coopération pour l'aménagement du territoire européen requiert tout d'abord une vision à l'échelle du continent tout entier. A cette échelle doivent se forger une connaissance partagée, une vision prospective et un accord sur les grands principes d'action. Le Conseil de l'Europe a commencé avec la Charte de Torremolinos en 1983, l'Union européenne a poursuivi avec le Schéma de développement de l'espace communautaire en 1999. Compte tenu de leur intégration plus avancée, le SDEC s'adresse en premier aux Etats de l'Union et à leur outil commun, la Commission. Mais il faut d'ores et déjà élaborer un nouveau SDEC, bâti avec les pays candidats qui rejoindront l'Union à partir de 2004, prenant en compte l'horizon des partenariats de l'avenir, à l'Est et au Sud.

De son côté, la CEMAT a produit les Principes directeurs. Le SDEC et les Principes sont, plus que compatibles complémentaires, puisqu'ils permettent d'amorcer le dialogue entre les deux cercles concentriques que sont l'Union et le Conseil de l'Europe.

La coordination de nos politiques territoriales est appelée à se renforcer. En France, la DATAR que je dirige, service du Premier Ministre, a vocation pour assurer cette coordination entre ministères au sein du gouvernement et entre l'Etat et les régions, à travers les Contrats de plan Etat-régions. A l'échelle européenne, il ne s'agit pas de substituer une politique européenne d'aménagement du territoire à des politiques nationales ou régionales, il s'agit de résoudre les problèmes au niveau le plus local possible, compte tenu à la fois de la nature de ces problèmes et de l'organisation propre à chaque Etat. Mais il s'agit aussi de traiter au plan européen, voire à un plan plus large encore, les problèmes qui le nécessitent. Outre la perspective de ce nouveau territoire européen, le SDEC et les Principes adoptés par la CEMAT constituent le référentiel européen commun nécessaire pour les coopérations européennes, et la cohérence avec les autres approches supranationales, travaux de l'OCDE sur le développement territorial, travaux de l'ONU suite au sommet de Rio (« Conférence sur l'environnement et le développement » de juin 1992).

Afin d'assurer la coordination des politiques territoriales, la France a proposé de compléter la stratégie européenne de développement durable, mise en place dans le cadre de l'Union européenne lors des Conseils de Lisbonne et de Göteborg, par un volet « développement durable des territoires européens ». Une stratégie européenne de développement territorial, fondée sur les principes du SDEC et élaborée avec les nouveaux Etats membres, présenterait une vision partagée, un cadre de cohérence pour le développement des territoires, des objectifs et des indicateurs communs ; ses orientations seraient alors reprises et développées par les Etats dans des stratégies nationales, coordonnées au niveau européen.

Cette démarche menée dans le cadre de l'Union doit trouver un écho à l'échelle du continent européen ; la CEMAT est pour ce faire le cadre approprié. Les activités de coopération menées dans ce cadre, ainsi que les rendez-vous, tous les trois ans, des ministres en charge de l'aménagement du territoire permettront de mettre en œuvre ensemble le développement durable du continent européen.

Concrètement, l'un des cadres privilégiés où le dialogue doit se poursuivre est sans aucun doute ORATE. L'Observatoire en réseau de l'aménagement du territoire européen a pour vocation de fournir les connaissances nécessaires au développement harmonieux de l'espace européen, d'alimenter les débats et d'éclairer les décisions politiques en matière de cohésion territoriale. Ceci pour le territoire de l'Union, mais aussi pour les pays de l'élargissement et les pays voisins, à l'est et au sud. La France souhaite que l'ORATE, dont certains pays candidats, ainsi que la Norvège et la Suisse, sont déjà membres à part entière, puisse associer en tant que membres ou observateurs les autres pays européens et les pays voisins y compris à terme les pays du Sud et de l'Est de la Méditerranée.

Mais la coopération pour l'aménagement du territoire européen, ce n'est pas seulement cette approche descendante. Les territoires de chaque pays ne tireront profit de l'intégration européenne qu'en nouant des partenariats avec d'autres territoires européens. La France est particulièrement attachée à la coopération transfrontalière, mais aussi à la coopération transnationale associant les régions sur la base de grands ensembles géographiques, comme l'espace alpin au sein duquel coopèrent les régions de sept de nos pays, et à la coopération en réseaux pouvant se déployer à l'échelle du continent européen, encouragées en particulier par l'action communautaire au travers d'Interreg. La France souhaite que l'Union continue de soutenir ces coopérations pour les actuelles frontières internes de l'Union. Mais ces coopérations doivent contribuer par ailleurs à l'ouverture aux frontières externes de l'Union, à l'Est, sur les pourtours du bassin méditerranéen et autour des régions ultrapériphériques. Les programmes Interreg doivent pouvoir associer des Etats non-membres, qui mobilisent leurs moyens propres ou d'autres outils financiers de l'Union qui leur sont spécialement dédiés tels que TACIS, MEDA, CARDS ou FED. La France souhaite que soit développée une meilleure synergie entre ces fonds et le FEDER mobilisé dans Interreg, voire un outil spécifique de coopération aux frontières externes de l'Union. Je voudrais souligner ici l'intérêt des pistes dégagées par la Commission dans sa communication du 1^{er} juillet 2003, proposant la création d'un nouvel instrument de proximité.

Pour conclure, nous sommes au seuil d'un chantier exaltant : nous sommes d'accord sur les principes, à nous tous de concrétiser la construction du territoire européen que nous voulons, fondé sur les principes de la cohésion territoriale et du développement durable des territoires.

Pour poursuivre la discussion, je vous invite à participer à la 3^e édition des « Entretiens internationaux de l'aménagement et du développement des territoires », qui se déroulera à Paris début mai 2004, sur « Les enjeux de l'élargissement ».

Mesdames, Messieurs, je vous remercie de votre attention.

“On the paths towards sustainability – From small factors to global community”

Ivo BANAC

Minister of Environmental Protection and Physical Planning of the Republic of Croatia

Ladies and Gentlemen,

Ongoing development of the policy of spatial planning will depend on a series of specific impacts both at the international and the national level leading to significant framework changes in terms of social and spatial planning policy. Current trends in social development include globalisation and the liberalisation of trade, EU enlargement (accession of 10 new Member States in 2004) and the implementation of the Agenda 21 sustainability principles and the Guiding Principles for Sustainable Spatial Development of the European Continent (CEMAT, 2002).

Moreover, Croatia’s landscape diversity is certainly among the country’s most valuable resources, Croatia’s unique spatial attractiveness lies in the mosaic of varied landscape forms. Without landscapes that emerged as a result of human utilisation over the centuries, states would be much poorer — in terms of diversity of species, of history, of regional identity, of biological diversity, of their flora and fauna, and finally in terms of their capacity for survival in the future. Ecological systems in which humans feel comfortable are the most objective indicators of the high quality of life and environment (healthy soil, clean water and clean air). A commitment and at the same time also the challenge consists in the fact that these assets inherited from our ancestors must be preserved and sustainably used.

It is against the background of huge development pressures all over Europe and worldwide that place enormous strains on our space and hence also on its increasingly scarce resources, that we must develop awareness of how the loss of spatial uniqueness can be result of every, even the smallest intervention in space.

Although the path toward the achievement of sustainable development is a long one, Croatia is with increasing clarity stressing the importance of sustainability for the preservation and the improvement of its entire territory in

line with the Rio Declaration and the European efforts. Croatia has therefore been actively participating in international projects in order to contribute to the conservation of individual European areas (Alps Adriatic, the Danube area, etc.).

In the era of globalisation, the market value of intact and aesthetically valuable space has been continuously growing as the so-called “small but valuable location factor”. Regions that preserve their typical appearance and do not “sell out” for short-term market value are more attractive to investors and tourists. Careful and sustainable management of natural resources or space is not only a requirement in terms of ethical prudence, it is also the best conceivable long-term investment. To consign space to the fate of free market forces would be as harmful as to direct attention exclusively to some prominent spots in space or to point to their unique historical and museum value. The best way to preserve space is to apply sustainable use of the entire territory. Thereby spatial planning becomes an indispensable instrument for the permanent preservation of our space. Thus it is essential to promote spatial management through sustainable use (sustainable rural development, sustainable agriculture, sustainable tourism, sustainable economy, etc.).

Special attention must be given to the programme of nature protection that can highlight through the implementation of specific projects (for example KEC) all sorts of new forms of partnership co-cooperation through the allocation of services for the preservation, maintenance, and creation of new ecologically valuable areas. A significant point of reference for the preservation of Croatia’s cultural landscape are its 8 national parks and 10 natural parks, as well as other major protected natural areas that encompass 11% of our national territory. As a result, environmentally-friendly land use is being planned, including also the historical aspects of natural and cultural heritage that maintain or re-establish typical and ecologically valuable “small and valued location factors”.

In Croatia the first step from biotope protection towards comprehensive protection of resource has already been taken. Relevant activities include development of plans for the most valuable protected areas, whereby the effective linking of all measures is necessary, both in concepts and expert fields, so that goal -related conflicts are minimised on the one hand, and the creation of the required synergies and alliances is promised on the other.

Protection, maintenance, and prudent further development of our space are universal interests that presume efficient co-operation rather than uncoordinated coexistence.

The integrity of nature, which is also marked by human action, must necessarily be taken into account through concerted planning and actions. Sectoral approaches are no longer accepted (note the Guiding Principles for Sustainable Spatial Development of the European Continent, CEMAT, 2002). What counts is interdisciplinary capacity for dialogue and team work. All actors are equally needed to participate in the implementation of sustainable development: experts in regional (county) development, land planning, nature conservation, landscape planning, architects, geologists, monument conservationists, municipal groups, local population, civil society, scientists and politicians. Only jointly developed models of future and sustainable development of our space are feasible and promise success. We must commit ourselves to protect our unique space and valuable landscapes. They are, in the root sense, the capital of our children and of generations to come. They must be preserved with high biological potential for times to come, even after the 21st century.

“The Ljubljana Declaration, some lessons to be learned”

Lars Jacob HIIM

State Secretary of the Ministry of the Environment of Norway

The Norwegian Mission ...

– *at home*

People claim that Norway is a small country. That is not true. In a European context, we are a big country – with a small population!

Challenges for Norway:

- regional differences and comparative advantages (geography, climate, settlements, economic basis);
- competition for scarce land resources (agriculture, urban development, coastal zone);
- pressure on the wilds (technical constructions, recreation facilities, etc inflicting on nature and biodiversity).

– *and abroad*

Mr. Børge Brende – Norwegian Minister of the Environment – is chairing the 12th Session of the UN Commission on Sustainable Development (CSD).

- focus on water, sanitation and human settlements – according to the UN Millennium and Johannesburg goals;
- halve the number of people without access to drinking water and sanitation facilities by 2015;
- improve the lives of 100 million slum dwellers before year 2020;
- before 2005, stop non-sustainable use of water resources and prepare national water resource plans;
- besides, take range on practical issues relating to the CSD programme and methods of work.

A very ambitious task indeed!

The Ljubljana Declaration and its Explanatory Document

Three tentative lessons:

- A. sustainable development is a political issue,
- B. good governance is essential,
- C. spatial development policies and planning are outstanding tools.

A. Sustainable development is a political issue

The quadrangle of objectives. Four dimensions have been agreed upon: Social – Economic – Cultural – Environmental. Therefore, economic and social development goals within the territory must be harmonised with its cultural and ecological conditions. This is the sphere of politics and politicians, assisted by their civil servants and expert advisers.

Towards a political approach

Wrong: the “equal balance” approach:

- weighs up development on the one hand and the need to conserve and protect specific areas on the other;
- development – protection;
- one side can gain only as much as the other side loses:
 - either we choose development at the expense of conservation,
 - or we choose protection at the expense of development.

Right: “Mutual added value” approach:

- conservation and protection become inherent parts and conditions of the development strategy proper: social – economic – cultural – environmental.;
- territorial impact assessments;
- public policies with territorial impacts to be scrutinized and assessed:
 - situations, problems and measures to deal with them,
 - how to achieve synergy and avoid potential incoherence.

B. Good governance is essential

Effective spatial development requires active participation and adaptation – based on regional differences and local needs.

Wrong: the old, top-down system of planning for development: central – regional – local:

- has proved unable to cope with changing demands,
- neglects the indigenous resources and the emergence of local initiatives (1).

Right:

- intersectoral co-operation: improves spatial planning without in any way diminishing the role of sectors. Every sector:
 - retains its own responsibility for achieving its goals,
 - is also responsible for ensuring that they are in accordance with other sectors' goals (1);
- networks and broad co-operation across administrative boundaries:
 - cross-sectoral integration is more efficient at a decentralised level,
 - each municipality however, can no longer be viewed as a self-sufficient entity,
 - the regional level is a condition for an efficient impact of sustainable spatial policies.
- stronger partnerships with civil society:
 - development of public-private partnerships (2),
 - stronger citizen's involvement (3).

C. Spatial development policies and planning are outstanding tools

- From vision to action: spatial planning provides:
 - a framework for analysis and debate, where agreement can be reached on sustainable policies;
 - legally binding rules and standards, to ensure that agreed measures are implemented;
- implies commitment to a shared vision of spatial change;
- combines public, private and voluntary sector action.

Wrong: E.g.:

- inconsistent and ill-conceived spatial development policies are causing hazards (1) to the environment and to people themselves;
- exponential development of motorcar and lorry traffic has been generating suburbanisation, congestion and pollution;

- in a number of coastal regions, the coastal strip has been damaged (2) – wasting not only invaluable natural resources, but also the attractiveness of the regions concerned.

Right:

- preventive spatial planning measures can reduce the intensity of potential damages, particularly by making settlement patterns and structure less vulnerable;
- in the European cities, which are judged to provide an improved quality of life, transport policy and urban policy are considered and implemented in tandem;
- integrated coastal management in the context of inter-municipal co-operation would have produced more harmonious and lasting forms of development.

i.e.: Spatial development policies must be further improved (see Ljubljana Declaration, point 6)

What are your experiences?

In presenting spatial development policies as an essential tool for the achievement of sustainable development, the CEMAT-Ministers contribute to the worldwide debate on how to implement this objective.

Would you therefore recommend this recipe for Norway – and for other parts of the world?

« Le développement du réseau de transports européen, une voie vers un développement durable intégré »

Ileana Tureanu

Secrétaire d'État au ministère des Transports, de la Construction et du Tourisme de la Roumanie

La Roumanie apprécie particulièrement l'engagement du Conseil de l'Europe, et notamment celui de la CEMAT, dans la promotion des objectifs de développement durable parallèlement aux objectifs de l'intégration européenne.

La Roumanie suit avec beaucoup d'espoir et intérêt les activités de la CEMAT et de son Comité d'experts en essayant d'y contribuer d'une manière active, constructive et positive.

Les documents élaborés par la CEMAT ont fourni la base de la législation roumaine dans le domaine de l'aménagement du territoire et de l'urbanisme, à partir de 1990.

Il y a dix ans, le Plan d'aménagement du territoire national (PATN) fut initié et depuis, chaque section spécialisée (cinq à ce jour) a été approuvée par le Parlement et a force de loi pour les politiques de développement spatial en Roumanie.

Malheureusement, quoique la réaction législative fut prompte, nous n'avons pas réussi jusqu'en 2000 à faire des progrès évidents dans la mise en œuvre des politiques dans ce domaine.

Pour donner plus de cohérence et d'efficacité aux politiques de développement territorial, à partir de l'année 2001, on a créé un ministère de l'Infrastructure regroupant les transports, l'aménagement du territoire et les travaux publics, auxquels depuis peu on a ajouté le tourisme.

Il est devenu évident que le grand problème de la Roumanie, traité dans la Section I du PATN, est l'accessibilité et son manque de connexion aux grands corridors européens. Le troisième Principe directeur du document, adopté à Hanovre en 2000, prévoyant « la promotion d'une accessibilité plus

équilibrée » en complétant rapidement le réseau de transport paneuropéen et promu par les spécialistes de l'aménagement du territoire est également devenu une priorité du gouvernement qui considère que le développement du réseau de transport est prioritaire pour notre pays.

Des actions fermes et cohérentes ont été prises pour mettre en œuvre le développement des corridors 4, 7 et 9 qui sont devenus une préoccupation obsessionnelle des dernières années.

Nous sommes décidés à transformer ces corridors virtuels en artères de transport réelles malgré toutes les difficultés.

Dans ce domaine on a promu, en 2002, une Loi pour l'approbation du programme prioritaire de construction d'autoroutes en Roumanie et une Loi en 2003, sur la réalisation, le développement et la modernisation du réseau de transport d'intérêt national et européen.

Le programme roumain est ambitieux mais réalisable, il envisage :

- de rendre efficace le trafic à longue distance et de contourner les plus importants centres urbains ;
- d'assurer des liaisons avec d'autres moyens de transport ;
- de connecter les régions isolées au réseau ; une priorité absolue est accordée au raccordement sur la direction ouest sur le corridor IV ;
- la liaison par le pont sur le Danube, Calafat-Vidin, avec le sud du continent.

Pour atteindre les objectifs proposés on a prévu des mesures concrètes de supervision : tous les deux ans, le gouvernement soumet au Parlement le rapport sur le niveau d'introduction des lignes directrices approuvées par la loi, et, tous les cinq ans, un rapport d'évaluation du stade général du développement économique et technologique dans le domaine des transports.

En même temps, sont en cours d'élaboration les normes adéquates d'analyse pour l'évaluation stratégique de l'impact du réseau entier sur l'environnement, ainsi que les normes adéquates d'analyse de l'ensemble du réseau en relation avec les documents européens à l'aide desquels on a établi les corridors paneuropéens de transport définis par la Conférence paneuropéenne des transports qui s'est tenue à Helsinki du 23 au 25 juin 1997.

L'approche de ce programme ambitieux est basée sur le financement du budget, des crédits à long terme, des fonds européens et des partenariats public-privé (PPP) et aura un impact majeur sur le développement du territoire.

En réalisant ces artères de transport porteuses de développement, on va réussir à optimiser les liaisons avec les pays de l'Union européenne, une plus rapide intégration ainsi qu'un développement régional plus équilibré, reposant sur les liaisons entre les villes et sur des relations plus étroites rural-urbain.

Nous sommes convaincus que dans les conditions d'un accès facile aux réseaux continentaux et d'un développement durable équilibré, la Roumanie sera à même de manifester plus évidemment son identité dans la difficile et passionnante activité de développement territorial durable de notre continent.

“Territorial integration in Europe”

Marjanne Sin

Secretary General of the Ministry of Housing, Spatial planning and Environment of the Netherlands

Chairman, colleagues,

My Minister, Sybilla Dekker, sends her apologies for her absence. She has to be in Parliament for the opening of the Parliamentary Year in The Netherlands and the presentation of her Budget. She has asked me to say the following on her behalf.

The meeting today is just one more indication of the fact that the internationalisation of many territorial development issues in Europe is a fact of life. Infrastructure, transport and other economic interaction in development axes between urban areas, water management, nature and landscape protection are all fundamental components of spatial development with an increasingly strong cross-border and transnational dimension. Europe is not just one physical space, it is fast becoming one economic space. Yet we still have an almost natural tendency to focus spatial development policies on our own national territory. But if we do not develop ways to co-operate efficiently on such issues, and elaborate and implement common transnational policies, that national spatial development policy will certainly not be as effective as it could be.

The new national spatial development policy that I will be issuing at the beginning of next year, will therefore indicate where international co-operation is necessary for The Netherlands, for which policy issues and at what scale. Whether that scale is cross-border, transnational or pan-European, we are to a certain extent dependent on our neighbouring regions, our surrounding countries and other European partners for the effectiveness and sustainability of our policies at home.

This is a new challenge: to really regard international co-operation as an inherent part of national policy, but it's a challenge I will take up. I'm very

interested to hear from colleagues around the table how they themselves perceive this challenge for their own countries.

This is a fundamentally different challenge to the situation 35 years ago when our predecessors saw the need for the CEMAT. In the Europe of 1970 we just needed to focus on exploring common themes of spatial development and exchanging experience and know-how. These activities have evolved to producing documents of common policy principles and goals, such as the '83 Charter and the Guiding Principles, whilst the EU produced the European Spatial Development Perspective (ESDP) and created policy instruments such as Interreg and ESPON.

Now I am convinced that the increasing economic integration, the enlargement of the EU and the growing need for sustainable development mean that the time is ripe for a major step forward in European territorial co-operation

During our Presidency of the EU in the second half of 2004, we want to take that step forward. How? Well, we intend taking a close look at the instruments we have created together through the years and seeing how we can actually use and develop them to ensure that transnational spatial development issues are effectively dealt with by an intensified form of international co-operation.

We want to take the analyses of European and transnational territorial processes now emerging especially from the ESPON programme, place them against the common policy principles, and create a foundation on which to identify new possibilities in common policy-making.

Then we want to look at ways of improving the application of existing instruments, not just Interreg and Structural Funds programmes, but also other EU programmes, for example in the fields of environment and transport. During an informal ministers' conference in November 2004, I hope to achieve broad political agreement on how to proceed with the development of such a European spatial development policy. In my opinion such a European policy would consist of a form of "open co-ordination" between Member States, implementing the international aspects of their national policies on the basis of common policy goals and principles whilst contributing to the implementation of European policies.

As our Presidency will be the first full one after enlargement, I am particularly interested in the views of the EU accession countries on these proposals. However, I am also interested to hear how the countries that will not join the Union shortly see their future role in this process of intensification of European spatial development cooperation. Certainly The Netherlands would welcome due attention being paid to territorial developments across the new external borders of the enlarged EU, whether within the framework of Interreg or other EU programmes such as Phare and Tacis.

Clearly, EU-programmes will form the main instruments for ensuring effective transnational spatial development co-operation both between the EU-25 and later on the EU-27 and across the new external borders. However, a modest role still remains for the Council of Europe. The CEMAT and the Congress of Regional and Local Authorities of the Council of Europe, together with the Parliamentary Assembly, can still provide an integrated and therefore influential forum for ensuring there is sufficient attention paid to pan-European territorial issues beyond the boundaries of the enlarged EU.

So I thank my Portuguese colleague for taking the initiative to continue the co-operation and organise the 14th CEMAT and the intersession period.

Mr Chairman,

You will have gathered from what I have said that I support the Ljubljana Declaration and the resolutions you have tabled. They will ensure the further extension of common policy principles of territorial development across all 45 Member States, thereby ensuring the involvement of the non-EU member States in the process of intensifying territorial co-operation in Europe.

I thank you for your efforts and for your attention.

“CEI co-operation towards a Wider Europe”

Leonardo Baroncelli

Deputy Director General of the Central European Initiative (CEI) Executive Secretariat

It is a great pleasure to be able to represent the CEI-Executive Secretariat at the 13th Session of the European Conference of ministers for spatial and regional planning.

Introduction

The Central European Initiative is the oldest and largest regional co-operation initiative emerging in Central and Eastern Europe after the fall of the Berlin wall. Founded in 1989 as a Quadrilateral co-operation its membership¹ increased to seventeen in the year 2000.

Among the objectives of its strategy, the CEI aims at encouraging dialogue and co-operation in the region; at bringing its non-EU members closer to the European Union and at avoiding the creation of new divisions among the advanced and less advanced countries.

Being an inter-governmental organisation, it operates through the annual meetings of the Heads of Government (Summit) and of the Ministers of Foreign Affairs providing an overall guidance and through other working bodies. The annually rotating CEI Presidency and the CEI structure are assisted, in all its activities, by the CEI-Executive Secretariat located in Trieste. The CEI maintains an EBRD Secretariat for CEI projects with offices in Trieste and in London, with the main task of assisting the transformation of project ideas in to bankable projects. The Project Opportunity Methodology has been proposed in order to present CEI projects to the EBRD for funding.

¹ Albania, Austria, Belarus, Bosnia and Herzegovina, Bulgaria, Croatia, the Czech Republic, Hungary, Italy, Macedonia, Moldova, Poland, Romania, Serbia and Montenegro, Slovakia, Slovenia, Ukraine.

CEI Projects and Funds

After a fifteen-year development process of its membership and structure, CEI co-operation is now focusing more and more on specific, project oriented activities such as technical co-operation and development programmes aiming at supporting economic development in the CEI region and in particular the institutional and economic building of CEI countries in special need. CEI projects and a number of international events, co-sponsored by the CEI through its Funds, are implemented in a variety of fields on the initiative of its Member States (often in the context of CEI co-operation activities, e.g. workshops, conferences, training courses, etc.).

Larger CEI projects and programmes are supported through the CEI Trust Fund, established at the EBRD by Italy (1992) and managed by the Secretariat for CEI Projects. The investment strategy is to associate any contribution from the CEI Fund with an approved investment 20-30 times larger in value (usually an EBRD bankable project). Examples are: the CEI foundation and investment projects in wholesale markets (Poland and Croatia); railway restructuring in Romania; road construction for Corridor 8 (Albania and Macedonia); air navigation in Ukraine and Macedonia; the CEI Business Advisory Services in Bosnia and Herzegovina, Bulgaria, Croatia, Macedonia and Slovenia. CEI Co-operation activities with an economic background are also supported by the CEI Trust Fund through the Know-How Exchange Programme. Other CEI funding instruments are the CEI Solidarity Fund and the CEI Co-operation Fund.

Spatial planning: sustainable development in the CEI region

Regarding the spatial planning issue, the EU enlargement process requires significant organisational efforts in order to foster the suppression of social, cultural, economic and spatial barriers, to avoid worsening divisions in the enlarged Europe and, in the future, within the Wider Europe. Moreover, facing medium-term consequences of major changing of spatial factors in Europe after May 2004 – substantial growth of population (+20,3%) and area (+22,1%) towards a minor increase of economic potential (+5,16%) – is necessary. The CEI could give a valuable contribution to these efforts at various levels.

The evidence of the need of a better co-ordination of spatial development in the region have been underlined within the Central European Initiative so that

spatial planning topics have been included in the CEI Plan of Action 2004-2006, recently drafted and to be approved on 18-19 September, 2003 in Durres (Albania). The above-mentioned is a priority of the future activities of both the CEI Working Group on Transport and on Environment. Slovenia has also offered to chair the CEI Project Group on Spatial Planning. Furthermore, this year, the CEI Polish Presidency is organising an expert meeting on spatial planning (Warsaw, October 2003) which will take into consideration the useful inputs from our meeting today. Hopefully, establishing synergies among these varied CEI activities will pave the way towards a tangible support of this Initiative to the CEI Member States joining the European Union in 2004², in contributing to the preparation of strategic European documents and policies concerning spatial development after the enlargement period (e.g. European Spatial Development Perspective). In the future, best practices could be shared among all CEI Member States and the experience of the future new EU Members could prove to be useful also to Eastern and Southern CEI Member States.

2003 is the last year of a Europe composed of 15 Member States. In this major historical period where Central and Eastern European Countries are entering the European Union, a better co-ordination of spatial and sustainable development of the region is essential in order to foster both the social and cultural progress and the enlargement of the European dimension. This is another task requiring a great amount of international co-operation. Thus, organisations such as the Central European Initiative are ready to reach out and work together with other partners at international and regional level.

Finally, I wish to invite experts from countries you are representing, to take part in the 6th Summit Economic Forum of the CEI, to be held in Warsaw in November this year to discuss on operational implementation of international co-operation on spatial planning as well as to present goals and objectives of this activity to a wider public. Mrs Lara TASSAN ZANIN of the CEI Project Secretariat will be happy to provide participants with more details on the forthcoming CEI Summit Economic Forum.

² Namely: the Czech Republic, Hungary Poland, the Slovak Republic and Slovenia

“A more balanced accessibility for transportation systems”

Mensur Šehagić

Minister of Spatial Planning, Construction and Environment of the Republica Srpska, Bosnia and Herzegovina

Introduction

Bosnia and Herzegovina has adopted a set of new laws, in the period from 2000 until now, which are more harmonised with the EU legislation. In the entity of spatial planning laws most of the Guiding Principles for sustainable spatial development of the European continent have been incorporated, and the implementation will be ensured through planning documentation and its implementation.

The Spatial Planning Law predicts adoption of the following documents:

- Spatial Plan of the Federation of BiH; and
- Spatial Plan of the Republica Srpska (which is in a final phase).

The Spatial Plan of the Federation of Bosnia and Herzegovina will support the process of polycentric spatial development that had already begun, placing the emphasis on development of regions – macro-regions, micro-regions – and on supporting development of underdeveloped regions.

Since the Spatial plan of the Federation of BiH is a framework for spatial development, each region (canton) will, through its contribution to the establishment of the global concept of spatial development, and through the Spatial plans of the Cantons, articulate its own regional development and in that way contribute to the overall sustainable development of the country.

Importance of Corridor Vc to sustainable development

A special importance for continued development of Bosnia and Herzegovina as a whole is the transport systems: it will receive a special attention in the process of making the Spatial Plan. Through the history, the corridor development was emphasised, going to the two main directions: diagonally from Western Europe towards the Eastern Europe, and transversally, from Central Europe towards the

Adriatic Coast and the Mediterranean Coast. Those are the two main directions of future development of multi-modal transport corridors that will ensure the integration of the space of Bosnia and Herzegovina, its integration with Europe, regional development, as well as the conditions for long-term cross-border co-operation with the neighbours.

In accordance with overall goals of the European Transport Policy and defined European Corridors on Third Pan-European Transport Conference in Helsinki, Stated network comprises so-called Branch “C” of Corridor V, which passes through Bosnia and Herzegovina. General orientation of alignment for Corridor Vc is Budapest – Osijek – Sarajevo – Ploče. The multi-modal transport Corridor Vc includes the realisation of highway, railway, gas line, oil pipeline, telecommunications and energetic lines. Corridor Vc, which connects the central part of Bosnia and Herzegovina with North-South orientation, presents the most important transport corridor of the State and its first priority in transport infrastructure sector. The narrower gravity area of the Corridor includes more than 50% of the total population in Bosnia and Herzegovina, which produces around 60% of the total gross domestic product (GDP). Three of five major cities in Bosnia and Herzegovina, which are the most significant administrative, cultural and economic centers, are within the Corridor itself – Zenica, Sarajevo and Mostar. Other two cities – Banja Luka and Tuzla are part of the wider gravity area of Corridor Vc.

The Corridor is also very important for the Republic of Croatia. By this Corridor Croatia would have the shortest and most rational link between Eastern Croatia (Slovenia) and Southern Croatia (Dalmatia). On the other hand, with Corridor Vc Central Europe would be connected with the Mediterranean region.

Overall importance of Corridor Vc for Bosnia and Herzegovina may be defined through the following five items:

- connecting to developed transport infrastructure of Europe;
- type of project in terms of development, which will absorb enormous inputs (money, labor force, material and equipment);
- backbone for domestic roads to be integrated into sustainable network;
- the cohesive factor for Bosnia and Herzegovina in economic and political sense;
- enormous external, or to say social and economic, benefits for Bosnia and Herzegovina.

Bosnia and Herzegovina does not have highways and the whole transport infrastructure is in a poor condition, which puts it in an outsider position, disregarding the favorable geographical position.

Consummation of the project would stimulate development of the State, already in the construction phase – through employment of the domestic civil engineering, industry of construction materials and services. As well after – in sense of reducing the transport costs, increasing the level of people, goods and ideas flows, increasing the value of construction land, attractiveness for foreign investments, improving the relationships between urban and rural areas, encouraging tourism and forming development, touristic, industrial and trade centers.

The road network in Bosnia and Herzegovina length is 21.677 km, which include: main, regional and local roads. Condition of the road network is rather bad. The cause of this condition is not only war activities, but also a long-term neglected regular maintenance of roads. After the war, there were intensive activities on rehabilitation of the primary road network. In co-operation with local authorities, the Emergency Transport Reconstruction Programme has been defined with the aim to make a comprehensive rehabilitation. So far only 10 % of total length has been reconstructed. With the construction of the highway as a part of the Corridor, existing road network would be put in full function, with better chances for reconstruction because of an increasing income.

Corridor Vc as priority project in achieving the sustainable development of the State, represents also an important cohesive factor in sense of overcoming political problems and the opportunity for economic development and increasing the living standard of the inhabitants.

Domestic institutes, with help of international experts and financial funds of EU (like PHARE) created: a Preliminary Study for Highway Route Selection through Bosnia and Herzegovina, a Study on Transport Master Plan for BiH, a Transport Infrastructure Regional Study – Balkan, and soon there should be made a Feasibility Study of the Highway, an Environmental Impact Study and a Calculation.

One of the possible ways to realise this project would be through public-private partnership. Private investors as concessionaires would invest and make a profit through the exploitation of a public good for a certain, agreed

time. For such public-private partnership it would be necessary to make a new law framework, which would assure to the public sector the control of implementation and to the private investor the expected profits.

Beside the Corridor Vc railway, it is necessary to continue with the reconstruction and modernisation of the existing railway network as well as other transport infrastructure.

“Implementation of the Principles for Sustainable Territorial Development”

Martin Cullen

Minister for the Environment, Heritage and Local Government of Ireland

Chairman,
Fellow Delegates,

I would like to warmly thank our hosts – the Slovenian Ministry of the Environment, Spatial Planning and Energy – and their co-organisers, the Council of Europe, for the excellent arrangements, which have been put in place to ensure that our 13th Session is successful.

I welcome the “Ljubljana Declaration on the territorial dimension of sustainable development”, which has full regard to the “Guiding Principles for sustainable spatial development of the European continent”, adopted at our last session in Hanover in 2000. In particular, looking forward to Ireland’s Presidency of the European Union in the first half of 2004, I welcome the fact that the Preamble to the Declaration specifically refers to “the ongoing processes of European integration accession of new Member States to the Council of Europe and the greatest enlargement of the European Union since its foundation”.

I fully agree with the statement in the Declaration that these processes “are important steps in the building of Europe-wide cohesion”. I am confident that these processes will continue to contribute to the enhancement of mutual understanding across the whole of Europe.

The adoption of the Ljubljana Declaration is timely and will further assist in the ongoing implementation of the Guiding Principles for sustainable spatial development. In Ireland, this is a particular focus of ours at this time.

Last November, the Irish Government adopted a National Spatial Strategy, which is a 20-year planning framework for the whole of the country. The Strategy will enable the more balanced regional development of the country as a whole. It is designed to enable every place in the country, in both urban and

rural areas, to reach its potential, no matter what its size of location. It recognises that the various regions of the country have different roles. It seeks to organise and co-ordinate these roles in a complementary “win-win” way. It is about making regions competitive according to their strengths and not against one another. It is about ensuring a high quality urban environment, as well as vibrant rural areas.

The development of the Irish National Spatial Strategy has had full regard to developments at international level, including the European Spatial Development Perspective at EU level, and the CEMAT Guiding Principles for sustainable spatial development. Indeed, the new perspectives, policy aims and concepts that are currently being further elaborated within the context of the ESPON research programme. These international developments have been extremely useful to us in developing a National Strategy which is firmly rooted in the contemporary context of spatial planning in Europe.

The Irish National Spatial Strategy also has had full regard to domestic and international sustainable development policy. The National Spatial Strategy states, for example, that from the point of view of strategic spatial planning, sustainable development means:

- maximising access to and encouraging use of public transport, cycling and walking;
- developing sustainable urban and rural settlement patterns and communities to reduce distance from employment, services and leisure facilities and to make better use of existing and future investments in public services, including public transport;
- promoting cost-effective provision of public services like roads, drainage, waste management facilities, lighting, public amenities and schools;
- contributing to the evolution of socially integrated communities in both urban and rural areas;
- minimising the consumption of non-renewable resources like soils, groundwater and agricultural land;
- avoiding adverse impacts on environmental features such as landscapes, habitats and protected species, river catchments, the maritime environment and the cultural heritage;
- ensuring that construction design is of a high quality and appropriate to the scale and context of its surroundings.

I welcome the fact that the Ljubljana Declaration acknowledges that effective spatial development requires active participation and adaptation based on regional differences and local needs. In Ireland we have recognised this. The National Spatial Strategy is being implemented through Regional Planning Guidelines, which will be adopted by the Regional Authorities, which comprise elected members of their constituent local authorities. A broad public consultation process is being undertaken as part of this process, to ensure the full participation and engagement of the community in the process. In due course, the objectives of the Regional Planning Guidelines will be implemented at the local level through local authority development plans, also adopted by elected members, having regard to the results of full public consultation.

Finally, I welcome the Ljubljana Declaration and look forward to ongoing co-operation and sharing of experiences and learning in relation to spatial development among the Member States of the Council of Europe. It is important to take into account that strategic spatial development is a long term process. In order to achieve sustainable spatial development, we need to ensure that all our short and medium term actions are wholly aligned with our strategic spatial development policies.

“Implementation of the Principles for Sustainable Territorial Development”

Arunas Kundrotas

Minister of Environment of Lithuania

Mr Chairman,
Excellencies,
Ladies and Gentlemen,

First of all let me thank the Slovenian Government for organising this Conference and for the kind practical arrangements.

I would also like to stress the active role of the Committee of Senior Officials of the CEMAT (CSO-CEMAT) and in particular Mrs Margarita Jančič for chairing the Committee and steering its work during the period between the Hanover and Ljubljana sessions.

Mr Chairman,

The importance of the CEMAT activities and the documents we are discussing now is well seen in the context of the world processes marked by the milestones of Rio de Janeiro and Johannesburg World Summits, activities of the Baltic Sea Region – VASAB co-operation and “Baltic 21”. How much did we achieve only a few years after the Guiding Principles for sustainable development of the European continent were adopted? It is probably one of most difficult questions to answer, as it is about progress monitoring for sustainable development at all. In this respect we welcome the Ljubljana Declaration calling for more activities of the Committee of Senior Officials of CEMAT on reporting and the development of indicators.

There are probably many pre-conditions for effective implementation. One of the main issues here are clear goals and strategies, actions and timetables. Recently our Government adopted the National Sustainable Development Strategy. The Strategy has brought up a main goal – to reach the current EU development average within 20 years, while keeping environment protection according to the EU standards. It is quite an ambitious goal, meaning a lot for

economic and social transition as well as new impacts on environment. These changes are supported by the EU accession and bringing new funds for structural changes, increasing possibilities for direct investment.

The next question would be – where do we have to place them properly, are we ready to accept this new situation of a growing economy? Without proper territorial plans there is a big risk to misplace or mislead the structural funds coming to the country, following unnecessary pressures to the environment and failing to keep the path of sustainable development. One of main documents in this respect for my country is the “Comprehensive Plan of the Territory of the Republic of Lithuania” adopted by Seimas (our Parliament) in 2002, which was again developed conform the Guiding Principles.

But if we want to be really prepared we have to put much more emphasis on development of comprehensive plans of the territories for counties and municipalities. A real breakthrough will not happen without the involvement of regional and local authorities on the one hand and not seeing the international context on the other. And here we see our priority for the coming years, it is needed and to be foreseen that these first Structural Funds coming from the EU will also be used for the development of territorial plans. Therefore we support very much the Resolution No. 2 on training of authorities responsible for spatial development. This is an important precondition for the successful promotion of sustainable development approach in particular at regional and local level.

It is probably strange bearing in mind the long CEMAT process, all discussions held under this umbrella and the documents developed in the past, but currently we in Lithuania are kind of reconfirming the need for even more discussions on methodological issues, and looking for experience in other countries. We recently adopted a Programme to support traditional villages and we are developing landscape and architecture strategies, afforestation programmes, are discussing on how to deal better with new realities in our life, in particular brought up by land ownership changes and many other issues. Therefore we appreciate the activities of CEMAT, a forum for knowledge and experience exchange, a place to meet colleagues, to discuss and to learn from each other.

Therefore – the road we are looking for the future development should be as smooth as possible.

The summing up conclusions and dissemination of experience is especially important. It does not mean only good experience. Conclusions on earlier mistakes made by Western partners should also be avoided by countries in active development (as recently called – countries in transition) and that would increase the effectiveness of efforts of those countries and organisations, which support them through the established numerous funds.

“New planning and construction law in Serbia and Principles of Sustainable Territorial Development”

Dragoslav Šumarać

Minister of Urbanism and Building of Serbia and Montenegro

Dear Ladies and Gentlemen,

Dear colleagues,

It is a great pleasure for me to participate at the 13th European Ministerial Conference on Regional Planning, and I am also very honoured to represent the Union of Serbia and Montenegro here.

At the same time, it is a great obligation to be responsible for the Spatial Planning in the Republic of Serbia which is currently undergoing the process of transition. That requires a wise and realistic approach to carrying out activities related to integration with the European Union.

At the beginning of the process of integration with the European Union there was the adoption of new legislation based on the European doctrine and principles, set by the Government of the Republic of Serbia as its main goal. New laws were harmonised with the European legislation and so they will pave the way to the EU for the Union of Serbia and Montenegro. Our integration into the European Union will be determined by a time framework and a method of enforcing these laws.

In order to fulfil this task, the Ministry of Urban Planning and Construction of the Government of the Republic of Serbia has made a great effort in the previous period and prepared the Law on Planning and Construction. This new Law united and harmonised various aspects of space planning and development (spatial planning, urban planning, construction land, project preparation and construction). The fact that the new Law is adopted by the Government and evaluated as a regulation that introduces a high level of reforms in this area, makes a good reason for its rapid and energetic application.

The Principles of Sustainable Development of the European continent adopted in 2002 were used and elaborated in the process of preparation of this Law.

Based on the sustainable spatial development, basic principles of spatial organisation in the Republic of Serbia, that will provide a systematic approach to the spatial planning and territorial organisation, are defined by the Law, as follows :

- sustainable development's real needs are dynamics and co-operation among territorial units and public sector accessibility;
- increased efficiency and responsibility in use, management, protection and improvement of the territory;
- public participation in the spatial planning procedure;
- balanced territorial development of the Republic of Serbia, and preservation of quality and diversity of available natural and man-made resources;
- harmonisation of social development, economic efficiency and environmental protection, as well as conservation of natural, cultural and historical resources;
- realisation of developing priorities and rational use of non-renewable natural resources;
- co-operation between the Republic, local self-government and territorial autonomy, public enterprises and institutions, non-governmental organisations, and other participants in the process of spatial development;
- selection and definition of strategic priorities of spatial development as the basis for spatial planning and territorial organisation at the level of territorial units;
- harmonisation with European provisions and standards in this area, aimed at setting conditions for trans-border and international co-operation and integration of the Republic of Serbia into the European Union.

The Law also defines concrete solutions for a more rapid and efficient application of these principles.

The first and essential modification is the establishment of the Republic Agency for Spatial Planning, as an expert inter-ministerial body, responsible for its work and directly linked to the Government. The Agency is responsible for implementation and promotion of the spatial planning and territorial

organisation policy in the Republic, preparation of spatial plans, which sets the frameworks for the national level of spatial planning, international co-operation in this area, etc.

The second modification is the new spatial planning system that includes the Spatial Development Strategy of the Republic of Serbia and spatial development schemes for certain fields (multi-modal infrastructure, capital economy, mining and energy, etc.). These national planning documents will make the basis for the protection of public interests and its elaboration through the lower level plans. These documents will be prepared in the form of strategies, policies and guidelines, while spatial solutions will be related to local level of spatial plans and other planning documents.

Simultaneously, the Law defines a new, rational and shorter procedure for preparation, monitoring and adoption of planning documents. Public participation will exist through the whole planning process, contrary to the previous practice where it existed merely at the end of the planning procedure. The Law provides local self-government with more responsibility regarding spatial planning and territorial organisation. Special attention is given to the new content of planning documents and their implementation, which created a serious problem in the previous practice.

The Law introduces changes in several fields related to spatial planning and territorial organisation, including: shorter procedure for obtaining construction permits, construction land under all types of ownership, transferred responsibility from governmental institutions to professionals, establishment of the Chamber of engineers, improved inspectorate, higher penalties for disobeying the Law (including government employees), etc.

Undoubtedly, the Law on Planning and Construction in line with the adoption of other basic laws is of great importance. Adoption of European legislation principles and active participation of the Union of the Serbia and Montenegro in joint European activities related to definition, modification and development of these principles, is necessary for a further process of integration with the European Union.

Democratic changes in Serbia and Montenegro unambiguously showed the way their citizens want to follow. In spite of political diversities and daily problems, the fundamental democratic system has been determined. All

previously mentioned activities, as well as activities carried out through preparation of basic laws, have the unique goal – to establish a healthy and democratic legal system. Application of these laws will lead us to the open market system, indispensable for the state functioning.

Making a democratic, legal and open market system will enable the Union of Serbia and Montenegro to join the European Union which is the main goal set by the Government of the Republic of Serbia. The Ministry of Urban Planning and Construction together with the Republic Agency for Spatial Planning will implement the Law on Planning and Construction, which will simultaneously provide the application of joint European principles of sustainable spatial development.

“Die nachhaltige Raumentwicklung”

Moritz Leuenberger

Bundesrat Vorsteher des Departementes für Umwelt, Verkehr-Energie und Kommunikation der Schweiz

Einleitung

Es ist drei Jahre her, dass wir in Hannover die Europäischen Leitlinien für eine nachhaltige räumliche Entwicklung auf dem europäischen Kontinent verabschiedet haben. Damit hat die CEMAT die Postulate der nachhaltigen Entwicklung mit jenen der räumlichen Dimension zusammen gefügt.

Eine nachhaltige räumliche Entwicklung heißt, die sozialen und wirtschaftlichen Ansprüche an den Raum mit seinen ökologischen und kulturellen Funktionen in Einklang zu bringen. Um dies zu erreichen ist eine enge Zusammenarbeit der Raumordnung mit den Fachpolitiken, vorab Verkehrs-, Umwelt und Wirtschaftsentwicklung notwendig.

Die Umwelt- und Raumordnungspolitik als Schutzpolitik auf der einen Seite und die Verkehrs- und Kommunikationspolitik als Infrastrukturpolitik auf der anderen Seite sind in meinem Land daher bewusst in einem Ministerium vereint. Wir wollen damit verhindern, dass der Raumordnungsminister Bestrebungen zu einer ausgewogenen räumlichen Entwicklung unternimmt und der Verkehrsminister einen Tag später ohne Rücksicht auf den Raum Verkehrsinfrastruktur ausbaut.

Gezielte Förderung der einzelnen Räume

Nur wenn wir die Bedürfnisse der verschiedenen Landesteile, von Stadt und Land, von Zentrum und Peripherie gleichzeitig und miteinander betrachten, können wir Ungleichgewichte und Konfliktpotentiale erkennen und abbauen. Die Entwicklungspotentiale der einzelnen Räume müssen gezielt gefördert werden.

Beispiele:

- Wahrung der Attraktivität der großen Zentren durch städtebauliche und architektonische Akzente und Erhaltung einer guten Lebensqualität;
- Steigerung der Attraktivität des ländlichen Raums, z.B. mit Regionalparks, wo die intakte Landschaft erhalten und eine sinnvolle Nutzung ermöglicht wird (entspricht auch der Zielsetzung der Alpenkonvention).

Raumentwicklung and Mobilität

Raumentwicklung lässt sich nicht auf dem Reißbrett planen und umsetzen. Sie ist abhängig von Einflüssen und Entscheiden verschiedenster Art. An erster Stelle stehen dabei die Mobilität und die mit der Gestaltung der Mobilität verbundenen Entscheide. Deshalb muss die Verkehrsplanung Anreize schaffen, damit der Raum optimal genutzt wird:

- Dicht besiedelte Gebiete sind auf eine gute Erschliessung mit dem öffentlichen Verkehr angewiesen, damit sie nicht im Verkehrsstau ersticken und sich entsiedeln;
- Umgekehrt muss die Siedlungsplanung auf das öffentliche Verkehrsangebot abgestimmt werden, damit nicht immer mehr periphere Gebiete verbaut werden.

Agglomerationsprogramme

Die steigende Mobilität hat aber auch zur Folge, dass Arbeits- und Wohnort immer weiter voneinander entfernt sein können. Agglomerationen erstrecken sich heute oft über das Gebiet verschiedener politischer Einheiten (in der Schweiz: Gemeinden und Kantone). Die Entscheide über die Raum- und Infrastrukturplanung müssen von diesen politischen Einheiten in Zusammenarbeit gefällt werden.

Das geht nicht immer von selbst – gerade in einem kleinräumigen und föderalistischen Land wie der Schweiz. Deswegen versucht der Zentralstaat geeignete Anreize zu schaffen, damit Verbundaufgaben dennoch gemeinsam gelöst werden.

- mit finanziellen Anreizen wird die Entwicklung von innovativen Prozessen und Projekten gefördert – bereits seit längerem in ländlichen Gebieten, neuerdings auch in städtischen;

- gerade in den städtischen Gebieten, wo die Siedlungsplanung für die Lebensqualität der Bewohnerinnen und Bewohner entscheidend ist, müssen die Mittel für die Entwicklung des Verkehrssystems so eingesetzt werden, das damit konkrete Anreize für eine optimale Siedlungsplanung geschaffen werden;
- damit alle betroffenen Körperschaften diese Planung gemeinsam entwickeln und mittragen, werden Verkehrsprojekte in den Agglomerationen nur unterstützt, wenn ein sogenanntes Agglomerationprogramm vorliegt. Ein solches Agglomerationsprogramm legt die angestrebten räumlichen Entwicklungen fest. Nur solche Verkehrsinfrastrukturen, die den räumplanerischen Zielen entsprechen, werden mitfinanziert.

Fazit

Eine nachhaltige räumliche Entwicklung lässt sich nur durch das Zusammenspiel verschiedener Maßnahmen umsetzen und sie lässt sich nur unter Berücksichtigung aller staatlichen Ebenen durchsetzen. Raumordnungspolitik ist Verkehrspolitik, Wirtschaftspolitik, Umweltpolitik, Kohäsionspolitik, kurz: Raumordnungspolitik ist Gesellschaftspolitik und zwingt uns zu globaler Verantwortung, die über bloße Interessenspolitik hinausgeht.

“Die entscheidenden Punkte der Grundsätze der dauerhaften territorialen Entwicklung unter einem regionalen Gesichtspunkt”

Wolfgang Sobotka

Minister der Finanzen, der Umwelt und der territorialen Entwicklung der regionalen Regierung von Niederösterreich

Sehr geehrte Damen und Herren!

Österreich begrüßt den vorliegenden Entwurf einer „Laibacher Erklärung. zur räumlichen Dimension nachhaltiger Entwicklung“. Sie stellt einen weiteren Baustein dar, das Prinzip der nachhaltigen Raumentwicklung dauerhaft zu verankern und in die Realität umzusetzen, wie dies mit dem EUREK der Europäischen Union im Jahr 1999 und den auf der 12. CEMAT in Hannover verabschiedeten „Leitlinien für eine nachhaltige räumliche Entwicklung auf dem Europäischen Kontinent“ im Jahr 2000 eingeleitet wurde.

Es ist uns ein besonderes Anliegen, dass sich die Diskussion über nachhaltige räumliche Entwicklung nicht auf hehre Zielsetzungen beschränkt, sondern tatsächlich ein Weg gefunden wird, diese in den verschiedenen Politikbereiche und den unterschiedlichen Verwaltungsebenen zu verankern und umzusetzen.

Österreich bekennt sich uneingeschränkt zum Prinzip der Nachhaltigkeit: sowohl auf gesamtstaatlicher Ebene mit der Österreichischen Nachhaltigkeitsstrategie, als auch auf Ebene der Länder ist dieses Modell eine wesentliche Grundlage für unser Handeln. Nicht zuletzt stellt die Frage der nachhaltigen Nutzung von Ressourcen ein vorrangiges Thema des vor eineinhalb Jahren verabschiedeten Österreichischen Raumentwicklungskonzeptes dar. In diesem Sinn greift auch das Niederösterreichische Landesentwicklungskonzept dieses Thema auf und sichert damit der nachhaltigen Raumentwicklung den nötigen Stellenwert in allen Aspekten der künftigen Landesplanung.

Besonders hervorheben möchte ich einen Aspekt dieser Laibacher Erklärung, der allen mit Raumentwicklung befassten Politikern und Experten ein Anliegen ist: die Forderung nach einem stärkeren Sektor – und

institutionenübergreifenden Ansatz der Raumentwicklungspolitik. Beide Ansätze versuchen wir in Österreich bereits seit Jahren zu verwirklichen:

- im Rahmen der Österreichischen Raumordnungskonferenz erfolgt seit mehr als 30 Jahren auf einer informellen Basis, d.h. ohne explizite gesetzliche Grundlage, die Abstimmung raumrelevanter Planungen zwischen den einzelnen Gebietskörperschaften und Interessensvertretungen;
- auf regionaler Ebene versuchen wir in Niederösterreich diesem Erfordernis einerseits durch die Einsetzung von Regionalmanagern, deren Aufgabe es ist, die endogenen Potenziale der Regionen durch einen sektorübergreifenden Ansatz zu nutzen, und andererseits durch die Bildung von Kleinregionen Synergien zwischen den Gemeinden bei der Bewältigung kommunaler Aufgaben zu fördern.

So sind in den letzten Monaten einige richtungweisende Projekte zu den Themenbereichen Standortkooperation („Kooperationsbildung Betriebsgebiet Hürm“ – Gemeinden der Kleinregion Großraum Mank verwalten, erschließen und vermarkten gemeinsam ein Betriebsgebiet), Bewusstseinsbildung („Mobiles Breitband für Kleinregionen“ – in der Kleinregion Weinviertler Dreiländereck soll die Nutzung der Breitbandtechnologie für Private, Unternehmen und Gemeinden durch entsprechende Schulungen forciert werden) und kommunale Aufgaben („Bäderkooperation Pielachtal“ – Kooperation in der Kleinregion Pielachtal um eine bessere Auslastung und Kostendeckung und eine höhere Kundenzufriedenheit zu ermöglichen) entstanden, die über einen eigens dafür eingerichteten Fonds (NÖ Kleinregionenfonds: für 2003 + 2004 mit je € 75.000, – eingerichtet) finanziell unterstützt werden.

Neue Ansätze einer gemeindeübergreifende Kooperation finden sich auch beim Hochwasserschutz, wo die Gemeinden aufgrund der Ereignisse des letzten Jahres erkannt haben, dass Einzellösungen nur bedingt geeignet sind einen wirksamen Hochwasserschutz zu gewährleisten, and es notwendig ist, das gesamte Einzugsgebiet eines Flusslaufes zu betrachten, woraus sich notwendigerweise eine gemeindeübergreifende Vorgangsweise ergibt.

Darüber hinaus ist die Integration räumlicher Ziele, zumindest. in die wichtigsten raumrelevanten Fachpolitiken, durch eine verbesserte sektorübergreifende Koordination eine zentrale Umsetzungsempfehlung des Österreichischen Raumentwicklungskonzeptes.

Aus unserer Erfahrung heraus sind wir jedoch überzeugt, dass sich keiner dieser Aspekte – weder institutionelle noch sektorübergreifende Kooperation – gesetzlich verordnen lassen, sondern das Ergebnis eines Prozesses sind, der auf wechselseitigem Respekt und Verständnis zwischen den Vertretern der unterschiedlichen Institutionen und Fachpolitiken aufbauen muss. Von noch größerer Bedeutung ist dieser Aspekt, wenn es darum geht, Kooperationen über Staatsgrenzen hinweg aufzubauen und zu vertiefen.

Diese Kooperation über Staatsgrenzen ist umso wichtiger, als „die räumlichen Effekte von Entwicklung über nationale, regionale, lokale oder andere Verwaltungsgrenzen hinaus wirksam werden“, wie dies im Entwurf der „Laibacher Erklärung“ festgestellt wird – gerade Österreich ist aufgrund seiner geographischen Gegebenheiten davon besonders berührt. Grenzüberschreitende Auswirkungen haben aber nicht nur konkrete Projekte, sondern auch Planungen wie z.B. Standorte für großflächige Handelsbetriebe (Einkaufszentren, *Factory Outlet Center*) oder Freizeiteinrichtungen. Dieser Tatsache trägt die SUP-Richtlinie Rechnung, die im Laufe der nächsten Monate in nationales Recht umgesetzt wird und, die in unserem Raumordnungsgesetz verankerte Raumverträglichkeitsprüfung im wesentlichen ablösen wird. Auch hier ist die gegenseitige Information unabdingbar, wie auch das UN ECE Protokoll (= Zusatzprotokoll zur ESPOO-Konvention) zur SUP (strategische Umweltprüfung – für EU-Staaten wird verbindlich geregelt: Informationspflicht, Benachrichtigungspflicht, Möglichkeit der Stellungnahme und Teilnahme am Verfahren) zeigt. Verordnete Informationspflicht ist aber nicht genügt, darüber hinaus sind eine gute Gesprächsbasis und der Wille zur Zusammenarbeit über Grenzen hinweg erforderlich!

Im Vorfeld der Erweiterung der EU haben wir deshalb in Österreich aber auch in unserem Bundesland die Zusammenarbeit mit unseren Nachbarn bereits seit Jahren zu einem Schwerpunkt unserer Aktivitäten gemacht:

- sowohl im Rahmen von Interreg IIIA mit unseren Nachbarstaaten Tschechien und Slowakei (Jordes + Projekt: „Stadumland Kooperation Bratislava“ – derzeit laufen Vorgespräche zw. Auftragnehmer und Gemeinden Ziel: soll ähnliche Plattform wie PGO werden – ca. bis Herbst 2004), als auch im Rahmen von Interreg IIIB versuchen wir, unterschiedlichste Fragestellungen grenzüberschreitend zu behandeln. Als Beispiele möchte ich das Projekt, „ILUP – integrierte Landnutzungsplanung und Flussmanagement“ oder das Projekt „Alpen

Cors, das sich mit den Alpenquerenden Verkehrswegen in Richtung paneuropäischem Korridor V beschäftigt erwähnen;

- Interreg IIIC liefert den Rahmen für den „AAP2020 – den Adriatic Action Plan 2020“ (projektpartner: 15 adriatische Städte Aufgabenbereich NÖ: nachhaltige Entwicklung, technische Beteiligung, Bürgerinnenbeteiligung, Ozon), der sich mit grenzüberschreitendem Umweltschutz im Sinne der Agenda 21 auseinandersetzt.

Sehr geehrte Damen und Herren,

Sie sehen aus diesen Beispielen den Stellenwert, den die europäischen Programme zur Zusammenarbeit auf dem Gebiet der Raumentwicklung für Österreich insgesamt, aber auch für die Bundesländer einnehmen. Wir sind daher überzeugt, dass diese Programme geeignete Instrumente darstellen, um unsere gemeinsamen Ziele auf dem Gebiet einer nachhaltigen Raumentwicklungspolitik in die Realität umzusetzen, wobei das voneinander Lernen einen wichtigen Mehrwert dieser Programme darstellt.

“The Guiding Principles for sustainable spatial development of the European continent and the Hungarian National Spatial Development Plan”

Péter Szaló

Vice President of the National Office for Regional Development of the Prime Minister’s Office of Hungary

In Hungary the spatial approach has a long history stretching back hundreds of years. This is demonstrated by the water management projects that began in the early 19th century and by the subsequent development of the transport infrastructure. For a long time now, the country has disposed of a national plan determining the direction of spatial development. Naturally, this document has always contained the objectives and values stemming from the political and economic conditions of the given era.

New opportunities for developing spatial approaches were given to Hungary as Member State of the Council of Europe, for making use of international experience concerning spatial development, and for ensuring once and for all the pursuit of common European goals through international co-operation.

For us it was a great pleasure to be able to take part in the drafting of the document entitled “Guiding Principles for sustainable spatial development of the European continent”, adopted by CEMAT in 2000. More important, the document confirmed the validity of the main elements of Hungarian domestic practice, as well as assisting in their further development. The document also enforced international co-operation in the field of spatial development under the “aegis” of the Council of Europe.

A further document was drawn up under the auspices of the European Union – but with an outlook beyond the borders of the European Union. The document was entitled “European Spatial Development Perspectives” (ESDP) and once again we took part as consultant in its elaboration.

It was particularly useful and fruitful for Hungary that we could take part in the drafting of these two important documents. It was especially instructive to conceive ideas across national borders and to experience the process of negotiation and consensus building. The approach and manner of working had

a great effect on domestic practice; the underlying concept is in harmony with the ideas we are trying to apply in Hungary.

The CEMAT Principles and the elaboration of the ESDP partly corresponded to the drafting of two very important Hungarian documents: the “National Spatial Development Concept” and the “National Spatial Plan”. In 1996, in order to establish the basis of a new system of spatial development, including spatial planning, the Hungarian Parliament passed an act on spatial development and spatial planning. These documents were based on the above documents.

I think it is quite unique that a spatial development plan be approved on a law level. It encourages to say a few words about the Hungarian National Spatial Plan.

The Parliament adopted the National Spatial Development Concept by voting a resolution in 1998 and adopted the National Spatial Plan by passing an act in 2003. Both documents were drafted in a European outlook and in a proper assessment of Hungary’s role and opportunities in Europe as well as its relations with neighbour countries. The adoption of both documents was preceded by a broad professional, political and social debate.

The CEMAT principles relating to spatial cohesion and urban-rural relations have been applied in the following objectives formulated in the Hungarian documents:

- compensating for the excessive role of the capital city and the surrounding agglomeration;
- developing regional centres;
- re-evaluating the objectives of rural development.

In line with the principles of balanced accessibility and access to information and knowledge, we formulated the following objectives:

- to develop the technical infrastructure and in particular the transport network, to promote integration into the European transport network, while consolidating relations with neighbour countries and easing the structure of roads emanating from the capital city with a view to improving east-west and north-south connections;
- to develop an information and communications system as well as regional centres of scientific research and education.

- Environmental management and the preservation and sensible use of the natural and cultural heritage were formulated in the following objectives:
- special protection for areas and living communities of the national ecology;
- the maintenance of forests and an expansion of their area;
- co-ordination of land-use to the capacity and sensibility of the environment;
- enhanced protection of the cultural heritage;
- preservation and development of the local characteristics;
- restrictions on increase in built-up land or land intended for construction.

The realisation and application of the objectives listed in the Hungarian national spatial development documents are being promoted by the spatial development sector programmes that have been developed on the basis of the National Spatial Development Concept. Such programmes include the transport development programme, the agricultural-environmental programme, the national environmental and nature protection programme, and in particular the National Development Plan and its subplans.

Through their spatial regulations, the National Spatial Plan and associated regional (county) and local spatial regulatory plans provide a framework for the realisation of the regional and sector programmes.

The elaboration of the National Spatial Plan – both in the preparatory phase (inquiries, analyses, compilation of the planning programme) and in the proposal phase (drafting of the spatial regulatory plan) – took place with the co-operation of various professions and sectors and under the direction of the national authority responsible for spatial planning, the Spatial Planning Department.

The method of work was innovative in the practice of Hungarian planning. Broad co-operation, comprehensive consideration of the local, regional and international processes, and a comparative analysis of the alternatives using spatial data technology had a progressive effect on the country's spatial development practice.

The discussion material of the National Spatial Plan was received by bodies of state administration, country governments and development councils, civil organisations and professional associations.

Following a series of negotiations, the National Spatial Plan won a legal form, which was debated first by the parliamentary committees and then by the Parliament and then finally adopted it as an act of law (No. XXVI/2033).

In Hungary, the National Spatial Plan is the first spatial regulatory plan to be legally binding throughout the country and to regulate the spatial use of land at national level – as well as providing a framework for regional and municipal planning. It has a real function because the changes occurring in the society and in the economy have exercised a profound effect on the use of land nationwide. Such changes include the latest trends in spatial development, a re-evaluation of the situation of border areas, and the speeding up of the agglomeration process. Developments in infrastructure affecting the national spatial structure have also accelerated, leading to further changes. The means of spatial regulation need to be applied in order to ensure that the infrastructure system and its various parts are in harmony with the regional and environmental conditions and promote spatial development.

In addition to its role in regulating spatial processes, the National Spatial Plan had – and continues to have – an essential co-ordinating (consensus-building) and orienting function; it also serves to highlight and mould behaviour patterns. One of the various factors was that as the Plan was being drawn up by the various professions and the sectors that were co-operating in the broad process of conciliation.

My conviction is that the Hungarian National Spatial Plan will contribute to the development of favourable environmental and economic conditions, thereby improving the living standards of citizens. In doing so, it shall make use of the benefits of the pan-European co-operation and the experiences of international organisations. In my opinion, with the adoption and the entry into force of the National Spatial Plan, Hungary has won an important step towards the practical application of the principles of sustainable development.

“Implementation of the Principles for Sustainable Territorial Development”

Ján Hurný

Deputy Minister, Ministry of Construction and Regional Development of the Slovak Republic

Distinguished Chairman,
Your Excellencies,
Ladies and Gentlemen,

We are in a period of adjustment of national territorial development policies to common goals and principles laid down in numerous European and UN documents. The document adopted by the previous CEMAT Conference – The Guiding Principles of sustainable spatial development of the European continent – has become one of the basic objectives for our national spatial development policy, the 2001 Conception of Territorial Development of Slovakia, as well as for co-operation in the area of territorial development of cross-border areas and transnational co-operation.

The generally accepted goals and principles are being implemented in particular and specific social and economic conditions of different countries. Despite restructuring of economy and public administration and lack of financial sources, the Slovak Republic has been promoting territorial development in accordance with the requirements of sustainable development and equal integration of Slovakia in the European space. This requires the creation of such settlement and spatial conditions for the development of society that support the economic and social development, promote regional specific features and – at the same time – lead to diminishing of the existing disparities between individual regions, improving the environment and providing equal living conditions in the whole country. Speaking internationally, this is the opportunity to participate in an equal way in international economic activities.

To implement these goals, the links to agreements in sectoral policies with territorial impacts are important, in particular the transport and public utilities. Transport agreements predetermine significantly the development of a

territory. All spatial development documents stress an integrated approach to the territorial development with a strong trans-sectoral dimension. In relation with this the question is if our activity in spatial development area respecting the meaning of the Ljubljana Declaration should precede and initiate agreements in sectoral policies. It would be a development of sectors based on long-term prospects of spatial development.

The territory of Europe, and according to my view, especially the territory of the new member states is heterogeneous and diversified. There are significant disparities between countries and regions, either inside the countries or across the borders. In the field of spatial development, the Council of Europe has assisted a deeper mutual understanding of problems, opportunities and prospects of spatial development in different countries and in various parts of Europe. The Council of Europe plays a significant role in the ongoing exchange of information and experience. At the time being, we made a first step to the implementation of the common solution for sustainable spatial development in a transnational territory. This task will not only test the capacity to implement the Guiding Principles but also test potential to develop a spatial development perspective and procedures leading to its implementation on transnational, national, regional and local levels. This would be done in co-operation with the private sector and the public.

Territorial integration is an important element of Europe's integration. Territorial integration establishes prerequisites for economic and social cohesion, promotes competitiveness of territorial units and development of the infrastructure, especially transport. Providing protection of the natural and cultural heritage and the environment is an integrated process to achieve the aim of sustainable development.

In the period following our conference, the EU will be enlarged. I expect the new member states to take over the role from those EU member states, which are current leaders in assistance to the accession countries. It will be our mission to assist those states, which are to become new accession countries. The aim in the field of our responsibilities would be the territorial integration of Europe, diminishing of imbalances and disparities on the European continent. In transnational co-operation, the aim would be enforcement of the principle of territorial cohesion – the fourth dimension – of sustainable development. The territorial cohesion establishes preconditions to eliminate disparities and a balanced development. It allows strengthening the identity of

a specific territory makes use of endogenous potentials, supports values and diversities. In the era of globalisation it means strengthening of specific regional and local features and establishing or strengthening of attractiveness of the space. This approach necessarily includes training and experience sharing along with understanding of intersectorality as basic characteristics of the territorial development process. Creating space for the implementation of these aims is the role of the Council of Europe and not by anyone else. Territorial integration of the European continent, which is the objective of our efforts, is a prerequisite for further enlargement and reducing disparities on the European continent and establishing conditions for equal opportunities for all the population in Europe.

The basic objective of the follow-up of our conference will remain the enforcement of Europe's spatial integration and link activities in the field of spatial development with sector policies with territorial impact and promote intersectorality as a characteristic feature of spatial development approach. We shall extend them by enforcing territorial cohesion as an integral part of sustainable development. In the future transnational co-operation in spatial development we have to take into account the European Union programmes.

I appreciate the opportunity to contribute to the discussion on recent and future tasks in co-operation between us, ministers responsible for spatial planning of the member states of the Council of Europe. I would like to express my gratitude to the Slovenian Government for the excellent preparation and organisation of this Conference.

Thank you for your attention.

“The role of Spatial Planning for sustainable development in Ukraine”

Sergiy Romanyuk

Deputy Minister of Economy and European Integration of Ukraine

Distinguished Chairman,

Dear colleagues!

On behalf of the Ukrainian Government, let me sincerely greet you and wish for all of us successful work and the accomplishment of a Sustainable Development for all Europe and for each country of our continent.

Three years have passed since the last Conference in Hanover and the time has really shown the importance of the Guiding Principles for sustainable development of the European continent.

I want to say that Ukraine has accepted most of the general principles of sustainable development since their declaration in the Report “Our Common Future”.

Such an approach has become one of the main directions of the national policy. Last three years due to rapid economic growth the situation in our country became much more favourable for a sustainable development.

Exactly at the same period a Concept of regional policy, a Concept on sustainable development of settlements, a Law “On planning and building of territories”, an amendment to the National Law “On the basis of city building” were adopted in Ukraine.

The main provisions of these acts were to create a more effective system of spatial planning of industrial and rural settlements, and as a result: better conditions for dynamic and sustainable development of Ukraine and its regions, protection of its environment and historical heritage, prevention against damage and development of information systems for its citizens.

These acts include the requirements of an integration of public, private and other sectors' interests, public participation and saving of the traditional surrounding in the process of city building.

In 2002 a Law on General Scheme of Planning of the Territory of Ukraine was adopted as well. This Scheme established priorities and conceptual decisions of the planning and using of the territory of Ukraine, improvement and sustainable development of settlement systems, economic, social, engineering and transport infrastructure, setting up the national ecological network.

Most was done by central and local Authorities of Ukraine for a better development of the Euro-regions. Until now 4 Euro-regions were founded together with Poland, Belarus, Slovakia, Hungary, Romania and some other countries.

I want to say that we look at the spatial planning not as a technical procedure but much more as a political instrument for the sustainable development of the regions and the whole country.

I hope that all this, and not only the facts shows the Ukrainian clear political position and concrete contribution into the implementation of the Guiding Principles.

We are absolutely sure that our Conference in Slovenia will make a new substantial step on the way of European integration. The Ukrainian delegation fully supports the draft of the Ljubljana Declaration. This is a good policy document which creates an effective base for our further co-operation and actions.

We fully support the draft of all other prepared Resolutions too. Co-operation for the sustainable spatial development of the Tisza/Tisa River Basin is especially of great interesting for us. Today we sign a very important document. We thank the Council of Europe for its support in the drafting. Ukraine is ready and open to much wider and concrete actions in this region.

In our vision the next step should be the preparation of the international Agreement as a real legal base for the implementation of the initiative and formation of the common strategy of the regional development.

At the end of my short speech I want to say once more that the European integration is one of the most important priorities of the Ukrainian policy.

And we want to be sure that everybody percept our country as an indefeasible part of Europe – the continent of sustainable development where people, local communities and states closely co-operate for a better life of present and future generations.

On behalf of the Ukrainian delegation let me warmly thank the Slovenian Government for the nice organisation of this European Conference and our stay here in this perfect city.

Thank you for attention.

“Implementation of the Principles for Sustainable Territorial Development in the United Kingdom”

Lisette Simcock

Office of the Deputy Prime Minister of the United Kingdom

Introduction

The United Kingdom welcomes this opportunity to share experience and best practice with colleagues across the continent of Europe. We welcome the Ljubljana Declaration and the invitation contained in it to enhance the role of spatial planning in the development policies of member states.

Planning for the use of land cannot be done in isolation. In order that a region might develop to its full potential, due regard must be given to the balanced social, economic and territorial development of that region. The planning system has a central role to play in creating vibrant and dynamic regions made up of sound, sustainable communities.

Activities in the United Kingdom

In its planning system. The same principles underpin each however and these are in line with both the Guiding Principles and the ESDP.

In 2001 the “Northern Ireland Executive” published a regional spatial development strategy. Entitled “Shaping our Future”, the strategy was prepared in close consultation with the community and offers a long-term perspective on the future development of Northern Ireland.

This strategy establishes a statutory base for all public bodies engaged in development. It also recognises regional differences and local needs and drives a process to engage key stakeholder groups in developing local solutions. Northern Ireland shares a land frontier with the Republic of Ireland, which also has a national spatial development strategy, and both strategies identify common spatial interests.

In Scotland work is underway to produce a national planning framework. The overarching themes in the framework are improving connectivity and maintaining and enhancing environmental quality. Addressing infrastructure deficits and supporting area regeneration are emerging as important issues. Stakeholders have been involved in the process, principally through regional seminars, and the intention is to publish the framework by the end of 2003. In addition a number of major consultation exercises are underway or planned as part of a wide-ranging modernization of the planning system.

The Welsh Assembly Government will shortly be publishing for consultation a draft Wales Spatial Plan, which will complement and help to translate into practice the Welsh Assembly Government's sustainable development duty. This will go further than traditional land use planning by seeking to provide a consistent basis for the spatial integration of policy in Wales.

Meanwhile in England, the planning system is undergoing fundamental reform. Central to our work is the belief in three principles as stated in the Ljubljana Declaration:

- that local problems demand local solutions;
- that spatial planning at the regional and local levels optimises results;
- that increased public participation and improved local democracy should be a goal of regional and local planning policy.

Each region in England will be required to prepare a Regional Spatial Strategy setting out a broad development programme for a fifteen to twenty year period. Each Regional Spatial Strategy will also show how the region will contribute to the sustainable development of England as a whole.

Similarly at the local level, authorities will draw up a Local Development Framework to illustrate how the area will meet its sustainable development objectives. These will take a holistic approach to an area's development and will seek to involve the community to a greater extent than has previously been seen.

Local planning authorities will be required to produce a Statement of Community Involvement, setting out their policy for involving the local population in both preparing local development documents and in taking decisions on major planning applications.

We are aiming to change the culture of planning in England. For too long the planning system has taken a reactive approach to development, narrowly focused on the use and regulation of land. We need a proactive planning system in order that the whole of the UK might have the tools and the opportunities to reach its full potential. Furthermore, community participation in planning will make the planning process more transparent and will emphasise community ownership of an area's development.

The sustainable communities plan

The Ljubljana Declaration states that spatial development policies must be further improved in order to revitalise declining settlements, redevelop brownfield sites to contain land consumption and improve quality of life.

In line with these objectives the office of the Deputy Prime Minister has recently published his Sustainable Communities Plan for England. At its heart is the understanding that a community is much more than simply buildings and roads. A vibrant and sustainable community is prosperous, confident, and is effectively and fairly governed. It has decent homes at a price people can afford, and its residents feel safe and secure.

In 2001, we exceeded our target of 60% of new homes to be on Brownfield land. We have issued density guidelines stating that new developments should be at least 30 dwellings per hectare to ensure that the best use is made of available land.

The Sustainable Communities Plan has earmarked over € 30 billion to be spent on improving housing and communities and more than € 7 billion to regenerate deprived areas.

Whilst the substantial investment is important, it is the focus on community involvement and the need for a fresh approach to the issues that sets the Sustainable Communities Plan apart from previous Government policies.

Transeuropean co-operation

At European level the UK is fully engaged in the Interreg and ESPON programmes and values highly the opportunities, for both regional and national policymakers and practitioners, that this kind of co-operation offers. We see

active participation in these programmes as a useful tool for taking forward the policies that the Office of the Deputy Prime Minister and the Devolved Administrations are pursuing.

We look forward to the EU accession countries having full access to the Structural Funds programmes from 2004 onwards. This will provide an unprecedented opportunity for regional partners from the UK to work together with colleagues in the ten accession states in Central Europe, through for example the Interreg IIIC programme learning from and growing with each other whilst ensuring balanced development in Europe.

The UK also values co-operation with colleagues from the other states of Central and Eastern Europe. The enlargement of the European Union makes active engagement with non-EU member states more vital than ever before in order to ensure the balanced development of the European territory across the whole of the continent.

The next three years

We look forward to the coming three years of co-operation leading to the fourteenth CEMAT in Portugal, and the opportunities for best practice exchange and learning that these years will give us.

The Council of Europe has an important role to play in facilitating truly transeuropean co-operation – especially in broadening and strengthening co-operation between EU member states and other European countries. We are keen to see the benefits of co-operation within the EU through the Interreg III Community Initiative, and particularly the Interact and ESPON programmes, being felt across the whole of the European continent.

“Implementation of the Principles for Sustainable Territorial Development in Russia”

Alexander Frolov

Head of Central Board of Architecture and Urban Development of the Russian Federation

Dear Chairman,
Dear Colleagues,
Ladies and Gentlemen,

Being empowered to represent the Russian Federation at this honourable Assembly, I would like to say a few words concerning our attitude towards the CEMAT Guiding Principles and present some considerations on the importance of the Hanover Document for spatial planning in Russian environment.

Spatial planning has always been a matter of prime importance in Russia. The huge spaces of my country result both in the feeling of national dignity and, at the same time, in numerous challenges as well, including dramatic economic, social, ecological and other problems. The most crucial challenge to any development in Russia lies in infrastructure. Many problems of intra- and inter- regional transport and communication require for an urgent solution. The issue of integration of Russia into the Pan-European transport network is also of paramount importance. In this connection, we pay great attention to the proposed Eurocorridors.

Eurocorridors will promote not only transport development. They will develop as broad belts of technological, economic and social process, chains of implementation sites for major investment projects. Those projects will considerably enhance the area of international and, in particular, Pan-European co-operation.

It seems appropriate to mention here, that a large number of bilateral and multilateral development programmes are being implied in Russia, some of them covering vast regions. However, we have to admit the fact, that all those projects could be much more efficient, should administrative co-ordination be

reinforced with spatial co-ordination. As the programmes have different customers and contractors and different sources of finance, their goals differ as well and sometimes tend to contradict one another. Availability of spatial resources and skilled labour result in planning jams, when it is hard to define which investment project is optimum for an individual municipality, for a region, for the nation as a whole.

Systematised target approach to the problem shall be applied. How can we provide for that? Practical experience proved out that spatial planning is the most efficient tool for target redistribution of investment flows. Unlike fellow-planners in various sectors of national economy, a spatial planner can study a problem on the whole. Independent from narrow sectoral interests, he possesses the knowledge of the key resource of his region or his country – the space.

Why do we create in our everyday practice too often projects, originally designed to benefit large regions, but – in fact – creating small islands of prosperity surrounded by uncomfortable (and thus hostile) environment. It results from domination of pure economic considerations over spatial organisation. As you all know, results of investment projects are often expressed in such terms as profitability, credit repayment, number of jobs created, wages and so on. Meanwhile ecological, social and cultural priorities are treated as subordinates. They are expressed in terms of liabilities and marked in red as voluntary sacrifice.

Quousque tandem? How long will it take to stop that vicious practice? The answer to this question can be found in the Recommendation of the Committee of Ministers Rec (2002) 1 of the Council of Europe. It advises, in particular, to imply the Guiding Principles for Sustainable Development of the European continent as the base for planning and spatial development measures.

Indeed, all project proposals for a region should be subject to the requirements of sustainable development – formulated in common European terms of the Hanover Document – their order of priority and spatial interdependence could be defined precisely enough. It is spatial planning that forms the framework which integrates mutually correlated projects and programmes. Contradictions are inevitable between national, regional and local interests, between public and private sectors. But, again, they could be solved under the conditions prescribed by Hanover Document - through strengthening of regional and local

democracy, through reinforcement of the local level of spatial planning, through co-operation between authorities and professionals of all levels on the principles of subsidiarity and reciprocity.

Besides, mutual co-ordination of investment project in conformity with requirements set by sustainable development transforms the very nature of planning. It will no longer be a sort of Emergency Ministry for liquidation of consequences of natural and technogenic disasters. Investment in sustainable development means provision for regular work on prevention of any catastrophes.

The project “Experimental Implementation of the CEMAT Guiding Principles in Selected Russian Regions” is the first experience of practical implementation of the Hanover Document in Russian spatial planning. With the kind promotion rendered by the Secretariat of CEMAT and help from our German colleagues, model regions have been established in first two Subjects of the Russian Federation, namely: in the regions Moscow Oblast and Leningrad Oblast. Thus, large areas have emerged, where any investor, industrialist or planner can be assured that in these regions all economic, environmental or social project will be assessed on the terms of common European criteria.

I take this opportunity to express my belief that the Model region project will be continued and lead to a creation of a Network of sustainable development regions with individual experience shared for the benefit of all.

I also think practical implementation of the Guiding Principles does not exclude further theoretical search. The 21st century has only just begun, and the states of the Council of Europe will need to develop the Hanover Document in conformity with further development of the European space.

Concluding this brief intervention, I would like to express, on behalf of the Russian delegation, gratitude to:

- the Government of Slovenia, our Slovenian colleagues and personally Mrs Margarita Jančič – for their warm hospitality and perfect organisation of this Session;
- the Council of Europe, Secretariat of CEMAT and personally Mrs Maguelonne Déjeant-Pons – for their assistance and consultancy;

- special thanks to the German Party and personally Dr Welf Selke – for their help in practical implementation of the CEMAT Guiding Principles in Russia.

Thank you for your kind attention.

“Implementation of the Guiding Principles in the new law for Spatial Planning and in the spatial development national policy of the Czech Republic”

Martin Tunka

Director of the Spatial Planning Department, Ministry for Regional Development of the Czech Republic

Ladies and Gentlemen, Dear Colleagues,

Let me express my thanks for the invitation to the Conference and inform you shortly about the spatial planning situation in the Czech Republic.

The Ministry for Regional Development, I represent, is responsible for spatial planning, regional policy, housing policy, tourism and further connected affairs. The co-operation with the Council of Europe, especially with the CEMAT, is in our opinion, very important for further development of spatial planning and regional policy.

The “Guiding Principles”, adopted by the CEMAT Conference in Hanover in 2000, are for our Ministry, an important source and basis for applying the Principle of sustainable development in spatial planning. We translate this material into Czech and offer it free of charge to all public authorities at local and regional level, as well as to all ministry offices and central bodies of state administration. The principles are, *inter alia* included into the education programme for public authority officers specialised in spatial planning.

Our ministry is currently working on the preparation of the new Building Act which will respect, to the most possible extent, the principles formulated by the Council of Europe and the European Union.

Major principles of the new Building Act are the followings:

- principle of sustainable spatial development as the balanced economical, social and environmental development;
- emphasis on public interest in planning the land use changes;
- limitation of built-up area growth in towns and villages;

- protection of rights of individuals and public participation in spatial planning;
- private and public sector co-operation in investments for technical and social infrastructure.

As the Czech Republic has no planning instrument on national level until now, a new planning instrument, entitled “Czech Spatial Development Policy” is under preparation. The policy will represent a strategic tool promoting the principles of sustainable spatial development of the State territory in transnational, nation-wide and interregional context. Among others, it will also be a tool for the policy co-ordination of different National Government sectors. After introducing the new Building Act, the policy mentioned will become its integrated part. The Guiding Principles of the CEMAT were the important source for the formulation of the Czech Spatial Development Policy.

Dear Colleagues,

I am pleased that I can take part in this Conference. The proposals of the Ljubljana Declaration, as well as the proposals of the individual declarations, are in accordance with the objectives of spatial planning in the Czech Republic, and they have our full support.

Thank you.

“Integrated projects for the promotion of social and physical cohesion among Greek and Turkish communities in Nicosia”

Stephos Papanicolaou

Chief Town Planning Officer, Ministry of the Interior, Town Planning and Housing Department of Cyprus

Mr Chairman,
Mr Secretary General of the Council of Europe,
Mr Minister of the Environment, Spatial Planning and Energy of Slovenia,
Honourable Colleagues,
Distinguished representatives of the Parliamentary Assembly, the Congress of Local and Regional Authorities and the European Union,
Ladies and Gentlemen,

Our support to the Guiding Principles for the sustainable development of the European continent signifies that the Republic of Cyprus is fully committed to the need to plan for a sustainable European future. As a result, in Cyprus spatial planning policies are measured against these principles, while there is an on-going debate, exchange of ideas and experiences regarding sustainability. A lot still remains to be achieved, as policy results need to be monitored and feed back mechanisms need to be provided to adjust our policies accordingly. Moreover, ways must be found to involve citizens more effectively at the grass roots level, both in the decision-making processes and the sustainable management of resources. Given the legacy of unsustainable practices of the modern economy, however, the process of awareness raising is expected to be a long and tedious one, while pressure for new development continues on an ever increasing scale. The Government of Cyprus pays particular attention to spatial development policy, concerning the sustainable management of areas as diverse as the island’s economically significant, but now overburdened coastal resorts, its depopulated mountain rural communities, or declining inner cities, such as the Walled City of Nicosia.

This Working Session is concerned with the implementation of the Principles for sustainable territorial development. I believe that the case of Nicosia and the planning of its future are of particular interest to you because it is a case

where environmental, economic, social and cultural sustainability has been sought in a ground-breaking bi-communal effort, which began in the early 1980s and is now beginning to bear fruit.

Nicosia has been the capital of Cyprus for the last thousand years. Throughout its long history, the city has been a repository of the island's rich heritage and contains some of the finest examples of Byzantine, Lusinian, Venetian, Ottoman, and British Colonial architecture in Cyprus. The tragic events of 1974 led to the occupation and the forced division of the Island and of Nicosia, deeply affecting economic conditions and quality of life in the walled town. The cease-fire line, still cuts right through the middle of the city, keeping Greek- and Turkish-Cypriot neighbours apart and splits the capital of Cyprus in two separate parts, which have been developing in the most unnatural manner, independently of each other, causing a severe distortion of the city's structure and the creation of two dead-end traps where the heart of the city used to beat.

In order to address infrastructure pressing needs, representatives of the two communities agreed even in 1980 to work together for the construction of a common sewerage system and a spatial master plan, compatible with the cultural and socio-economic aspects of Nicosia as a whole. These two major bi-communal projects, placed under the umbrella of the United Nations Development Programme, sought to increase the capacity of the city's services and improve quality of life for all the inhabitants of Nicosia, while acting as a confidence building bridge between the two communities. Underlying the projects is the idea that a sustained close co-operation can foster new bonds of understanding.

The overall aim of the Plan was to define a general planning strategy for the sustainable development of the city, capable for addressing the needs under current political circumstances and at the same time sufficiently flexible to be acceptable in the case that political circumstances allow the functioning of the city as one entity, once again after the removal of enforced dividing anachronisms.

Within this framework, particular attention was paid to the formulation of a preservation and rehabilitation policy for the historic centre, which constitutes a common heritage for all communities of the city and was therefore

considered as the most precious part of Nicosia. The policy incorporates the following strategy:

- economic sustainability objectives, aiming to revitalise the commercial core and increase employment opportunities in the walled town;
- social sustainability objectives, relating to housing rehabilitation and the provision of community facilities;
- urban sustainability objectives, for an appropriate density of development and a new traffic management plan in harmony with the scale and character of the historic centre;
- cultural heritage sustainability objectives, with regard to the restoration of Nicosia's monumental and vernacular architecture and its recognition as a cultural and economic asset to be integrated into a contemporary society;
- environmental sustainability objectives, for the preservation and enhancement of the environmental wealth of the city and the protection of its natural resources.

Since a socio-economic profile carried out at the beginning of the implementation process had demonstrated the unwillingness of the private sector to allocate investments within the divided walled city, it was considered that public intervention was the only means to promote the rehabilitation process. This was achieved through priority investment projects, in selected corresponding areas on both sides of the Green Line. These projects have a direct impact on local conditions, but also provide the initiative for the public sector to act as a catalyst, stimulating further private investment. The United States Agency for International Development and the European Union have financed all bi-communal projects, while other publicly funded projects were carried out within the framework of the government Regeneration Programme for areas adjoining the Buffer Zone. In most of these projects emphasis is placed on housing rehabilitation, upgrading or provision of community facilities, landscaping, and pedestrianisation of the commercial centre of the walled city. The aim of these interventions is to restore the urban fabric, to enrich the historic environment, to attract new residents and economic activity, and to stimulate private investment in the old town.

Most importantly, however, beyond improving Nicosia's urban environment, these projects safeguard the potential role of the historic centre in the city's future re-integration. One of the foremost achievements of the Nicosia Master Plan has been the development of an enduring channel of communication

between professionals from both communities, enabling unprecedented opportunities for joint decision-making to materialise. This constitutes the basis for future co-operation to the mutual benefit of both communities and the sustainable development of the city and its people as a whole. With the sought resolution of the political issue, there will be further opportunities for the implementation of more bi-communal projects, which, with the support of the Council of Europe and the European Union, can become the basis for a new model of sustainability, promoting conflict resolution and inter-communal co-operation in the wider region, from the Balkans to the Caucasus and the Middle East.

Closing my contribution I would like to say that the Government of the Republic of Cyprus has decided to approve the recommendations contained in the Resolutions of this Conference and to adopt the Ljubljana Declaration on the territorial dimension of sustainable development. Although, Mr Chairman, Cyprus is a small island state, which lay along the geographical periphery of our continent and thus has a certain difficulty for directly relating to spatial planning principles, my Government will take all necessary measures in order to accommodate the Principles contained in the Ljubljana Declaration of the territorial dimension of sustainable development.

Finally, I would like to congratulate our host, Minister Janez KOPAČ for a perfectly organised Conference and to express to him personally and to the Government of Slovenia the deep appreciation of my delegation for the hospitality extended to all of us.

“Deutschlands Beitrag zur Stärkung transeuropäischer Kooperation”

Bericht von Herrn **Tilo Braune**

Staatssekretär, Ministerium für Verkehr, Bau- und Wohnungswesen der Bundesrepublik Deutschland

Es gilt das gesprochene Wort!

Dank an Slowenien als Ausrichter der Konferenz.

Mit der Erweiterung der Europäischen Union im kommenden Jahr 2004 wird Europa ein Stück vielfältiger, bunter. Der bisherigen Gemeinschaft treten 10 neue Länder bei. Weitere werden folgen. Um diesen Prozess gestalten und die Integration Europas fördern zu können, bedarf es der Kooperation auf nationaler, regionaler und lokaler Ebene, im transeuropäischen Sinne.

Deutschland ist hier in vielfältiger Weise engagiert. So hat mein Ministerium gemeinsam mit den russischen Regionen Oblast Leningrad und Oblast Moskau das Projekt “CEMAT-Modellregionen“ ins Leben gerufen, unter dem Dach des Europarates.

So setzen wir das “10-Punkte-Programm für ein stärkeres Zusammenwachsen Europas aus dem Jahr 2000 um, und auch die ebenfalls auf der 12. Europäischen Raumordnungsministerkonferenz in Hannover beschlossenen “Leitlinien für eine nachhaltige räumliche Entwicklung auf dem europäischen Kontinent”(CEMAT-Leitlinien).

Die Idee dahinter war, den Aufbau von regionalen Kooperationsstrukturen vor Ort in den russischen Regionen zu fördern und politisch zu begleiten. Außerdem sollen Behörden und gesellschaftliche Gruppen das notwendige raumplanerische *Know-how* erhalten, (Über die im Projekt gewonnenen Erkenntnisse informiert in komprimierter Form eine mehrsprachige Broschüre, die nun hier in Ljubljana vorliegt).

Folgende Erkenntnisse haben wir aus dem Projekt gewonnen:

- Netzwerke von Regionen und Institutionen sollten mit themenspezifischen Schwerpunkten ausgeweitet werden, u.a. in den Bereichen Wirtschaft, Verkehr, Kultur und Wissenschaft. Bei der Wirtschaft geht es v.a. um die Förderung von kleinen und mittleren Unternehmen.
- Die EU-Gemeinschaftsinitiative INTERREG sollte für die „neuen“ Nachbarn der Europäischen Union, z.B. die Russische Föderation, nutzbar gemacht werden.
- Insbesondere in den Grenzregionen zur Europäischen Union sollten Projekte initiiert werden, so z.B. zur Unterstützung der Einrichtung von EUREGIOS.
- Informelle Planungsinstrumente sollten verstärkt Anwendung finden, vor allem das des Regionalmanagements.

Hierbei ist immer noch – zumindest in russischen Regionen – ein Engpass bei der Realisierung einer strategisch ausgerichteten Regionalpolitik festzustellen.

- Grundsätze modernen Projektmanagements sollten anhand konkreter Projekte vermittelt und geübt werden.
- Gesetzgebungsverfahren sollten – zumindest in Russland – weiterhin fachlich von internationalen Experten begleitet werden, um die gesetzlichen Voraussetzungen für eine dauerhaft gesicherte, einem modernen Verständnis verpflichtete Planung auf regionaler Ebene zu schaffen.

Das Projekt wurde in der Zwischenzeit erfolgreich abgeschlossen. In einem Folgeprojekt, das bereits beauftragt worden ist, wird das Engagement der Bundesregierung fortgesetzt. Weitere europäische Regionen, insbesondere der neuen Mitgliedstaaten des Europarates, wie z.B. in Armenien, werden in dieses Projekt mit einbezogen.

Anrede! – Mit dem Folgeprojekt, das vom Gedanken der “lernenden Regionen“ getragen wird, füllt Deutschland die Resolution Nr. 2 mit Leben. In der Resolution ist unter Punkt 4 ein ‘Paneuropäisches Netzwerk von CEMAT-Modeliregionen“ genannt.

Das Netzwerk soll gute regionale Beispiele zur Umsetzung der CEMAT-Leitlinien entwickeln, sammeln und kommunizieren. Die beteiligten Regionen

können so voneinander lernen und zu Innovationsregionen in Europa werden. Ich ermuntere alle Mitgliedstaaten des Europarates, sich an diesem Netzwerk zu beteiligen und ihr Wissen über regionale Kooperationsstrukturen einzubringen.

Anrede! – Ich möchte die Gelegenheit nutzen und auf eine weitere Resolution eingehen. Resolution Nr. 1 betont die Rolle von *Public-Private-Partnerships* für die Gestaltung und Umsetzung von Raumentwicklungspolitiken.

Das Bundesministerium für Verkehr, Bau- und Wohnungswesen hatte im Jahr 2000 die Studie „Modelle zur Finanzierung regionaler Infrastruktur- und Entwicklungsprojekte“ vorgelegt. Die Studie hatte zum Ziel, aus den bisher gewonnenen Erfahrungen mit öffentlich-privaten Partnerschaften Verfahrensvorschläge für eine erfolgreiche Durchführung von PPP-Projekten insbesondere in mittel- und osteuropäischen Staaten zu erarbeiten.

Aufgrund der knappen öffentlichen Finanzen wird die Bedeutung privater Investitionen bei der Verwirklichung räumlicher Entwicklungsziele in den kommenden Jahren weiter zunehmen. Hier geht es vor allem um Bereiche von besonderem öffentlichem Interesse, wie etwa Verkehr, Telekommunikation, Wasserver- und - Entsorgung, Abfallbeseitigung, Gesundheit, Ausbildung usw. An dieser Stelle sei der slowenischen Regierung herzlich gedankt: Sie hat das Thema „PPP“ bei der Vorbereitung dieser Konferenz aufgegriffen.

Anrede! – Integration und transeuropäische Kooperation bedürfen nicht nur des Engagements, sondern auch der Finanzierung. Eine bedeutsame Rolle spielen hier die EU-Gemeinschaftsinitiativen, insbesondere INTERREG.

INTERREG dient der transnationalen Kooperation alter und neuer Mitgliedstaaten durch projektbezogene Netzworkebildung und damit der Kohäsion der erweiterten Europäischen Union. INTERREG stellt einen wichtigen Baustein für die Umsetzung der CEMAT-Leitlinien im Ostseeraum und in Südost- und Mitteleuropa, im so genannten CADSES-Raum, dar.

Daher engagiert sich Bundesregierung in besonderem Maße im Rahmen von INTERREG III B in diesen beiden Kooperationsräumen in Projekten, an denen neue Mitgliedstaaten der EU und unsere neuen EU Nachbarn teilnehmen.

Am Rande möchte ich erwähnen, dass mein Ministerium sich auch an einem zurzeit im Auswahlverfahren befindlichen Projektvorschlag im Alpenraum

beteiligt, in den auch ein slowenischer Partner, der Hafen Koper, eingebunden ist. Weitere Partner aus Slowenien würden wir sehr begrüßen.

Wie wichtig die Arbeit von INTERREG ist, lässt sich schon deutlich daran ersehen, dass im zweiten Aufruf für den CADSES-Raum im Juni dieses Jahres fast 100 Projektvorschläge eingereicht wurden. Es besteht also ein großer Bedarf an transnationaler Kooperation.

Und das in einem besonders heterogenen Raum, in dem viele Länder keinerlei Erfahrung mit der EU Strukturförderung im Rahmen von INTERREG haben.

Im Detail gibt es in der transnationalen Kooperation mit INTERREG sicher noch einige Probleme – allen voran vielleicht Sprachprobleme und die Schwierigkeiten, die mit unterschiedlichen Arbeits- und Verwaltungskulturen verbunden sind. Aber gerade da zeigt sich, wie wichtig grenzüberschreitende Projekte für ein zusammenwachsendes Europa sind!

Daher meine ich, dass vom Europarat ein Signal an die Europäische Union ausgehen muss, die Förderung der transnationalen Zusammenarbeit mit dem Instrument INTERREG gerade auch nach dem Beitritt von zunächst 10 Staaten intensiviert fortzusetzen und auf die neuen Nachbarn der EU auszuweiten!

Anrede! — Erlauben Sie mir, zum Abschluss ein gelungenes Beispiel für ein INTERREG-Projekt, an dem wir beteiligt sind, anzuführen: Das Projekt Europäische Route der Backsteingotik', kurz „EuRoB“.

Hier wird im gesamten Ostseeraum das Kulturerbe der Backsteingotik für touristische Zwecke erfasst und bewertet. Historische Architektur dient hierbei als gemeinsames Erbe und Wirtschaftsfaktor.

Mit “EuRoB“ wird im Ostseeraum in einem international bekannten, ostseetypischen Kultursegment eine transnationale Route mit touristischen Angeboten entwickelt. Sie verbindet die Erhaltung von Objekten der Backsteingotik mit ihrer wirtschaftlichen Nutzung.

Die Tourismusroute fördert die Verkehrserschließung, Gewerbe- und Stadtentwicklung sowie den ländlichen Raum. Hotels sind in die Vermarktung einbezogen. Durch Fortbildung des Personals und Zertifizierung wird Qualität

gewährleistet. Dies wiederum erhöht die Attraktivität der Route für Tourenveranstalter.

Inzwischen sind 28 Partner (Städte, Regionen, Hochschulen, Verbände) aus 7 Staaten (Dänemark, Deutschland, Estland, Lettland, Litauen, Polen, Schweden) beteiligt. Nationale Behörden und internationale Institutionen aus Kultur, Wirtschaft, Politik und Raumentwicklung wirken mit.

Die Integration der beteiligten ostdeutschen Städte in den Ostseeraum und die Zusammenarbeit mit Partnern künftiger EU-Staaten wird besonders gefordert.

“EuRoB zeigt, dass Kultur als Wirtschaftsfaktor den Arbeitsmarkt stimuliert und das regionale Umfeld für Touristen und Investoren sowie den kulturell-sozialen Zusammenhalt in der Ostseeregion verbessert.

Anrede! – Transeuropäische Kooperation ist meiner Überzeugung nach notwendiger denn je. Die Projektbeispiele zeigen, dass wir Fragen der nachhaltigen Raumentwicklung in Europa aufgreifen sollten und gemeinsam Strategien für ein wirtschaftlich, gesellschaftlich, ökologisch und kulturell ausgeglichenes Europa erarbeiten können.

Zum Abschluss mochte ich meinen Dank für die Vielzahl der Resolutionen, die auf dieser Konferenz verabschiedet werden sollen, aussprechen. Deutschland stimmt mit allen fünf Resolutionen überein.

“The integration of countries with transition economies into sustainable spatial development of Europe”

Ruzanna Alaverdyan

Deputy Minister of Urban Development of Armenia

The concept of territorial dimension of the sustainable development nearly concerns all aspects of human vital activities. The concept is granted an important and urgent status at this present time, and is significantly important in connection with its complex defined tasks.

One of the most significant components of the sustainable spatial development – is the maintenance of the harmonious unity of the natural and the artificial – or man-made environment, based on preservation of the qualities uniqueness of the given territory, and, simultaneously, developing it according to true, universal values.

At the present stage, in Armenia, the closest related purpose of this global ideology is the resolution of problems of the transition period.

We are convinced that there is a need for an improved spatial development policy and spatial development practices in the countries with transition economies, let me draw your attention on the importance of fully incorporating these countries in transition in the activities and programmes and campaigns of the Council of Europe, so they can focus on the solution of the two following problems:

- further development of spatial planning legislation, in context of the harmonisation to European standards;
- improved spatial development planning, taking into account the market principles and sustainability.

In Armenia, a number of questions, discussed within the framework of the sustainable spatial development of the European continent, still remain unsolved – or the decisions are in process. The effective measures to achieve positive shifts in the near future are undertaken. Along with the countries in process of reform realisation, Armenia hope they can count on the solidarity of the international community in questions relating to the creation of necessary

pre-conditions to achieve the mentioned purposes and the intended grade of development of the other European partners.

Every country aspires stability and prosperity, and the universal importance of this purpose from our point of view gives the states wide opportunities for an operative orientation in the field of consolidation and direction of efforts to prevent negative phenomena and to create pre-conditions of sustainable spatial development, in the synthesised type, representing the social, economic, ecological, aesthetic and cultural problems of the country.

I want to affirm, that our country will be glad to host a CEMAT International Seminar in 2004, and to discuss the possible preparation of a European Model Law and Code of Conduct on Spatial Planning.

It is utmost necessary to emphasise, that the close participation in the appropriate structures' works of the Council of Europe gives new impulses to those positive processes, which are carried out in our country.

“Common visions of spatial development: collective responsibility for transeuropean challenges”

Robert Zmiejko

Vice-President of the Government Centre for Strategic Studies of Poland

The concept of “sustainable development” means, in its essence, caring for future generations, thinking in a long-term perspective or, at least, being aware of continuity and consequences of adopted policies. In this period of stormy and rapid changes, it is necessary to have a vision of the world and the continent for our children and grandchildren. This requires ability to identify (and influence) the processes that may have the most significant impact on the future.

Poland is a country where changes are happening very quickly. Next year it will become a member of the European Union – a union of 25 states that wants to shape their future jointly. But even though in 2004 Poland will focus its efforts on the activities related to the accession, we do not treat the EU as an island of specific, isolated problems. We want to participate in creating a harmonious vision of the future of the entire continent, and of all European countries.

Harmony means for us solicitude and efforts to shape harmonious development of environment, economy and society.

- The environment suffered a lot in the last century as a result of human activity – the commonly adopted pattern of economic development did not always take ecological aspects into consideration. We realised, only after the threat of disasters became evident, that natural environment is both a foundation of our biological life and an important factor of development in the post-industrial era.
- The economy, in the new geopolitical conditions, requires significant structural transformations, especially in the Central and Eastern European countries. The changes will decide on the quality of life and the possibility of development now and in the future.
- The society regained the power to influence the character of the changes. It participates in the transformations within the countries, and, at the same time, co-decides about the shape of policy and development of our

contemporary, global civilisation. An important aspect of social development is culture; its diversity will have a significant impact on our future.

However important, the care for the harmonious development of the three fields is not enough to ensure a harmonious development. Territorial differences must be also taken into account – successful areas and territories in decline. The harmonious development will sustain, if it encompasses the entire territory, entire country and continent.

Therefore, apart from the inter-sectoral policy of governments and international co-operation, there is a need for co-ordination and spatial collaboration. It is difficult to meet the challenge when the rule of economic freedom is to be observed – we cannot restrict those better performing in order to help those lagging behind. In the era of globalisation, our continent, our country, our regions and towns must be competitive on a global scale. The instruments for territorial harmonisation must be improved or elaborated a new for the sake of our common responsibility for the future.

There are still many areas where our co-operation should be started or extended. Let us mention the following:

- reduction of the risk of natural disasters (including floods), which constitutes a big transnational challenge. We have to shape our development in a way that will not increase the risk and we have to know how to co-operate face to these catastrophes. But the priority should be given to prevention and we should focus on this issue in our future actions;
- development of new links, transport corridors that follow the integration processes and trade exchange on a global scale. Europe is getting larger, the co-operation area is growing, also in terms of geography. Market economies and free societies will need more efficient interconnections. The map of the corridors needs to be adjusted relating to the political changes;
- creation of new trans-border areas of economic co-operation. It is necessary to integrate suburban areas belonging to different states – the former buffer zones, remnants of the Cold War. Without transnational co-operation they are doomed to be periphery with no chances for long-term development. There is also a necessity to develop new mega-regions for co-operation (network of links) throughout the continent, beyond the borders of the existing areas of welfare.

There are already many good experiences in the field of transnational co-operation within European mega-regions. This co-operation involves countries characterised by different development trajectories. Working together is profitable for all partners: well developed economies and societies may feel more stable, whereas the states are still undergoing transformation gain an opportunity to participate in the integration processes. The best example of such a phenomenon is the co-operation within the Baltic Sea area. It is worth noticing that the co-operation in this mega-region started with the creation of a common spatial development vision, described and implemented under the well-known mark VASAB. Poland is interested in developing a similar co-operation model in other European mega-regions, for example in the Central European area and the Carpathians.

Poland wants to co-operate in the shaping of a harmonious vision of the future for the entire continent. The Ljubljana Declaration is an important element of this co-operation, indicating directions of concrete actions. Europe will sustain, if we jointly create a strategy for its development. Our collaboration is one of the most important factors contributing to sustainable development. This is our understanding of the issue and this is the direction we want to follow together in the European Family.

“Die Notwendigkeit, neue Gouverneursamt- und “public managements” Methoden für die Umsetzung der leitenden Grundsätze in Österreich, zu suchen”

Hubert Heiss

Federale Kanzlei Österreichs, Chef der Sektion IV - Koordinierung

Österreich bedankt sich beim slowenischen Vorsitz sowie dem Sekretariat des Europarates für die Vorbereitung dieser Konferenz. Durch ihr Engagement haben sie nicht nur wesentlich zum Entstehen der heute vorliegenden Arbeiten beigetragen, sondern waren darüber hinaus in einem hohen Maße für das kooperative Arbeitsklima im Rahmen der CSO-Sitzungen und der 6 abgehaltenen Seminare verantwortlich. Wie mir berichtet wurde, war es nicht immer leicht, die Zusammenarbeit einer Gruppe von Vertretern aus 45 Mitgliedstaaten zu gestalten und zu moderieren, ohne dabei das für diese Gruppe bei der 12. politischen Konferenz beschlossene Arbeitsprogramm aus den Augen zu verlieren. Nach Durchsicht der heute vorliegenden Dokumente scheint das geglückt zu sein.

Aus Sicht der nationalen Ebene Österreichs wird – ebenso wie das aus Sicht der regionalen Ebene gestern bereits bestätigt wurde – der vorliegende Entwurf einer Ljubljana – Erklärung zur räumlichen Dimension nachhaltiger Entwicklung begrüßt. Österreich ist überzeugt, dass verbesserte raumbezogene Politikinstrumente einen wesentlichen Beitrag zur nachhaltigen Entwicklung Europas leisten können.

Österreich ist es ein Anliegen, dass die Diskussion über die räumliche Entwicklung Europas nicht bei Zielen stehen bleibt. Diese Ziele müssen auch in der Praxis Anwendung finden. Dabei geht es in der Regel um politische Prozesse der Abstimmung zwischen unterschiedlichen, aber gleichermaßen legitimen Zielen und Interessen unter Berücksichtigung jeweils spezifischer Rahmenbedingungen vor Ort.

Leitlinien für die räumliche Entwicklung in Europa dürfen daher nicht eine Angelegenheit nur für Raumplaner auf europäischer Ebene bleiben. Es bedarf vielmehr einer fruchtbaren Zusammenarbeit verschiedener Akteure in mehreren Dimensionen:

- einer guten vertikalen Kooperation zwischen den Vertretern der kommunalen, regionalen, nationalen und – sofern vorhanden – supranationalen Ebene
- einer guten horizontalen Kooperation zwischen den wichtigsten raumrelevanten Fachpolitiken die mit den räumlichen Zielen in Einklang gebracht werden sollen, sowie
- der aktiven Beteiligung der Betroffenen.

Aus Österreichischer Sicht sind die in Europa gestarteten Diskussionen um „New Public Management“ und „multi-level governance“ in diesem Zusammenhang von großem Interesse. Die Beteiligung an diesem Prozess und der Erfahrungs- und Ideenaustausch unter den 45 Mitgliedern des Europarates sollte aus unserer Sicht jedenfalls ein Schwerpunkt für die Arbeiten des CSO (= Committee of Senior Officials) unter portugiesischem Vorsitz sein, bei dem wir alle gemeinsam voneinander lernen können.

Ein weiterer zentraler Punkt in diesem Zusammenhang ist aus österreichischer Sicht, dass Kooperation nach unserem Dafürhalten nicht rechtlich erzwungen werden kann. Das gilt insbesondere unter so komplexen Rahmenbedingungen, wie wir sie im Bereich der europäischen Entwicklung vor uns sehen. Viel eher scheint es uns sinnvoll, die praktischen Möglichkeiten (aber auch Probleme) an konkreten Kooperationsprojekten auf allen Ebenen zu erproben und aus den Erfahrungen gemeinsam zu lernen. Die Raumplaner sind dabei gefordert, für die Nicht-Raumplaner zu übersetzen, um sie zur aktiven Beteiligung in dem Kooperationsprozess zu motivieren: Was heißt das, was in den Leitlinien steht, und vielmehr, wie können diese Ziele umgesetzt werden. Aus unserer Sicht brauchen wir dafür vor allem konkrete Beispiele, denn nur wenn die Raumplanung in konkreten Anlassfällen Lösungen aufzeigen kann, wird ihre Rolle auch gestärkt werden.

Wie komplex die Herausforderungen sein können, möchte ich am Beispiel des Alpentransits zeigen: Unterschiedliche Interessen, alle aus ihrer Sicht gleichermaßen begründet und gleichermaßen legitim, führen zu erbitterten Kontroversen in der Frage, wie nachhaltige Entwicklung im Alpenraum sicherzustellen ist: Naturschützer, die auf die Verkehrsbedingten Schädigungen des Naturraums hinweisen und sich daher für die Beschränkung des zulässigen Verkehrsaufkommens einsetzen, Vertreter der Wirtschaft, die in ihrer Existenz von der Anbindung an hochwertige Verkehrsachsen und die

schnelle Erreichbarkeit und Versorgung mit Gütern abhängig sind, Frächter und Bahnlinien, die in Konkurrenz zueinander stehen, Hoteliers, für die das Image der unberührten Natur eine wichtige Lebensgrundlage ist und die gleichzeitig aber auch von der Erreichbarkeit ihres Hotels profitieren, Anrainer, die stark unter den Emissionen des Verkehrs leiden, ohne jedoch einen entsprechenden Nutzen dafür zu erhalten, usw. Die horizontale Kooperation zwischen den betroffenen Staaten hat im Rahmen der Alpenkonvention nach langen Kontroversen zwar zur Verabschiedung des Verkehrsprotokolls geführt, die Ratifizierung desselben ist jedoch noch nicht in allen Staaten abgeschlossen, die praktische Umsetzung der räumlichen Ziele in Form konkreter Aktionen vor Ort bleibt abzuwarten.

Konkrete Methoden zur Umsetzung des Ziels der nachhaltigen räumlichen Entwicklung in der Praxis sind gefragt. Wechselseitiger Respekt und Verständnis zwischen den Vertretern unterschiedlicher Interessen ist eine Grundvoraussetzung dafür. Neue, wirksame aber unbürokratische Governance-Formen könnten Lösungsansätze bieten.

« *Les activités de l'ORATE* »

Jean-Claude Sinner

Conseiller de Gouvernement, Luxembourg

Monsieur le Président,
Mesdames et Messieurs les chefs de délégation,
Chers collègues,

Je voudrais brièvement vous parler des activités de l'Observatoire en réseau de l'aménagement du territoire européen, abrégé en français ORATE, en anglais ESPON – *European Spatial Planning Observatory Network*.

L'ESPO est une des mises en œuvre la plus visible peut-être, du SDEC, réalisée par les Etats membres de l'Union européenne. L'ESPO cependant ne se limite pas aux Quinze, nous allons y revenir.

L'activité de l'ESPO part du constat des grandes tendances négatives de l'ordre spatial européen :

- une trop grande concentration dans certaines parties de l'Europe ;
- les déséquilibres territoriaux entre le Nord et le Sud, entre l'Est et l'Ouest ;
- de grandes différences dans les performances économiques, dans les revenus et l'emploi ;
- les problèmes de congestion et de dégradation de l'environnement dans les parties plus développées.

25 % de la population des Quinze et près de 60 % des pays candidats vivent dans des régions frontalières, ce qui est un argument pour une approche de coopération dans la solution de ces problèmes.

L'ESPO fonctionne selon les principes d'un programme Interreg avec, pour le moment, comme participants les 15 Etats membres de l'Union européenne, deux pays d'adhésion, dont votre pays, Monsieur le Président, et la Hongrie ainsi que deux pays tiers, la Suisse et la Norvège. Il y a en outre certains pays-candidats associés à titre d'observateurs.

Le programme ESPON est géré depuis Esch-sur-Alzette, la deuxième ville du Grand-Duché de Luxembourg. Le budget est de 12 millions d'Euros au moins, auxquels s'ajoutent les contributions des pays adhérents et des pays tiers ainsi que les contributions du Grand-Duché de Luxembourg au fonctionnement.

Le programme fonctionne sous la forme de projets d'étude, confiés à des groupements d'instituts scientifiques qui ont la lourde charge de produire des documents non scientifiques mais ayant une pertinence politique et qui sont orientés sur l'action et sur la définition de nouvelles politiques.

L'ESPON a une approche résolument internationale, il met l'accent sur une vue, sinon une vision plus spatiale des politiques de l'Union européenne, en particulier de la politique de cohésion et il veut par la bande créer une communauté scientifique européenne pour le domaine de l'aménagement du territoire.

Puisque nous sommes limités dans le temps, je n'entre pas dans le détail de la structure du programme, du fonctionnement et des projets mis en route. Vous pouvez consulter le tout sur le site Internet : www.ESPON.lu.

Les attentes dans les résultats de l'ESPON sont importantes. Ils vont du diagnostic des tendances spatiales, passent par une quantification et une cartographie des déséquilibres spatiaux et une évaluation spatiale des politiques de l'Union, et au-delà, jusqu'à la création d'instruments d'analyse nouveaux et de recommandations politiques en vue de la reformulation des politiques des Fonds structurels après 2006.

L'objectif est que l'ESPON contribuera à faire de la cohésion et du développement territorial un thème majeur du Troisième rapport sur la cohésion et peut-être du nouveau Traité que la Conférence intergouvernementale est chargée d'élaborer.

Dans la mesure où l'ESPON contribuera à mieux comprendre les tendances spatiales, à combattre les déséquilibres et à proposer de nouvelles politiques, il contribue à conduire une politique de développement territorial durable.

Et pour terminer, je voudrais lancer un appel aux pays qui ne l'auraient pas encore fait, de considérer la possibilité d'adhérer à l'ESPON, soit comme partenaires à plein titre ou comme observateurs, selon les modalités adaptées à chacun. Ce souhait se retrouve dans la Déclaration que nous adoptons ce matin.

Je vous remercie.

“Inter-regional and intersectorial coordination modelled on transportation system of St. Petersburg and Leningrad region”

Elena Sadovnikova

Member of the Russian Delegation, Expert and Consultant

Dear Ladies and Gentlemen,

Let me thank you for the opportunity to speak on the problems of St. Petersburg as a transportation junction.

St. Petersburg is one of the finest cities of Europe. According to the UNESCO classification, St. Petersburg occupies the eighth position in the world by tourist's attractions and is on the Unesco World Heritage list as a historical and cultural monument of town-planning and landscape art of the 18th and 19th century.

This May, St. Petersburg celebrates its 300-year jubilee. Harbour city, museum city, hero city. The city is obliged by its appearance to the dream of Peter I to introduce Russia into Europe and to lay on the universal trade line from Europe across the Baltic sea to St. Petersburg and then into the Far East and Asian countries.

St. Petersburg is the centre of business transportation activities. No doubt that today this term raises.

We usually say that St. Petersburg as a transportation centre meets all kind of passenger and cargo vehicles available. St. Petersburg's load turnover has increased of 171,6 % in 2002 in comparison to the year 1998 and reached 175,7 millions of tons.

Following kinds of transport are functioning in the city:

- Sea transport by the Seaport complex of St. Petersburg. The volume of only the container processing in the port has grown up to 186% in 2002 in comparison to 1998 (2002 :581,000 TEUs; 1998: 203,000 TEUs). As foreseen the container processing in 2008 will reach by 1,350,000 TEUs a year.

The operation of St. Petersburg Seaport complex is well sustained by 6 seaport railroad stations. The largest stations “Avtovo” and “New Port” (Noviy Port) are supplied with logistics centres providing quick communication between railroad and seaport complex which allows scheduling the work of railroad and seaport in advance. Currently both stations “Avtovo” and “New Port” can dispatch about 500 freight cars a day, to reach in some years 700 cars a day.

- The basis of the railroad transportation junction are the 5 railroad stations and the largest marshalling yard in the North-West region. The railroad has developed manufacturing capacities to provide the full cycle of basic and auxiliary activities.
- Aircraft is represented by the Federal Airlines Company “Pulkovo”. The airport is for passenger and cargo on international, federal and regional airlines and suits for all type of vehicles. The reference direction of the airport is passenger conveyance. The activity index is characterised by the steady growth, the airport carrying capacity will secure normal operation until 2010.
- Motor car transportation. St. Petersburg’s motorways are crossing “North-South”, “West-East” and the 9 Cretan. The volume of motor transportation was of 614 million tons kilometre in 2002.

Currently the city has more than 1,1 million registered private cars, 80,000 trucks and 16,000 buses.

- Underground makes up the structural basis of the urban fabric. 58 stations are located on 4 lines (6 of them are interchange stations), 1347 carriages and 211 escalators are in use.

Urban traffic is performed through 933 bus-, 44 trolleybus- and 50 tram routes. This traffic is operated by 6644 buses, 764 trolleybuses, 1445 trams (about 250 km of double-track tram lines).

2,6 billion people are annually using the general traffic services.

- in summer river transport, both passenger and cargo, is regularly in use;
- customs and other specialised terminals are available.

Right now I would like to dwell on those issues which go side by side with the intense infrastructure development and which hamper the economic potential

increase of St. Petersburg and Leningrad region and are common to other regions of Russia as well.

“Vertical” power that existed in Russia in the 80’s in a form of command economy was demolished beginning of the 90’s. This process was accompanied by the declaration of absolute independence of the regions from the central power, mostly illustrated by the principle “Let every region have as much independence as it can have”. Beginning of the 90’s this mode of development favoured the local initiative and business activity and was undoubtedly progressive. This period initiated the nowadays stage of development and, due to high flexibility, lowered the hyperinflation costs in the beginning of the 90’s and has in fact preserved manufacturing possibilities, qualified staff and stock of orders.

However, this period has destroyed the foundation of inter-regional co-ordination and divided St-Petersburg and Leningrad region into two federations in management , development and in legislation.

Stabilisation and economic growth of the last three years shows the necessity for the regions to co-ordinate their activities in a proper spatial planning and business progress and its organisation, as well as in the sphere of legislation. It is of great importance for St-Petersburg considering its geographical position (St-Petersburg as a region is located inside of another region – Leningrad region).

Many examples illustrate the negative effects of autonomous development are numerous. Currently St. Petersburg Seaport complex has a huge cargo nomenclature including those demanding special equipment and terms of processing. Besides, St. Petersburg Seaport complex is located within the city boundaries and this requires restrictions on its activity and development relating to environment safety.

From the 90’s, new harbours emerged in the towns Ust-Luga and Primorsk in the Leningrad region. They are specialised for processing coal and mineral oils (coal in Ust-Luga, oil in Primorsk).

Besides, container terminals are being developed in each harbour. It is natural from the economic point of view and progressive from the point of view of load transfer technology. However, unbalanced development of terminal

facilities may in the near future cause inter-regional competition and in term reduce the income of harbour operations for both regions.

Under conditions of stable freight flow increase, it is necessary to provide co-ordination between St Petersburg Seaport complex represented by 32 private stevedoring companies and of the railroad belonging to the federal department – the Ministry of Rail Road, to avoid seaport overstocking.

Apart from index increase of water-, railroad- and aircraft operation the development of Russian economy leads to transit freight flow through St. Petersburg. To decrease the St. Petersburg road traffic the construction of a ring road around St. Petersburg is in course. The construction of the ring road is split up into two sections:

The 1st section is the eastern semi-ring. Its construction should be finished in 2005. The section – a set of St. Petersburg safety constructions from floods and the southern part of the city. Introduction of the second section encloses the traffic ring around St. Petersburg providing the citizens with a reliable system of traffic communication.

The line of the motor ring road goes through the city and the Leningrad region, however the plans for development of the territories adjacent to the motor ring road are made up in St. Petersburg and Leningrad region in isolation from each other. In a number of cases this may lead to controversy. For example the expansion of Southern cemetery from the direction of the city in the area of Volkhonskoye road makes Leningrad region change the functionality of the territories previously meant for industrial zone development due to its close position to the motor ring road.

Not only plans for development but the current living maintenance of the subjects as well requires permanent co-ordination. In this respect the market of passenger conveyance serves as a model. Difference of regulations, absence of legitimate agreements about the order of conveyance on the bordering territories often results in barren competition and violent confrontation between the two enterprises of the same business. The common situation is when a municipal bus route comes out onto the territory of the region and conveys passengers of a different federation subject on the State subsidy basis. However, the procedure of inter-budget reciprocal settlement is not yet regulated.

The above mentioned examples show the actual interest conflicts between various federation subjects and the necessity of a compromise co-operation model for an optimisation of a goal achievement for every subject.

Another point concerns the activity of co-ordination of industrial and departmental structures of different subordination during organisation of transportation process within St. Petersburg. To provide the life maintenance of the city it is necessary to supply raw materials for industrial plants, goods for the shops, to convey passengers to educational institutions and places of work obtaining the best combination of these goals and load transit performance as a component of the income part of the region. Every day the passenger and load flow share the street traffic network which formed many years before and its carrying capacity does not satisfy the modern claims.

Contemporary reality induces the independent decision-making about the investment development on the part of the managing bodies of no St.-Petersburg subordination.

Railroad belonging to the federal department does not correlate its plans for development with that federation subject on whose territory its rails lay. For example in 2002 the railroad department dismantled the transportation overpass which was on the railroad department balance without considering the interest of the city. The Federal structure has on the legal ground disposed of its own property. As a result the city lost motor transport communication between two districts.

Often the conflicts arise between the motorcar and railroad transportation. If a railroad crosses a motor road on the same level as the carriageway, the increase of freight flow on the railroad essentially restricts carriage capacity of the motor road. Since the construction of multilevel road junctions is a long-term and expensive process it is necessary to receive in advance the information concerning plans of perspective development, probable alterations and to take common efforts to exclude any destabilization. Successful operation of St. Petersburg transportation junction depends on the well co-ordinated co-operation of all the participants of carriage process.

However, at the beginning of a new stage of development it would be a mistake to disengage oneself from the experience gained by the European Community while building up a new co-operation base or not to take into

account the necessity for Russia to integrate into the international transportation system.

While performing the policy of integrating Russian transportation system into the international transportation network our “neighbours” should not be forgotten. Geographical position of Finland, Sweden, Germany and Baltic countries requires a standardization of the principal approaches in doing transportation business in many directions:

1. standardisation of arrangement and application of financial instruments;
2. compliance to the basic positions of the universal right during the legislation base reformation;
3. performance of a balanced tariff policy and better quality of the services rendered (including safety of the load and the rate of supply);
4. technical and ecological parameters compliance to the international standards and requirements;
5. unification of information technology;
6. introduction of scientific and technological advance co-ordinated with all participants of transportation process (anti-terror, load monitoring).

Understanding the importance of the aforesaid key points has determined the position of St. Petersburg Administration. At present a number of organisation projects are being performed aiming to give the new shape to the inter-regional and intersectorial co-operation.

The new General plan of St. Petersburg development until 2025 takes into account the need to develop all kinds of transportation in perspective determines the territories for project construction of industrial and port zones, transportation infrastructure, terminal complexes and determines the key positions of the passenger transportation development. For co-ordinated development of St. Petersburg Seaport complex the General scheme of development of the Big port of St. Petersburg was developed and ratified by the St. Petersburg Administration in 2001. The scheme determined the general approach of development of separate seaport complexes and became the basis for General plan of St. Petersburg development until 2025. The General scheme provides:

- unification of separate plans of 32 stevedoring companies development operating on the territory of the port into a unified complex;

- determination of the effort required for the development of the port adjacent infrastructure including modernisation and further development of the port adjacent railroad stations.

The system of long-term agreements are indicating the mutual obligations in the field of transportation complex development (with the State Customs committee, Federal boundary service, Russian Ministry of transportation, Ministry of Rail Road) for co-operation with federal sectorial structures.

For fundamental enhancement of the municipal passenger transportation the St. Petersburg Administration has developed “The Complex of programme arrangements for stabilization and development of the overland route transportation for general use until 2015” and “The Development Programme of underground and other kinds of high-speed off-street transportation of St. Petersburg until 2015” which in fact serves as a strategic plan of reformation and development of the municipal passenger transportation system.

Harmonisation of the regional, inter-regional and international aspects of transportation complex operation, plan determination for co-operation and development of all the Ministries and departments, separation of load- and passenger flows in time is possible, in my opinion, only under the supervision of a co-ordinator conventionally named as Administration of North-West transportation junction serving as a connecting link all around North-West region, Ministry of transportation, Ministry of economic development, State construction committee, other administrative bodies located in St. Petersburg and functioning in the interest of all the North-West subjects. Level of subordination, range of powers, organisational and legal form of co-ordinator requires a detailed examination.

In this respect we are very much interested in the experience gained by Europe and Germany, in particular considering the merging of two different economic systems in a short space of time. Considering the similarity of challenges we would like to develop together the normative basis for establishing the North-West transportation junction Administration that could undertake the main functions for co-ordination activities of all transportation process participants, and bear responsibility for the potential increase and competitive ability of the North-West transportation junction, tariff policy, expense and refill of the all-level budgets.

Thank you for your attention.

« *Coopération transfrontalière et interrégionale* »

Valerio Prignachi

Membre de la Commission du développement durable du Congrès des pouvoirs locaux et régionaux du Conseil de l'Europe

Je tiens à remercier le Congrès pour sa participation aux travaux de la Conférence d'aujourd'hui ainsi que pour la qualité de l'organisation.

Je voudrais avant tout signaler l'importance des projets de coopération transfrontalière du fait de l'impact qu'ils peuvent avoir sur les populations des zones frontalières.

En outre, ce thème est particulièrement d'actualité, compte tenu surtout des changements notables intervenus au niveau des relations et de la réciprocité depuis l'abolition des frontières.

Il convient de souligner ici à quel point est significative l'activité des institutions européennes qui agissent au nom des pouvoirs locaux et régionaux (Comité des régions auprès de l'Union européenne et Congrès des pouvoirs locaux et régionaux de l'Europe auprès du Conseil de l'Europe), surtout dans le cadre d'une participation toujours plus active au processus d'intégration européenne.

Les acteurs fondamentaux des activités de coopération sont, en effet, au contact direct des réalités locales (population, entreprises, associations) qui ont, historiquement, un rapport étroit avec les programmes de développement élaborés à l'avance avec les autorités locales et régionales.

Il est, par conséquent, absolument essentiel de favoriser les échanges de projets et d'initiatives pour soutenir aussi la compétitivité des territoires faibles situés dans des zones fortes et pour garantir l'établissement d'un équilibre entre les diverses régions.

En ce sens, les actions qui tendent à valoriser les pôles d'excellence territoriaux dans lesquels investir pour améliorer progressivement la qualité des projets de coopération sont tout à fait appréciables.

J'estime également utile d'attirer l'attention des participants à la conférence sur plusieurs expériences de collaboration et de coopération qui ont permis, précisément dans les territoires les plus marginaux, de présenter des propositions novatrices.

- projet de coopération entre parcs régionaux de montagne de Lombardie (Italie) et de la région d'Arad (Roumanie) ;
- projet de communication plurilinguistique (Arc Alpin) – [Fonds interrégionaux III C] ;
- projet d'échange entre les autorités locales : expérience de gouvernance des territoires ruraux et montagneux – [Fonds interrégionaux III C].

Coopération transfrontalière

La coopération transfrontalière aux niveaux régional et local en Europe occidentale s'est considérablement développée depuis plus de trente ans, avec pour objectif de créer des liens entre les populations et d'atténuer les « cicatrices » de l'histoire, mais aussi de corriger un certain nombre de dysfonctionnements :

- coopération bilatérale ;
- eurorégions ;
- coopération interrégionale dans le cadre de grands ensembles géographiques (Alpe Adria - Arge Alp).

Coopération interrégionale

Plus récemment, se sont développées des formes de coopération interrégionale qui ne sont pas fondées sur la proximité géographique mais plutôt sur la complémentarité thématique et sur la volonté de développer des activités avec les territoires qui entreront dans l'Union ou même avec ceux, qui, tout en étant en Europe, ne sont pas encore membre de l'Union.

L'émergence de ces formes de coopération peut être considérée comme une nouvelle étape du processus historique d'intégration européenne.

Invitation to the 14th Session of the European Conference of Ministers responsible for Spatial Planning

Paulo Taveira De Sousa

Secretary of State for Spatial planning, Ministry for the Cities, Spatial planning and the Environment of Portugal

Ladies and gentlemen,
Dear delegates and participants,

Let me start by thanking the Slovenian Government, in particular Minister Kopač, for organising this successful Conference and for offering us such wonderful weather in this beautiful city.

We have been discussing since yesterday how we worked these last three years towards the implementation of the Guiding Principles for sustainable spatial development of the European continent, adopted in Hanover, in 2000, as a vision or concept for sustainable development aimed at the various political and societal bodies working at various levels inside and outside governments and administrations.

We also discussed some of the challenges facing the sustainability of our continent – from world globalisation and European integration to rural depopulation or the consequences of climate change, such as the increase in natural disasters; last summer Central Europe suffered major floods, this summer the problem was major fires in Southern Europe.

The Ljubljana Declaration on the territorial dimension of sustainable development stress the need to consider spatial planning as an essential tool for achieving sustainable development.

Without going as far as saying that the territory should be considered another pillar of sustainability, it has to be recognised that it is a finite resource, as mentioned yesterday; as policy-makers responsible for spatial planning, we have a particular responsibility, in co-operation with the local and regional authorities, to guarantee its sustainability through good spatial governance –

that is, we are simply territorial caretakers, having a duty to leave to the future generations a more spatially balanced, harmonious and integrated European continent.

We have come a long way since CEMAT started its works and also since the adoption of the Torremolinos Charter, 30 years ago – its principles are still actual, but Europe has changed, politically, socially and economically.

We must be thankful to the different countries and organisations, namely the Parliamentary Assembly and the Congress of Local and Regional Authorities, that during all this time they co-operated on spatial planning and so guaranteed the sustainable territoriality of our continent.

We are honoured that accepting the invitation to organise the 14th CEMAT in Portugal in 2006 – the first after next year's enlargement of the European Union – means carrying-on such a tradition.

This represents a special responsibility as we all have to continue strengthening a united Europe, in accordance with the Council of Europe's vision of a Europe without dividing lines, as the Secretary General said during the Parliamentary Assembly's debate on the Convention on the Future of Europe.

We are an old, small country in the Western corner of Europe that for many centuries established bridges over the oceans; now, through establishing different kinds of networks and deepening the co-operation, both vertical and horizontal, we propose to establish bridges over Europe in order to reach a greater unity and territorial integration of the whole continent. Enhancing co-operation and partnerships with other bodies and committees of the Council of Europe are essential to implement our work; the same is also true in relation to other organisations, namely the European Commission – creating synergies will contribute to a better implementation of sustainable territorial development.

The future of Europe, in its diversity, will be our construction; time has come to start "building" this territorial sustainability through practical actions in co-operation and co-ordination with the sectoral policies and the local and regional Authorities.

I would like to thank the Committee of Senior Officials and the Secretariat of CEMAT for the good work they have been doing, which I surely will continue in the future.

To finish, on behalf of my Government, I would like to invite all of you to meet in Portugal, in 2006, to discuss how to build and use European networks for sustainable spatial development.

Closing remarks

Bendik Rugaas

Director General of Education, Culture and Heritage, Youth and Sport,
Council of Europe

Mr President,
Ministers,
Ladies and gentlemen,

Our Conference is now coming to an end. I should like to thank particularly all those who have contributed to the success of this Conference: firstly you, [Minister] who have worked to make this conference become a reality, and who have chaired the Conference so competently and tactfully. You and your team have prepared and organised this event with great efficiency and excellent hospitality.

I should also like to express my thanks to the Ministers, the Heads of Delegation and to all those who have spoken, for the quality of their contributions and for their commitment, as well as for their concrete and practical decisions and proposals. All these will be of great importance for the future work of the Council of Europe.

The topic of this ministerial Conference, “Implementation of strategies and visions for sustainable spatial development of the European continent”, is a very significant one in today’s world. Spatial policy has become a major issue in the recent years. Our discussions have made it clear that the concept of spatial planning should no longer be understood in a restrictive way, but in a much broader sense covering spatial development policies. The strengthening of European co-operation is an effective means for the attainment of the purpose of regional balance and sustainable development: it helps to bring societal groups together, to learn about different cultures and appreciate diversities, and to combine forces in the effort to mitigate problems and enhance the benefits of development.

The European Conferences of Ministers responsible for Spatial Planning (CEMAT) provides the opportunity for the countries of the wide Europe to meet together in a single forum at pan-European level to exchange experiences and good practices; promote transfrontier, inter-regional and transnational co-operation; decide on the general thrust of European spatial development policies; and finally to help them to adopt or revise regional/spatial planning legislations.

The Ljubljana Declaration on the territorial dimension of sustainable development and the five Resolutions that you have just adopted will be most useful.

In particular, you have recognised that the territory is a complex system, comprising not only urbanised, rural and other spaces, for example industrial land, but nature as a whole and the environment surrounding mankind, and that it is the indispensable framework of human dwelling and activity, and therefore the basis of sustainable development.

You have therefore decided to create synergies of activities in order to guarantee the sustainable development of the European continent, and to report notably to the Committee of Ministers of the Council of Europe of the implementation of the Guiding Principles for sustainable spatial development of the European continent. Following your decision, the Committee of Ministers will also be invited to take into consideration the sustainable spatial development in the framework of the Third Council of Europe Summit.

I would like also to congratulate the great effort of co-operation between countries in the framework of the CEMAT activities, at multilateral or bilateral level. The Tisza/Tisa Initiative will promote a “CEMAT Innovative Region” of transfrontier character. The good exchange of experiences in the framework of Moscow and Leningrad Oblast is, we hope, the start of long close co-operation between countries. I have especially in mind the wish to establish a Pan-European Network of “CEMAT Model Regions (regions of innovation)”, committed to develop good practices of implementation of the Guiding Principles for sustainable spatial development of the European continent (GPSSDEC-CEMAT), constituting pilot examples for other regions. The contributions from and co-operation with international organisations, such as UNITAR, are of paramount importance in achieving our objectives.

We hope also that the European Rural Heritage Observation Guide – CEMAT will be adapted in national editions, taking into account the Council of Europe’s member States’ specificities and the richness of their rural heritage. The diversity of the landscape and the natural environment, of cultural traditions and values and of national and ethnic characteristics, is a significant European asset to be maintained and enhanced in this era of globalisation.

The Committee of Senior Officials (CSO) of the CEMAT, and in particular its Chair, Mrs Margarita Jancic, has put a great deal of effort into the preparation of this Conference and I should like to thank them for its remarkable work. I hope that you will all return home with ideas and experiences which will be of direct use in your work at the national level.

The main message of the Ljubljana Conference can be summarised with reference to its most frequently quoted and meaningful key terms listed in the CEMAT activities: sustainable development, spatial planning, horizontal and vertical co-operation, intersectoral approach, co-ordination, landscape, access to essential services, public-private partnership, participation, local and regional authorities and training.

May I thank most warmly the State Secretary of Portugal for inviting the 14th Session of the CEMAT to Portugal in 2006. This next appointment is a new challenge in order to progress towards a better world.

I thank you for your attention and close this 13th Ministerial Conference on regional planning.

Closing statement

Janez Kopač

Minister of Environment, Spatial Planning and Energy, Slovenia

The last decade of the 20th century has brought many changes to the European continent. Numbers illustrating the growth of the Council of Europe since early 90's might in some specific areas not be of such a paramount importance as this is the case in regional planning. European continent has ceased to be politically divided and has started a process of its integration in all areas. There is a historical, breaking decade behind us and the adoption of the Guiding Principles for sustainable spatial development of the European continent three years ago in Hanover was undoubtedly both its substantial and symbolical conclusion.

The process in which the conference in Ljubljana is only a milestone is constantly progressing and broadening from ministerial level to regional and local level, which was the basic idea from the very beginning. Ministerial meetings such as this one are an important opportunity for starting, streamlining and occasionally redirecting some activities and for exchange of ideas and experience. They need to facilitate progress but they alone cannot change the situation in the field.

I am happy and honored that such an eminent gathering as the "CEMAT-13" happened in Ljubljana. But I am even more happy that many municipalities and regions which have been historically considered as remote, underdeveloped or stigmatised with other annoying adjectives basically because they were bordering areas, are starting to flourish and to take advantages from their previous disadvantages. Throughout history many European regions had lived next to one another without contacts although they shared same every day's concerns, even same natural disasters. In many cases now they co-operate for implementing their needs and aspirations.

A lot has been done in the CEMAT process so far, but there is an immense place for progress and for the implementation of the visionary notions in praxis. Since the Ljubljana Conference is a milestone on this path, let it be accompanied by the main message from the Slovenian national anthem: "Who long to see / that all men free / no more shall foes, but neighbours be".

“Spatial planning in the Kosovo”

Ethem Ceku

Minister of Environment and Spatial Planning / PISG Kosovo

Ladies and Gentlemen, Respected Colleagues,

First of all I would like to thank the Council of Europe and the Slovenian host for inviting this Delegation to participate in the 13th CEMAT Conference. I would also like to thank for the support we have received from so many countries around the table for the past several years. We will do whatever is possible to meet your expectations and become good European neighbours.

- After the previous Spatial Plan has expired in 2000, Kosovo currently does not have such a Plan. The preparation of an up-to-date and visionary Spatial Plan is urgently needed and this is a high priority for Kosovo Institutions.
- The Kosovo Assembly has in the meantime approved the Law on Spatial Planning. We hope that it will soon be promulgated by the Special Representative of the UN Secretary General. We have already prepared an Action Plan which should, in close co-operation with municipal governments, help implementing the Spatial Plan.
- During 14-16 July this year my Ministry has organised a High Level Conference on Spatial Development in South East Europe in Prishtina. We have shared experiences in the field of Spatial Planning and Development and the conclusions of the three different Workshops are available.
- Additionally to good conclusions we need, however, still a lot of support from your side – mainly for building the necessary capacities and also for practically preparing the Spatial Plan of Kosovo.

Let me use this occasion to draw your attention to a Regional Environment Conference which takes place from 24-27 September – that is next week – in Prishtina. This Conference will focus on co-operation of central government levels with municipalities, on raising public awareness and establishing public-

private partnerships in the sector of waste, water and greening. The core of these topics is closely related to issues of Sustainable Spatial Planning as well. Invitations were sent out to a number of Environment Ministries in South East Europe and beyond, to some Municipalities and to Municipal Associations. There is still room for a broader participation and we would be very happy if some of you or a representative from the municipal level could additionally join us in this event. There is so much to do. Let's do it together.

Statement

Santos Abrill y Castello

Secretary of State, Apostolic Nunciature of the Holy See

Mr Chairman,

The Delegation of the Holy See expresses its gratitude to the Government of the Republic of Slovenia and to the Council of Europe for the invitation to take part in the 13th Session of the European Conference of Ministers Responsible for Regional Planning, and to its organisers for the excellent hospitality given to those taking part.

The Ministers will adopt the Ljubljana Declaration on the territorial dimension of sustainable development.

At first glance, spatial planning and the territorial dimension of sustainable development seem to be very technical subjects, best left to the expertise of engineers, urban planners, architects and others with highly-specialised training and skills. As valuable and necessary as such expertise is, however, it does not capture the full scope of this important concept. Spatial planning and related efforts, at their most comprehensive level, reflect fundamental aspects of our common political life and our constant endeavours towards a better life. The very idea of a “common” Europe comes from such a grand ambition and the desire for peace, unity and solidarity.

This Conference of Ministers rightly understands that the subject is wide-ranging.

The draft Ljubljana Declaration defines territory as “a complex system comprising not only urbanized, rural and other spaces, e.g. industrial land, but nature as a whole and the environment surrounding mankind. It is the bearing ground and indispensable framework of human dwelling and activity, and therefore the basis of sustainable development”¹ (No. 3). The policy choices

¹ Ljubljana Declaration, No 3

and planning we make today shape this bearing ground and framework and therefore have great significance.

At last year's World Summit for Sustainable Development in Johannesburg, the Holy See urged the nations of the world to recall that the real basis for sustainable development is the human person. To consider the person is to take into account all of humanity's dimensions and aspirations. In this regard the Council of Europe's promotion of culture as a fourth pillar of sustainable development is appropriate, as it adds to our understanding of integral human development, which the Holy See has always supported and tried to advance in numerous ways.

In his 1991 Encyclical *Centesimus Annus* Pope John Paul II wrote, "Man is understood in a more complete way when he is situated within the sphere of culture through his language, history, and the position he takes towards the fundamental events of his life, such as birth, love, work and death"². He continued, "at the heart of every culture lies the attitude man takes to the greatest mystery: the mystery of God. Different cultures have basically different ways of facing the question of the meaning of existence". For this reason, the reference to culture leads one to consider the human person's spiritual and religious dimensions, and in particular, the Christian contribution to European culture.

In this context, the Pope has called attention to

the values that constitute the most precious heritage of European humanism, which has assured and continues to assure Europe a unique influence in the history of civilization. [...These values] concern the dignity of the person; the sacred character of human life; the central role of the family founded on marriage; the importance of education; freedom of thought, of speech and of the profession of personal convictions and religion; the legal protection of individuals and groups; the collaboration of all for the common good; work, seen as a personal and social good; political power understood as a service, subject to law and reason, and "limited" by the rights of the person and peoples³.

² Pope John Paul II. Encyclical *Centesimus Annus*, No 24

³ Pope John Paul II. Message to the *European Study Congress* on the Theme: "Towards a European Constitution?", 20 June 2002, No 3

Anyone can see that these values have already and can still further inform the work of this Conference.

When it comes to a planning policy for sustainable development in Europe, the Holy See does not offer specific recommendations or directives. Rather, it wishes to strengthen the aforementioned values and provide important energies for this concert of nations. The complementary principles of solidarity and subsidiarity, already enshrined in founding European documents, allow for various parts of society to work together for the common good.

One of the main themes of the Ljubljana Declaration is that of public-private partnerships, a concept that also gained much attention at the Johannesburg Summit. The focus has largely been on private enterprises and governmental ministries, but not enough has been devoted to the role of the family in building the moral order needed for these partnerships. The plagues that crush the spirit of our societies, such as violent crime, drug abuse, prostitution, vandalism and pollution, often stem directly from a breakdown of this order. No forms of spatial or territorial planning can hope to succeed in such an environment. The family must be able to contribute to the common good by fulfilling its most basic task – the upbringing of children – and receive the necessary assistance with regard to educational, housing, occupational and transport policies.

Social cohesion has also been a recurring theme in European regional planning, and the Holy See would like to draw particular attention to the difficulties faced by immigrants, refugees, asylums-seekers and other migrants in our societies. The marginalisation of such persons within European society is a troubling phenomenon with diverse and profound causes, and no simple policy solutions. Yet our hopes for a unified and peaceful Europe may well depend on how we accept and integrate these new arrivals. Above all, our respect for human dignity compels us to consider the true needs of all. As Pope John Paul II recently said, “Only with everyone’s contribution will it be possible to build a « city worthy of man » in Europe and in the world, and a more just and stable international order”⁴.

Finally, I recall the importance of cultural heritage to the European identity as well as to regional identities. Urban planning, civic and religious art, and the

⁴ John Paul II. *Angelus* address, 10 August 2003, No 2

conservation of heritage sites and museums are directly related to spatial planning, but they also do much more. The cultural aspects of these activities enrich our communities by serving as public spaces and often places of religious worship. It is no accident that European cities are built around cathedrals, palaces, gardens, concert halls and museums. Article 5 of the draft Ljubljana Declaration specifically mentions the need to “reduce the threat to cultural identity and collective traditions of European living, settlement types and heritage”. Of course, these traditions are not merely vestiges of the past stored away in dusty archives; they must serve as our guiding lights for them to have any life. Our plans for a new Europe must not forget its roots and where it’s true greatness lies.

Thank you, Mr Chairman.

NATIONAL CONTRIBUTIONS /
CONTRIBUTIONS NATIONALES

The CEMAT national Contributions state on the role of the spatial planning in the member States of the Council of Europe in order:

- 1) *to ensure the sustainable development as regard to the Ljubljana Declaration on the territorial dimension of sustainable development;*
- 2) *set up the Guiding Principles for sustainable spatial development of the European continent (PDDTDCE-CEMAT) through:*
 - i) *thematic aspects of the Guiding Principles for sustainable spatial development of the European Continent;*
 - ii) *horizontal and vertical co-operation;*
 - iii) *participation of the civil society.*

At its 13th Session of the European Conference of Ministers responsible for regional spatial planning (CEMAT) held in Ljubljana on 16-17 September 2003, the Ministers responsible for regional spatial planning of the Member States of the Council of Europe/Heads of Delegation took note of the national contributions.

Les Contributions nationales CEMAT font état du rôle de l'aménagement du territoire dans les Etats membres du Conseil de l'Europe pour:

- 1) *assurer le développement durable conformément au Projet de Déclaration de Ljubljana sur la dimension territoriale du développement durable, et*
- 2) *mettre en oeuvre les Principes directeurs pour le développement territorial durable du continent européen (PDDTDCE-CEMAT) à travers:*
 - i) *les aspects thématiques des Principes directeurs pour le développement territorial durable du continent européen;*
 - ii) *la coopération horizontale et verticale ;*
 - iii) *la participation de la société civile.*

Lors de la 13^{ème} Session de la Conférence européenne des Ministres responsables de l'aménagement du territoire (CEMAT) tenue à Ljubljana les 16 et 17 septembre 2003, les Ministres responsables de l'aménagement du territoire des Etats Membres du Conseil de l'Europe/ Chefs de délégation ont pris note des contributions nationales.

ARMENIA

The realisation of the concept of the formation of the territorial component of the sustainable spatial development is one of the prior directions for the urban development policy in our country. At the present stage the nearest purpose of this global ideology is the decision of problems of the transition period. In particular, the efforts on territorial/spatial planning principals of new type creation as a basis of regulating influence on social, economic, ecological and spatial development of regions, cities and villages in interests of the people, occupying them are applied.

The works on perfection of the new methodology leaning on social and public need, legal maintenance and administrative culture of authority are conducted. The main content of the state town-planning policy is the definition of the priorities of the realisation of the regions, community territories and settlements strategy development, creation and perfection of living environment in interests of the statement of humanitarian values and in view of requirements for all layers of the population.

By urban development, planning, and building means, by perfection of the urban development law we are faced to give an active impulse to form dynamic investment-building market.

For increasing the investment appeal in the capital construction sphere, the perfection of the legislative base, simplification and specification of the permissive procedures, management optimisation and reduction, in consequence of this, bureaucratic delays and manifestation of possible issues are of urgent necessity. Within the framework of the put tasks during last 1,5-2 years more than ten legal statements in the urban planning sphere are developed and put in action, including, the order of reception of the construction permission, expertise realisation, so-called principle “of one window” is entered in the procedures of registration of the designed building, the amendments to three laws regulating the different aspects of town-planning activity have come into force.

In the market conditions the role of the planning documentation especially grows in the context of the territories investment appeal increase by urban planning means which serve as an effective mechanism for solving the contradiction between the proprietor’s requirements, the separate individual

and the town community as a whole, transformations of the initiatives of the private property in the new town forming factor.

One of the most significant components of the sustainable spatial development is the maintenance of the harmonious unity of the natural and artificial/manmade environment based preservation of the qualities uniqueness of the given territory and, simultaneously developing according to true, universal values.

According to the legislation of the Republic of Armenia, documents of the territorial planning or, as it is stipulated by the law, the program urban planning documentation, has hierarchical structure and is subdivided into the documents covering questions of territorial organisation of all country further-separate regions (marzes), communities, settlements and their parts.

The predominant role in the given hierarchical structure takes the Moving (settling) General Project out of the Republic of Armenia, the development of which at present is completed, the necessary coordination and examination are done. The project is developed at the expenses of the state budget by the order of the Ministry of Urban development of the Republic of Armenia and is submitted for the confirmation of the Government of the Republic of Armenia, which in 2002 has ratified the sub lawful act regulating order of development, coordination, examination, statement, change and realisation of monitoring of the Moving (settling) General Project, and also basic requirements to structure and contents of this document.

The given project is an analytical, constantly working and periodically updated program document, which proves the general directions of the state policy in the sphere of territorial/spatial planning and urban development, the aim of which is to define the basic directions of territorial development and perfection of system of the balanced moving (settling) system of the republic, mutually connected with the creation of favourable living environment, provision of the preconditions for settlements sustainable development, and also natural and cultural heritage. As in essence, the moving (settling) is the modelling of living environment, the constructive offers get special importance directed for harmonious system provision of the population vital activity in the undoubted combination with the rationalization of the nature usage in the considered region.

It is necessary to note, that the given project includes the most part of directions included in “The basic principles of sustainable spatial development of the European Continent”, is developed according to them and is a close mutual coordination example of the inter-sectoral relations, generalized by the planning mechanisms.

In particular, the offers on the following aspects of sustainable spatial development are considered, analysed and worked out:

- the preconditions and opportunities of the effective development of complex forming directions of the industry, energetic, agriculture, agriculture-industrial complex, and also perfection and formation of new recreational zones on the basis of sustainable and rational use of own raw resources;
- the zones are identified and classified according to the urban planning and economical developing intensity (intensive developed, poorly developed, unfit for settling, recreative-sanitation, especially protected natural and historical-cultural territories), the offers on the most optimal regimes of their use;
- the calculation of the demographic capacity of the territory is made, taking into account the own resources and the sustainable development principles;

The strategy of perspective development of the spatial planning skeleton of moving (settling) system is worked out on the following basic directions;

- the territorial modules of the spatial planning skeleton (development regimes and the perfection of the intensively developed, poorly developed, recreative-sanitation, especially protected natural and historical-cultural territories and etc.);
- the linear modules of the spatial planning skeleton (measures on perfection and development of the engineering-transport communication corridors);
- the point wise modules of the spatial planning skeleton (human settlements sustainable development conceptions, taking into account the seismic risk degree, engineering, geological conditions, territorial opportunities, stages work out of realisation of the offered measures and etc.). The basic conditions of the confirmed project will serve as a basis for documents development of territorial/spatial planning, and also the

state target, branch, community and other programs in the part of their conformity to the territorial component of the sustainable development.

The working out of the general layouts of the communities of the Republic of Armenia is a very serious matter. According to law being an obligatory authority, for lack of ideal local self-government institution and necessary fiscal means this matter is very difficult to implement because in many settlements the construction is being realised with serious urban development violations. It is necessary to underline the special strategic importance of the introduction of the urban development new principals not only from the point of new generation general lay outs working out, but also in general, in the context of improvement of the urban development policy in the republic. Taking into account that most of the Armenian settlements need to work out or examine their general lay outs and for lack of which the urban development and the investment processes become complicated and at the same time, having the aim to regulate the work out problems of the urban development documents of the settlements, the ministry has done a complex analysis and formed the stage program for urban development documents work out and also has calculated the needed fiscal means. The program improved by the Armenian Government.

There is no need to mention now the previous urban development documents have been changed according to the modern demands, conditions and approaches.

The settlements have been built according to the directives during the Soviet system, as there was only one customer. Today the settlements development and building issues must be solved taking into consideration the real possibilities of each development.

As it was mentioned above all ideas will be possible to realize by using the new approaches, appropriate to the modern conditions.

In connection with this the formation of the new generation general lay outs working outs approaches is a serious problem. Owing to this such a model of urban planning development system must be formed which will easily allow to include into the frame the exact building matters and solve them according to the accepted statements.

According to above mentioned, during last year the works of experimental pilot projects for five communities of Armenia were finished.

For this purpose it was very appreciable the German Government's assistance for the urban development policy strategy work out and for the formation of the new generation urban development program documents work out approaches according to the market relations.

In the zoning project making process the opinions of the population through the discussions are taking into account. In the all communities the discussions look place with the active participation of the inhabitants showing that in spite of difficult conditions our compatriots heartily accept the programs connected with the community prospect development and feel their participation in the creation of their future.

It would be desirable to emphasize also the importance of the regional urban-ecology tasks in the Republic of Armenia.

The regional urban-ecology, as a specific direction in the territorial and spatial planning, studies a wide spectrum of tasks: the most complicated interrelation between the society and the nature (interaction of industrial and non-industrial activity of the people and natural complexes), covering not only territories of urban settlements and zones of their influence, but also territories deprived by urban building (rural localities, recreative zones, agricultural lands).

The acuteness of the ecological situation in the Republic of Armenia mainly is defined by complexity and variety of interaction components of the nature with the urbanized environment, variety of concrete social, economic and natural conditions, in which the formation and functioning of the moving (settling) being occurred.

The basis of the regional urban-ecology is made by the territorial planning of the separate regions of the republic (marzes, groups of the marzes) taking into account that the regions borders basically pass on water-allotments, covering large complete natural and natural-technical systems, described by interaction of components, composing them.

The interaction optimisation of territorial organisation of the region and environment greatly depends on character of spatial organisation of the moving

(settling) systems, ratio in concrete conditions of zones with various ecological and economic regimes, i.e. from territorial moving (settling) structure, ensuring the ecological balance of large territories (of natural environments regulation, reliable protection, reproduction of its basic component – atmosphere of air, water resources, ground-vegetative cover, fauna).

The criteria of ecological balance achievement are various in different natural-ecological territory zones, dependent on climate, hydrological conditions, degree of the urban planning-economic territory development with various density of the population and etc.

Within the co-operation framework in the South-Caucasian regional program “Elaboration of a Vision of an Ecoregional Conservation Plan and Proposal of a Nature and Biodiversity Conservation Program in the Caucasian Region”, financed by the Reconstruction and Development Bank of Germany (KfW), the Ministry of Urban planning a number of project offers on republic were submitted, which are included in the final conclusion “The prior measures and projects” on the first stage of the program realisation. In particular:

- “The sustainable development Program of the river Hrazdan basin zone in the Republic of Armenia”, the overall objective of which is the assistance in restoration of social and economic potentials of the region, nature qualities broken as a result of anthropogenesis activity, and their further harmonious development for the purpose of sustainable and democratic society building;
- “The ecological balance restoration Program in Dilijan National Park of the Republic of Armenia in moving (settling) restrained conditions in region”, the main aim of which is the assistance by spatial planning methods in restoration of natural qualities and preservation of ecological balance in national park and in the ecological conditions broken as a result of the anthropogenesis activity;
- “The Lake Sevan water catching pool Complex program of territorial development”.

Elaboration of an Integrated Development Plan for the Lake Sevan Catchment’s Basin the main aim of which is the restoration and preservation of natural resources of the lake and its pool, solution of a wide spectrum of ecological tasks, directed on increase of the water resources of the lake,

territorial organisation of the whole pool in view of the generality of town-planning, economic, recreational, ecological connections focused on realisation of nature protection and economic tasks, regulated by the importance and potential of the natural resources. The basic purpose is the urban-ecological organisation of the reserve territory in view of integrated approach of the interrelations between the nature and the anthropogenesis subsystems of all the region, with the balanced moving (settlement) tasks decision, recreations organizing, rational nature usage, establishment of ecological town-planning restrictions, ecological substantiation of spatial planning – economic use regimes of various zones of spatial planning skeleton), the development of concrete measures on protection and perfection of the nature-ecological skeleton, including the offers on creation of systems for clearing air, water, ground, allocation of various security and sanitary – protective zones, measures on improvement the urban settlements by urban planning means (functional and volumetric spatial zoning, perfection of transport connections, water consumer, water disposal, protection against noise, electromagnetic waves and other negative influences, etc.).

The discussed problems, concerning practically to all aspects of man's vital activity, are allocated of their importance and urgency at the present stage and are presented us especially significant in connection with the complex statement of the task. Every country aspires to stability and prosperity, and the universal importance of this purpose, on our sight, gives the states wide opportunities for operative orientation in the field of consolidation and direction of efforts on prevention of the negative phenomena and creation of the preconditions of sustainable spatial development, in the synthesized type, representing the social, economic, ecological, aesthetic and cultural problems of the country.

A number of questions discussed within the framework of the sustainable spatial development of the European continent, in Armenia still remain unsolved or the decisions are in process, the effective measures to achievement of positive shifts in maximum short terms are undertaken. Along with the countries in process of reforms realisation, Armenia hopes for the solidarity of the international community in questions of creation the necessary preconditions for achievement.

AUSTRIA

Two main documents (and processes behind) seem relevant to be reported, which both outline the Austrian ideas and approaches on how spatial planning might contribute to sustainable development. Not surprisingly, the priority themes and key objectives to be treated and followed at national level are identical with those outlined in the CEMAT draft Ljubljana Declaration and in the CEMAT Guiding Principles.

In order to better understand the Austrian approach, some words on the institutional framework of spatial development in Austria first. Following, the two documents dealing with similar questions as posed in the CEMAT draft Declaration resolution and reflecting the Austrian activities in this field will be outlined and references given.

As for concrete examples for implementation, it was just recently decided to come up with a best/good practice guide which will be available by the end of 2003.

The role of spatial planning in securing sustainable development in Austria : general remarks about the institutional framework.

In Austria, the powers to pass laws and regulations regarding the different forms of land use (spatial planning authority of the state) are distributed under the Federal Constitution among all territorial authorities

- the communities (local authorities) are responsible for spatial planning at local level (local development concepts, land use and building regulation plans);
- the federal government may issue sectoral regulations for spatial planning in areas that come within the responsibility of the national Government (e.g. trade law, transport and traffic law, water and forestry law, mining law);
- all other aspects of Government authority for spatial planning come within the competence of the Länder (regional Governments). However, the regulations which can thus be adopted for supra-local schemes do not qualify as integrated overall plans as there is no statutory requirement in Austria to integrate the spatial planning activities of the federal and Länder Governments into one overall scheme (like in Switzerland).

In addition to governmental spatial development policy, there is a series of – non-governmental or only quasi governmental – activities by the State which have at least equally strong impact on the structure of the territory and the spatial behaviour of people and institutions. These include, in particular, the setting up and operation of infrastructures and national services, the granting of aids as well as the provision of regionally relevant information services (education and training, research, publications, counselling services).

While the management of infrastructural and public services is, as a rule, entrusted to one of the territorial authorities under pertinent legislation, there are no such regulations in Austria for granting aids and for information services. The federal Government, the Länder and the larger communities thus often work independently along parallel lines and sometimes in political competition with one another, but frequently also by using the opportunities for coordination (mostly in a more or less informal way) at the same time.

In such relatively complex institutional conditions – which can be explained, at least partly, by the federal structure of Austria – it is rather difficult to pursue a more or less uniform spatial development policy. The more so, as the Austrian constitutional system provides no suitable specific mechanisms of formal coordination. Despite this – or perhaps because of it – a viable network of informal co-operation has developed in Austria in the field of spatial planning policy, which has proved to be quite effective – again, in fact only recently, when the programme documents for the EU Structural Funds were prepared.

The Austrian Conference on Spatial Planning (ÖROK)

A significant key element for the coordination of spatially relevant policies in Austria, which is not regulated by law as well, is the Austrian Conference on Spatial Planning (ÖROK); its membership consists of the Federal Chancellor and all federal ministers, the Land governors, the presidents of the two unions of local authorities as well as the representatives of the “social partners” (Federal Chamber of Labour, Federal Economic Chamber, Standing Conference of the Presidents of the Chambers of Agriculture, the Austrian Trade Union Federation, the Association of Austrian Industrialists) who participate in an advisory capacity.

ÖROK was set up in 1971. Apart from serving as a platform for the coordination of general policies and studies and data providing the basis of such policies, ÖROK's task is to draw up the Austrian Spatial Planning Concept.

Two main processes to implement sustainable spatial development in Austria

The Austrian spatial planning concept

The Austrian Spatial Planning Concept was for the first time drawn up in 1981 stating a basic consensus on spatial planning policy in Austria. It is lacking any legally binding character but rather intended to serve as guidance and is therefore a recommendation and orientation for all parties involved in planning work with a spatial impact. Ten years later a revised version was published (Austrian Spatial Planning Concept 1991).

In drafting the “Austrian Spatial Development Concept 2001” (ÖREK 2001) the former version was completely revised with a special focus on the integration of Austria into the European Union and on the enlargement process as well as on the issues of securing Austria's qualities as business location in a globalised economy and the growing significance of cross-border co-operation.

The ÖREK 2001 is divided into 3 main chapters:

1. changed framework conditions at the beginning of the 21st century;
2. priority themes for Austrian spatial development policy at the outset of the 21st century;
3. current requirements – a new understanding of planning.

Comparing the priority themes defined in ÖREK 2001 with those themes set out in the CEMAT declaration the correspondence is obvious:

Content of the Draft Resolution	Priority themes acc. to ÖREK 2001
Maintain territorial competitiveness	Austria as a business location in Europe
Natural hazards	Sustainable use of natural resources
Social inequalities	Balanced regional development and social integration
Loss of vitality and quality in numerous rural areas	Rural regions a variety of challenges and development opportunities

Revitalise cities and contain urbanisation	Urban regions dynamic development and need for guidance
Intensification of flows of goods and people	Mobility and traffic opportunities, moderation and excess
Threat cultural identity and collective traditions of European urban and rural living	Dealt with in chapter urban and rural regions
Stronger partnership with civil society	Dealt with in chapter current requirements – a new understanding of planning asking for more participation in planning processes to increase acceptance among society as a basic condition to implement priority themes

Just recently it was decided within the ÖROK to come up with a compendium about best/good practise for implementation of ÖREK 2001 which is to be finalised by the end of 2003.

The Austrian strategy for sustainable development

Besides ÖREK 2001, the Austrian Strategy for Sustainable Development (see http://www.nachhaltigkeit.at/strategie/pdf/strategie020709_en.pdf) states another base for orientation and general agreement among relevant partners in Austria. The elaboration of this document was co-ordinated by the Federal Ministry for agriculture, forestry, water and environment following the political agreement of the federal Government and was approved by it in 2002. The document states the framework for implementing the principles for sustainable development agreed in Rio de Janeiro in 1992. It aims to implement the principle established in Rio, “Think globally – Act locally”, with significant measures in Austria, an active role in international treaties, and partnership with the developing countries. The aim thereby is not so much to solve acute problems, but rather to stop or reverse unsustainable trends in order to guarantee an ecologically, economically and socially successful future.

The Austrian federal Government views this strategy as a significant contribution towards the new strategic goal of the European Union that was adopted by the heads of state and Government in Lisbon (March 2000). The basic understanding behind is that concrete design and above all a successful

implementation of the political concept of a sustainable Austria cannot be achieved by decree or by experts behind closed doors. There cannot be a sustainable society without social communication on sustainability. Understanding, acceptance and approval of the challenges, goals and opportunities associated with this concept, as well as the approaches for solving everyday problems are prerequisite, if the people concerned are to become involved and the target groups are to become partners.

The document addresses four fields of action with 20 key objectives to which spatial development policy in Austria is asked to contribute:

Quality of life in Austria

- Key Objective 1 – A sustainable life-style
- Key Objective 2 – Opportunities for the empowerment of all generations
- Key Objective 3 – Gender equality
- Key Objective 4 – Solutions through education and research
- Key Objective 5 – A decent life for present and future generation

Austria as a dynamic business location

- Key Objective 6 – Innovative structures promote competitiveness
- Key Objective 7 – A new understanding of business and administration
- Key Objective 8 – Correct prices for resources and energy
- Key Objective 9 – Successful management through eco-efficiency
- Key Objective 10 – Strengthening sustainable products and services

Living spaces in Austria

- Key Objective 11 – Protection of environmental media und climate
- Key Objective 12 – Preserving the diversity of species and landscapes
- Key Objective 13 – Responsible use of land and regional development
- Key Objective 14 – Shaping sustainable mobility
- Key Objective 15 – Optimising the transport systems

Austria's responsibility

- Key Objective 16 – Fighting poverty, creating a social and economic balance
- Key Objective 17 – A globally sustainable economy

Key Objective 18 – Our world as a living space

Key Objective 19 – International co-operation and financing

Key Objective 20 – Sustainability Union Europe

As for the systematic and efficient implementation, again the necessity for:

- coordination through co-operation;
- transparent implementation;
- participation, information and communication; and
- a learning strategy,

is stated.

BELGIQUE (Région wallone)

Introduction

La présente note vise à montrer le rôle que joue l'aménagement du territoire en Région wallonne dans la mise en œuvre des Principes directeurs pour le développement territorial durable du continent européen (PD dans la suite du texte).

Comme demandé, la partie I examinera les aspects thématiques des principes directeurs (chapitre IV. Principes d'une politique d'aménagement pour un développement durable de l'Europe – Points 1 à 10) ; la partie II envisagera la coopération horizontale et verticale ; la partie III traitera de la participation de la société civile.

Pour permettre la compréhension des développements qui suivent, un bref rappel des principaux instruments dont dispose la politique d'aménagement du territoire en Région wallonne sera d'abord présenté.

Il y a d'abord lieu d'insister sur le fait que, en Belgique, l'aménagement du territoire est de compétence régionale exclusive ; l'Etat fédéral n'intervient donc pas.

L'aménagement du territoire wallon est *conçu* au moyen des *schémas*, documents d'orientation, et *fixé* par les *plans*, documents à valeur réglementaire.

Deux niveaux de planification spatiale coexistent : l'un d'initiative régionale (schéma de développement de l'espace régional – SDER – et plans de secteur), le second d'initiative communale (schéma de structure communal et plan communal d'aménagement – PCA).

Cette symétrie se retrouve au niveau de *l'urbanisme*, où l'on distingue les *règlements* régionaux et communaux d'urbanisme.

Parallèlement à cette démarche normative, l'aménagement *opérationnel* permet aux pouvoirs publics de mettre en œuvre la conception de l'aménagement (et de l'urbanisme) normatif. Il dispose à cet effet des politiques de rénovation et de revitalisation urbaines, des zones d'initiatives

privilégiées (ZIP), ainsi que d'assainissement et de rénovation des sites d'activité économique désaffectés, dont certains sont reconnus d'intérêt régional (SIR).

Faute d'espace, les politiques d'aménagement opérationnel ne seront pas traitées ici.

L'ensemble des dispositions décrétales (= légales) et réglementaires sont rassemblées dans le Code wallon de l'aménagement du territoire, de l'urbanisme et du patrimoine (CWATUP ou Code dans la suite du texte), qui est essentiellement un code de procédure.

1. Aspects thématiques des Principes directeurs

Le document présenté ici tentera de montrer comment les documents normatifs d'initiative régionale (SDER, plans de secteur, règlements régionaux d'urbanisme) peuvent concourir à la réalisation des Principes directeurs⁵.

Les tableaux joints en annexe présentent les mêmes informations dans une lecture à partir des Principes directeurs. Ils ont été établis dans le souci de permettre la constitution du tableau synoptique synthétisant les politiques menées dans les Etats membres.

Le SDER

Le SDER, adopté par le Gouvernement wallon le 27 mai 1999, retient 8 objectifs, eux-mêmes déclinés en options :

1. Structurer l'espace wallon,
2. Intégrer la dimension supra-régionale dans le développement spatial de la Wallonie,
3. Mettre en place des collaborations transversales,
4. Répondre aux besoins primordiaux,
5. Contribuer à la création d'emplois et de richesses,
6. Améliorer l'accessibilité du territoire wallon et gérer la mobilité,

⁵ Vu le caractère fortement hiérarchisé des instruments de l'aménagement du territoire en Wallonie (voir pt. II ci-dessous) les documents d'aménagement normatif d'initiative communale ne sont pas examinés ici.

7. Valoriser le patrimoine et protéger les ressources,
8. Sensibiliser et responsabiliser l'ensemble des acteurs.

Parmi ceux-ci, les objectifs II et III relèvent des problèmes de l'intégration verticale et horizontale respectivement et seront traités en tant que tels sous le point II ; l'objectif VIII sera examiné au point III.

Le SDER présente également un projet de structure spatiale pour la Wallonie, établi à l'échelle européenne (aires métropolitaines et eurocorridors) et régionale (aires de coopération transrégionale, pôles et points d'appui du développement, axes et nœuds de communication, aires agro-géographiques).

Bien qu'il ne constitue qu'un document d'orientation, le SDER joue un rôle non négligeable dans l'aménagement du territoire wallon dans la mesure où les plans de secteur doivent tenir compte de ses options.

De manière générale, les objectifs et options spatiales du SDER rencontrent largement les Principes directeurs, comme il va être montré ci-dessous.

L'objectif I – **Structurer l'espace wallon**, vise pour l'essentiel :

- à mettre en œuvre le projet de structure spatiale par l'établissement de schémas d'agglomération (pour les quatre pôles régionaux définis), de schémas de développement territorial (pour les aires de coopération transrégionale définies et pour les aires de coopération supra-communale à définir). Il participe ainsi au développement des systèmes urbains, des fonctions urbaines et des réseaux de villes ainsi qu'à l'amélioration du partenariat villes-campagnes (PD 2) ;
- à structurer les villes et les villages par le renforcement de la centralité, la densification de l'urbanisation, l'encouragement de la mixité sociale et fonctionnelle ainsi que la lutte contre la dispersion urbaine. Il favorise ainsi le développement des fonctions urbaines (PD 2) et participe à l'objectif de réduction des atteintes à l'environnement (PD 5) ;
- à rétablir les situations dégradées en mettant particulièrement l'accent sur la requalification des zones urbaines en difficulté (politique des ZIP) et le recyclage des sites d'activité économique désaffectés dont ceux qui sont reconnus d'intérêt régional (politique des SIR), ainsi que les entrées de villes et sites et vallées touristiques dégradées. Il participe ainsi au

développement des fonctions urbaines (PD 2), à la réduction des atteintes à l'environnement (PD 5) et à un tourisme durable (PD 9).

L'objectif IV – **Répondre aux besoins primordiaux**, vise notamment :

- à assurer, par l'aménagement, un cadre de vie épanouissant et à répondre aux besoins en logement ainsi qu'aux besoins en commerces, équipements et services, ce qui participe au renforcement des fonctions urbaines (PD 2) ;
- à assurer une alimentation de qualité et une réponse aux besoins en eau potable, ce qui suppose le maintien d'une superficie agricole maximale et, en corollaire, la lutte contre l'étalement urbain, et la protection des ressources en eau ;
- à protéger la population contre les risques technologiques, par une localisation adéquate des entreprises de type Seveso et une limitation de l'urbanisation à proximité de ces sites, et naturels, par une identification des zones à risque, une politique visant à limiter les risques de crue et une limitation et une modalisation de l'urbanisation dans les zones à risques. Une telle politique participe à la réduction des atteintes à l'environnement (PD 5) et à la limitation préventive des effets des catastrophes naturelles (PD 10).

L'objectif V – **Contribuer à la création d'emplois et de richesses**, vise notamment :

- à anticiper les besoins du développement économique et assurer les conditions du développement des entreprises en mettant particulièrement l'accent sur les pôles définis par la structure spatiale ;
- à miser sur la recherche et l'innovation par le développement de pôles d'excellence, en particulier dans les pôles régionaux définis par le SDER ainsi qu'en Brabant wallon, de nature à promouvoir les interfaces entre fournisseurs et utilisateurs d'information (PD 4) ;
- à conforter et développer des filières d'activité économique, notamment le tourisme fondé sur le patrimoine naturel et culturel (PD 9).

L'objectif VI – **Améliorer l'accessibilité du territoire wallon et gérer la mobilité**, vise en particulier à :

- intégrer la Wallonie dans les réseaux transeuropéens :
 - de transport, notamment par la définition d’eurocorridors et d’axes majeurs de transport, de nature à contribuer à la construction d’un réseau paneuropéen de transport (PD 3),
 - de transmission de l’information, par la mise en œuvre du projet WIN (Wallonie Intranet), qui a pour objectif de garantir l’accès à l’information de toutes les régions wallonnes (PD 4) ;
- contribuer au renforcement de la structure spatiale de la Wallonie en assurant l’interconnexion des petites et moyennes villes (notamment des zones rurales) aux grands axes de communication retenus par le SDER, assurant ainsi leur accessibilité (PD 3) ;
- maîtriser la mobilité (routière) par une politique appropriée de localisation de nature à réduire le besoin de circuler et à favoriser le report modal ce qui s’inscrit dans la promotion de conditions d’accessibilité plus équilibrées (PD 3), participe à la réduction des atteintes à l’environnement (PD 5) et à un tourisme durable (PD 9).

L’objectif VII – **Valoriser le patrimoine et protéger les ressources**, vise à :

- mettre en valeur et améliorer le patrimoine bâti par sa protection, sa rénovation et sa ré-affectation sélectives et par la valorisation du patrimoine des pôles, en particulier ceux que définit la structure spatiale, en faveur du développement de l’activité économique et touristique (PD 7) ;
- protéger le patrimoine naturel notamment les sites de grand intérêt biologique, en particulier les sites Natura 2000, et le développer sur l’ensemble des territoires (PD 6) ;
- intégrer la dimension paysagère dans les pratiques de l’aménagement en identifiant les paysages à protéger (opération en cours), en développant une politique de protection renforcée et en définissant des opérations de recomposition des paysages, de nature – notamment – à contribuer au développement économique et touristique (PD 7) ;
- protéger et gérer durablement les ressources :
 - en eau par une politique de localisation et/ou une lutte contre l’étalement urbain aptes à assurer la protection des captages, un niveau durable d’exploitation des nappes et l’assainissement des eaux de surface (PD 6),

- énergétiques notamment par la promotion de la production d'énergies renouvelables, la diminution de la consommation d'énergie (report modal et utilisation rationnelle de l'énergie) (PD 8).

Les plans de secteur⁶

Dès leur élaboration dans les années 80, les plans de secteur ont visé à contenir l'urbanisation et lutter contre la dispersion des activités et fonctions, à réserver les terrains nécessaires à la satisfaction des besoins économiques et sociaux de la collectivité et à protéger les espaces sensibles et les ressources non ou difficilement reproductibles. En cela, l'établissement des plans de secteur s'inscrivait bien – avant la lettre – dans l'esprit du développement durable et en rencontrait les Principes directeurs.

Les modifications légales apportées au CWATUP en 1997 et 2002 ont confirmé cette orientation, tant en ce qui concerne le contenu des plans de secteur que les règles de fond ou de procédure applicables à leur révision.

En ce qui concerne le *contenu*, on peut signaler :

- l'introduction de nouvelles zones d'affectation, telles que la zone réservée aux entreprises qui présentent un risque majeur pour l'environnement, qui doit être isolée et comporter un dispositif ou un périmètre d'isolement (PD5), ou la modification des prescriptions applicables à certaines zones d'affectation telle que la zone agricole, où sont désormais admises les activités récréatives de plein air (PD 9) ;
- la volonté de définir les infrastructures principales de communication et de transport de fluides ou d'énergie, à savoir celles qui structurent le territoire régional. Cette démarche est de nature à améliorer la cohérence de la localisation des activités et de l'organisation des déplacements (PD 3) ;

⁶ Le plan de secteur comporte :

- 1° la détermination des différentes affectations du territoire ;
- 2° le tracé existant et projeté du réseau des principales infrastructures de communication et de transport de fluides et d'énergie.

Le plan peut notamment comporter :

- 1° les périmètres où une protection particulière se justifie pour les raisons énoncées à l'article 40 ;
- 2° des prescriptions supplémentaires d'ordre urbanistique ou planologique ;
- 3° d'autres mesures d'aménagement.

Pour toute information relative au CWATUP consulter le site de la DGATLP (<http://mrw.wallonie.be/dgatlp/>).

- l'introduction (ou la confirmation) de périmètres en surimpression aux zones d'affectation permet d'assurer la protection d'éléments du patrimoine naturel (périmètres de liaison écologique), bâti (périmètre d'intérêt culturel, historique et/ou esthétique) ou paysager (périmètres d'intérêt paysager et de points de vue remarquable) – contribution aux PD 6 et 7 – ou de la population contre les risques industriels majeurs (périmètres de risque majeur) ou les risques naturels prévisibles (périmètres de risques naturels prévisibles ou de contrainte géotechnique majeure) – contribution aux PD 5 et 10 ;
- la possibilité d'imposer des prescriptions supplémentaires d'ordres planologique ou urbanistique portant sur la précision de l'affectation des zones, leur densité d'occupation, le phasage de leur mise en œuvre, l'imposition d'un plan communal d'aménagement préalablement à leur mise en œuvre permet de mieux structurer les villes et villages et de renforcer les fonctions urbaines (PD 2), de lutter contre la dispersion urbaine et de réduire les atteintes à l'environnement (PD 5). Elle permet également de spécialiser les zones d'activité économique par exemple en parcs logistiques contribuant au report modal (PD 3) ou en parcs scientifiques contribuant au développement des interfaces entre fournisseurs et utilisateurs d'information (PD 4).

La *révision* des plans de secteur est désormais soumise à des *règles de fond* :

- l'inscription d'une nouvelle zone destinée à l'urbanisation doit être attenante à une zone d'urbanisation existante et ne peut prendre la forme d'un développement linéaire le long des voiries, contribuant en cela à la lutte contre la dispersion urbaine (PD 2 et PD 5) et à la protection des paysages (PD 7) ; elle ne peut porter atteinte aux effets des périmètres que comporte le plan de secteur ni aux espaces dotés d'un statut de protection, de sorte qu'est assurée la préservation du patrimoine naturel (PD 6), bâti (PD 7), paysager (PD 7), des ressources en eaux (PD 6)
- l'inscription d'une nouvelle zone d'activité économique doit être accompagnée de la ré-affectation de sites d'activité économique, ce qui est de nature à lutter contre la consommation d'espace et l'étalement urbain (PD 5), à renforcer la dynamique urbaine (PD 2) et la cohésion territoriale (PD 1), ou de mesures favorables à l'environnement.

La *révision* des plans de secteur est également soumise à des *règles de procédure*, qui garantissent le respect des principes de développement durable :

- l'avant-projet de plan est établi sur la base de l'analyse des situations existantes de droit et de fait, de sorte que sont prises en compte l'ensemble des contraintes juridiques et physiques qui s'y appliquent ;
- l'avant-projet de plan est soumis, pour autant qu'il porte sur l'inscription d'une zone destinée à l'urbanisation, à une étude d'incidences qui prend en considération les dimensions économique, sociale, environnementale et patrimoniale de l'aménagement, examine les alternatives de localisation et envisage les mesures aptes à réduire les incidences de la modification du plan. Il s'agit là d'une application anticipée de la Directive européenne sur l'évaluation des plans et programmes, dont la transposition – déjà adoptée – entrera en vigueur en 2004 et renforcera la prise en compte des autres Directives européennes (Seveso, oiseaux, habitat).

Les règlements régionaux d'urbanisme

Six règlements régionaux d'urbanisme ont été adoptés en Région wallonne : trois sont de nature urbanistique ou esthétique ; trois de nature technique.

Parmi les trois premiers, le règlement sur les bâtisses applicables aux zones protégées de certaines communes en matière d'urbanisme – dit « centres anciens protégés » – et le règlement sur les bâtisses en site rural contiennent des dispositions de nature à favoriser l'intégration des constructions aux villes et villages auxquels ils s'appliquent. Ils participent ainsi à la protection et la valorisation du patrimoine bâti (PD 7) et la dynamique des villes et villages (PD 2).

Parmi les règlements de nature technique, le règlement relatif aux conditions générales d'isolation thermique des bâtiments à construire destiné au logement en ordre principal (règlement dit K 55) contribue à la diminution de la consommation énergétique (PD 8).

Le CWATUP prévoit la possibilité d'édicter un règlement régional d'urbanisme dans les périmètres de risque technologique majeur et de risque naturel prévisible ou de contrainte géotechnique majeurs et d'interdire ou de soumettre à conditions les actes et travaux qui y seraient envisagés. Ceci s'inscrit dans le droit fil de l'option de prévention des accidents industriels (PD 5) et de limitation préventive des effets des catastrophes naturelles (PD 10).

2. Coopération horizontale et verticale

L'article 1^{er} du Code marque clairement la volonté du législateur wallon de mettre en place des formes de coopération horizontale et verticale. Il dispose en effet : « La Région et les autres autorités publiques, chacune dans le cadre de ses compétences et en coordination avec la Région, sont gestionnaires et garants de l'aménagement du territoire. Elles rencontrent de manière durable les besoins sociaux, économiques, patrimoniaux et environnementaux de la collectivité par la gestion qualitative du cadre de vie, par l'utilisation parcimonieuse du sol et de ses ressources et par la conservation et le développement du patrimoine culturel, naturel et paysager ».

Le SDER pour sa part recommande, dans son objectif III, de mettre en place des *collaborations transversales*, ce qui suppose notamment que l'aménagement du territoire se voie reconnaître la mission de transposer et d'intégrer les aspects spatiaux des politiques sectorielles. Ceci se réalise par la prise en compte de l'impact spatial des politiques sectorielles dans le cadre du processus de planification spatiale (contraintes physiques et juridiques via l'établissement de la situation de fait et de droit, caractère multidimensionnel de l'étude d'incidences de plan – voir ci-dessus). Par ailleurs, la Région wallonne s'est dotée, via la création en 1998 de la Conférence permanente de développement territorial à partir des trois grandes universités francophones, d'un outil de recherche appliquée en matière de développement territorial, par essence transversal.

Le système de planification spatiale se caractérise en Région wallonne, par une forte *hiérarchisation*.

Ainsi, il est formellement prévu par le Code que les plans d'aménagement s'inspirent des schémas relevant de la même autorité et que le PCA précise, en le complétant, le plan de secteur. Cette hiérarchie n'est cependant pas absolue. Ainsi, une révision de plan de secteur peut s'écarter, moyennant due motivation, d'une option du SDER, comme l'établissement d'un PCA peut sous les mêmes conditions, s'écarter d'une option du schéma de structure communale.

Par ailleurs, le Code prévoit expressément qu'un PCA peut déroger au plan de secteur. Trois conditions doivent cependant être rencontrées pour qu'il en soit ainsi :

1. la dérogation ne porte pas atteinte à l'économie générale du plan de secteur ;
2. la dérogation est motivée par des besoins sociaux, économiques, patrimoniaux ou environnementaux qui n'existaient pas au moment de l'adoption définitive du plan de secteur ;
3. il doit être démontré que l'affectation nouvelle répond aux possibilités d'aménagement existantes de fait.

Enfin, le schéma de structure communal, s'il doit respecter le plan de secteur, envisage généralement un ensemble d'options qui s'en écartent et constituent autant de propositions d'adaptations à apporter au plan de secteur.

3. La participation de la société civile

Le Code distingue plusieurs formes de publicité et de consultation destinées à permettre l'intervention de la population au cours du processus décisionnel relatif à l'établissement et la révision des documents de planification régionale⁷.

- Aux termes de l'article 14 § 2 du Code, le *schéma de développement de l'espace régional* adopté provisoirement par le gouvernement wallon est soumis à une information publique. Dès l'annonce de cette information publique, une séance de présentation du projet de schéma est organisée par le gouvernement au chef-lieu de chaque arrondissement administratif et au siège de la Communauté germanophone. Selon les modalités arrêtées par le gouvernement (AGW 29.10.98), le projet de schéma est déposé dans chaque commune, pendant 60 jours, aux fins de consultation. Les avis exprimés par la population sont examinés par la Commission régionale d'Aménagement du Territoire.
- L'article 43 du Code, relatif à la procédure d'élaboration et de révision des *plans de secteur*, prévoit, pour ces documents, l'organisation d'une enquête publique d'une durée de 45 jours dans chacune des communes auxquelles s'étend le projet de plan de secteur. Les réclamations et observations sont adressées, par écrit, au collège des bourgmestre et échevins, avant la fin du délai de l'enquête. Il appartient également à la CRAT de les examiner ultérieurement et, dans le cas des plans de secteur, d'y apporter réponse, soit de manière individuelle, soit par une réponse collective.

⁷ Seul aspect du problème évoqué dans ce texte, faute d'espace.

Si les termes utilisés et les modalités d'organisation sont différents, la consultation du public sur le SDER et l'enquête publique sur les plans de secteur sont en réalité assez semblables quant à la forme de participation du public.

A la clôture de l'enquête publique, la population est invitée à participer à une réunion de concertation organisée par le collège des bourgmestre et échevins de chacune des communes concernées, en présence des représentants du gouvernement wallon. Le terme « concertation » n'est pas totalement approprié à ce type de réunion. Plusieurs instances ayant encore à se prononcer sur le projet dans la suite de la procédure, et les réclamations formulées lors de l'enquête publique n'étant pas encore officiellement connues des autorités régionales, aucun consensus ne peut valablement se dégager à ce stade entre la population et le gouvernement.

Ces consultations et enquêtes s'adressent à l'ensemble de la population wallonne. Leur tenue n'est pas annoncée individuellement au public, mais par voie d'affichage et d'avis dans les journaux.

- En dehors des formes spécialement prévues par le Code, le gouvernement a souhaité, pour certains projets de révision de plans de secteur représentant un enjeu régional particulièrement important, faire application des dispositions de l'article 4 alinéa 2 du CWATUP, qui prévoient que toutes *formes supplémentaires de publicité et de consultation* peuvent être décidées par le gouvernement. Ainsi,
- pour l'inscription de zones d'activité économique liées au développement aéroportuaire de Bierset, une réunion d'information a précédé l'enquête publique dans chacune des communes concernées, de manière à garantir un niveau d'information optimal et identique à l'ensemble de la population potentiellement visée par le projet ;
- le choix des tracés de deux infrastructures routières (RN54 et E420) a quant à lui fait l'objet de consultations du public préalables à l'établissement des avant-projets de plans de secteur ;
- le choix des tracés de deux infrastructures routières (RN54 et E420) a quant à lui fait l'objet de consultations du public préalables à l'établissement des avant-projets de plans de secteur.

NB : Le tableau ci-après se lit sur deux pages à la fois.

Principe directeur	S D E R		Plans de secteur
	Options	Structure spatiale	
<p>1</p> <p>Promotion de la cohésion territoriale</p>	<p><u>Renforcement des régions structurellement faibles</u></p> <ul style="list-style-type: none"> - d'ancienne industrialisation (voir Principe 2) - rurales (voir Principe 2) 		
<p>2</p> <p>Promotion des impulsions de développement engendrées par les fonctions urbaines et par l'amélioration des relations villes-campagnes</p> <p>Promotion des impulsions de développement engendrées par les fonctions urbaines et par l'amélioration des relations villes-campagnes (suite 1)</p> <p>Promotion des impulsions de développement engendrées par les fonctions urbaines et par l'amélioration des relations villes-campagnes (suite 2)</p>	<p><u>Développement des systèmes urbains, des fonctions urbaines et des réseaux de villes</u></p> <p>I.2. Mettre en œuvre le projet de structure spatiale</p> <ul style="list-style-type: none"> - Etablir des schémas d'agglomération - Etablir des schémas de développement territorial <p>I.4. Structurer les villes et les villages</p> <ul style="list-style-type: none"> - Renforcer la centralité <ul style="list-style-type: none"> · protéger les fonctions faibles · assurer de bonnes conditions d'accessibilité · améliorer les espaces publics - Densifier l'urbanisation - Encourager la mixité fonctionnelle et sociale - Lutter contre la dispersion urbaine <p>I.6. Apporter des solutions adaptées aux situations dégradées</p> <p>IV.1. Assurer un cadre de vie épanouissant +</p> <p>IV.2. Répondre aux besoins en logements</p> <ul style="list-style-type: none"> - Restructurer les zones fortement dégradées : <ul style="list-style-type: none"> · zones urbaines ... aux ZIP · sites d'activité économique désaffectés (dont sites d'intérêt régional) <p><u>Amélioration du partenariat villes-campagnes</u></p> <p>I.2. Mettre en œuvre le projet de structure spatiale</p> <p>Etablir des schémas de développement territorial dans les aires de coopération supra-communales</p>	<p>4 pôles régionaux du SDER</p> <p>Aires de coopération transrégionale</p> <p>Définition de pôles de différents types</p>	<p>Possibilité de fixer des prescriptions supplémentaires portant sur</p> <ul style="list-style-type: none"> - la spécialisation des zones - la densité d'occupation - le phasage dans l'occupation - l'imposition d'un PCA... (art. 41) <p>L'inscription de nouvelles zones destinées à l'urbanisation (ZDU)</p> <ul style="list-style-type: none"> - doit être attenante à une ZDU (art. 46, al. 2, 2°) - ne peut prendre la forme d'un développement linéaire le long de la voirie (art. 46, al. 2, 1°) <p>L'inscription d'une nouvelle zone d'activité économique doit être accompagnée</p> <ul style="list-style-type: none"> · soit de la réaffectation de sites d'activité économique désaffectés <p>soit de mesures favorables à l'environnement (art. 46, al. 2, 3°)</p>

Règlement régional d'urbanisme	Aménagement opérationnel	Permis	Données/ Recherches
<p>Règlement régional d'urbanisme</p> <ul style="list-style-type: none"> - centre ancien protégé - site rural 	<p>Politique de</p> <ul style="list-style-type: none"> - rénovation urbaine - revitalisation urbaine - zones d'initiatives privilégiées (ZIP) <p>Politique des sites d'activité économique désaffectés (dont sites d'intérêt régional)</p>		

Principe directeur	S D E R		Plans de secteur
	Options	Structure spatiale	
<p>3</p> <p>Promotion de conditions d'accessibilité plus équilibrées</p>	<p><u>Réseau paneuropéen</u> VI.1. Intégrer la Wallonie dans les RTE (réseau routier, chemin de fer, voiries navigables, aéroports)</p> <p><u>Interconnexion des</u> - petites et moyennes villes - zones rurales <u>aux grands axes</u></p> <p>VI.2. Contribuer au renforcement de la structure spatiale de la Wallonie</p> <p><u>Stratégie multimodales</u> VI.3. Maîtriser la modalité - Réduire le besoin de circuler - Favoriser le report modal par un politique de localisation appropriée</p>	<p>Définition - d'Eurocorridors, d'axes majeurs de transport et de points d'ancrage - d'axes et nœuds de communication</p>	<p>Inscription du réseau des principales voies de communication (= structurant le territoire) ↔</p> <p>Renforcement de la cohérence de la localisation des activités et de l'organisation des déplacements par étude d'incidence de plan (EIP)</p> <p>Inscription de zones d'activité économique (ZAE) spécialisées par prescription supplémentaire (art. 41) : parcs logistiques</p>
<p>4</p> <p>Développement de l'accès à l'information et au savoir</p>	<p><u>Garantir l'accès à l'information de toutes les régions</u></p> <p>VI.1. Intégrer la région dans les RTE - Mise en œuvre du projet WIN (Wallonie IntraNet)</p> <p><u>Promotion d'interfaces fournisseurs/utilisateurs d'information</u></p> <p>V.3. Miser sur la recherche et l'innovation Développer les pôles d'excellence en particulier dans les pôles régionaux et en Brabant wallon</p>	<p>Définition des pôles régionaux</p>	<p>Inscription de ZAE spécialisées par prescription supplémentaire (art. 41) : parcs scientifiques</p>

Règlement régional d'urbanisme	Aménagement opérationnel	Permis	Données/ Recherches
			<p data-bbox="792 384 960 432">Hiérarchisation des voiries</p> <p data-bbox="792 655 953 703">Schéma logistique wallon</p>

Principe directeur	S D E R		Plans de secteur
	Options	Structure spatiale	
<p>5</p> <p>Réduction des atteintes à l'environnement</p>	<p><u>Prévention des accidents industriels</u></p> <p>IV.5. Protéger la population contre les risques naturels et technologiques</p> <ul style="list-style-type: none"> - Localiser les entreprises Seveso dans des zones spécifiques comportant déjà de telles installations - Limiter l'urbanisation à proximité de ces sites <p>Réhabilitation des sites urbains et industriels (voir Principe 2)</p> <p>Transfert modal (voir Principe 3)</p> <p>Lutte contre la dispersion urbaine (voir Principe 2)</p>		<p>Possibilité d'inscrire des zones d'activité économique spécifiques « RM »</p> <p>Ces zones doivent être isolées et comporter un dispositif ou un périmètre d'isolement</p> <p>Possibilité d'inscrire des périmètres de risques technologiques majeurs (art. 40, 5°)</p>
<p>6</p> <p>Valorisation et protection des ressources et du patrimoine naturels</p> <p>Valorisation et protection des ressources et du patrimoine naturels (suite 1)</p>	<p><u>Patrimoine naturel</u></p> <p>VII.2. Protéger et développer le patrimoine naturel</p> <ul style="list-style-type: none"> - Protéger les sites de grand intérêt biologique <ul style="list-style-type: none"> · priorité aux sites Natura 2000 · domaines militaires, friches, carrières, terils - Développer le patrimoine naturel - Inscrire ces sites au plan de secteur <p><u>Ressources naturelles – Eau</u></p> <p>VII. 4. Protéger et gérer durablement les ressources</p> <ul style="list-style-type: none"> - Assurer la protection des captages - Assurer un niveau durable d'exploitation des nappes par une politique de localisation appropriée - Garantir l'assainissement des eaux de surface par <ul style="list-style-type: none"> · coordination politiques de localisation et plans d'assainissement · lutte contre la dispersion - Répondre aux besoins en eau potable par <ul style="list-style-type: none"> · politique de localisation · lutte contre la dispersion 		<p>Inscription de zones naturelles et de zones d'espaces verts</p> <p>Possibilité d'inscrire des périmètres de liaison écologique</p> <p>L'inscription d'une nouvelle ZDU ne peut porter atteinte à ces périmètres ni aux zones ayant un statut de protection</p> <p>Renforcement de la prise en compte du patrimoine naturel (Natura 2000) dans les EIP</p> <p>L'inscription d'une nouvelle ZDU ne peut porter atteinte à un périmètre de protection de captage</p>

Règlement régional d'urbanisme	Aménagement opérationnel	Permis	Données/ Recherches
Possibilité d'édicter un règlement régional d'urbanisme dans les périmètres de risques technologiques majeurs		Possibilité d'interdire ou de soumettre à conditions des actes et travaux lorsqu'ils sont exposés à un risque technologique majeur (art. 136)	

Principe directeur	S D E R		Plans de secteur
	Options	Structure spatiale	
<p>7</p> <p>Valorisation du patrimoine culturel en tant que facteur de développement</p>	<p><u>Patrimoine culturel</u></p> <p>VII.1. Mettre en valeur et améliorer le patrimoine bâti</p> <ul style="list-style-type: none"> - Protection sélective du patrimoine bâti - Rénovation et ré-affectation sélectives du patrimoine bâti - Valorisation du patrimoine des pôles en faveur du développement de l'activité économique et touristique <p><u>Paysages culturels</u></p> <p>VII.3. Intégrer la dimension paysagère dans les pratiques d'aménagement</p> <ul style="list-style-type: none"> - identification des paysages - développer une politique de protection renforcée - définir des opérations de recomposition des paysages 	<p>Définition de pôles</p>	<p>Inscription de périmètres d'intérêt culturel, historique et/ou esthétique (art. 40, 4°)</p> <p>Inscription de périmètres d'intérêt paysager (art. 40, 3°) et possibilité d'inscrire des périmètres de point de vue remarquable (art. 40, 1°)</p> <p>Inscription d'une nouvelle ZDU ne peut porter atteinte aux effets de ces périmètres.</p>
<p>8</p> <p>Développement des ressources énergétiques dans le maintien de la sécurité</p>	<p>VII.4. Protéger et gérer durablement les ressources</p> <ul style="list-style-type: none"> - favoriser la production d'énergies renouvelables - diminuer la consommation énergétique <ul style="list-style-type: none"> · transfert modal par une politique de localisation appropriée - utilisation rationnelle de l'énergie - assurer une meilleure intégration des équipements et infrastructures de transport d'énergie par une localisation appropriée - compléter les RTE 		<p>Inscription au plan de secteur nécessaire (art. 39 bis)</p>

Règlement régional d'urbanisme	Aménagement opérationnel	Permis	Données/ Recherches
Règlements régionaux d'urbanisme - centres anciens protégés - sites ruraux			- Inventaire ADESA - Recherches CPDT (Territoires paysagers)
Norme d'isolation thermique K55		Permis dérogatoires au plan de secteur (art. 110)	

Principe directeur	S D E R		Plans de secteur
	Options	Structure spatiale	
<p>9</p> <p>Promotion d'un tourisme qualitatif et durable</p>	<p>V.4. Conforter et développer des filières d'activités économiques</p> <ul style="list-style-type: none"> - Fonder le tourisme sur le patrimoine naturel et culturel <p>VI.3. Maîtriser la mobilité</p> <ul style="list-style-type: none"> - Localisation des grands équipements touristiques <ul style="list-style-type: none"> · à proximité des zones déjà fréquentées · accessibilité par les transports en commun <p>I.6. Apporter des solutions adaptées aux situations dégradées</p> <ul style="list-style-type: none"> - Requalification des sites touristiques dégradés 	<p>Définition de pôles et points d'appui touristiques</p>	<p>Inscription de zones de loisirs</p> <p>Ouverture de la zone agricole aux activités récréatives de plein air (art. 35)</p>
<p>10</p> <p>Limitation préventive des effets des catastrophes naturelles</p>	<p>IV.5. Protéger la population contre les risques naturels et technologiques</p> <ul style="list-style-type: none"> - Identifier les zones à risque - Limiter les risques de crues <ul style="list-style-type: none"> · ralentissement du ruissellement · interdiction d'actes susceptibles d'aggraver localement les inondations · favoriser les plaines d'inondation en fonds de vallées - Limiter l'urbanisation des zones à risques 		<p>Possibilité d'inscrire des périmètres de risque naturel prévisible ou contrainte géotechnique majeur (art. 40, 5°)</p>

Règlement régional d'urbanisme	Aménagement opérationnel	Permis	Données/ Recherches
		Nécessité d'établir un PCA pour réaliser un équipement touristique	
Possibilité d'édicter des règlements d'urbanisme fixant des modes de construction adaptés dans les zones à risque déjà urbanisés (en cours pour les zones inondables)		Possibilité d'interdire ou de soumettre à conditions des actes et travaux lorsqu'ils sont exposés à un risque naturel ou une contrainte géotechnique majeurs (art. 136)	Cartographie des zones à risque en cours

BOSNIA AND HERZEGOVINA

Introduction

The socio-political organisation of Bosnia and Herzegovina that had resulted from the General Framework Agreement for Peace is very unusual. The State comprises two entities that are responsible for spatial planning. While one of the entities – the Republika Srpska – is centralized, the other one – the Federation of Bosnia and Herzegovina is decentralised, and made of 10 cantons, administrative regions. In addition to all consequences of war: destruction and devastation of housing units, industrial cores, infrastructure, etc., the above described administrative division of the Federation and the state itself is of purely political nature. The main functional systems, such as transport, telecommunications, energy, water resources, ecology, education, health are divided into two or three parts, in spite of them being parts of a naturally unified system. This has made difficult to plan, develop, operate and include them into international systems, what has resulted with high irrationality. However, the regional (cantonal) and local authorities tend to turn more and more to establishment of macro and microregions. With the assistance provided by international institutions and non-governmental organisations, several regional development agencies have been established. Another consequence of war is high migration of population, which has significantly altered the structure of settlements. In addition, Bosnia and Herzegovina is now at the final stage of transformation of ownership from socially owned into privately owned and turning to market economy, what had on its part imposed a set of problems having significant effect on the spatial planning, but it had also necessitated change in access to spatial planning. In addition to the long-term pre-war spatial planning tradition, the spatial planning in Bosnia and Herzegovina is now faced with the challenge of how to find the best solutions for all the described problems, and with the necessity of catching up with the generally accepted European trends in this area.

Legislation

As one of the republic of former Yugoslavia, Bosnia and Herzegovina had the Law on Spatial Planning, the implementation of which continued until the adoption of new entity laws in this area. The new laws recognised the transition processes, democratisation of the society, free market, as well as the EU legislation in the extent that was possible considering the current situation in the country. Since 2000 until now, the following relevant laws have been adopted:

- Law on Spatial Planning of the Federation of Bosnia and Herzegovina;
- Law on Construction of the Federation of Bosnia and Herzegovina;
- Law on Spatial Planning of the Republika Srpska;
- Set of environmental laws (same laws in both entities):
 - Law on Protection of Nature,
 - Law on Protection of Environment,
 - Law on Protection of Waters,
 - Law on Protection of Air,
 - Law on Waste Management,

as well as a significant number of bylaws, the acts that more closely define the specific issues in this area. Considering the fact that there are the entity laws in existence that define this area, the expectation is that in near future, similar laws would be adopted at the state level.

The Law on Spatial Planning ensures planned management, use and protection of the space as a particularly valuable and limited good. Planned management, use and protection of space is ensured through the implementation of planning documents, based on an integral approach to spatial planning and on the principles of sustainable development. The spatial planning documents define the purposeful organisation, use and utilization of the space, as well as the measures and guidelines for its set-up and protection. Adoption of the following documents is expected:

- Spatial basis of the Federation of Bosnia and Herzegovina;

- Spatial plan of the Federation of Bosnia and Herzegovina for 2003- 2023;
- Program of measures and activities;
- Spatial plans of all ten cantons of the Federation of Bosnia and Herzegovina;
- Spatial plan of the areas with special characteristics (national parks, protected areas of nature, etc.);
- Spatial plans of cities – Sarajevo and Mostar;
- Urban planning;
- Detail plans of spatial organisation:
 - Regulation plans,
 - Urban projects,
- Spatial plan of the Republika Srpska.

Spatial basis is a survey and evaluation of the current state in the space, as well as the basic guidelines of the planned spatial development.

Based on the Spatial Basis, the Spatial Plan of FBiH is developed. The Spatial Plan of the Federation determines the long-term goals and measures of spatial development, in accordance with the planned sustainable development, and with the obligation to balance economic, social and ecology components. Appreciating the natural, cultural/historical and landscape values, the Spatial Plan of the Federation specifies the fundamental principles of spatial organisation, purposes of the spatial development, protection, use and purpose of the space, and particularly:

- main purpose of the space and different areas of the Federation;
- mutual connection between spaces in different cantons;
- building and main road and other infrastructure corridors of significance for the Federation (water supply, traffic, energy, telecommunications, and other infrastructure);
- other infrastructure of importance for the Federation (health, education, science, culture, sports, administration, tourism, banking, services, supply, etc.);
- environment protection measures;

- measures for reconstruction and rehabilitation of space;
- protection of building and natural heritage;
- protective measures against natural and man – provoked disasters and war activities;
- method and scope of use of mineral resources;
- obligations in terms of more closely defined spatial planning in the cantons.

The administrative agencies responsible for spatial planning, at all levels, maintain the documents necessary for monitoring the state of the space, developing and monitoring implementation of the spatial planning documents.

Two years after the adoption of the Spatial Plan of the Federation, a report will be made about the status of spaces on the territory of the Federation and the cantons. This report contains an analysis of implementation of the Spatial Planning Documents, evaluation of the measures that have been implemented and their effect on purposeful space management, on protection of values of space and environment, and other elements of relevance for spatial planning.

On the basis of this Report, the Parliament will adopt the two-years Program of Measures for Improvement of Status in Space. The Program of Measures contains an assessment of the necessity to develop new or supplement or amend the existing spatial planning documents, the necessity of gathering additional data and basis for their development, and other measures of relevance for development and adoption of such documents.

All ten cantons have to make their Spatial Plans of the Cantons. The Spatial Plan of the Canton must take over and further elaborate the planning decision made by the Spatial Plan of the Federation, and the activities from the Program of Measures that are related to the respective space, with full appreciation of planned regional development.

In the urban areas, some more detailed spatial plans are to be elaborated: urban development projects and regulation plans.

The Government of the Federation of Bosnia and Herzegovina adopted a Decision on starting elaboration of the Spatial Plan of the Federation, and the Council for Development of Spatial Basis is currently at the stage of being established. This Basis will be used for preparation of the Spatial Plan. In the Republika Srpska, the Spatial Plan is currently in the process of making. As foreseen by law, the entity spatial plans will be mutually harmonised, and harmonised with the spatial plans of the neighbouring countries.

The implementation of spatial plans is an obligation of both the entity and regional (cantonal) and local authorities, depending on the level at which the plan has been adopted.

Implementation of GPSSDEC-CEMAT

Considering that the laws in this area have been recently adopted, most principles have been incorporated in them, and the implementation will be ensured through planning documentation and its implementation.

Promoting territorial cohesion through balanced social and economic development of different regions

In the conditions that currently exist in Bosnia and Herzegovina, regionalisation could be a solution for many problems, or one of instruments for resolving them. The Spatial Plan will support the process of polycentric spatial development that had already begun, placing the emphasis on development of regions - macro-regions, micro-regions – and on supporting development of underdeveloped regions. Since the Spatial plan of FBiH is a framework for Spatial plan, each region (canton) will both through its contribution to establishment of the global concept of spatial planning, and through the cantonal Spatial plans, articulate its own regional development and in that way contribute to the overall sustainable development of

the country. Also, the funds from the PHARE, CARDS and other programs are allocated for encouraging the development of underdeveloped regions.

Encouraging development of urban functions and improving the relationships between urban and rural areas

Bosnia and Herzegovina has several developed urban centres. The Spatial plan will ensure better links with the rural areas, particularly through planning and improving the existing traffic infrastructure. Also, the Spatial plans of particular areas will provide the possibilities for increased activity in rural areas through, for instance, development of tourism, traditional crafts, revitalization of characteristic rural architecture, and new jobs in rural areas, with simultaneous protection of natural and cultural heritage.

Positive examples can already be seen – Nature Park Blidinje, where, in accordance with the Spatial Plan of the Nature Park, the protection of the natural heritage was ensured along with simultaneous development of tourism. This park offers large potentials to contribute to development of the whole region if the better traffic connections (40 km away from the Adriatic coast) and appropriate tourist promotion would be provided.

Promoting more balanced access

A special importance for continued development of Bosnia and Herzegovina as a whole have the transport systems, what will receive a special attention in the process of developing the Spatial plan. Through the history, the corridor development was emphasized, going to the two main directions: diagonally from Western Europe towards the East, and transversally, from Central Europe forwards the Adriatic Coast and Mediterranean. Those are the two main directions of future development of multi-modal transport corridors that will ensure the integration of the space of Bosnia and Herzegovina, its integration with the Europe, regional development, as well as the conditions for long-term cross-border

co-operation with the neighbours. Within the Stability Pact processes, a feasibility study was made for the Vc corridor, and a process for identifying sources of financing started. Through the participation in the Adriatic-Ionian initiative, in this case in connection with the Adriatic-Ionian road, attempts are being made to ensure connection of the Vc corridor with this route, whereby Bosnia and Herzegovina would get a good quality transport connection with the Central Europe and Mediterranean. In this way, Bosnia and Herzegovina would become a part of the Pan-European network. Previously planned connection to the Zagreb-Belgrade highway is already in the process of realisation by construction of the Sarajevo-Zenica highway. The Spatial plan will certainly also take into account the continued development of railway communications, where the existing networks need to be modernized and expanded.

Developing access to information society and knowledge

The occurrence of the new information society is one of the phenomenons that have important influence on Bosnia and Herzegovina. Telecommunications are developing fast on a commercial basis. Children already learn in primary schools how to use the Internet.

More and more spatial planning institutions use the GIS (Geo-Information System). A database was established in 1998. In the Ministry of Spatial Planning and Environment, in co-operation with the IMG, the purpose of which is to gather at one place all information relevant for space and environment. This database has been moved recently to a special office under the Government of FBiH, and will be used both in development of the Spatial Plan and for subsequent monitoring of its implementation.

Reducing environmental damage

Environment protection gains importance in Bosnia and Herzegovina. In this sense, in addition to adoption of a set of environmental laws, BiH has signed more than 20 international

conventions (Barcelona, Basel, Ramsar, UN Convention on Climate Changes and Desertification, etc.), and another 10 conventions are to be signed. The National Environmental Action Plan has been adopted (BiH – NEAP), which is the spatial and planning document of strategic action in the area of environment protection. The main goals of the NEAP are: to illustrate the present situation in all relevant areas, identify and analyse all major problems, to give clear and detail description of the causes of the problems, to identify the need of sustainable development and links with the poverty reduction strategy and method of use of natural resources, to define the short term, mid term and long term goals and priorities, ensure financing from own sources, from donors and foreign partners. In the entity Ministries for Spatial Planning, departments (sectors) have been identified to deal with the implementation of environmental projects, like the project of building a solid waste depot – in co-operation with the World Bank, the “LIFE” project, etc. The Law on Spatial Planning stipulates the obligation of developing a study of effects on the environment (SEA) and obtaining the environmental license for the constructions that might have an adverse effect on the environment.

Enhancing and protection of resources and natural heritage

As it has already been mentioned, the Law on Spatial Planning assigns a particular importance to the natural heritage. The obligation of adoption of Spatial plans for those areas is assigned to the level of the Entity Ministries. During the process of developing the Spatial Plan of FBiH, the existing national parks will be valorised and new will be delineated, as well as the areas with special natural values – parks of nature and other protected areas. The Federation Government will make decisions this year proclaiming the following national parks: Una, Igman-Bjelašnica- River Rakitnica Canyon, Prenj-Čvrtnica-Čabulja, Hutovo Blato, as well as the National Park Sutjeska. The priority was given to those areas also through the BiH participation in the Interreg IIIB program, in connection with development of National Parks Master Plan in BiH, which also includes the management, staff training and encouraging the “soft”

tourism, all based on the principle of sustainability. This year, Bosnia and Herzegovina will also sign and ratify the European Landscape Convention.

Enhancing the cultural heritage as a development factor

Bosnia and Herzegovina is a country with very rich cultural heritage, from different periods – from paleolithic, to Roman Empire, Medieval times, Ottoman Empire to Austro-Hungarian time and Moderna. There is a long tradition of protection of cultural heritage. However, during the most recent war, many protected cultural heritage buildings have been destroyed. Because of that, the Law on Protection of National Monuments of BiH was adopted. This law significantly shortens the procedure for reconstruction of such buildings. A Commission for Protection of National Monuments was established at the state level and in collaboration with the UNESCO and other organisations working with cultural heritage, it has developed the list of 777 national monuments (individual buildings and building complexes) that need to be reconstructed.

Last year, the Federation Government allocated the funds for rehabilitation of the Old Town Pocitelj, and this reconstruction project is now in its final stages. It will help Pocitelj be used again, not only as a tourist attraction, but also as a living town – Art Colony, Art Ateliers, etc. Also reconstructed are the other national monuments, with the participation of religious communities or foreign donors – as is the case with the Old Bridge in Mostar.

Development energy resources while maintaining safety

The spatial planning policy encourages environmentally acceptable energy resources, where water is a significant one. Because of that, an emphasis is placed on hydro power plants, both the existing ones and those under construction. Also, as many as possible cities should have natural gas, because the use of natural gas, which is a clean source of energy, would reduce the pollution of the environment. As for the thermal power plants, which were given the priority in the

past, a permanent control of the filters and other pollution reduction devices is implemented.

Encouraging high-quality and sustainable tourism

The tourism has not yet achieved the desired level of development in Bosnia and Herzegovina, which it could reach, having in mind broad possibilities in terms of natural and cultural heritage. The policy of spatial planning promotes the environmental-friendly forms of tourism. In the national parks, when developing the spatial planning documents, a particular care will be taken on protection of sensitive natural values, but also on the development of the so-called “soft” tourism, outside the “core” zone, with the facilities adjusted to the traditional architecture, and incentives for traditional crafts. What one wants to achieve with this is both the protection of natural resources and development of the region as a whole through opening new jobs.

Limitation of the impact of natural disasters

Preventive measures against natural disasters are foreseen in the legislation, starting from the conditions the buildings have to satisfy in terms of their resistance to seismic movements and fire, to adoption of bylaws prescribing the protective measures against floods, forest fires, etc., as well as the methods of taking care of the victims and goods in case of such disasters.

Horizontal and vertical co-operation

The Law on Spatial Planning specifies the responsibilities, both for development of spatial planning documents, and in terms of the responsibilities for implementation, status monitoring and taking action. The Federation Government is going to establish a Council for preparation of Spatial Plan of FBiH, which will include: line Federation ministries, 10 cantonal ministries, non-governmental organisations, as well as representatives of local communities. This is the way in which one wants to contribute not only to

harmonisation of spatial planning documents, but also to achievement of a consensus on main goals of spatial planning. The Spatial Plan of Federation of BiH may be adopted only if agreed by all ten cantons. Within two years since the adoption of the Spatial Plan of FBiH, all cantonal ministries have the obligation to monitor the implementation of the plan through their own and municipal services, and report to the Federation Ministry. Depending on the reports on implementation of the Spatial Plan of FBiH, the Program of Measures for promotion of the situation in space, which is a result of harmonised positions of all cantons and the Federation ministry. On the other hand, when developing the Spatial plans of the cantons, the Federation Ministry has to issue consent, in terms of harmonisation with the document concerning a wider area – the Spatial Plan of FBiH. The Cantonal Spatial Plans must in turn result from harmonised positions of all local communities (municipalities) in the canton.

Public participation

The pre-war, and particularly the new legislation, prescribes the obligation of offering all planning documents for public discussion, and this is to be done twice, once in the form of a draft, and second time when the document is in the form of a proposal. This process means full public involvement.

In the Tuzla Canton, the adoption of the Spatial Plan for the Tuzla Canton is currently in its final stages. This Plan was developed using the methodology that is based on a democratic and consultative process, what means full involvement of general public in the whole process, from the very beginning. The Spatial plan of Tuzla was made in co-operation with the Canadian Urban Institute and non-governmental organisations from Toronto. At the very beginning, there were public discussions and seminars organised in order to achieve a good picture of development the citizens of the Canton want. After the consultations and communications with the general public, which was followed by development of technical documents with all its dilemmas and options, the aggregate document was

adopted by the Parliament. What followed this, were additional consultations and communications with citizens, on the basis of which a draft Spatial plan was made. The Draft had been offered for public discussion over a period of two months, and after the appropriate changes were made, which had followed from the comments and proposals during the public discussion, a Draft Spatial plan of the Tuzla Canton was developed, which is currently once again offered for the public discussion, and after that, it will be submitted for adoption.

Considering that the new Methodology for development of Spatial plan of the Federation of BiH is currently in the form of a draft, we will by all means use this positive practical example and prescribe the obligation of having the public involved in all stages of development of the plan documents, using the possibility of publishing it on the Government web page, what will provide an opportunity to the widest possible range of stakeholders to choose the right way of development that suits their measure. Actually, spatial planning measured by men is our ultimate goal.

BULGARIE

Assurer un développement durable conformément au projet de résolution « Déclaration sur la dimension territoriale du développement durable »

La transformation du développement durable en politique officielle de planification et de gestion en République de Bulgarie a posé l'exigence de mettre en œuvre cette conception malgré les défis qui sont liés à sa mise en pratique.

Au cours des années passées de transition, la Bulgarie a sensiblement amélioré ses caractéristiques environnementales. En même temps, une série de processus ont aggravé certains paramètres de base concernant la durabilité dans l'aspect économique, social et territorial.

L'adoption par la République de Bulgarie des Principes du développement territorial durable pose la question de leur mise en œuvre par différentes solutions instrumentales et institutionnelles, dont les plus importantes sont les suivantes :

La législation

La réalisation d'un développement durable et équilibré des régions représente une des objectifs principaux de la *Loi sur le développement régional* adoptée en 1999.

Par autre loi, la *Loi sur l'aménagement du territoire* (de 2001), on règle la planification spatiale, les permis de construire, le contrôle sur l'aménagement du territoire en mettant en œuvre d'une manière consécutive les principes du développement territorial durable.

Une série d'autres actes législatifs règlent également les questions liées à la dimension territoriale du développement durable, telles que : *la Loi sur la protection des terres agricoles, la Loi sur la protection de l'environnement, la Loi sur la diversité biologique, la Loi sur la forêt, la Loi sur l'eau, le Décret-Loi sur l'évaluation*

d'impact sur l'environnement et les procédures de sa mise en œuvre, etc. Il s'ensuit donc qu'en République de Bulgarie, on a créé le cadre légal nécessaire à la mise en œuvre des Principes directeurs pour le développement territorial durable du continent européen (Hanovre, 2000).

La planification

Le trait caractéristique du développement durable est l'approche à long terme qui présuppose la planification stratégique. Sauf la mise en œuvre de l'approche stratégique, la planification spatiale représente également un processus d'intégration fonctionnelle de différentes politiques avec leur impact sur le territoire et de recherche de solutions optimales de toutes les exigences qui parfois sont contradictoires pour les différents secteurs.

Avec l'adoption de la Loi sur le développement régional (de 1999), on a réglé et réalisé le processus de planification régionale. On a établi un Plan national de développement régional et des plans régionaux de développement. Les communes ont élaboré leurs stratégies de développement local et on a assuré l'intégration de ces stratégies dans les plans régionaux de développement.

Aux termes de la Loi sur l'aménagement du territoire (de 2001), il faut établir un Schéma national sur l'aménagement du territoire. Les travaux dans ce domaine ont été entamés par l'établissement d'une Méthodologie d'élaboration du Schéma national d'aménagement du territoire basée entièrement sur les principes du développement territorial durable. Les intentions sont d'assurer la relation entre celle-ci et le Plan national de développement, c'est-à-dire d'assurer l'interrelation entre la planification spatiale et la planification économique.

La Loi sur l'aménagement du territoire prévoit l'établissement, au niveau régional, des schémas régionaux d'aménagement, et au niveau local, des plans généraux communaux et des plans généraux

et détaillés d'aménagement des localités. L'objectif de ce système de schémas et de plans est d'assurer la base spatiale du développement durable.

Dans les dispositions de la Loi sur l'aménagement du territoire, la relation entre les schémas d'aménagement du territoire et les plans de développement régional est formellement inscrite.

Les travaux concrets liés à l'établissement des schémas régionaux d'aménagement et des plans communaux d'aménagement commenceront durant cette année – à cause des déficits financiers existants.

On peut noter en tant que processus positif l'établissement de plans généraux d'aménagement de certaines grandes villes (Sofia, Plovdiv, Varna) qui tiennent compte des principes de développement durable dans les nouvelles conditions sociaux, économiques et politiques et surtout après les changements liés à la propriété et à l'utilisation des sols. On prévoit d'accompagner l'établissement du nouveau Plan général de Sofia d'une loi spéciale.

Sur la base du schéma national d'aménagement et des schémas régionaux d'aménagement, l'Etat peut exercer de l'influence tant sur les autorités responsables de l'aménagement communal, que sur celles responsables de l'aménagement de secteur (comme les transports, l'énergie, l'alimentation en eau) en édictant des ordres sur l'établissement ou la modification des plans en vue d'adapter les projets et les plans communaux et sectoriels conformément aux objectifs de la politique nationale d'aménagement du territoire. Concernant la hiérarchie dans le processus d'aménagement en Bulgarie, les autorités à tous les niveaux de gouvernement ont les droits et les responsabilités d'initier l'établissement des plans prévus par la loi.

Les prévisions des schémas d'aménagement concernant la structure territoriale, l'équipement technique d'importance nationale et régionale, la protection de l'environnement et des sites du patrimoine culturel, historique et naturel, ainsi que l'utilisation des ressources en

eau et forestières, sont obligatoires pour les autorités qui doivent les respecter lors l'établissement des plans généraux et détaillés ultérieurs.

Les procédures administratives et judiciaires

D'une importance particulière pour la mise en œuvre des principes de la dimension territoriale du développement durable sont : la délivrance des permis de construire, le contrôle de l'utilisation des sols et les actes relatifs à l'aménagement du territoire. Ces procédures, malgré leur bonne régulation dans la législation, ne sont pas toujours respectées effectivement.

La coopération et le partenariat

La mise en œuvre des Principes du développement durable est une tâche qui engage la responsabilité non seulement des ministres du développement régional et des autres secteurs, mais aussi de tous les acteurs principaux de la société (collectivités locales et régionales, les responsables, les associations, le secteur privé), qui concerne tous les thèmes qui ont trait au développement durable et qui impose de trouver de différentes formes de dialogue, de consentement et de coopération réelle. Malheureusement, ces mécanismes, afin de les faire mieux fonctionner, doivent subir un certain réajustement.

L'institutionnalisation

Au niveau national, les ministères suivants sont chargés de la mise en œuvre des Principes de développement territorial durable : le Ministère du développement régional et des travaux publics, le Ministère de l'environnement et des eaux, le Ministère de l'agriculture et des forêts, la Commission sur développement durable (qui fait part du Conseil national du développement régional auprès du Conseil des ministres), la Commission sur la terre (qui contrôle le changement de la vocation des terres agricoles qui se fait afin de les transformer en terrains à bâtir).

Les collectivités locales et régionales ont également des compétences en matière de mise en œuvre de la politique d'aménagement du territoire qui assure la durabilité de l'espace national.

Le suivi

Le nouvel élément clé dans la Loi sur l'aménagement du territoire réside dans l'exigence pour le maire de la commune de présenter devant le conseil communal un rapport annuel sur l'état de la mise en œuvre du plan général d'aménagement et, en cas de besoin, de sa modification éventuelle.

La participation aux projets transfrontaliers et transnationaux pour le développement territorial durable

La Bulgarie prend part aux projets d'importance tant transnationaux (tels que VISION PLANET, ESTIA etc., qui mettent en œuvre les principes du développement territorial durable dans la zone CADSES), que bi- et multilatéraux (par exemple, le Projet d'établissement de capacité de gestion des zones humides dans le bassin du fleuve de Danube dans le cadre du Programme de coopération transfrontalière dans le bassin du Danube).

Mettre en œuvre les Principes directeurs pour le développement territorial durable du continent européen

Les aspects thématiques des Principes directeurs pour le développement territorial durable du continent européen

Le contenu riche des aspects thématiques des Principes directeurs pour le développement territorial durable exige une politique ciblée et orientée vers leur mise en œuvre. La Bulgarie s'associe à ces principes, apprécie hautement leur importance et les adopte en tant que tâches principales et impératives de sa politique spatiale.

Comme on a indiqué plus haut, la promotion de la cohésion territoriale par le développement socio-économique durable et de la

capacité concurrentielle représente un des objectifs principaux de la Loi sur le développement régional de 1999. Cette loi définit les régions d'intervention ciblée – ce sont les zones qui ont besoin de l'aide de l'Etat en vue de résoudre leurs problèmes spécifiques, d'éliminer et de surmonter les processus défavorables dans le domaine économique et social – qui sont, notamment, les régions de croissance économique, les zones de montagne, les zones rurales et les régions frontalières.

Il faut ici noter que la Stratégie nationale du développement régional donne les solutions territoriales pour la réalisation des aspects thématiques des Principes directeurs. Par ailleurs, la Méthodologie préparée d'établissement du Schéma national d'aménagement du territoire met en œuvre d'une manière consécutive les Principes directeurs. Par l'intermédiaire de ce Schéma, on réalisera pratiquement l'intégrité fonctionnelle des politiques régionales sur le territoire national.

On établit également des projets d'aménagement du territoire financés par les fonds de pré-adhésion ou autres qui visent à valoriser et à protéger les ressources naturelles, le patrimoine naturel, le patrimoine culturel, à développer un tourisme de qualité et durable, à inciter le développement des régions rurales et d'autres zones sensibles.

On a élaboré des stratégies et des programmes de gestion des bassins des rivières plus grandes, du littoral de la mer Noire et des régions de montagne.

Ces dernières années, on réalise un projet important pour la conservation et la gestion de la biodiversité avec l'aide de la Suisse qui comprend certaines zones de montagne en Bulgarie, telles que : le Balkan Central, les montagnes de Strandja, de Pirin, etc. Des programmes concrets ont été élaborés pour la gestion des parcs naturels, tels que : le Parc national de Strandja, le Parc national de Rila, le Parc naturel de Vitocha, le Parc national de Pirin, etc.

Ces programmes et projets ont, dans la plupart des cas, un caractère transnational d'autant qu'ils aident à conserver certains éléments spécifiques et importants du paysage naturel et culturel d'Europe.

De nombreux documents communs de programmation en matière de coopération transfrontalière ont été établis entre la Bulgarie et la Grèce et entre la Bulgarie et la Roumanie. A l'heure actuelle, sept Eurorégions sont établies sur les frontières nationales avec les Etats voisins. Une grande part des communes frontalières a conclu des accords de coopération transfrontalière. Dans les programmes d'action des Eurorégions et des communes frontalières, une large place est accordée aux mesures et aux projets qui concernent la coopération en matière de développement régional socio-économique, d'aménagement, de protection de l'environnement et de gestion conjointe respectant les exigences de l'environnement dans les zones sensibles, de création de parcs transfrontaliers, de prévention en cas de désastres naturels, etc. Le fait qu'il existe un grand intérêt pour la mise en œuvre d'actions transfrontalières conjointes est très favorable mais, malheureusement, les ressources financières limitées entravent assez souvent les programmes ambitieux préétablis.

La République de Bulgarie exprime son soutien à la mise en œuvre des Principes directeurs et essaye, malgré les difficultés auxquelles elle est confrontée, d'apporter sa contribution faire son apport dans le cadre de ses possibilités. En même temps, l'établissement d'un Schéma de développement spatial de la Grande Europe devrait inclure également le territoire de la Bulgarie, évaluer l'importance de cet espace en tant qu'élément de la diversité du continent européen et essayer de mieux l'intégrer.

La coopération horizontale et verticale

On a ressenti la nécessité d'améliorer la coopération horizontale et verticale en tant que condition importante pour la mise en œuvre des principes du développement territorial durable. A l'heure actuelle, on ne peut pas dire que cet objectif soit atteint, pour différentes raisons.

Dans les conditions de Bulgarie, cette coordination est recherchée par différentes voies : en utilisant les formes institutionnelles ou par l'intermédiaire de différents instruments.

Parmi les formes institutionnelles, on peut indiquer :

- *le Conseil du développement régional auprès du Conseil des ministres* qui est composé de hauts représentants de différents ministères, de gouverneurs régionaux et d'un représentant de l'Association nationale des municipalités en République de Bulgarie ; dans le cadre de ce Conseil, on a établi une Commission nationale sur le développement régional ;
- *les Conseils régionaux de développement régional ;*
- *les Conseils communaux de développement.*

La composition des deux derniers conseils comprend des représentants de différentes institutions, des collectivités régionales et locales, des organisations non gouvernementales, des associations du secteur privé, etc.

L'expérience acquise à ce jour démontre que plus le niveau est bas, plus la possibilité devient plus grande d'atteindre une mise en œuvre intégrée de la politique territoriale. C'est notamment dans la petite communauté locale, qui est de voisinage et bien connue, que les problèmes et les aspirations peuvent réunir la population locale représentée par ses autorités locales et organisations des citoyens.

Au niveau national, la coordination pose problème et cela est dû au manque de règles et de procédures formellement arrangées. L'aménagement du territoire n'est pas simplement une politique de secteur, bien que la politique relative au développement régional et à l'aménagement du territoire soit souvent conçue comme politique de secteur qui est du ressort du Ministère du développement régional et des travaux publics.

Le contenu et les procédures d'élaboration et d'approbation des plans d'aménagement, en tant que composante de la politique d'aménagement du territoire, tiennent en compte la condition

obligatoire d'accéder à la coopération entre les différents niveaux et au respect du principe de réciprocité.

La mise en œuvre des principes de subsidiarité et de réciprocité dans l'aménagement du territoire n'est possible que par le transfert de compétences aux niveaux régional et local, ce qui a été effectué avec la Loi sur l'aménagement du territoire (de 2001). Avant, le niveau régional était privé de compétences en matière d'aménagement du territoire et les collectivités locales (les communes) avaient des compétences considérables en la matière.

La participation de la société civile

Les années passées ont canalisé le processus de consolidation de la société civile en Bulgarie et on est en présence d'activités croissantes sur les problèmes du développement durable et sa dimension territoriale.

La participation des citoyens est recherchée sous différentes formes, à partir de la participation des organisations non gouvernementales locales dans le fonctionnement des organes d'autonomie locale jusqu'à la possibilité fournie à chaque citoyen d'exprimer son attitude vis-à-vis de la politique d'aménagement du territoire réalisée et des solutions retenues en matière d'aménagement du territoire et d'urbanisme.

La pratique de l'aménagement au niveau local est en phase de développement et les communes acquièrent de plus en plus la capacité de planifier, y compris avec la participation des citoyens aux réunions des forums communaux. De nos jours, cette forme est largement répandue.

Les projets de schémas d'aménagement régionaux sont soumis à la consultation du public avant leur déposition au conseil d'experts sur l'aménagement du territoire. Les plans généraux d'aménagement de commune ou de ville sont également soumis au débat public avant leur déposition au conseil d'experts sur l'aménagement du territoire. Chaque citoyen peut y participer, exprimer son opinion et faire ses

propositions au sujet du plan. Toutes les propositions faites sont prises en compte lors l'examen du plan en conseil d'experts.

Une procédure détaillée de débat public et de participation des personnes intéressées concerne l'élaboration des plans détaillés d'aménagement. L'administration communale est obligée de présenter les motifs en cas de non prise en compte des propositions ou demandes des personnes physiques ou morales concernant le plan.

La procédure d'évaluation d'impact sur l'environnement prévoit également la participation du public. Il est possible de combiner le débat sur l'évaluation d'impact avec le débat prévu par la loi sur l'aménagement du territoire concernant les plans.

En conclusion, on peut dire que tant les institutions centrales et les collectivités locales que les citoyens et les organisations non gouvernementales n'ont pas de traditions en matière d'organisation du dialogue et de l'interaction. Il existe encore le risque de l'apparition de conflits « artificiels » à cause du manque d'information mutuelle ou d'imposition de décisions de force et cela est dû avant tout à ce qu'on a hérité de la période socialiste.

CROATIA

Administrative structure of the State

A fundamental re-structuring of the State administration and regional and local self-government, including a territorial division of the State, took place after establishment of the Republic of Croatia as an independent State. In this connection the following laws were enacted: the State Administration Structure Act (“Official Gazette” Nos. 75/93, 48/99, 15/00, 127/00 and 59/01) and several by-laws enacted on the basis of this Act, the Local and Regional Self-government Act (“Official Gazette” No. 33/01) and the Act on the Area of Counties, Towns and Municipalities in the Republic of Croatia (“Official Gazette” Nos. 10/97, 124/97, 68/98, 22/99, 117/99, 128/99, 44/00, 129/00 and 92/01).

The entire territory of the Republic of Croatia was divided into 21 regional self-government units (20 counties and the City of Zagreb), with the area of counties further divided into municipalities and towns in which local committees were established. In Croatia 547 local self-government units or rather 123 towns and 424 municipalities were established.

Overview of spatial planning legislation

The mainstays of the spatial planning legislation in the Republic of Croatia are the Spatial Planning Act (“Official Gazette” Nos. 30/94, 68/98 and 32/02) and 9 subordinate acts.

For the purpose of implementing the spatial planning policy in accordance with the basic determinants of the laws laying down the set-up of the state administration and the regional and local self-government, the Croatian Parliament and representative bodies of the regional and local self-government units are bound to adopt spatial planning documents, each at its own level or rather in its own region.

In compliance with the provisions of the Spatial Planning Act, the Croatian Parliament adopts spatial planning strategic documents, i.e. the State's Spatial Planning Strategy and the Spatial Planning Programme and the Two-year Action Plan for Improvement of the Space relating to the entire territory of the country. Representative bodies of the regional and local self-government units adopt spatial plans on the basis of two-year reports on the spatial state and the Action Plan for Improvement of the Space.

Implementation of all spatial planning documents (including those adopted by the regional and local self-government units) lies within the competence of the government bodies (the Ministry of Environmental Protection and Spatial Planning, the State's County Offices and the Office of the City of Zagreb).

Former development of spatial planning

Croatia has a long tradition of spatial planning dating back to the years between the two world wars. After the World War II, the legislation was introduced laying down the issues mentioned.

The first regional plan was drawn up in the mid-50s of the last century and integrated coastal area plans were among the first in the world to be formulated – late in the 60s of the last century and in collaboration with the UNDP.

Basic role, principles and special objectives of spatial planning

The basic role of the spatial planning system in the Republic of Croatia is planning and arranging the country's space so as to provide conditions for administration, protection and management of the space as a particularly valuable and limited national asset. At the same time, this creates conditions for a social and economic development, environmental protection and rational use of natural resources.

The basic spatial planning principles are:

- an integrated approach to spatial planning,
- a uniform economic, social and cultural development of the state's space, taking special care of and developing regional spatial peculiarities,
- sustainable development planning, rational use and protection of the space,
- protection of integral values of the space,
- protection and improvement of environmental state,
- protection of cultural monuments and especially valuable nature components,
- provision of better living conditions,
- harmonisation of various interests of space users and priority activities in the space,
- linking the state's spatial planning with the European sustainable spatial development,
- establishment of a spatial information system for the purpose of spatial planning, space use and protection,
- ensuring availability of public data and a free access to data and documents relevant to spatial planning.

Special spatial planning objectives are:

- reconstruction and development of war affected and threatened areas,
- conservation of the space and environment,
- international co-operation in the field of integrated spatial planning,
- improvement of the efficiency of spatial management systems.

Planning document system

The Spatial Planning Act includes among other things, or rather lays down:

- monitoring of the state of the space, on which basis a report on the state of the space and an action plan for the improvement of the state of the space are to be prepared each two years at all three levels,
- preparation and adoption of spatial planning documents at all three levels (the State's Spatial Planning Strategy and Programme and spatial plans) and carrying out other expert spatial planning activities,
- implementation of spatial planning documents,
- administrative and inspection control over enforcement of the Spatial Planning Act.

Spatial planning documents are:

- Spatial Planning Strategy, Spatial Planning Programme and spatial plans:
- Spatial plans:
 - Spatial plan of the county and the City of Zagreb,
 - Spatial plan of areas with particular features,
 - Spatial plan for the arrangement of a municipality or a town respectively,
 - Master plan,
 - Urban development plan,
 - Detailed arrangement plan.

In Croatia all spatial plans of the counties or rather regions have been drawn up and adopted on the basis of the 1994 Spatial Planning Act, which enabled the establishment of a comprehensive overview of the spatial planning of regions or the state respectively. Spatial plans of the regions are used as a basis for preparation of a new generation of spatial plans of municipalities or towns respectively.

Since protected parts of nature are given particular attention by the Ministry of Environmental Protection and Spatial Planning, this Ministry – in compliance with the provisions of the Spatial Planning Act – prepares spatial plans for areas with particular features and for areas of national and nature parks.

Regions of transboundary and interregional co-operation

In relation to European regions, Croatia is a Central European, Mediterranean and Danubian country. Accordingly, the Ministry of Environmental Protection and Spatial Planning actively participates in certain organisations of interregional co-operation (the Alpe-Adria Work Community, the Danubian Countries Work Community).

Croatia wishes to contribute to a regionally well-balanced and sustainable Europe and is therefore making every effort to join more actively the projects of transboundary co-operation and interregional co-operation among the countries of Europe. Among other things, the Ministry of Environmental Protection and Spatial Planning is actively involved in international environmental protection projects funded by the European Commission, such as “The Wolf Protection and Management in Croatia” and “Establishment of a National Ecological Network as a Part of the Pan-European Ecological Network and the NATURA 2000”.

An agreement on transboundary co-operation has been signed with Slovenia, thus providing preconditions for a further transboundary co-operation, and the signed Framework Agreement on the Sava Basin provides preconditions for an intensive interregional co-operation.

Specific spatial categories

In relation to specific spatial categories determined by the Guiding Principles for Sustainable Development of the European Continent (urban areas, rural areas, highland areas, coastal areas and island regions, river basins and flood plains, areas of land use conversion and border regions) the Spatial Planning Strategy of the Republic of Croatia determined specific spatial categories of Croatia: highland areas, rural areas, islands, border areas and war affected areas. For the purpose of a uniform development of all areas the following legislation was enacted:

- the Highland Areas Act (“Official Gazette” Nos. 12/02, 32/02),

- the Agriculture Act (“Official Gazette” No. 66/01) enabling credit financing of the development and rehabilitation of agriculture,
- the Islands Act (“Official Gazette” Nos. 34/99, 149/99) also providing preconditions for development, and
- the Act on Areas of Special Concern (“Official Gazette” No. 26/03).

As a result of changes in social, economic and ecological conditions (shutdown of major industrial complexes and handing over of military zones to the civil sector), a need for the conversion of land use in large areas is slowly emerging.

Natural resources

Croatia has a long tradition of the protection of natural resources. The area of the Plitvice Lakes was designated protected early in the 20th century and is on the UNESCO World Natural Heritage List.

Aiming at conservation of the natural diversity of Croatia and in compliance with the provisions of the Nature Protection Act, 8 national parks (the Plitvice Lakes, Mljet, Kornati, Krka, Risnjak, Brijuni, Paklenica and North Velebit) and 10 nature parks (Telaščica, Medvednica, Lonjsko Polje, Velebit, Biokovo, Kopački rit, Žumberak and Samoborsko gorje, Papuk, Učka and Lake Vransko) were designated in Croatia. These protected areas cover about 11 per cent of the total surface area of Croatia.

Landscape

In 2000 the Member States of the Council of Europe including Croatia signed the European Landscape Convention, which Croatia ratified as one of the six Member States and subsequently approved the Act on Ratification of the European Landscape Convention (“Official Gazette” No. 12/02). By the Act mentioned Croatia committed itself to protection, management and planning of

landscapes through their identification, raising the awareness of the landscape importance, education and international co-operation.

For the purpose of implementing the Convention mentioned the Ministry of Environmental Protection and Spatial Planning launched a pilot project “Identification of the Makarska Landscape”.

Horizontal and vertical co-operation

Horizontal co-operation

Spatial planning does not consist only in preparation of broad-based integrated plans that anticipate and manage the future development. A specific function of spatial planning lies in co-ordination of functions among sectoral policies and activities with considerable spatial impacts. For that reason various sectors participate in preparation and adoption of a spatial planning document, including its implementation, through determining special conditions or delivering the opinion of a government body and legal entities with public competencies in the procedure of the sitting permit issuance, and through approving the main project during the procedure of the sitting permit issuance.

The control of the horizontal compliance of spatial planning documents and their lawfulness is carried out and checked through opinions and approvals given by certain bodies to the spatial planning draft documents. Consequently, spatial plans for counties may only be adopted after obtaining the approval of the Ministry of Environmental Protection and Spatial Planning as regards the harmonisation with the provisions of the Spatial Planning Act, the State’s Spatial Planning Strategy and Programme and spatial plans of adjacent counties, including the opinion delivered by representative bodies of the local self-government unit.

Vertical co-operation

The Spatial Planning Act has also provided for the mutual vertical harmonisation of spatial planning documents. For that reason a spatial planning document of a closer area must be brought in line with the spatial planning document of a wider area.

Public participation

Croatia strives for all of its citizens to be unambiguously and comprehensively informed of all planning process stages, which also complies with the European Charter on Regional/Spatial Planning at the Regional and Local Level.

Public participation in the course of preparation of spatial plans is determined by the Spatial Planning Act and by the By-law on Public Hearing in the Process of Adopting Spatial Plans (“Official Gazette” No. 101/98).

Public participation is also provided for in the procedure of issuing building permits (sitting and building permits), but to a lesser extent (neighbours). There is also the right of appeal provided, which is of a suspended character, and a judicial protection in case of discontent.

Public-private partnerships are of particular importance for spatial planning as a means to achieve spatial development objectives and in some cases have proven to be even more effective than purely public partnerships.

Note:

The Ministry of Environmental Protection and Physical Planning is in the process of preparing a new Spatial Planning Bill. Fundamental changes in this Bill relate to a stronger decentralisation in the process of preparing spatial plans, to simplification of the procedure of issuing building permits, introduction of the procedure of urban land consolidation as an instrument to implement spatial plans, strengthening public participation and a more efficient vertical and horizontal co-operation.

CYPRUS

Securing sustainable development through the planning system in Cyprus

The planning system in Cyprus

The three-tier hierarchy of Development Plans was introduced by the 1972 Town and Country Planning Law is based on the concepts of the “Island Plan,” which refers to the national territory and the regional distribution of resources and development opportunities; the “Local Plan,” which refers to major urban areas, areas of exceptional importance or areas undergoing intensive development pressures and rapid physical development; and the “Area Scheme,” at the lower end of the hierarchy, which in general refers to areas of a smaller scale and is more detailed and specific project oriented.

For all territory where neither a Local plan nor an Area Scheme is in force, an additional type of development plan was introduced to the planning system in 1982; the Policy Statement for the Countryside, a legally binding document in the form of an adapted regional plan for the control of development and the protection of the environment in villages and rural areas. Along with this document, a series of zoning plans have been published for the majority of rural settlements, while areas of outstanding natural beauty, selected coastlines and nature protection areas, as well as areas of protected landscapes, including lakes, rivers and reservoirs, precipices and canyons, unique geological formations and mountain peaks, are all delineated on a detailed cadastral inventory which complements the guidelines of the Policy Statement.

The Island Plan

The Island Plan is a statement of the broad national strategy in the area of regional and spatial planning with strong links to overall national economic and social policy. It signifies the Government’s intentions in respect to the proper and efficient use of land

throughout the island and refers especially to the population's regional distribution, regional-level spatial policies in relation to industry, commerce, tourism and other major sectors of the economy, the designation of areas of special social, historic, architectural or cultural interest, the designation of areas of special natural and environmental value, as well as the pattern of national and regional transportation networks and other public services.

Nevertheless, with the 1974 Turkish invasion and subsequent military occupation of a sizeable portion of the island, the preparation of an Island Plan was no longer feasible. Therefore, the House of Representatives had to amend the Planning Law, removing the mandatory obligation for its publication and, as a result, the planning system has been deprived of its island-wide regional context.

The Policy Statement for the Countryside

The inability to formulate an Island Plan due to the forced division of Cyprus, led the Government to prepare and publish the Policy Statement for the Countryside (PSC), which refers to all government-controlled territory, except areas where a Local Plan or Area Scheme is already in place. The PSC is a general document containing the broad framework for controlling and promoting physical development in mostly rural areas. In certain cases, areas with a high development momentum, such as some of the most intensively developed tourist resorts, are also covered by the PSC.

The PSC, however, is not a regional development plan, in the sense that, say, a Local plan is. It rather defines land use zones for most rural settlements and communities and areas of special or exceptional natural or environmental value. It also specifies a framework of zoning policies for a wide spectrum of development types, including residential, commercial, tourist, industrial, agricultural etc.

Recognising that a document as general as the PSC has shortcomings in terms of responsiveness to specific local circumstances and characteristics, the general objective is to proceed with the preparation of detailed Area Schemes for particular settlements, or Local Plans for larger territories and settlement groups, already under way. However, PSC has proven its use and merits in the sense that, since 1990 it has provided the general policy framework and development control guidelines in areas planning considerations could not, previously, be taken into account in the development decision making process.

Public participation

The 1972 Town and Country Planning Law does not clearly specify procedures for promoting active public participation in the planning process. However, it specifies how the public may influence the provisions of a Local Plan or Area Scheme at the two stages described below.

In the first instance, the public may be involved at the plan-making stage, through the deliberations of the Joint Board. Members of the Joint Board, who are appointed by the Council of Ministers, include representative of the Local Authorities involved, as well as persons of special knowledge or expertise in relation to the study area. The role of the Joint Board is essentially consultative and its main objective is to inform the Minister on opinions and suggestions in relation to a Development Plan's current or proposed policies. Thus, public opinion is expressed through the elected councillors and other local representatives.

After its approval by the Planning Board, a Development Plan is published and put on deposit for the public's inspection. Local Authorities, NGOs, or any interested body or individual may thereafter submit objections against any of the plan's provisions. The Minister examines any objections, submits his suggestions and

remarks to the Council of Ministers for considerations and decisions, and eventually publishes the Approved Development Plan, which remains in force until the following amendment.

Through these processes, in many instances, local ad hoc pressure groups and NGOs have raised issues and questions, which directly relate to planning policy. Political pressure has thus had considerable effects on the implementation of several provisions of published Development Plans.

The prospects of sustainable planning in Cyprus

During the past decade, the efficacy of the planning system has been monitored very closely to determine the need for the introduction of any modifications. As a result, it has been demonstrated that there is a need to re-evaluate the scope for the preparation of the Island Plan, according to the provisions of the planning legislation. Indeed, the void at the high end of the Development Plan hierarchy affects the relevance of all other plans, both directly and adversely, as well as the validity of social and economic projections upon which Local Plans are based.

The scope, nature and contents of the Island Plan should, therefore, be re-evaluated, in order to define a type of regional plan, which will accommodate current and future planning needs, as well as become an instrument for bridging regional disparities in terms of development and employment opportunities, infrastructure and provision of services.

Moreover, Local Plans should be enriched and strengthened through the introduction of provisions that specify the manner of implementation of their strategies and policies. Phasing and investment programmes are considered to be indispensable tools for promoting the development and enabling the implementation of positive planning measures according to the provisions of published Local Plans. Their scope should, therefore, be widened beyond the control of development initiatives by the private sector.

In addition, new planning and development control procedures, allowing for and encouraging effective and meaningful public participation, should be introduced. To achieve this, planning agencies must work towards the enrichment of the public's planning perception and further promote awareness and information dissemination through specifically designed programmes. Furthermore, the strengthening of existing enforcement procedures and mechanisms, as well as the allocation and distribution of planning competencies between Central Government and Local Authorities are all issues that must be examined with the scope of achieving a sustainable planning system and evaluated accordingly. Most significantly, however, priority must be given to the incorporation of environmental considerations within all Development Plans.

CZECH REPUBLIC

The current situation in the Czech Republic

The Czech Republic is a relatively advanced European country, with uniform settlement, high degree of urbanisation and relatively small regional disparities. The settlement is characterised by a dense network of villages and small towns as well as by a dense network of transport infrastructure. The density of roads and railways is higher than for example in the neighbouring Austria, though it must be admitted that their technical parameters are often obsolete on the Czech side. For the era of socialism, the orientation to the mining of both brown and hard coal, to the heavy industry and the iron and steel industry was typical. As a consequence of this, heavy damage to the environment, particularly the contamination of streams and air, occurred. On the other side, the central planning lacking of any market effects made possible the regular regional development, support of backward regions and modernisation of agriculture. The transition towards democratic governance and market economy after 1989 was typified by both heavy industry and mining recession, by restructuring of economy and increasing the share of services. As a result of this, a considerable environment improvement occurred, especially as far as the sulphur dioxide emission in the atmosphere is concerned. Influenced by the market economy, a higher differentiation and stagnation of some industrial branches (textile and machinery industries) takes place. At present, the policy of sustainable development is being implemented in the Czech Republic under the consideration of its all three following spheres:

- in the sphere of economy, a stronger role is being given to the regional policy with the support of the weak and structurally handicapped areas;
- in the social sphere, the policy towards a higher employment level and re-qualification of working force is being supported;
- in the sphere of ecology, the environment protection, nature and landscape conservation is being supported.

Ensuring the sustainable development by legislative measures

The Czech Republic, as a transition country, adopted a large number of new laws and amended a great part of valid laws. The reason for this was the respect for the principles of democracy and free enterprise in compliance with the documents of the Council of Europe and with the legislation principles of the EU member countries. At the present time, under discussion are the bill (draft of a new act) on town and country planning and on building regulations (The Building Act), the bills on cultural monuments, on a new administrative procedure code and others. Since 2000, within a public administration reform 14 self-governing regions and 6258 self-governing municipalities have been defined. The regional authorities and the local authorities of 388 municipalities have been entrusted with the state administration.

Among the acts, which are most important from the sustainable development point of view and were adopted after the year 1990, count the following ones:

- Act on EIA;
- Act on EIA of development concepts and programs;
- Act on the environment;
- Act on nature and landscape protections;
- Act on waters;
- Act on air protection;
- Act on protection of agriculture land;
- Act on woods and forests;
- Act on wastes;
- Act on energy management;
- Act on municipalities;
- Act on regions;
- Act on free access to information;
- Act on regional development support.

The Ministry for Regional Development is responsible for spatial planning, e.g. for regional policy matters, housing, town and country planning and building regulations, investment strategy and tourism.

At present, this ministry prepares a new act on town and country planning and on building regulations (Building Act). The principles of the new act comply with the principles of sustainable development. The conception of the new Building Act is approaching the legal principles of EU and is based on the relevant documents of EU and EC, particularly the ESDP and the GPSSDEC-CEMAT ones.

The major conceptual principles of the new Building Act are the following:

- declaration of the principle of sustainable development as the balance of its economic, social and environmental components;
- open landscape conservation and preventing the growth of the settlements built-up area;
- public control of all procedures and participation of the public at all spatial planning process stages;
- elaboration of a nationwide document entitled Spatial Development Policy that could be used as an instrument for the national policies and strategies for sectors;
- elaboration of regional spatial plans will be obligatory and will cover the whole territory of the region;
- regulatory plans will be preferably used for the decision-making purposes concerning the territory;
- public interest will be protected by the administrative agencies of individual sectors (state administration branches);
- accent will be put on general planning proceedings and planning decision-making, whereas planning building permit procedure (building permission proceedings) will be simplified;
- EIA procedure as well as the Guidelines of European Parliament and EC No. 2001/42/E will be obligatory;
- co-operation between private and public sectors, particularly in the building up of public infrastructure will be regulated by law;
- expropriation will be possible only in public interest. A separate act on expropriation of land and buildings will be prepared.

Currently, the Ministry of Culture prepares a new act on protection of cultural monuments, which will enact the rights of owners and, the rights of the state in the protection of cultural heritage.

In the Czech Republic, the spatial planning is understood as a multisectoral discipline, which is being used as a co-ordination tool of sector policies and, at the same time, as a co-ordination tool of private and public interests. The bodies responsible for the co-ordination and policymaking decisions are first of all the self-government authorities, which, at the local level, are the municipal council and, at the regional level, the regional council.

The spatial development policy as a nationwide document will be elaborated by the Ministry for Regional Development, and approved by the Government. The appointment of a special body entitled “Governmental Council for sustainable development” is considered.

The implementation of spatial plans is the duty of local and regional governments. The public authorities co-operate with the public law and private agencies, which ensure the co-operation of private sector. Municipalities associate willingly into micro-regions, within the frames of which the planning, development and investment issues are solved. Within the regions, there exist many regional development agencies, both private and public.

Application of GPSSDEC-CEMAT

The principles formulated in the present document are being practically applied within all sectors of State government, as well as within local and regional authorities.

As far as individual principles of sustainable development policy of spatial planning are concerned, the following can be precised:

Promoting territorial cohesion

The Czech Republic passed, in 2000, the law on the support of regional development. Within its framework, a support is being granted to economically weak and structurally handicapped regions. A nationwide document has been elaborated, entitled "Strategy of regional development", linking with regional strategies. For the purpose of EU accession, the National development plan has been elaborated, linking with Regional operation programmes and Sector operation programmes. The PHARE, ISPA and SAPARD funds are applied to balance the regional disparities.

Improving the relationship between town and countryside

Thanks to the settlement density, developed infrastructure and good transport accessibility, the difference between the city and the country is not felt to be a large problem. Within the framework of market economics, the regional differences become intensified but not in any drastic form. The fund SAPARD is applied for agriculture restructuralisation, the fund PHARE, to support smaller enterprises.

Promoting more balanced accessibility

In the Czech Republic, there was available a developed system of public transport, namely of the bus transport. With regard to the fact that the system mentioned requires expensive grants from public resources, it is being reduced in connection with car traffic increase. The cars begin to be among the greatest polluting actors to environment. As far as roads are concerned, not their density but their technical condition and capacity represent the major problem. The network of speedways and highways is to be completed, in the direction west-east (section Olomouc-Ostrava) and in the direction north-south (Praha-Linz) above all. The highway networks TINA link up with the TIN networks within EU.

Developing access to information and knowledge

The telephone and computer networks are quickly developing on commercial basis. The Ministry of Education introduces the programme Internet into the basic schools.

Reducing environmental damage

The environment is being continuously improved, as far as the purity of atmosphere and rivers is concerned. It is due to desulphurisation of thermal power plants, and building of sewage plants.

Enhancing and protecting natural resources and the natural heritage

The Czech Republic possesses a developed system of nature protection. There have been specified 4 national parks, 24 protected areas and some hundreds of natural reserves. Spatial plans include the delineation of territorial systems of ecological stability.

Enhancing the cultural heritage as a factor for development

In the Czech Republic, there is a dense network of historical cities, castles and châteaux. Eleven historical monuments, among which the city cores of Prague, Český Krumlov, Telč, have been entered on the list of the UNESCO. The care of historical monuments is being realised in co-operation of the State, municipality self-governments and the private sector. The growth of tourism has both positive and negative aspects. The over-dimensioned commercialisation and burdening of major complexes of monuments can be considered to be among negative trends. Therefore, the tendency is to propagate the hitherto less known parts of cultural heritage.

Developing energy resources while maintaining safety

The Czech Republic is entirely dependent on Thermal power plants above all. Although to the nuclear safety is paid great attention, the

disputes about nuclear power plants occur, namely with neighbouring Austria. Ecological energy resources are not largely applied at present. With regard to a relatively large wooded area, burning of wooden waste and wood matter represents a prospective trend.

Sustainable tourism

The Ministry for Regional Developments elaborated the concept of sustainable tourism, where namely balancing interests of both nature and historical heritage protection and interests of tourism are solved above all. An individual act on tourism is being prepared. At present, the interest of tourists is oriented mainly to Prague. The enlargement of the tourist interests in the other parts of the State form a part of the tourism concept. For this purpose the Ministry has elaborated a draft of tourism rayonisation, and evaluates the tourism potential all over the CR-territory.

Limitation of the impacts of natural disasters

The Czech Republic was affected by two large floods: in 1997, in Moravia (eastern part of the State), and in 2000, in Bohemia (western part of the State). The knowledge on floods was projected into anti-flood programmes. The character of anti-flood measures is both territorial (unblocking of river meads, changes in planning documents) and technical (building of dikes and water reservoirs).

Summary

The transition to market economy and opening of economics bring, from the point of sustainable development, both positive and negative effects. Among the positive ones, enhancing environment, improving infrastructure and increasing the quality of building can be included. Among the negative ones, growth in car traffic, urban sprawl and decline of industrial branches (danger of Brownfield) can be included.

The State policy and legislation tries to prevent the negative phenomena. The significance of spatial planning in that role is crucial and exceptional.

DENMARK

This description will concentrate on two aspects of the Danish spatial planning policies only. Firstly, the Danish planning system and practice is described with the Guiding Principles for Sustainable Spatial Development of the European Continent (GPSSDEC-CEMAT) in mind. Secondly, the role of Danish spatial planning policies for the promotion of sustainable development is investigated.

The Danish planning system in relation to GPSSDEC-CEMAT

Denmark has a simple and clear spatial planning system that strongly decentralises the delegation of responsibility. The Planning Act lays the foundations of the system. The municipal councils are responsible for comprehensive municipal planning, detailed local planning and permits for construction and changes in land use in rural zones. The 12 regional planning authorities are responsible for regional planning. The Minister for the Environment may influence decentralised planning through national planning initiatives. After a general election, the Government publishes its spatial planning policy in a National Planning Report and thus reports its vision for the future spatial development of Denmark. Also, the state may veto the planning of municipalities and regional planning authorities to uphold national interests.

Purpose of the Planning Act

The Planning Act ensures that overall planning synthesises the interests of society with respect to land use and contributes to protecting the country's nature and environment, so that sustainable development of society with respect for people's living conditions and for the conservation of wildlife and vegetation is secured. Spatial planning is especially intended to ensure that:

- the whole country and the individual counties and municipalities develop appropriately, based on overall planning and economic considerations;

- valuable buildings, settlements, urban environments and landscapes are created and conserved;
- the open coasts continue to comprise an important natural and landscape resource;
- air, water, soil and noise pollution are prevented; and
- the public is involved in the planning process as much as possible.

Securing sustainable development using spatial planning policy

Decentralisation of responsibility

The municipal councils, county councils and the Greater Copenhagen Authority have substantial responsibility for spatial planning. During each 4-year election period, the regional planning authorities revise the regional plan. During the first half of the election period, each municipal council publishes a political strategy for municipal planning and determines the extent to which the municipal plan should be changed.

Local plans are prepared when needed. Large development projects require a local plan before being initiated.

Public participation

One of the basic aspects of the Planning Act is that citizens are encouraged to be involved in the planning process before the plan is adopted. A plan proposal and a report on the premises of the plan are therefore published before the proposal is adopted. The municipal council establishes a deadline of at least 8 weeks during which property owners, neighbours, nongovernmental organisations, public authorities and others may submit their proposals or objections.

Substantial changes in a regional or municipal plan require a period of public comment before the planning authority starts to prepare a specific plan proposal. Many counties and municipalities use the Internet to publish plan proposals and adopted plans.

To conclude: The planning system, and the Planning Act, ensures that thematic aspects of the GPSSDEC-CEMAT are being implemented on a national scale. Public participation in the planning process is stipulated in the Act. The high degree of decentralisation giving great responsibility to municipalities of course also means that it is impossible for anyone to know exactly how far these principles are adhered to locally. The general impression is, however, that the GPSSDEC-CEMAT is widely followed in the daily practise of regional and local planning.

In Denmark, the role of spatial planning policies for achieving sustainable development is regarded as having primary importance.

In June 2002, the Danish Government adopted a national strategy for sustainable development, titled: “A Shared Future – Balanced Development”. The role of spatial planning is stressed in this strategy, especially in relation to urban and housing development.

The Government’s primary objective is to promote sustainable development of towns, housing and buildings. Residents and users in individual urban and housing areas should participate actively in this development, for instance through a lifestyle that calls for everybody to consider the environment and limit resource consumption as much as possible in their everyday lives. Towns and cities must secure a framework for continued growth and they must provide attractive localisation for new businesses. With respect to social life, buildings and infrastructure, towns must be organised and managed with a view to significantly reducing resource consumption and environmental impacts. There must be greater productivity and efficiency in construction.

Towns and cities must be alive and diverse, and they must be improved as a framework for good and equal integration of everyone in Danish society. The individual parts of towns and cities should offer housing, service trades, public institutions and culture, thus revitalising urban areas.

It is advantageous if urban areas expand into areas that are already urbanised. However, the growth of towns and cities should be considered in cohesion with rural districts so that all areas in Denmark are realistic and attractive development areas. Most development in rural areas is expected to be as expansion of rural towns and villages.

Older business districts and dock areas must be utilised better by renovating them for other uses. In this way, an attractive diversity in a town's supply of areas for business and housing is achieved. By reusing existing, derelict urban areas, local social, nature and building resources are utilised in the best way. There should be efforts to mix housing and the other urban functions. A mixture of services, trades, and different types of housing will make towns more vibrant, diverse and socially sustainable. Initiatives in especially exposed urban and residential areas will be developed through urban regeneration projects focusing on social sustainability, integration and employment.

Urban transport should be organised so as to achieve the most effective utilisation of the overall transport system, and so that more can benefit from using public transport. It may be important to develop principles for localisation and transport, partly by ensuring that an increasing proportion of transport takes place on public transport, by bicycle, or on foot.

Green urban areas and urban nature are significant for the ecological cycle in towns. Similarly, preservation-worthy historical environments must be safeguarded. The quality of urban recreational opportunities should also be improved.

The Government wishes to motivate increased demand for sustainable and energy-efficient construction work. This will take place by stimulating more use of sustainable products and the development of new labelling schemes for the construction industry's declarations of resource consumption, health, and environmental impacts.

The Government's National Planning Report "Balanced Development in Denmark – What needs to be done?" was published in May 2003, following a period of sometimes eager public debate initiated by a draft report. The National Planning Report concentrates on the theme of regional development. Here the Government presents its viewpoint on spatial development in Denmark. The Government believes that development in Denmark should be balanced. People should be ensured good and equitable living conditions regardless of where they live in Denmark. All areas should be attractive for residence and for business development. The Government is attempting to ensure that regional development leads to less inequality in services, employment and economic conditions in Denmark's regions. The country should be developed in a balanced way.

The priorities set in relation to business development, housing construction, urban regeneration, environmental protection, educational institutions, transport and other factors greatly influence how Denmark's various regions develop. Spatial planning should ensure that the priorities established contribute to improving the spatial quality of cities and rural districts and promote regional development as a whole. This should naturally be carried out in accordance with the Government's national strategy for sustainable development.

To underline the close relations between spatial planning and business development strategies the Government published the *Danish Regional Growth Strategy* (Ministry of Economic and Business Affairs) simultaneously with the publishing of the National Planning Report.

Differentiated spatial planning

The National Planning Report encourage regional planning authorities and municipalities to use spatial planning to contribute to creating a spatial structure that enables the potential for regional development to be realised. The objective is to create economically robust regions based on the prerequisites of each town and region.

Spatial planning should also contribute to co-ordinating the activities of various sectors and to ensure sustainable development.

The instruments of spatial planning need to be geographically differentiated. For example, cars are the most important mode of transport in sparsely populated regions, and this must be the starting-point for spatial planning there. Planning for public transport is a key task in densely populated regions. Urban development should correspondingly be planned differently since the qualities of residential or business districts considered attractive will vary.

Meeting the challenges

An integrated approach to urban and regional policies is needed. Urban development and regional development are interrelated. All strategies and programmes with spatial effects at the local, regional, national and European levels influence urban and regional development. Policy-makers must consider how globalisation affects regions and cities, to prevent imbalanced development. If an integrated approach is not implemented, the lack of co-ordination between different levels of authority will not only result in greater disparity between different areas in the same region but also increase the gaps between the regions of Europe. In the end, this will lead to development that is extremely unsustainable. Urban and regional authorities should assess their potential role in the global economy and convert this assessment into specific strategies for their territory.

On a European Union conference in November 2002, the Danish Government presented a “Charter” containing ten principles or recommendations to be followed in order to secure a sustainable and balanced development of towns and cities facing global competition. The ten points of the Copenhagen Charter 2002 are not the final answers, but they outline main principles. Strategies for urban and regional development and implementation thereof need to be carefully tailored to individual circumstances to develop and enhance the characteristic identities of cities and regions.

The ten principles runs as follows:

Regional development in global competition

1. Use the forces of globalisation constructively by assessing the local potential in the global economy and integrating this into strategies for urban and regional development.
2. Use regional and urban identities as the starting-point in adapting to global changes and dynamics by interpreting and registering the characteristics of the physical environment, architecture and the social and cultural capital in the region and its cities.
3. Develop an integrated perspective on urban and regional policy by promoting awareness of the role of towns and cities in regional development, to promote regional cohesion and a polycentric urban pattern.
4. Co-ordinate strategies for urban and regional development and support partnerships between public and private actors.
5. Develop innovative and sustainable long-term perspectives in which regional identity and cities' potential strengths are linked to regional competencies, creativity and culture.

Urban identity and balanced regional development

1. Use the architectural history of the city and global trends to shape the urban and regional environment, to protect diversity and local identity and to counteract the monotony of the global architectural expression.
2. View the revitalisation of the city and region as a dynamic process and make use of local customs and new initiatives.

3. Create diverse and creative living and working environments in all urban districts by including all cultures and potential factors in the development process.
4. Enhance integration in the entire region to avoid social exclusion by ensuring that everyone has access to sustainable transport, jobs, housing, knowledge, education and social services.
5. Strengthen opportunities for public participation in the discussion on strategies for urban and regional development and thereby empower local actors by making use of their knowledge about the place and its potential.

Regional development requires co-operation and dialogue

The Government's National Planning Report stresses that networks and broad co-operation across administrative boundaries are keys to ensuring balanced regional development. Each municipality can no longer be viewed as a self-sufficient entity. Local labour market (commuting) regions are tending to coalesce. More municipalities have become residential communities to a greater extent and thereby part of the settlement regions of cities or large towns. Co-operation between large cities and peripheral areas needs to be developed and large cities must show responsibility for promoting growth in their own peripheral backyards. The municipalities must consider this in their planning and strategies and co-operate across administrative boundaries.

The content of the co-operation will vary depending on the region. Such themes as settlement, transport, environment, business and education will be in focus. It is also central in regional strategies for growth to determine the mutual interaction of towns and rural districts and the national and international role of the total region. With its area-based approach and co-ordinating function, spatial planning serves as an important aspect of regional development strategies by anchoring specific geographical entities and images within visions for development.

If balanced regional development is to be obtained, a whole range of measures need to be taken. Following the wake of the National Planning Report, the Government has implemented a number of “Projects of dialogue” in regional problem areas. The projects are aiming at co-ordinating Government initiatives in the selected areas and at co-ordinating local, regional and national government measures as well. Spatial development planning is going to play a highly active role in the projects.

Balanced regional development is a prerequisite for a sustainable future. The measures taken in connection with the National Planning Report are steps in this direction.

FINLAND

In November 2000, the Finnish Government set the first *National Land Use Guidelines (Valtakunnalliset alueidenkäyttötavoitteet)*. The guidelines define land use issues of national interest. The guidelines are a legally binding planning instrument based on the Land Use and Building Act. The new Finnish Land Use and Building Act came into force on 1.1.2000. The land use planning system includes national land use guidelines as a new element, in addition to the regional land use plan, the local master plan and the local detailed plan.

The main causes or functions of the guidelines can be summarised as follows:

- to ensure in advance that issues of national interest are taken into account in regional planning (regions are assemblies of municipalities) and local land use planning (which are independently ratified by local councils), and in activities of all government authorities;
- to ensure and promote a good living environment and an ecologically, economically, socially and culturally sustainable environment;
- to promote the implementation of the ESDP and the CEMAT Hanover Principles, international conventions protecting cultural environments and the biological diversity and combating the climate change;
- to secure that the land use makes it possible to implement nationally significant projects.

The preparation of the guidelines has been very open and transparent and it has been based on wide interaction between different stakeholders. In January 1999, the Ministry of the Environment set up a co-operation group for the preparatory work, with representatives from nine ministries, the regional councils, the Association of Finnish Local Authorities and the regional

environment centres. The co-operation group was assisted by seven thematic groups, which inventoried national important land use issues and prepared preliminary guidelines.

During the preparation, two big seminars and several public debates and consultations were arranged for interest groups to voice their views on the subject. At quite an early date, the draft texts were also published on the Internet pages, so that all interested stakeholders and the general public could read and comment on them.

In October 1999, some 170 organisations were approached with a request to comment on the draft. The statements were taken into account in the preparation of the preliminary proposal.

In May 2000, the Government presented the Parliament with a report on the guidelines. In its written reply to the Government in October 2000, the Parliament found it important for the government to approve the proposed guidelines so that the planning system would become coherent whole. Impact assessment was part of the preparation work from the outset. The assessment was intended to provide information on the environmental, economic and social effects so as to provide background information for the preparation, decision-making, and implementation of the guidelines. An independent consultant made the assessment.

The main idea or functions of guidelines has described earlier (point 2). The guidelines define nationally and internationally important issues and promote sustainable development. Additionally another main idea is also to properly respond to major challenges with regard to land use. It is needed to notice that the guidelines are no national land use plan with maps. The guidelines render more precise, and give added meaning to the general goals of Act, and the requirements of land use plans as seen from a national viewpoint.

The most essential content of the document is of course the guidelines. National land use guidelines have been grouped according to subject matter as follows:

1. a well-functioning regional structure,
2. a more coherent community structure and the quality of the living environment,
3. the cultural and natural heritage, recreational uses and natural resources,
4. well functioning communication networks and energy supply,
5. special issues of Helsinki region,
6. a real entity of outstanding interest as natural and cultural sites.

The essential points in those groups (1-4) pertaining to the country as a whole has been described in the appendix. Besides guidelines, it contains background information about goal setting and preparation of guidelines, summary of the environmental and other effects and description of legal effects and implementation of the guidelines.

There are also two other documents, which are connected to the decision of the Government. The report to the Parliament came before government's decision. It indicates among other things the present state and future trends and challenges concerning land use. Also, assessment of environmental impacts has been published as a separate document.

The implementation of the national land use guidelines will be and according to the Act should be promoted by means of land use planning and the means available to government authorities.

The guidelines indicate the view of the Government on important national land use issues, but they do not provide direct answers. The guidelines will be made concrete while taking into consideration the specific features of different areas and while coordinating the national guidelines with the regional and local goals.

Regional planning, especially the regional land use plan, is the primary form of planning in making the guidelines concrete. On regional level, the guidelines may be harmonised with regional as well as with local goals.

The local master plans gain more importance when the guidelines and the regional land use plan are made concrete at the local level. The local master plan gives general indications of land use and harmonies other functions within the area of the municipality.

The guidelines should be taken into account and furthered by all government authorities in their work. This relates both to programs, plans and other policy guidelines in the central and regional administrations, and to concrete measures affecting land use. Under the Act, authorities should also assess the effects of their activities as regards the regional structure and land use.

The guidelines are implemented during the planning process and when planning goes along. The government environmental administration participates in the preparation process to provide expert assistance to ensure and promote the consideration of the guidelines. The most important effect is that the regional councils have begun to revise their regional land use plans to take into account the guidelines and make them concrete at regional level.

The Ministry of the Environment has done in co-operation with other government authorities a report to clarify how each authority can promote implementation of the guidelines. Also several national development projects have been promoted by the guidelines (for example indicating the areas best suited for wind power utilisation in coastal areas, definition and prioritisation of main nationally important routes).

The guidelines emphasize the need to promote land use planning co-operation in the vicinity of the national border. According to the guidelines, attention should be paid so as to make the regional structure functional and to harmonize the needs of business interests and environmental values. Co-operation is also needed when promoting the creation of networks and creating cross-border development zones or corridors.

The Ministry of the Environment is starting to prepare a non-statutory planning vision document, which will look at Finland and it

as a part of Europe from a spatial perspective and set out an achievable long-term vision. That framework will be presented in map form. The vision will identify drivers of change (especially international development) and it will be a view or interpretation of the Ministry on a desirable spatial structure according to the national land use guidelines. The vision will give impulses and ideas to an international co-operation and long term planning of the regional councils but it could also be background source material indicating needs to revise the guidelines.

Appendix: The guidelines in a nutshell

A well-functioning regional structure

- To support a balanced development of the regional structure by taking advantage of existing structures and individual strengths of the areas
- To promote the creation of supra regional networks and their development requirements
- To promote the development of the networks of villages and the diversification of business, industry and other activities in the countryside
- To safe the needs of the national defence and the guarding of the borders

The cultural and natural heritage, outdoor recreation and natural resources

- To secure availability of natural resources for future generations
- To contribute to the preservation of national cultural heritage and the built heritage
- To promote the preservation of the diversity of valuable and sensitive nature areas
- To promote the preservation of ecological corridors between protection areas
- To promote the recreational use of natural areas and improve the prerequisites for nature and cultural tourism
- To support the networking of tourist centres and tourist areas and promote creation of zones for recreational uses
- To dimensionate shore-based recreational housing so as to safeguard the preservation of shore areas with natural values as well the pleasantness of holiday housing

Appendix: The guidelines in a nutshell (cont'd)

A more coherent community structure and a quality of the living environment

- To utilise existing community structures and to integrate urban areas
- To make services and workplaces available to different groups of the population
- To locate major retail trade units so as to support community structures
- To promote prerequisites for public transport, cycling and walking
- To develop urban regions as balanced entities and city centres as areas of diversified services, living and recreational uses
- To utilise green areas so as to make them form larger integral units
- To forestall inconveniences and risks to human health and to alleviate existing disadvantages

A well-functioning communication networks and energy supply

- To develop traffic systems as entities encompassing different modes of traffic
- To reduce the need for traffic and transports and improve traffic safety
- To improve communication routes primarily on the basis of the existing main traffic routes and networks
- To safeguard the possibilities to develop nationally important roads, rail lines, harbours, airfields and border crossing places
- To satisfy the national needs for energy supply
- To promote the possibilities of utilising renewable energy sources

FRANCE

La politique française d'aménagement du territoire en accord avec les Principes directeurs pour le développement territorial durable du Continent européen

Les politiques d'aménagement du territoire, qu'elles soient européennes, nationales ou locales, sont soumises à des défis considérables :

- le risque d'inégalités se creusant entre l'Europe et ses voisins à l'Est et au Sud, entre régions européennes ou au sein même des plus prospères d'entre elles ;
- la concentration des activités sur certains territoires, qui joue aujourd'hui surtout à l'échelle des Etats, mais qui pourrait jouer demain à l'échelle européenne, et qui porte le risque d'une dualité entre des territoires créant des richesses et d'autres bénéficiant de la redistribution publique ;
- le choc démographique du vieillissement de la population européenne ;
- les risques liés à l'environnement (pollutions, catastrophes naturelles ou industrielles, émissions de CO₂ liée à l'augmentation non maîtrisée des flux de transport) ;
- l'intégration européenne, gage de paix et de prospérité mais à laquelle il faut préparer les territoires et leurs entreprises pour qu'ils tirent profit de ses opportunités.

Dans ce contexte, la cohérence globale des politiques européennes, entre elles et avec les politiques nationales, est plus que jamais une nécessité.

Lors du Comité interministériel d'aménagement et de développement du territoire (CIADT) du 13 décembre 2002, le Gouvernement français a défini de nouvelles orientations pour la politique d'aménagement du territoire ; celui-ci doit désormais se situer dans la double perspective de la construction européenne et de la décentralisation. D'une part, le Gouvernement a engagé la France

dans une nouvelle étape de décentralisation : en matière d'aménagement du territoire, l'Etat aura une compétence partagée avec les régions, qui ont vocation à organiser l'espace régional et à promouvoir son développement en associant les autres collectivités, l'Etat garantissant la cohérence et l'équité territoriale. Le Gouvernement a également approuvé lors du Comité interministériel du développement durable la Stratégie nationale du développement durable, qui promeut en particulier une gestion durable des territoires en concertation avec les collectivités. D'autre part, c'est dans le cadre du processus d'intégration européen que doivent être conçues les politiques d'aménagement comme les politiques sectorielles (telles que la politique des transports). La France est donc particulièrement attachée aux coopérations européennes en matière d'aménagement du territoire, telles que les Principes directeurs pour le développement territorial durable du Continent européen pour le Conseil de l'Europe, et le Schéma de développement de l'espace communautaire pour l'Union européenne, en ont défini l'horizon.

Principes 1 et 2 : Promotion de la cohésion territoriale par le biais d'un développement socio-économique équilibré et de l'amélioration de la compétitivité ; promotion des impulsions de développement engendrées par les fonctions urbaines et amélioration des relations ville-campagne

Les Principes 1 et 2 correspondent également au premier objectif du SDEC « le développement d'un système urbain et polycentrique et une nouvelle relation ville-campagne ».

Tout comme l'ensemble du territoire européen, la France est confrontée à des rapports complexes entre centre et périphérie. La politique française d'aménagement du territoire vise à promouvoir un système en réseau qui, sans nier la nécessaire polarisation de l'activité humaine, favorise un mode plus équilibré de répartition spatiale. Un des objectifs est que la région parisienne ne soit pas la seule à bénéficier d'un développement basé sur une économie internationalisée, mais que quelques autres grands pôles puissent également jouer la carte de cette internationalisation tout en servant

de « locomotives » pour les territoires qui les entourent. Il s'agit de rompre avec une politique purement redistributive : aux décisions prises et « imposées » par l'Etat aux territoires, axées sur la redistribution financière en faveur des zones défavorisées, doivent se substituer des projets émanant des acteurs régionaux et locaux, soutenus de façon différenciée par les échelons supérieurs, tels que l'Etat ou la Commission européenne. Les partenaires (Etat, collectivités territoriales) s'entendent sur des objectifs communs, des actions à réaliser et des financements, chacun s'engageant par la signature d'un contrat. Cette démarche s'applique à différents échelons géographiques.

Elle est tout d'abord mise en œuvre aux échelles régionales et interrégionale dans le cadre des contrats de plan Etat-Région (CPER) pour la période 2000-2006, calée sur le calendrier des fonds structurels. Chaque contrat de plan comprend :

- un volet régional qui regroupe les projets concourant au développement de l'espace régional dans son ensemble ;
- un volet territorial qui comprend les actions concourant à une meilleure organisation territoriale (contrats d'agglomération, de pays...);
- un volet interrégional qui soutient des actions d'envergure interrégionale.

Le développement d'un système urbain polycentrique nécessite l'essor de la coopération au niveau des agglomérations. Pour ce faire, le cadre institutionnel a été révisé afin de développer l'intercommunalité en milieu urbain : simplification des structures intercommunales, création des communautés d'agglomération. L'objectif est de couvrir, à terme, l'ensemble des aires urbaines par les structures intercommunales (communautés d'agglomérations, ou communautés urbaines pour les agglomérations de plus de 500 000 habitants), seules en mesure de porter un projet global sur leur territoire. Les communes de ces agglomérations sont appelées à travailler en commun en vue de bâtir des plans d'actions pour traiter globalement des problèmes économiques, sociaux, environnementaux... Un nouvel outil de travail, le « contrat

d'agglomération », est mis à leur disposition. Document prospectif (horizon à vingt ans) et stratégique, il traduit le projet global de développement de l'agglomération. Ce contrat doit tenir compte des relations avec les agglomérations voisines. Ses actions peuvent faire l'objet d'un soutien financier de l'Etat et de la région dans le cadre du volet territorial des contrats de plan. Les villes sont par ailleurs encouragées à constituer des réseaux, notamment pour structurer l'armature urbaine des régions.

L'établissement de nouvelles relations ville-campagne se traduit par l'association des communes à l'échelle des pays, territoires présentant une cohésion géographique, historique, culturelle, économique ou sociale, sur lesquels les acteurs locaux (élus, socioprofessionnels, population) bâtissent un projet de développement. Ils ont vocation à fédérer espaces ruraux, villes petites et moyennes, afin de créer les conditions du partenariat ville-campagne. Lorsqu'un pays a adopté son projet de développement, il peut signer un contrat de pays avec l'Etat et la région, dans le cadre du volet territorial des contrats de plan Etat-Région, ce qui permet de dégager des financements pour son projet de développement.

L'Etat soutiendra l'élaboration d'agendas 21 à l'échelle des agglomérations et des pays dans le cadre des contrats territoriaux.

Principes 3 à 10

Les principes 3 à 10 concernent la territorialisation des politiques sectorielles, qui correspond également aux deuxièmes et troisièmes objectifs du SDEC (accès équivalent aux infrastructures et au savoir, gestion prudente de la nature et du patrimoine culturel). En France ce sont les schémas de services collectifs qui visent à mettre en œuvre cette orientation. Ces documents de planification à long terme (vingt ans) traduisent les choix stratégiques de la politique d'aménagement du territoire. Ils sont au nombre de neuf et couvrent les transports (voyageurs et fret), l'énergie, l'enseignement supérieur et la recherche, la culture, la santé, l'information et la communication, les espaces naturels et ruraux ainsi que le sport. La méthode

d'élaboration de ces schémas s'est voulu davantage partenariale que celle des précédents documents de planification. Conduite sur l'initiative de l'Etat, leur préparation a relevé d'un travail conjoint des services centraux et déconcentrés de l'Etat, en liaison avec les collectivités territoriales. Ils constituent une nouvelle forme de planification, mettant davantage l'accent sur le fonctionnement que sur l'investissement, dans une logique de développement durable. Ces schémas s'intéressent certes aux équipements, mais aussi aux moyens permettant d'améliorer l'organisation des services et la prise en compte des besoins de la population. Il s'agit de passer d'une planification par l'offre à une planification par la demande. Ces schémas insistent également beaucoup sur une plus grande différenciation territoriale, seul moyen de concilier équité en matière d'accès et compétitivité européenne et internationale. Certains services rares (aéroports internationaux, pôles d'excellence en matière de recherche...) ne peuvent être répartis de façon homogène et doivent faire l'objet de coopérations interrégionales.

Promotion de conditions d'accessibilité plus équilibrées

S'agissant des transports, les précédents documents de planification étaient sectoriels (schéma directeur routier national, schéma national des lignes ferroviaires à grande vitesse, etc.). Désormais, les deux schémas des services collectifs fret et voyageurs comportent une approche multimodale. Il s'agit de satisfaire la demande de mobilité tout en respectant un mode de développement durable (réduction d'émission des gaz à effet de serre conformément au Protocole de Kyoto). Ainsi au niveau interurbain, l'objectif est de diminuer la part du transport routier au profit du transport ferroviaire, maritime et fluvial, tandis qu'au niveau urbain, l'objectif est de développer les transports collectifs. Cette approche est plus qualitative. Elle ne traite pas de la même façon les différents types de territoires et est fondée sur un meilleur usage des infrastructures existantes et sur leur synergie. La politique des transports doit contribuer au renforcement des métropoles, et à la desserte des territoires isolés. Au plan européen, l'intégration s'accompagne d'une très forte croissance des échanges. Les infrastructures de transport doivent assurer la

réalisation effective du marché intérieur tout en garantissant la cohésion économique et sociale et le développement durable. Cela rend nécessaire une approche cohérente des politiques de transport de fret et de voyageurs menées par l'Europe, les Etats et les régions, dans le cadre des réseaux transeuropéens de transport ainsi que dans une perspective de développement polycentrique du territoire européen. En particulier, les grands corridors multimodaux de transport doivent être conçus comme des zones de développement intégré des territoires traversés, conciliant objectifs de protection et de développement.

Développement de l'accès à l'information et au savoir

En matière d'accès à l'information et au savoir, le schéma de services collectifs de l'enseignement supérieur et de la recherche promeut une organisation de l'enseignement supérieur plus cohérente, une répartition plus équilibrée la recherche sur le territoire français, une meilleure intégration des établissements d'enseignement supérieur et de recherche au tissu local, une réponse adéquate aux attentes sociales et aux nouveaux publics (formation tout au long de la vie, usage renforcé des technologies de l'information et de la communication etc.).

En matière de télécommunications, le schéma de services de l'information et de la communication identifie deux objectifs :

- accompagner l'entrée du pays dans la société de l'information ;
- permettre à chacun, quel que soit son niveau social et culturel, d'accéder à ces technologies.

La question de l'accès aux réseaux de communication à haut débit se trouve au cœur des enjeux de développement des territoires, il importe en particulier de favoriser une mobilisation plus grande de l'ensemble des sources de financement, y compris des fonds structurels européens.

La réduction des atteintes à l'environnement est une préoccupation transversale commune aux schémas de services.

Valorisation et protection des ressources et du patrimoine naturels

Le schéma de services collectifs des espaces naturels et ruraux recouvre ce que le SDEC appelle «une gestion prudente de la nature». Le schéma privilégie deux grands principes majeurs à partir desquels assurer la préservation et le développement des espaces naturels et ruraux : le développement durable et la multifonctionnalité des territoires (production agricole et forestière, ressources naturelles, biodiversité, loisirs et paysages). Son objectif est de combiner développement économique, réponse à la demande sociale de qualité en matière de cadre de vie et de produits, et préservation de l'environnement.

Il identifie dix objectifs stratégiques, dont sept sont territoriaux :

- préserver la multifonctionnalité des grands vallées fluviales ;
- protéger les zones littorales et maritimes ;
- renforcer les efforts en faveur des zones montagneuses ;
- restaurer et valoriser les zones humides ;
- re-dynamiser les zones affectées par la déprise agricole ;
- améliorer la gestion des ressources en eau dans les zones agricoles ;
- maintenir les équilibres dans les zones méditerranéennes ;

et trois sont transversaux :

- maîtriser la péri-urbanisation ;
- constituer un réseau écologique national ;
- conforter la gestion durable des forêts.

Valorisation du patrimoine culturel en tant que facteur de développement

Le schéma de services collectifs culturels fait le constat d'un dynamisme culturel français réel, mais aussi d'inégalités d'accès et de pratiques selon les usagers et les territoires. Dans cette logique, les pouvoirs publics privilégient trois axes de travail visant à maintenir la diversité culturelle, réduire les inégalités d'accès à l'art

et à la culture et rééquilibrer les territoires. La politique culturelle doit intégrer dans une même démarche l'architecture contemporaine et les patrimoines (matériels et immatériels, tels les langues), avec une égale attention au patrimoine historique et à l'architecture du quotidien. La dimension architecturale et patrimoniale doit être intégrée aux projets territoriaux de pays et d'agglomérations.

Développement des ressources énergétiques dans le maintien de la sécurité

Intégrant les engagements pris dans le cadre des accords de Kyoto, le schéma de services collectifs de l'énergie donne des outils pour développer la dimension territoriale de la politique de l'énergie : meilleure exploitation des ressources locales d'énergie, notamment renouvelables ; efforts d'utilisation rationnelle de l'énergie dans les transports, l'industrie et les activités résidentielles et tertiaires.

Promotion d'un tourisme qualitatif et durable

La France est aujourd'hui au premier rang mondial pour l'accueil de touristes étrangers. Cette activité, aujourd'hui concentrée sur une faible partie du territoire, porte atteinte à certaines ressources naturelles. L'avenir du tourisme est un enjeu fort des politiques sur les territoires de montagne, ou les littoraux, particulièrement exposés. Au vu de la configuration territoriale française, l'enjeu consiste en un redéploiement de l'activité vers de nouvelles zones attractives. Une action spécifique en faveur de ces territoires, s'inscrit directement dans la volonté plus générale de promouvoir un tourisme durable, lutter contre la saisonnalité de l'activité, requalifier les infrastructures existantes, favoriser une meilleure répartition de la fréquentation des espaces.

Limitation préventive des effets des catastrophes naturelles

Un projet de loi portant sur la prévention des risques technologiques et naturels (dont le premier d'entre eux, en France, est le risque d'inondations), est en cours d'examen au Parlement. Il vise à

travailler sur les terrains qui engendrent le risque ou l'aggravent, à développer une culture du risque dans la population, et à donner aux pouvoirs publics des instruments de prévention plus efficaces.

Développement d'activités de coopération à l'échelle européenne sur la base des Principes directeurs

Les territoires de chaque pays ne tireront profit de l'intégration européenne qu'en nouant des partenariats avec d'autres territoires européens. Pour faire progresser l'intégration européenne, la France est particulièrement attachée à la coopération transfrontalière mais aussi à la coopération transnationale associant les régions sur la base de grands ensembles géographiques, et à la coopération en réseaux pouvant se déployer à l'échelle du continent européen, encouragées en particulier par l'action communautaire au travers d'Interreg.

Ces coopérations contribuent par ailleurs à l'ouverture aux frontières externes de l'Union, à l'Est, sur les pourtours du bassin méditerranéen et autour des régions ultra-périphériques. Les programmes Interreg peuvent associer des Etats non-membres, qui mobilisent leurs moyens propres ou d'autres outils financiers de l'Union qui leur sont spécialement dédiés tels que TACIS, MEDA, CARDS ou FED. La France souhaite que soit développée une meilleure synergie entre ces fonds et le FEDER mobilisé dans Interreg, voire un outil spécifique de coopération aux frontières externes de l'Union.

L'Observatoire en réseau de l'aménagement du territoire européen (ORATE), réseau européen de chercheurs en aménagement du territoire, a pour vocation de fournir les connaissances nécessaires au développement harmonieux de l'espace européen (territoire de l'Union, mais aussi pays de l'élargissement et pays voisins, y compris à l'est et au sud), d'alimenter les débats et d'éclairer les décisions politiques en matière de cohésion territoriale européenne. La France souhaite que l'ORATE, dont certains pays candidats, ainsi que la Norvège et la Suisse, sont déjà membres à part entière, puisse

associer en tant que membres ou observateurs les autres pays européens et les pays voisins, y compris à terme les pays du Sud et de l'Est de la Méditerranée.

Coopération horizontale et coopération verticale – Participation effective de la société au processus d'aménagement du territoire

(cf. page suivante Tableau « La coopération en matière de développement territorial »)

La coopération en matière de développement territorial

Outils Acteurs	① Gouvernance (observation, prospective, évaluation)	② Planifi- cation Straté- gique spatiale	③ Politiques sectorielles	④ Projets terri- toriaux	⑤ Projets terri- toriaux transna- tionaux
Conseil de l'Europe Union européenne	ORATE	PDDT- DCE SDEC	Politiques sectorielles commu- nautaires	DOCUP CPER	Coopération Transnatio- nale (Interreg IIIB)
Etat	Observatoire des territoires CNADT	SSC	Politiques sectorielles nationales		
Régions	MIAT CRADT	SRADT	SRT	Projet et contrat d'agglo- mération	Coopération transfronta- lière Interreg IIIA)
Département- s	CDA CDP	DTA	Politiques sectorielles des collec- tivités DVA		
Communautés de communes		SCOT et PADD			
Communes		PLU Cartes commu- nales	PDU PLH	Charte et contrat de pays	
				Contrat de ville	

La coopération en matière de développement territorial : abréviations

<p>CDP et CDA : Conseil de développement des pays et Conseils de développement des agglomérations</p> <p>CNADT : Conseil national de l'aménagement et du développement du territoire</p> <p>CPER : Contrat de plan Etat-région</p> <p>CRADT : Conférence régionale d'aménagement et de développement du territoire</p> <p>DTA : Directives territoriales d'aménagement</p> <p>DVA : Dossier de voirie d'agglomération</p> <p>DOCUP : Document unique de programmation</p> <p>MIAT : Mission interministérielle interrégionale d'aménagement du territoire</p> <p>ORATE : Observatoire en réseau de l'aménagement du territoire européen</p> <p>PADD : Projet d'aménagement et de développement durable</p>	<p>PDDTDCE : Principes directeurs pour le développement territorial durable du continent européen</p> <p>PDU : Plan de déplacements urbains</p> <p>PLH : Programme local de l'habitat</p> <p>PLU : Plan local d'urbanisme</p> <p>SCOT : Schéma de cohérence territoriale</p> <p>SDEC : Schéma de développement de l'espace communautaire</p> <p>SRADT : Schéma régional d'aménagement et de développement du territoire</p> <p>SRT : Schéma régional de transport</p> <p>SSC : Schéma de services collectifs</p>
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La politique française d'aménagement du territoire met en œuvre la coopération horizontale et verticale évoquée par les Principes et le SDEC. Le tableau joint figure à la fois le dispositif français et les deux composantes supplémentaires qu'apporte la prise en compte de l'Europe :

- dans le sens vertical, un échelon européen ;
- dans le sens horizontal, la coopération transfrontalière et transnationale.

La planification stratégique spatiale (2ème colonne) est mise en œuvre à l'échelle des communes avec les Plans locaux d'urbanisme (PLU), à l'échelle des agglomérations ou des aires urbaines avec les Schémas de cohérence territoriale (SCOT). Au niveau régional, sont élaborés les Schémas régionaux d'aménagement du territoire (SRADT) ; ils doivent comprendre un document d'analyse prospective et une charte exprimant le projet régional. Au plan national, les Schémas de services collectifs. Au plan européen, le SDEC et les Principes directeurs.

Les politiques sectorielles doivent être coordonnées entre elles et avec les politiques territoriales (3ème colonne). En France les Schémas de services collectifs sont l'outil de cette synergie.

Le développement territorial nécessite des outils de projet territorial (4è colonne) permettant de fonder la coopération entre les acteurs, et notamment des contrats, identifiant les objectifs et les moyens de programmation mis en commun, principalement à deux échelles : contrats de pays ou d'agglomération entre l'Etat, la région et les collectivités ; contrats de plan Etat-Région et DOCUP entre les régions, l'Etat, voire l'Europe pour les DOCUP.

Les programmes Interreg III transfrontaliers et transnationaux (5ème colonne) permettent de développer les coopérations horizontales avec d'autres territoires européens.

Enfin, pour faire fonctionner ensemble ces politiques sectorielles et ces différentes échelles territoriales, il faut développer la

gouvernance territoriale (colonne 1) grâce à des outils d'observation, de prospective et d'évaluation partagées des politiques publiques, qui puissent favoriser des débats associant tous les acteurs publics, mais également la société civile : entreprises, opérateurs de réseaux, syndicats, organisations non gouvernementales (ONG), citoyens... Au plan local, les conseils de développement des agglomérations et des pays, qui représentent la diversité des activités économiques, sociales, culturelles ou associatives présentes sur les territoires, favorisent la démocratie participative. Au niveau régional, les Conférences régionales d'aménagement et de développement du territoire (CRADT) réunissant représentants de l'Etat, élus et société civile, sont des lieux de débats sur les enjeux d'aménagement régional... L'Etat développe au niveau de ses propres services une approche prospective interrégionale avec les Missions interministérielles interrégionales d'aménagement du territoire (MIAT).

Au niveau national, l'Observatoire des territoires réalisera tous les trois ans un rapport sur l'état des territoires, qui sera soumis au Parlement. Le Conseil national d'aménagement du territoire (CNADT), instance consultative rassemblant élus nationaux et locaux, acteurs privés et société civile, débat et émet des avis sur les politiques d'aménagement du territoire.

Au niveau européen, les travaux de l'ORATE éclaireront les débats à venir.

Perspectives

Les politiques publiques sont de plus en plus confrontées à la complexité des enjeux et des responsabilités (questions d'environnement, de sécurité, de cohésion...). L'approche du développement durable est une tentative pour renouveler le cadre de référence en exprimant la nécessité de tenir ensemble les composantes économique, sociale, culturelle et environnementale du développement, et d'impliquer aux différentes échelles les acteurs publics, mais aussi les entreprises, la société civile..., bref de

raisonner en termes de gouvernance et non seulement de gouvernement. Cette approche est particulièrement pertinente en ce qui concerne le développement territorial.

La coordination des politiques territoriales menées dans chacune des régions et dans chacun des Etats européens est appelée à se renforcer. Ceci implique un dialogue et un partenariat de meilleure qualité associant les acteurs publics et privés aux différents niveaux de compétences. Tant les Principes que le SDEC se situent résolument dans cette logique de subsidiarité et de gouvernance. Ils ne prétendent nullement substituer une politique européenne d'aménagement du territoire à des politiques nationales ou régionales. Ils invitent à résoudre les problèmes au niveau le plus local possible, compte tenu à la fois de la nature de ces problèmes et de l'organisation propre à chaque Etat. Mais ils invitent aussi à traiter au plan européen, voire à un plan plus large encore, les problèmes qui le nécessitent. Outre la perspective du nouveau territoire européen, leur apport est de proposer le référentiel européen commun nécessaire pour les coopérations européennes et la cohérence avec les autres approches supranationales : travaux de l'OCDE sur le développement territorial, travaux de l'ONU suite au sommet de Rio (« Conférence sur l'environnement et le développement » de juin 1992).

Tous les territoires dans leur diversité, urbains ou ruraux, centraux ou périphériques, participent au développement de l'Europe et de chacun de nos pays. Aussi la triple exigence de compétitivité, de cohésion et de développement durable concerne chacun des territoires européens. Afin d'assurer la coordination des actions des Etats en matière de développement du territoire, la France a proposé de compléter la stratégie européenne de développement durable mise en place dans le cadre de l'Union européenne lors des Conseils de Lisbonne et de Göteborg, par un volet « développement durable des territoires européens ». Une stratégie européenne de développement territorial, fondée sur les principes du SDEC, élaborée avec les nouveaux Etats membres et intégrant les contributions des programmes de coopération Interreg et de l'ORATE, présenterait

une vision partagée, un cadre de cohérence pour le développement des territoires européens, des objectifs et des indicateurs communs ; ses orientations seraient alors reprises et développées par les Etats dans des stratégies nationales, coordonnées au niveau européen.

Cette démarche menée dans le cadre de l'Union doit trouver un écho à l'échelle du continent européen ; la CEMAT est pour ce faire le cadre approprié. Les activités de coopération menées dans ce cadre, ainsi que les rendez-vous tous les trois ans des Ministres en charge de l'aménagement du territoire permettront de mettre en œuvre ensemble le développement durable du continent européen.

GERMANY

Introduction

Under the German Presidency the European Conference of Ministers responsible for Regional Planning (CEMAT – *Conférence européenne des ministres responsables de l'aménagement du territoire*) adopted on the occasion of the 12th Session of CEMAT in Hanover in September 2000 the “Guiding Principles for Sustainable Spatial Development of the European Continent” (GPSSDEC-CEMAT) and a “10-Point Programme for Greater Cohesion among the Regions of Europe”. The German Federal Ministry of Transport, Building and Housing distributed the GPSSDEC-CEMAT in Germany and initiated the CEMAT Model Region Project to carry out the minister’s recommendation of the “10-Point-Programme” to implement the GPSSDEC-CEMAT in concrete transnational co-operation. Furthermore, the subject of sustainable spatial development has ever been constantly promoted when designing national spatial planning regulations in Germany. Already in 1998, the *Raumordnungsgesetz* (Federal Spatial Planning Act) was largely amended – on the basis of a draft version of the GPSSDEC-CEMAT – paying utmost attention to this important subject (cf. § 1 dealing with the subject of sustainable spatial development). Both representatives of the Federal level and of the *Länder* level were involved in the GPSSDEC-CEMAT drafting process.

Spatial planning in the Federal Republic of Germany means reflecting its federal structure in the interplay between all levels involved. Since the former German Democratic Republic (GDR) was reunited with the Western part of Germany in October 1990, the Federal Republic of Germany consists of 16 *Länder* (states). The Federal Government and the all *Länder*, thereof 114 regions and around 14,000 municipalities, share the tasks of spatial planning. This signifies that generally basic principles and basic ideas are pre-determined at the higher levels of government administration and specified in greater detail at the respective lower levels.

Planning levels and objectives in Germany

Spatial planning at the Federal level

The respective national / supranational levels take action in Germany if tasks from the regional level cannot be effectively fulfilled or if the uniformity of living conditions are to be organized or secured. The equivalence of living conditions is the central linking point for the superordinated spatial planning at the higher levels, which are pursued at Federal Government level and at the level of the *Länder*. Federal spatial planning relates to the summarising interregional and cross-sectoral development of the entire territory of the Federal Republic of Germany. However, apart from the binding specification of spatial planning objectives, the Federal Government only has one so-called frame-setting competence – i.e. it can determine principles and basic models for spatial development in the whole of Germany (with the exception of e.g. Federal traffic planning and defence issues wherein the Federal Government has the entire competence). It stipulates a framework of regulations governing content and procedures (through e.g. the *Raumordnungsgesetz* – Federal Spatial Planning Act), which the *Länder* are then responsible for fulfilling, specifying in greater detail and implementing. The *Länder* are responsible for regional planning and development in participation of regions and communities (through regional planning acts, regional planning and development programmes and plans, building regulations). In order to harmonise concepts and guidelines and to discuss current trends and questions of spatial development the Federal Government and the *Länder* maintain the *Ministerkonferenz für Raumordnung* (MKRO – Standing Conference of Ministers responsible for Regional Planning) where they are equally represented.

***Modellvorhaben der Raumordnung* – Demonstration Projects of Spatial Development**

In 1995, the responsible Federal Ministry initiated in Germany the programme “*Modellvorhaben der Raumordnung* – Demonstration Projects of Spatial Development”. The programme aims at

exemplary implementing new spatial planning approaches and instruments. Ongoing regional development processes are supported and best practices are developed respectively outcomes disseminated. Best practices are essential in training all actors who are involved in planning issues and processes.

In the framework of this programme, the project “Experimental Implementation of the GPSSDEC-CEMAT in Selected Russian Regions” (CEMAT Model Region Project) was launched as German-Russian co-operation under the umbrella of the Council of Europe. The project aimed at supporting and training two Russian regions (Oblast Moscow and Oblast Leningrad) in establishing sustainable regional planning structures. It has meanwhile been carried out successfully.

Regional planning (spatial planning at *Länder* level) and sub-regional planning

The *Länder* are responsible for their respective *Land* area for the most important task of spatial planning. The planning objectives are specified in greater detail in sub-regional planning, regional planning and development plans and policy programmes. The sub-regional planning is institutionalised in different forms in the individual *Länder*. Its influence differs from *Land* to *Land*. This is a constant clash of interests between the basic ideas of regional planning of the *Länder* and the development conceptions of the municipalities and there is also a conflict of interests between their cross-sectional orientation and the respective sectoral specialist orientations (part-integrating plans such as landscape planning and specialised planning such as traffic, agriculture, water management). In the 1990s, a new debate emerged in some *Länder* regarding new forms of regional co-operation in city-hinterland relationships. In general, the municipalities are obligated to adapt their planning (e.g. preparatory land-use plans, legally binding land-use plans) to the objectives of regional and sub-regional planning. The communal self-government guarantee, which is guaranteed by the *Grundgesetz* (German Basic Law) means that communities have far-reaching

independence and responsibility in planning their territory respecting objectives of other planning levels, which are elaborated in participation of all partners from all levels.

Private and Public stakeholders

Important stakeholders in the field of spatial planning are private and public organisations carrying out individual projects. Their concrete construction projects (building plan) and construction work are approved by municipalities and regions taking into account their potentials and objectives. Public participation is legitimised and widely carried out. The overall intention of the Federal Ministry of Transport, Building and Housing is to integrate the private sector in spatial planning procedures right from the beginning.

***Gegenstromprinzip* / *Subsidiaritätsprinzip* / *Beteiligungsprinzip* – Principle of countervailing action / Subsidiarity Principle / Principle of Participation**

Horizontal and vertical co-operation in the field of spatial planning in Germany is characterized by two basic means of sustainable spatial development, the *Gegenstromprinzip* (Principle of Countervailing Action), the *Subsidiaritätsprinzip* (Subsidiarity Principle) and the *Beteiligungsprinzip* (Principle of Participation). The needs of the local and regional level are taken into consideration by the Federal level as well as frameworks set by the Federal level are to be respected on regional and local level. Actions should be taken by the respective, most suitable level. All partners have to be involved in planning procedures.

Implementing the Guiding Principles of the Sustainable Spatial Development of the European Continent (GPSSDEC-CEMAT)

In spring 2003 the Federal Ministry of Transport, Building and Housing conducted a survey amongst the *Länder* to learn more about the way the GPSSDEC-CEMAT have been implemented there.

Apart from the European Spatial Development Perspective (ESDP), which was agreed upon at the Informal Council of EU Ministers responsible for Spatial Planning in Potsdam in May 1999, the GPSSDEC-CEMAT constitute the core document referring to the future spatial development in Europe, especially with regard to the forthcoming enlargement of the European Union. There is a need to further develop e.g. the ESDP in participation of all EU Member States and Accession Countries representing the whole EU territory, its structures and strategies for sustainable spatial development.

Spatial Planning in Germany, both on the Federal and on the *Länder* level, is more and more complemented by an innovative, more process- and action-oriented, commonly accepted planning approach. The new working principle reads: more actions and projects besides of programmes and plans. As Germany is part of Europe and its *Länder* have common borders with their neighbouring countries, crossborder and transnational co-operation in the field of spatial planning becomes a crucial point of future actions. The EU Community Initiative Interreg herewith provides a periodical platform of action besides regular cross-border co-operations of administrative bodies, which become important for sustainable long-term partnerships. The GPSSDEC-CEMAT – as a guideline-setting document – form an important basis for projects envisaged under the umbrella of Interreg. Some *Länder* have already taken action within this framework, especially in the context of the so-called CADSES Area (Central Adriatic, Danubian and South-Eastern European Space).

The Federal Ministry of Transport, Building and Housing has emphasized and strongly supported right from the beginning the need to ground a strong spatial development strand for transnational co-operation in the programmes Interreg II C and III B on the basis of the ESDP which should be evaluated and further developed with regard to the EU Enlargement.

HUNGARY

The “Guiding principles for sustainable spatial development of the European continent” stress the importance of the spatial dimension and identify the principles of balanced and sustainable spatial development.

The document of the *Guiding Principles* is based on several preparatory studies and is in harmony with the message put forward by the *European Spatial Development Perspective*, a document prepared by the European Union,

The *Guiding Principles* endeavour to promote the better integration of a larger Europe. The main considerations include:

- spatial development of Europe in continental dimension;
- account of the special situation and requirement of the Central and Eastern European countries;
- examination of the possibilities and ways of implementation.

The *Guiding Principles* are for service of the following purposes:

- promoting territorial cohesion through a more balanced socio-economic development of regions and improved competitiveness;
- encouraging development generated by urban functions and improving the relationships between town and countryside;
- promoting more balanced accessibility;
- developing issues to information and knowledge;
- reducing environmental damage;
- enhancing and promoting natural resources and the natural heritage;
- enhancing the cultural heritage as a factor of development;
- developing the energy resources while maintaining safety;
- encouraging high quality sustainable tourism;
- limitation of the impacts of natural disasters.

The *Guiding Principles* throughout the elaboration process have served as guidance for the working out two crucial spatial planning

documents in Hungary: the *National Spatial Development Concept* and the *National Spatial Plan*.

In the *National Spatial Development Concept* and the *National Spatial Plan*, the objectives have been conceived by following the guidelines of CEMAT.

In conformity with the principles, relating to territorial cohesion (1) and to urban-rural relationships (2) identified in Chapter IV of the *Guiding Principles* the Hungarian spatial planning documents set objectives for:

- the reduction of the over-centralisation of the capital (capital region);
- development of regional centres;
- development of transport and communication and strengthening functional inter-municipality relations;
- re-interpretation of rural development objectives.

In accordance with the principles relating to balanced accessibility (3) and access to information and knowledge (4) there are objectives for:

- the development of technical infrastructure, of the transport system in particular with the aim to counterbalance the radial network centred on the capital by means of strengthening the East-West and North-South links;
- strengthening the transport links with the neighbouring countries;
- development of the information and communication system and of the regional science and education centres.

Furthermore, in accordance with the principles relating to environmental management (5, 8,10) and the protection and enhancement of natural and cultural heritage (6, 7, 9) objectives are set for:

- the special protection of the national ecological network;
- maintenance and expansion of forests;
- adaptation of land use to the capacity and sensitivity of the environment;

- protection and enhancement of cultural heritage, special control of land use in heritage sites;
- protection and enhancement of the identity of settlements, containment of the growth of built up areas.

The *National Spatial Development Concept* establishes fundamental trends and objectives for regional development and provides a framework for the regions, counties and micro-regions to work out their own development concepts and programmes. This document was approved by Parliamentary Resolution 35/1998. The principles laid down in this Parliamentary Resolution include:

- development of a spatial structure that enhance the specific features of different areas, the external relations of border regions, the integration into the European urbanisation system;
- development of a balanced transport network by adding horizontal and vertical links to the radial system;
- harmonisation of agricultural land-use with spatial features;
- safeguarding of natural values;
- sustainable development.

In every three-year's period a report has to be submitted to the Parliament on the progress of the implementation of the objectives set out in the Concept.

The *National Spatial Plan* is designed to specify the long-term spatial structure of the country (transport and public utility networks, urbanised, agricultural and natural areas), to offer a comprehensive regulation for land use and for the preservation of natural resources and to ensure the general technical and ecological conditions for developments. To accomplish the above objectives the tasks of the *National Spatial Plan* are:

- to identify new development links and connections for creating a more balanced spatial structure, with special regard to east-west and north-south connections supplementing the radial spatial structure;

- to make steps for a more purposeful integration into the global and European communication systems;
- to create conditions for parity of access to infrastructure services throughout the whole country;
- to create the qualitative conditions for spatial land use by reducing unregulated land use, localising and isolating land uses detrimental to or interfering with the environment;
- to create the technical conditions for inter-settlement relations and co-operation opportunities;
- to create the spatial conditions for favourable development prospectives for settlements and groups of settlements.

The preparatory work for the *National Spatial Plan* began in late-1996 with the comprehensive assessment of the situation and the study of sectoral concepts with spatial implications. Elaboration of the plan has been and is based on previous significant concepts and documents, in particular:

- preparatory documents for the *National Spatial Development Concept*, as well as the draft concept submitted to and approved by Parliament;
- spatial planning of special regions and certain counties in progress;
- spatial planning experiences and practical decisions of neighbouring countries;
- spatial planning developments encountered in the countries of the European Union;
- documents devised for the territory of the European Union and with larger regional perspective, including “*Europe 2000*” (1991), “*Europe 2000+*” (1994), “*European Spatial Planning Strategy*” (1995), “*European Spatial Development Plan*” (1997) and the “*European Spatial Development Perspective*”, *ESDP* (1999),
- and, last but not least, the “*Guiding Principles for sustainable spatial development of the European continent*” presented to CEMAT at its meeting in Hanover, 2000.

The European documents, especially *ESDP* and the “*Guiding Principles*” have been used as models for the *National Spatial Plan*, not only in terms of contents, but also in terms of the process of elaboration. The cross-disciplinary and cross-sectoral approach of both documents as well the extended series of consultation have been aspects applied throughout the work process.

Both in the Preparatory Phase (analyses of studies, formulation of planning program) and in the Plan Proposal Phase (elaboration of the spatial plan) the work went on within the framework of interdisciplinary and intersectoral co-operation. Planning was coordinated by VÁTI Hungarian Institute for Urban and Regional Planning and was carried out with the extensive co-operation of different planning institutes and experts, under the guidance and direction of the Department of Spatial Planning of the “just then current” national spatial planning authority. First of the then responsible Ministry of Environmental and Regional Development, later of the Ministry of Agriculture and Regional Development and currently of the National Spatial Development Office of the Prime Minister’s Office.

The method of work was of innovative importance in the history of Hungarian practice, characterised by intensive professional and intersectoral co-operation, by taking into consideration of local and international processes, as well as by analysing and working up spatial information supporting comparison of various criteria.

The Document for Consultation which offers a brief summary of the results of the Preparatory Phase was distributed to national authorities, county administrations, county spatial development councils, NGO’s and professional organisations for comments, and consultations were arranged to discuss confronting views. The necessary modifications were presented in a Working Paper summarising the Preparatory Phase.

The next step was to devise the Plan Proposals, the document to be approved at different levels of decision-making. Additionally,

proposals were made for measures to be taken to implement the *National Spatial Plan*.

After a long series of public consultations, the legal format of the *National Spatial Plan* has been submitted to the Parliament and after a long discussion process in the Parliamentary Committees in March 2003. The Hungarian Parliament adopted the National Spatial Plan in the form of a Law.

The *National Spatial Plan* will be the first legally binding document of national land use control and the legal framework of regional and local land-use plans. With its elaboration, a gap is made up for, and an urgent task is performed, as the change of the social and economic system has led to consequences with direct impact on spatial development and land-use of national scale. These include the shift in national development trends, the change in the situation of border regions and the acceleration of sub-urbanisation and agglomeration processes. Infrastructure development determining the national spatial structure has speeded up, bringing about further changes. The instruments of spatial planning are to be employed to make sure that the new infrastructure elements and the whole system are harmonised with the spatial and environmental criteria and promote spatial development. It is also indispensable because the country's international spatial connections have become increasingly important.

The *National Spatial Plan* is a framework and guidance for the elaboration of the spatial plans of the regions and counties. Its regulations are principally enforced through lower-level spatial plans and settlement plans.

In addition to the regulatory role of the *National Spatial Plan*, its reconciliatory (consensus making) and orienting, educational function as well as its role of supplying information and influencing behaviour are equally essential. That is why the plan was prepared by means of interdisciplinary and intersectoral co-operation.

The development trends and spatial objectives outlined in the *National Spatial Development Concept* have been crucial for the *National Spatial Plan*. The *National Spatial Plan* systematically enforces the principles set out in the *National Spatial Development Concept*. Nevertheless, they differ in some details. It is partly because the time perspective of the two plans are different (the *National Spatial Development Concept* embraces 15 years, the *National Spatial Plan* 15-30 years), and partly because the changes encountered after completing the documents of the *National Spatial Development Concept* could be taken into account in the preparation of the *National Spatial Plan*.

The mission of the *National Spatial Plan* is to improve the citizens' standard of living through the step-by step execution of the objectives set out in the plan to achieve long-term favourable environmental and appropriate economic conditions. It is a cardinal task of the *National Spatial Plan* to secure the country's integration into the European spatial structure and further the enforcement of international directives.

The preparation of the *National Spatial Plan* has practically broken new ground under the new social, economic, political and institutional conditions. The work meant at the same time the supervision of applicable law provisions on spatial planning and as such, it was pioneering and practical work, the lessons of which presented a basis for the assessment and amendment of law provisions made earlier on a theoretical basis.

IRELAND

Spatial planning / Land management

A system of land-use management has been in operation in Ireland since 1964. Under the Planning and Development Act 2000, a consolidating Act designed to introduce a sustainable development ethos into Irish land-use planning, each of Ireland's 88 planning authorities has been obliged to prepare, at least every six years, a Development Plan for its area. These development plans, which are prepared in consultation with the local community, determine the way land is used over the period of the lifetime of the plan. Environmental Impact Assessment (EIA) procedures have been incorporated into the planning system and are also applied to public measures at national level. The EIA system allows for full scoping of environmental statements by planning authorities. EIA in Ireland takes full account of EU Directive 97/11/EC and the UN ECE Convention on Transboundary Environmental Impact Assessment, concerning consultation with other States where development may produce transboundary environmental effects. Decisions on individual development are taken by the planning authorities on the basis of the plan and may be appealed to An Board Pleanala (the independent National Planning Appeals Board) by any individual or organisation.

Legislation with respect to land use planning is supplemented by administrative and policy measures at the national level. The Irish Department of the Environment and Local Government issues circulars and guidelines to local land-use planning authorities to inform them of issues to be taken into consideration in the operation of the planning process. The Department also monitors the overall operation of the planning process. The Department is preparing a series of guidelines on land use issues for local planning authorities and An Board Pleanala. Guidelines on Telecommunications Antennae and Support Structures and Guidelines on Wind Farm Development were both published in 1996 (The Guidelines on Wind Farm Development are currently being reviewed). Guidelines on Residential Density were published in 1999 and Guidelines on Retail

Planning in 2001. Guidelines on Landscape and Guidelines on the scope and content of Development Plans are currently being prepared. Taken together, the National Sustainable Development Strategy and the guidelines will provide a comprehensive policy framework for land use planning. The Department of the Environment and Local Government also monitors the overall operation of the planning process and local authorities are taken into account by the Department on issues related to the operation of the planning process.

Another major recent development was the adoption and publication by the Irish Government of a National Spatial Strategy (See www.irishspatial.com <http://www.irishspatial.com/strategy.ie>). The Strategy is a 20-year planning framework designed to ensure that every part of the country reaches its full potential. The strategy outlines how a strengthened network of cities and towns together with rural communities and their resources will be mobilised and complemented by appropriate social and physical infrastructure, to create more balanced development across the country.

The strategy includes:

- a comprehensive analysis of how Ireland has been developing particularly in the last 20 years. This is based on an extensive research and public consultation process carried out as part of the process of preparing the NSS;
- a spatial policy framework that will support balanced development. In this regard, the international evidence is that to achieve balanced development, strategic places must have the appropriate population size and mix of development “triggers” – scale and critical mass – to drive development. In addition, these strategic places must have strong links with wider areas. The growth and development of the potential of these areas will complement and benefit from the strengths of places with critical mass;
- policy measures through which the potential for more balanced development across Ireland will be achieved. These measures

- outline the types of roles that various places will play in achieving balanced development;
- an integrated network of gateways, hubs, other towns, villages and rural areas that will complement and draw strength from each other in the drive towards balanced development on the basis of each of these elements growing to their potential.

Gateways Driving National Development

The NSS identifies the towns of Dundalk, Sligo, Letterkenny/ (Derry) and Athlone/ Tullamore/ Mullingar as four new “Gateways” in addition to the five (Dublin, Cork, Limerick/ Shannon, Galway and Waterford) identified in the National Development Plan. These will act at the national level, through their large scale and critical mass to both drive development over the urban and rural areas they influence and support more balanced patterns of development nationally.

Hubs

The NSS identifies “Hubs” to hold a strategic position in support of Gateways, energising their own immediate areas and establishing a link between the larger urban areas such as Gateways and more rural areas. The hubs identified in the NSS are Ballina/Castlebar, Cavan, Ennis, Kilkenny, Mallow, Monaghan, Tralee/Killarney, Tuam and Wexford.

Rural areas playing to their various strengths

The NSS emphasises that to achieve balanced regional development, critical mass at the gateway and hub level, must be complemented by other towns and villages growing to their potential. Under the strategy, towns and villages will better support their local rural and urban populations by becoming the focus for investment, economic activity and housing development. The NSS outlines how rural potential and alternative employment can be developed by building on local strengths, in tourism, agriculture, enterprise, local services and land and marine-based natural resources.

Linkages

The NSS emphasises the important role played by effective transport, communications, energy and other linkages in making places attractive to people and investment. The NSS outlines a framework within which transport and other linkages can be integrated with Ireland's future spatial structure. In relation to transport linkages, the NSS transport framework will be internationally connected through key points such as airports and ports with links to Northern Ireland, the UK, EU and the broader global economy.

How the National Spatial Strategy will be implemented

The National Spatial Strategy will be driven by Government and will be adopted by local, regional and sectoral development authorities and agencies to guide how they prioritise development and planning decisions and how they direct investment. Through better spatial co-ordination of ongoing and future investment, the objective of more balanced development can be achieved. The Strategy has full regard to the principle of subsidiarity. As part of the initial implementation phase, Regional Authorities are beginning the process of preparing regional planning guidelines, which will translate the policies contained in the Strategy to the regional level. Full consultation will be had with the relevant local authorities during the preparation of the Guidelines. In due course, following adoption by the Regional Authorities of regional planning guidelines, the relevant local authorities will have to statutorily review their development plans to ensure that they are consistent with the relevant regional planning guidelines.

LITHUANIA

Context

The fact is that the Guiding Principles of the Sustainable Spatial Development have been under implementation not only through the last period between the 12 and 13 Sessions of the CEMAT. This process was strongly influenced also by the very process of its creation and by the other important documents and activities, preceding the birth of the Hanover document in 2000, first of all – on international trans-continental level – by Rio de Janeiro documents of 1992.

Those were followed by the macro-regional activities in the same direction:

- in 1992-1994 “Vision and Strategies around the Baltic Sea Region 2010” (VASAB2010) – common document as a result of the co-operation of the Baltic Sea Region (BSR) institutions responsible for spatial planning at national level of the 11 countries;
- another joint effort of the BSR countries, international organisations, research, business and NGO’s – was an Agenda 21 for sustainable development of the Baltic Sea Region – “Baltic 21”. The latter included a special chapter – “Spatial Planning for sustainable development in the Baltic Sea Region”, prepared through the VASAB co-operation;
- EU ESDP was also a milestone for countries of Europe.

It has to be admitted that Lithuania and its territorial planning was also following the principles of balanced development of the country in earlier phases too. This might be seen for instance through the achieved by now balanced urban network in Lithuania.

National sustainable development strategy prepared in 2003 took into account GPSSDEC-CEMAT among other important documents.

The system

The main elements – territorial planning documents, legal basis and territorial planning data bank – make the territorial planning system of the country.

The actual Law on Territorial Planning (adopted by Seimas / the Parliament/ on December 12, 1995. No I-1120) – the main document of the legal basis in this field – stipulates the need of equal quality of life conditions all through the country (*creating better living conditions of equal value on the whole territory of Lithuania*). The amendments of this law (now in 2003 under discussion in Seimas) directly demand to develop the country basing on the principles of the sustainable development.

Territorial planning instrument in Lithuania is used on three levels – national, regional and local:

- at the national level the overall responsibility for this field lies within the functions of the Ministry of Environment;
- at the regional level – each county (apskritis) is responsible for planning and development of its territory;
- at local level – each local municipality accordingly is responsible for planning and development of its territory.

The main document of territorial planning at each of mentioned tiers of government is a comprehensive plan. At national level such a document is a Comprehensive plan of the territory of the Republic of Lithuania. It was approved by Seimas in 2002.

The use of the Guiding principles of the Sustainable Spatial Development of the European Continent in Lithuania is reflected in this document.

Implementing the GPSSDEC-CEMAT thematic aspects

All the thematic aspects included into the Comprehensive plan of the territory of the Republic of Lithuania are guided by the system of strategic overall and sectoral goals.

It is defined that the main principle of the Comprehensive plan is to ensure a sustainable and balanced development. The prepared document presented national sustainable development and management policy of the territory of whole the country. The target year envisaged was 2020.

The main solutions of the territory are presented in following main directions:

- common territorial structures;
- specialised territorial structures;
- spatial integration of the development of the territory of the state;
- reserving territories for the common needs of the state.

A system of strategic goals of the development of the territory according to the issues dealt with in the Comprehensive plan guided whole the development proposals.

While preparing the solutions of the plan – the mentioned directions were split into the special issues as follows and respective territorial development goals outlined accordingly:

Common territorial structures

In this part the plan dealt with two important issues:

Optimisation of urban system, aiming at

- forming of polycentric network of urban centres;
- balance of tendencies of concentration – depopulation;
- favourable urban-rural settlements network conditions;
- creation of active urban system of the country, connected to that one of whole of Europe.

The main items were: development of urban frame of the country, axes of urban integration, influenced neighbouring areas, relations of urban and rural territories, improvement of life quality.

A system of three categories of urban centres envisaged, including national, regional and local level centres as well as relevant urban integration axes, intended to ensure the forming and interaction of its parts.

Ensuring landscape protection, aiming at:

- retaining and use of landscape and biological diversity, cultural and natural values, recreational environment for a qualitative development of the country.

The main items were: nature framework, protection of landscape and biological diversity, use and protection of cultural heritage territories.

The nature framework territories are defined and presented, as well as functionally differentiated system of protected territories of the country. Cultural heritage territories making a backbone of such territories of the country and support policy defined.

Specialised territorial structures

In this part the plan dealt with four issues, aiming at:

1) for territories of bio-productive economy

- optimal Land use structure,
- rational territorial balance,
- effective support policy,

2) for development of recreation territories

- development of network and infrastructure of recreational territories,

- ensuring effectiveness of protection and use of natural and cultural recreational resources,
- use of recreational potential for rehabilitation of “weak” districts.

3) for technical infrastructure territories

- forming a united multimodal transport system, integrated into that one of Europe and Baltic Sea Region,
- forming rational and qualitative eco-engineering infrastructure,
- integrating energy system into the European one.

4) for other functional territorial structures

- territorially balanced industrial development,
- decrease regional differences of social security,
- optimise the networks of health care, education, professional training, cultural institutions.

1. Territories of bio-productive economy, including agricultural and forest territories. Seven zones of different agro-potential defined and guiding management policy proposal presented. Fishery perspectives in internal waters outlined. Territorially differentiated forestry development and its territorially oriented policy formulated.
2. Development of recreation territories. Recreation areas according to their attractiveness and potential for recreation defined, three levels (national, regional and local) basing on these features picked out. Recreation service centres according to their importance and specialisation defined. National importance tourism routes system presented. Support for recreation development envisaged.
3. Technical infrastructure territories, including transport and communications, energy infrastructure, eco-engineering infrastructure. Common transport infrastructure and its territorial development directions defined. Other technical infrastructure main development system and territorial directions given.

4. Other functional territorial structures. In this part, the plan dealt with following issues: industry and trade, social and cultural infrastructure, including health and social care as well as education science and culture infrastructure.

Spatial integration of the development of the territory of the country

In this part the plan dealt with following issues:

Integrated development strategy

In the common spatial concept three different management types envisaged - territories of conversion, support and development. Main social, economic and urban functions active zone and de-concentration areas defined. Functional priorities for defined areas outlined giving the use guidelines for them.

Regional policy in the context of the Comprehensive plan of the territory of the country

Territorially differentiated policy basing on principles of the sustainable development formulated. Integrated regional territorially oriented policy of the country given. Priority target groups outlined (for A.- complex, B. - special programmes).

Reservation of the territories for the common needs of the state

Here the summary of all the territories to be reserved for the common needs of the state were given as an outcome of all the proposed solutions of all the parts of the plan. The solutions of the plan were given also in graphic form in a series of drawings prepared while using GIS means.

Horizontal and vertical co-operation.

Co-ordination of planning solutions at different levels and horizontally (including sectoral plans) i.e. during preparation of territorial planning documents and their solutions proceeds according to the Law on Territorial Planning, demanding co-ordination of solutions of documents of territorial planning, i.e. to follow a procedure for co-ordinating solutions of separate plans. This ensures the compatibility of plans prepared horizontally and vertically.

The practical need to ensure horizontal co-operation in case of national level while preparing the was solved by creating an Inter-ministerial Information and Co-ordination Group, responsible for transfer of planning information on from their respective sectors and an inter-institutional Commission of Reconciliation of Strategies, Plans and Programmes approving intermediary report and planning program of the Comprehensive plan.

In planning conditions issued by responsible bodies, initial information on actual valid planning documents is presented to the planning organiser (this procedure is valid for all levels of comprehensive planning).

During approval, procedure the Comprehensive plan has to pass the procedure of consideration at the national institutions as well as to be presented to the governors of each apskritis (region) for the same purpose.

In case of regional level, several measures are used. One of instruments to ensure co-operation and co-ordination of decision-making is a regional development council. Regional comprehensive plan solutions are discussed here. At the same time the Comprehensive territorial plans of regional level have to be considered at national, regional and local level (i.e. this has to be done at higher, equal and lower tier of government).

Implementation the goals and more detail elaboration of higher level of planning solutions as well as developing own ones according responsibilities of each tier of governance ensures the continuity of planning.

Special planning

The following may be the objects of special planning:

- the land stock of the Republic of Lithuania, including forestland, water resources;
- social, cultural, economic activities on the territory under planning;
- systems of infrastructure and their parts;
- protected territories, their systems, natural and immovable cultural properties.

Special plans must be co-ordinated, discussed publicly and approved in a manner prescribed by the Law on Territorial planning and regulations. Special plans are not to contradict comprehensive ones and other approved planning territorial documents.

This is ensured through observation of the planning and consideration procedures permitting thus to achieve sustainability, and balance through the means of territorial planning. This not only permits integration of territorial aspects into sectoral policies but also integration of decision-making.

Public participation

Public participation in adoption of planning decisions is demanded by the Law on Territorial Planning and by Resolutions of the Government of the Republic of Lithuania “On the Approval of Regulations Regarding Public Hearings on the Drafts of Territorial Planning Documents” (1996) and “On the Approval of the Procedure of Informing the Public about the Proposed Activity and Implementing the Proposals of the Public” (1996).

These documents demand that public is informed on decision to start preparing a territorial planning document, inform about aims of planning and give other relevant information. Consultations with public during the document preparation are obligatory too (including public exhibition of prepared planning proposals and public meetings) as well as meeting with public before final approval in order to inform about outcome of all procedures, adopted proposals and informing on final outcome.

The participants of public hearings have right to present their remarks, written proposals. If they are dissatisfied with the final outcome, they may appeal against the territorial planning documents solutions to the bodies, which exercise state supervision of territories under planning. State planning supervision bodies in this case deliver a justified decision within three weeks from the day of receipt of the complaint. If after that they are still not satisfied with the outcome – they may appeal against the decision of the body of supervision in court of justice.

Public participation in the territorial planning process is an important instrument ensuring democratic way of decision-making and securing investments at the same time, (i.e. investing in a way agreeable for the society and according to the laws of the country). It also saves time and means in the long run.

LUXEMBOURG

La philosophie de planification

Le Grand-Duché de Luxembourg comporte deux niveaux politiques, le niveau national et le niveau communal.

Le niveau national établit des documents de planification valables pour l'ensemble du Grand-Duché : le Programme Directeur de l'aménagement du territoire et des plans sectoriels (au sens de plans thématiques).

Le niveau communal est chargé de définir, dans une forme contraignante, l'occupation du sol à travers les PAG (projet d'aménagement général) au niveau communal, ceci en vertu du principe de l'autonomie communale. L'Etat ne peut déroger à ce principe qu'en des situations particulières.

Toutefois, il se fait sentir un besoin de créer un niveau de planification intermédiaire, où l'Etat et les communes se concertent en vue d'établir des plans dits régionaux. Il faut garder à l'esprit que le niveau de planification régional n'a pas de niveau politique en face, ce qui fait qu'il s'agit plutôt d'un niveau supra-communal. Il est prévu, de la part de l'Etat, d'adapter le système de péréquation financière au profit des communes et de réserver une partie de la dotation financière aux communes aux actions découlant de ce niveau régional supra-communal.

Les instruments au niveau national

Le niveau politique stratégique : le niveau indicateur

Le Programme directeur est le principal instrument de l'aménagement du territoire à l'échelle nationale. Il concerne l'ensemble du territoire et contient les principales options de développement global et leurs répercussions territoriales.

Le Programme directeur en vigueur a été adopté par le gouvernement en mars 2003, après une phase de consultation très large qui s'est étiré sur près de quatre ans. Ce Programme directeur fixe les objectifs prioritaires d'aménagement du territoire et les mesures à appliquer en vue de son exécution.

Document d'orientation, il est l'outil idéal pour développer des visions d'avenir communes sur base d'un large débat. Il définit les grandes orientations du développement futur du pays d'une manière cohérente et constitue ainsi la description globale (et pas uniquement urbanistique, rurale ou urbaine) d'un état futur en fonction d'objectifs particuliers souhaités.

Ce programme oriente à la fois la politique générale du gouvernement dans tous les domaines qui ont une répercussion sur l'occupation du sol et fournit au ministre compétent un instrument permettant de cadrer les plans et projets plus détaillés également prévus par la loi, à savoir les plans directeurs sectoriels, les plans directeurs régionaux et les plans d'occupation du sol (voir plus loin). Il propose en plus, la subdivision du territoire national en un nombre limité de « régions d'aménagement » dont il désigne les centres de développement et d'attraction (*Zentrale Orte*).

Le principe du développement spatial durable est à la base du nouveau Programme directeur à un point tel que l'on peut considérer le programme directeur comme un complément du plan national du développement durable.

Le Programme directeur peut être à tout moment précisé, complété ou modifié, et doit être périodiquement révisé par le gouvernement. Il a donc un caractère flexible permettant une adaptation rapide et continue.

Le niveau opérationnel : la mise en œuvre politique

Le niveau opérationnel se fait soit au niveau national, pour une thématique délimitée, soit au niveau régional, toutes thématiques confondues.

Au niveau national : le plan directeur sectoriel

Il s'agit d'un instrument qui concerne un ou plusieurs secteurs d'activité ou d'intervention gouvernementale et pour lesquels il intègre et précise les options nationales dont il assure la coordination.

Ces plans doivent respecter les orientations fixées par le programme directeur et pourront être élaborés soit sur l'initiative du Ministre compétent pour le secteur concerné, soit sur l'initiative du Ministre ayant l'aménagement du territoire dans ses attributions.

Cet instrument peut également contribuer à la mise en œuvre du plan national pour un développement durable.

On distingue des plans sectoriels dits primaires, correspondant aux grands secteurs thématiques ayant une influence prépondérante sur l'occupation du sol :

- le plan sectoriel « transports » ;
- le plan sectoriel « logement » ;
- le plan sectoriel « réservation des grands ensembles paysagers et forestiers ».

S'ajoutent des plans sectoriels dits secondaires, pour les thèmes où une coordination est nécessaire pour éviter un développement désordonné. L'instrument du plan sectoriel est mis à la disposition des ministères fonctionnellement compétents, qui en pilotent l'élaboration en accord avec le département de l'Aménagement du territoire :

- le plan sectoriel « lycées » ;
- le plan sectoriel « stations de base pour les réseaux de télécommunication » ;
- le plan sectoriel « établissement Seveso » ;
- le plan sectoriel « décharges pour déchets inertes ».

Après une procédure d'enquête publique impliquant les communes, les plans sectoriels seront déclarés obligatoires par règlement grand-ducal et s'imposent dès lors directement aux communes et indirectement aux citoyens.

Au niveau « régional » : le plan directeur régional

Le plan directeur régional, élaboré sur l'initiative des syndicats intercommunaux, vise une partie du territoire nationale pour autant que plus d'une commune soit concernée. La région n'est donc pas définie en tant qu'entité territoriale administrative réglementaire. Cependant, le programme directeur propose six régions d'aménagement.

Cet outil directeur doit permettre aux communes des différentes régions de procéder de façon ciblée et coordonnée au développement de leur région.

Ce plan intègre les options définies au niveau national (programme directeur, plans sectoriels) et celles fournies par les outils du niveau communal (PAG, plans verts, plans de développement communaux). Une telle approche intégrative au niveau régional, favorisera au maximum une optique durable dans la conception future de l'aménagement du territoire luxembourgeois.

La mise en œuvre des plans régionaux se fait sous forme de syndicats intercommunaux qui peuvent être assistés par des commissions consultatives, comprenant des représentants de la population locale, de groupements d'intérêts locaux ou régionaux et d'associations de droit privé.

Une structure d'accompagnement technique sera mise sur pied chaque fois que le syndicat intercommunal estime que les mesures prioritaires du projet de plan régional ne peuvent être mises en œuvre par les instances existantes.

Après une procédure d'enquête publique impliquant les communes, les plans régionaux seront déclarés obligatoires par règlement grand-ducal et s'imposent dès lors directement aux communes et indirectement aux citoyens.

Le plan d'occupation du sol

Il s'agit d'un outil spécifique permettant au niveau national de déterminer une utilisation précise pour une aire aux dimensions limitées. C'est donc un plan d'aménagement qui porte sur des parcelles cadastrales constituant une aire déterminée à aménager en lui conférant une affectation précise et détaillée. L'Etat, en établissant un POS, intervient dans l'autonomie des communes, auxquelles il incombe en situation normale de régler l'affectation concrète du sol.

Ce plan est élaboré en conformité avec les options du programme directeur, précisées soit par le plan directeur régional, soit par le plan directeur sectoriel.

En espérant que l'utilisation d'un tel instrument reste d'exception, il pourrait s'avérer nécessaire au cas où les communes ne respecteraient pas les indications des plans directeurs lors de leur transposition dans leurs plans d'aménagement généraux. L'Etat utilise encore cet instrument dans les cas où il s'agit de coordonner l'occupation du sol sur deux ou plusieurs communes, ou lorsque la commune n'est pas prête à accepter une occupation du sol (par exemple une décharge) que l'Etat juge cependant d'intérêt national.

Après une procédure d'enquête publique impliquant les communes, les plans d'occupation du sol seront déclarés obligatoires par règlement grand-ducal et s'imposent dès lors aux communes et aux citoyens.

Les principaux axes d'intervention

Le Programme directeur définit dix axes d'intervention destinés à cadrer la politique d'aménagement du territoire pour le court terme :

- La maîtrise des défis auxquels le pays se trouve aujourd'hui confronté suite au développement économique des dernières années exige des interventions complémentaires au niveau du développement spatial, de l'organisation des transports et la protection de la nature et des paysages. Un concept intégratif

appelé IVL (*Integratives Verkehrs- und Landesplanungskonzept*, concept intégré de transports et d'aménagement) est en cours d'élaboration pour cadrer ces initiatives.

- En référence à ce concept, divers instruments cadres seront élaborés: d'une part les plans directeurs sectoriels « primaires » concernant les transports, le logement et la protection des grands ensembles paysagers et forestiers et d'autre part, quand l'intérêt général en justifiera le recours, des plans directeurs sectoriels « secondaires » ainsi que des plans d'occupation des sols
- La préparation des plans directeurs régionaux sera encouragée et soutenue par l'Etat, en s'attachant à développer une approche spécifique pour chaque région d'aménagement. La reconversion des friches industrielles dans la région Sud, la définition d'une approche combinée « préparation du plan régional – modernisation des communes » dans la région Nord ainsi que le développement d'une coopération structurée entre les communes de l'agglomération de Luxembourg dans la région Centre-Sud seront valorisées dans ce contexte.
- La matérialisation d'une déconcentration concentrée sera préparée sur base des orientations de développement fournies par l'IVL. Des contrats de développement spécifiques seront conclus en priorité avec les communes qui font partie du système des centres de développement et d'attraction du programme directeur. Une importance particulière sera accordée à la valorisation des deux centres de développement et d'attraction d'ordre moyen, à savoir Esch-Alzette et la « Nordstad ». En ce qui concerne Esch-Alzette, le projet de la Cité des sciences, de la recherche et de l'innovation qui sera implantée à Belval-Ouest répond d'ores et déjà à ces préoccupations.
- Le projet de loi concernant le développement urbain et l'aménagement communal une fois voté, les communes auront à leur disposition de nouveaux instruments pour concrétiser à leur niveau une politique d'aménagement du territoire durable (voir plus loin).

- La mise en œuvre d’une politique d’aménagement du territoire, basée sur le développement durable, requiert une coordination efficace entre les ministères ayant des attributions en la matière.
- La concrétisation des objectifs du Programme directeur nécessite des interventions dans des domaines qui ne relèvent pas directement de l’application de la loi de 1999. Tel est le cas en ce qui concerne le système des subventions, le système fiscal et certaines mesures relatives à l’organisation des transports. Les pistes de réflexion développées à ce sujet au niveau de l’aménagement du territoire devront être concrétisées avec la participation active des départements ministériels directement concernés.
- L’initiative communautaire Interreg, la Grande Région SLL+ et l’ORATE (ou ESPON - *European Spatial Planning Observation Network*) en tant que nouvelle structure européenne seront valorisés dans l’intérêt du pays en général et de son développement territorial durable en particulier.
- La pertinence de l’ensemble des mesures définies sur base du Programme directeur devra être évaluée afin de garantir l’actualité et l’efficacité de la démarche d’ensemble. Cette évaluation nécessite la création d’un observatoire du développement spatial qui aura pour mission d’effectuer un monitoring continu du développement de notre territoire national.
- L’aménagement du territoire étant une discipline qui nous concerne tous, il est indispensable de définir une politique de communication pour obtenir à la fois la compréhension du grand public et une participation active des acteurs potentiels.

Autres préoccupations

Outre ces priorités, il faut encore relever deux compétences transversales du département de l’Aménagement du territoire, aujourd’hui intégré au ministère de l’Intérieur.

Les parcs naturels

Le concept luxembourgeois des parcs naturels s'oriente au concept français des parcs régionaux. Il vise le développement durable d'une région tant du point de vue économique que culturel, dans le respect des exigences posées par la protection de la nature et de l'environnement et dans le souci d'un usage prudent des ressources. L'action dans les parcs naturels concrétise en effet une approche globale réalisée conjointement avec les communes et les représentants des ministères directement concernés par le développement des régions rurales. L'exécution de la loi sur les parcs naturels a été confiée au Ministre ayant l'aménagement du territoire dans ses attributions, pour souligner qu'elle constitue non seulement un instrument de protection, mais aussi un instrument de développement.

La coopération transfrontalière

L'Aménagement du territoire a la charge de coordonner la politique de coopération transfrontalière en Grande Région Sarre-Lorraine-Luxembourg-Rhénanie-Palatinat-Wallonie, un vaste espace de près de onze millions d'habitants. Cette charge inclut la responsabilité pour les programmes Interreg.

La coopération transfrontalière vise e.a. le renforcement de la structure économique des zones frontalières, pénalisées par toute une série de raisons par le passé et la valorisation des atouts de ces espaces, l'élimination des effets négatifs des frontières et des obstacles administratifs, la création d'un sentiment d'appartenance à un espace commun et l'amélioration des liaisons de transports à l'intérieur de l'espace et vers l'extérieur.

Une réalisation notable en matière d'aménagement et de développement du territoire a été l'élaboration d'un « Schéma de développement de l'espace Saar-Lor-Lux+ », calquée sur la démarche du SDEC, mais plus détaillé étant donné l'échelle plus grande. Il exprime la volonté des partenaires d'améliorer les

structures spatiales internes à l'espace Région Saar-Lor-Lux+ et à venir à une vision commune sur les développements futurs souhaités. Le SDE-SLL+ se veut être un cadre de référence pour les politiques nationales et/ou régionales des participants dans cet espace basé sur une consultation la plus large et un consensus politique.

MALTA

Context

Malta's planning system has undergone through several changes, particularly with respect to the new responsibilities connected with environment protection. In 2002, the Malta Environment and Planning Authority (MEPA) became responsible for the implementation of both land-use planning under the Development Planning Act of 1992 and environmental protection under the Environment Protection Act of 2001.

MEPA's new responsibilities should secure better cohesion between social and economic development, and between such development and protection of the environment. This means that the scope of land-use planning has been widened to guarantee an integrative approach to development planning, protection of ecological and cultural diversity and regulation of activities impacting upon the quality of the environment and society.

Sectoral policies like those on agriculture, water and energy, tourism and transport impinge upon spatial planning and sustainable spatial development. Therefore, the coordination of sectoral policies and co-operation between different organisations are fundamental to ensure effective spatial planning, though not all the required formal connections are in place as yet. Horizontal co-operation is carried out to ensure an integrative approach towards spatial planning. Vertical co-operation ensures that all administrative levels and affected communities participate in national decisions on spatial planning.

Involvement of stakeholders in decision-making processes is MEPA's fundamental principle. MEPA is a regulatory body and its responsibilities affect central and local public organisations, voluntary bodies, the private sector and the community at large. MEPA's stakeholders are therefore the key players for, amongst other things, provision and use of services, conservation of heritage and sustainable use of natural resources. Consequently, the involvement

of stakeholders in decision-making processes is a precondition for effective implementation of spatial planning strategies and policies.

The Structure Plan for the Maltese Islands

Malta's strategic instrument for spatial policies and planning is the Structure Plan for the Maltese Islands. The Structure Plan is a coordinating plan that seeks to accommodate and integrate the development requirements of all Government Departments and agencies, the private sector and the community as a whole according to Malta's spatial structure. The Structure Plan provides a set of sectoral and spatial policies to ensure better integration between social and economic development and between development and ecological and cultural diversities. This spatial planning approach was developed in the early 1990s, on the basis of the European Planning Charter.

At present, MEPA is undertaking the first review of the Structure Plan. The review process has addressed both sectoral and spatial issues and trends. The vision of the emerging Structure Plan is "to improve the quality of life in the Maltese Islands by social and economic development and environmental stewardship, within a framework of sustainable development".

The new goals of the Structure Plan emphasise the need to use land and buildings effectively, encourage integration of economic and social developments, upgrade and accommodate urban development into existing development areas and facilitate accessibility, participation and inclusion in the planning process. The latter term implies a wider meaning that encompasses management, conservation, preservation and husbanding of resources. The new goals also introduce a requirement to consider the distinctiveness of rural, urban and marine environments. Consequently, the emerging Structure Plan follows the key components of sustainable development – economic, environmental, social and cultural sustainability.

Contribution to sustainable spatial development

The Draft Resolution “Declaration on the territorial dimension of sustainable development” and the Guiding Principles for Sustainable Spatial Development of the European Continent identify a set of principles of planning policy for sustainable development in Europe. These principles are discussed below.

Promoting territorial cohesion through a more balanced social and economic development of regions and improved competitiveness

The Structure Plan addresses the spatial requirements for social and economic development at the national level. The Structure Plan also provides distinct guidance to Local Plans to facilitate the translation of strategic planning policies to the local level, according to site-specific circumstances. The Structure Plan addresses issues and development needs connected with housing, transport, tourism and recreation, employment, agriculture, conservation, commercial and industrial provisions, and social and community facilities through an integrated approach which recognises the importance of territorial diversities. This approach ensures better territorial cohesion and balanced social and economic development, whilst the limited geographical area of the Maltese Islands facilitates public participation in decision-making processes at the national level.

Encouraging development generated by urban functions and improving the relationship between town and countryside

The Structure Plan aims to accommodate urban development in existing and planned urban areas so as to contain urban growth and minimise conflicts between land uses in urban areas; this should ensure improvement of the living and working conditions of local communities. In this regard, the review process of the Structure Plan has addressed issues connected with creation of better neighbourhood places (residential uses, open space, services and urban design), development of integrated transport strategies, encouragement of appropriate economic development in historic

urban centres, encouragement of social and community facilities in suitable locations, and upgrade of key employment areas. Furthermore, MEPA's new responsibilities complement the planning system by dealing with activities impacting on urban functions and the environment; examples include waste management, noise pollution and air quality.

Rural and urban areas are increasingly becoming interdependent, particularly in view of the multifunctional role of rural areas and opportunities connected with farm diversification. The Government's emerging Rural Development Plan and the emerging Structure Plan recognise the wider role of agriculture and rural areas in improving opportunities for urban populations in terms of landscape enhancement, recreation and rural conservation. Opportunities for rural communities include improvement of farmers' incomes and increased viability of farm businesses. This strategy also supports environmentally friendly agro- and rural tourism, which may result in rehabilitation and conservation of the rural heritage.

Promoting more balanced accessibility

Malta's potential as a gateway to other countries is significant. Requirements for upgrading of existing infrastructure, ports and terminals are taken into consideration by the planning system, in order to enhance Malta's connections with the rest of the World for educational, employment, tourism and investment purposes. Potential social and environmental impacts are addressed through the Environmental Impact Assessment process and the development control process. Furthermore, upgrading of inter-island transport infrastructure between Malta and Gozo is also significant for social and economic purposes.

The emerging Structure Plan adopts a vision for an integrated transport strategy, which can be defined as a comprehensive package of measures to extend choice in transport and secure mobility in a way that supports sustainable development. This means that the

future strategy takes into consideration the use of appropriate transport modes and the connection between transport and land uses, the environment and social and community facilities.

Developing access to information and knowledge

Facilities to improve access to information and knowledge are provided by other organisations or the private sector. The role of the planning system is to ensure that development connected with information and knowledge (like telecommunication facilities) does not impinge on the quality of the landscape, the state of the countryside and the historic urban character.

Reducing environmental damage

The provisions of the Structure Plan as well as the new responsibilities of MEPA are useful tools to reduce and alleviate environmental impacts resulting from development and human activities. Policy and legislative mechanisms include: provisions for better living and working places; halting urban sprawl; protection of heritage and urban character; encouragement of appropriate urban design and enhancement of urban amenity; prevention and tackling pollution problems, waste generation and disposal of toxic substances; protection of landscape and biodiversity; management of the countryside; reuse of the existing built fabric; and control of legitimate development in rural areas. MEPA has collaborated with other organisations and NGOs, particularly with respect to the preparation of the Rural Development Plan for the Maltese Islands and environmental protection and enhancement projects for urban and rural heritage in co-operation with Local Councils and NGOs.

Enhancing and protecting natural resources and the natural heritage

The planning system makes significant provisions towards protection and enhancement of natural resources and natural heritage, particularly against potential damage resulting from development.

The creation of MEPA and the growing concern for better co-operation has widened the scope for protection of natural heritage and resources; examples include protection and management of wildlife and natural habitats, landscape and biodiversity, sand and soil, agricultural land that is irrigated from natural sources and the quality of groundwater. MEPA's role in protecting natural resources and natural heritage may be described as follows: (i) protection and management of areas for their landscape, natural, scientific and biodiversity importance (including designation of Natura 2000 sites); and (ii) control of development and human activities impacting upon natural resources in co-operation with other organisations responsible for the quality of particular natural resources like groundwater.

Enhancing the cultural heritage as a factor for development

MEPA is not responsible for the excavation of archaeological remains and the maintenance and restoration of the cultural heritage. Nevertheless, MEPA makes significant provisions for the protection of cultural heritage so as to prevent damage resulting from development. Therefore, various initiatives for protecting and enhancing the cultural heritage are undertaken in co-operation with the responsible organisations. In this regard, the planning system acknowledges the diverse values of cultural heritage, notably in terms of economic, recreation, tourism and educational benefits. The planning system has adopted mechanisms to facilitate recording of cultural heritage. Subsequently heritage is designated and protected together with its context according to Structure Plan provisions. Furthermore, MEPA has adopted mechanisms whereby cultural heritage is protected, enhanced and restored in partnership with Local Council, NGOs and other public organisations.

Developing energy resources while maintaining safety

Issues connected with energy lie within the responsibilities of MEPA and other organisations. MEPA is a regulatory body and consequently its responsibilities focus upon control of development and mitigation

of potential environmental impacts in co-operation with other organisations.

Encouraging high quality, sustainable tourism

The review process of the Structure Plan shows that tourism priorities need to shift from provision for accommodation to upgrading of products. Therefore, future planning policies should ensure better integration of tourism facilities within the characteristics of local areas, so as to minimise tourism impacts on local communities and the environment. In this regard, the Environmental Impact Assessment process already provides a useful tool to mitigate the potential social and environmental impacts of projects. Furthermore, the protection and management of the cultural heritage, natural resources and the landscape are important in contributing to a better tourism product.

Limitation of the impacts of natural disasters

Flooding of urban areas is the most significant natural disaster in the Maltese Islands, which results due to reduction of water penetration in soils and increase in the amount of surface water runoff. In this regard, the Structure Plan protects watercourses and valleys as important water catchment areas. Furthermore, the planning system allows farmers to undertake small-scale developments to store surface water runoff with the intention of reducing the amount of surface water flowing towards urban areas and increase use of such water for irrigation of agricultural land.

Conclusion

This written national contribution has shown that MEPA's mechanisms towards land-use planning and environmental protection contribute towards sustainable spatial development and spatial planning in the Maltese Islands. Establishment of an integrated spatial planning system relies upon effective co-operation with other organisations and coordination of sectoral policies towards common

spatial goals and objectives. In this regard, the Structure Plan's strategies for social and economic development in areas requiring regeneration and the improvement of rural areas requiring rehabilitation need to be supported by sectoral policies that fall outside the remit of MEPA. It is believed that further co-operation and coordination of initiatives, together with further involvement of local communities, will improve the role of spatial planning in Malta and facilitate the achievement of sustainable spatial development across the territory.

MOLDOVA

The concept of the sustainable development is a new development paradigm, a new qualitative wave. By accepting this concept in 1992 through the international agreement in Rio de Janeiro, the Republic of Moldova joined more than 100 States, which are working out their national strategies, programs of projects for sustainable development.

In this context, participation of the Republic of Moldova in the implementation of sustainable development, as supported and promoted by the European Union, offers new opportunities for the solution of its own problems. As a young county located in an unstable zone, between the influence poles of European Union countries and those striving for membership and countries belonging to the post totalitarian area, the Republic of Moldova needs to identify its own development directions and strategic policies in the social and economic sphere. From this point of view, sustainable development represents one the greatest challenges.

Fully aware of this, the Government of Moldova with the broad support from the civil society and some international organisations has drawn a comprehensive national strategy for sustainable development “Moldova 21”, that contains a profound analysis of the current situation and identifies the main objectives and orientations for the reform of the whole spectrum of the activities, including spatial planning.

In such conditions, it is important to give this idea further support and to undertake firm measures, with the belief that the solution can be achieved by reforms and through regional and European integration rather than the solution of their reasons.

The Government of Republic of Moldova share the vision that the role of the spatial planning is crucial in the implementation of the

principle of sustainable development through coordination of the spatial dimensions of the sectorial strategies and integration of spatial solutions into legal norms and rules.

In this context, in 2002 the Government of the Republic of Moldova started the elaboration of the National Spatial Plan in accordance with the principles of sustainable development. The document will establish basic trends, objectives and measures for territorial development and will provide a framework for counties and communities to work out their own development concepts and programs. The main goal of the National Spatial Plan consists in the territorial harmonisation of the economic, social, cultural and environmental policies; the equilibrated territorial development of the country for the raising of the cohesion and efficiency of the economic and social relations.

A preparatory work for the National Spatial Plan began with the analysis and evaluation of the existing situation, characterized by interdisciplinary and intersectoral co-operation, taking into account both domestic and international processes.

The national and local policies specifying the objectives of a balanced development and the methods of their realisation should be materialised in the spatial planning plans. These plans have an interdisciplinary and integrated character, addressing the problems in general, in particular, and by different territorial levels, such as the analysis of natural and human resources, economic potential, infrastructures and equipment level, as well as of the possibilities for development, these plans establish the social and economic profile and divide the territory by zones with the aim of creating specific plan metric structures that will ensure requisite conditions for residential houses and activities in conformity with the requirements on rational usage of resources and maintenance of the cultural specifics. Proceeding from world practice, we can state that an appropriate and rationally drafted development plan covers all the aspects of territorial development. These include analysis of natural conditions; demographic, social, economic and environmental

parameters and the evaluation and development of prerequisites and risks. The proposals to the draft refer to the general parameters of the localities network and transport, energy, and telecommunications infrastructures, as well as to the limits and conditions of entertainment zones and protected spaces, to environmental protection actions, including actions for preventing disasters, and to methods of using historical and cultural assets. Along with this, the territorial development plans include an overview of the economic potential of the respective territories and suggestions related to the strategic directions for their implementation in correlation with the settlement of social problems.

Urban plans and related regulations constitute essential elements of territorial development at the level of the localities. They are considered the basis for all actions for: developing the respective settlements and establishing the methods of using the land from the point of view of construction systems and urban functions, and of conditions for placing and executing construction on certain land areas.

The National Spatial Development Plan and county territorial development plans need to be developed within 2003-2010. Additionally, the urban plans for the territorial localities need to be developed and updated within this period. This will lay out the bases of planning and urban management, which should become an ongoing and flexible process of an interdisciplinary and integrating character.

Territorial information systems based on GIS technologies will become the main sources of detailed information about the territory, such as legal form and physical parameters of lands and other types of real estate, environment status in various zones, the territory, proper functioning of the real estate market and for development planning. Such geo informational systems started to be created with the unfolding of the "Cadastre" project. If the investments are made as required, it is estimated that by the year 2010 these systems will be able to cover the entire territory of the country.

Special sectoral programs and strategies at the national and local levels, such as those on developing the real estate market, residential construction, energy conservation, supplying potable water, building communication lines, and many others, can become important tools in achieving the sustainable development of human settlements if they are well grounded and correlated.

Specialized financing mechanisms must contribute to a rational concentration and usage of resources in order to ensure maintenance, renovation and modernization of the current dwellings fund, as well as construction of new residential houses.

The foundation and functioning of certain current assets for the renovation of residential house owners to invest in the renovation of residential houses and modernization of engineering systems in order to diminish the costs incurred for thermal energy, gas, and water.

Pledge based crediting, which is practiced by specialized banks and supported through issuing special purpose securities, would facilitate the access of a much larger number of families to the real estate market and would stimulate investment in the construction of residential houses which will beneficially affect the entire economy.

Regional and sub-regional co-operation are indispensable parts of an efficient cross border spatial planning. One of the main priorities of the Moldavian Government is the European integration. Due to the location of the Moldova in a zone of several regional structures, the Republic of Moldova has joined many organisations and participated in various initiatives, such as Black Sea Economic Co-operation, Pact for Stability in the Balkans, Danube Commission, and Community of Danube Region States. Regional and sub-regional co-operation are indispensable parts of the European Integration.

The Republic of Moldova is involved in cross border co-operation with Romania and Ukraine through three Euro regions: "Upper Prut", "Lower Danube" and "Siret Prut Nistru". Co-operation between cross border partners represents a fundamental condition for

an efficient border planning activities. At the moment through a strong partnership between parts it is working on the designing of the Moldavian-Romanian border spatial planning document. It is trying also to begin the designing of such spatial planning document with Ukraine focused on the spatial development of a border area between these two countries.

The Government of the Republic of Moldova recognizes the crucial importance of the spatial development for the sustainability and the implementation of the related policies is one of the priorities in order to achieve the three aspects of sustainable development: economic growth, social development and environment protection.

NETHERLANDS

Spatial Planning in the Netherlands – Bodies and Instruments

The three administrative levels

Decisions in the field of spatial planning in the Netherlands are taken by the major institutions with executive powers at each of the three levels of government:

- at the *national level* by Parliament (First and Second Chambers) (*De Staten-Generaal*) and central government (*de regering*);
- at the *provincial level* by the Provincial Council (Provinciale Staten) and Provincial Executive (*Gedeputeerde Staten*); and
- at the *local level* by the Municipal Council (*Gemeenteraad*) and Municipal Executive (*College van Burgemeester en Wethouders*).

National level

The Bodies

Parliament (First and Second Chambers)

The Dutch Parliament, comprising both First and Second Chambers (De Staten- Generaal), plays a prominent role in the drafting of spatial planning legislation. As a rule, the initiative for drafting legislation comes from the government, which submits bills to the two Chambers. The Second Chamber (Tweede Kamer) has the power to alter the content of bills by introducing amendments; the First Chamber (Eerste Kamer) cannot amend a bill, but only accept or reject it. The Second Chamber can also initiate a bill.

Parliament is also responsible for monitoring government policy, which takes place in conjunction with the annual round of budgets. As part of this task, the Minister of Housing, Spatial Planning and the Environment (Minister van Volkshuisvesting, Ruimtelijke

Ordering en Milieubeheer) is required to include with the budget submitted to the Second Chamber, an explanatory report on national spatial planning policy.

The Crown

The concept of The Crown (De Kroon) plays a role in various aspects of spatial planning. In the Dutch system, “the Crown” refers to the “duality” of Monarch and Ministers. The Ministers are responsible for the deeds of the Crown, the Monarch enjoys political immunity. Spatial planning policy is the responsibility of the Minister of Housing, Spatial Planning and the Environment.

Council of Ministers

At the national level, the Minister of Housing, Spatial Planning and the Environment is responsible for the formulation of government policy on spatial planning. Coordination of that policy takes place in the Council of Ministers (*Ministerraad*). Decisions made by the Council of Ministers are usually prepared in its sub-councils; for spatial planning, this sub-council is the Council for Spatial Planning and the Environment (*Raad voor Ruimtelijke Ordening en Milieuhygiëne*). As is the case with respect to all sub-councils, the Council for Spatial Planning and the Environment is chaired by the Prime Minister (Minister-President); all Ministers and Secretaries of State (*Staatssecretaris*) whose portfolios affect national spatial planning policy are members (other Ministers and Secretaries of State are free to attend the meetings). Furthermore, the meetings are also attended by the chairman of the National Spatial Planning Commission (*Rijksplanologische Commissie*) and a number of senior civil servants, including the Director-General of Spatial Planning (*Directeur-Generaal van de Ruimtelijke Ordening*). The Council’s work is coordinated by the Minister of Housing, Spatial Planning and the Environment.

National Spatial Planning Commission

Interministerial preparation of spatial planning policy takes place in the National Spatial Planning Commission (*Rijksplanologische Commissie*), one of the official “anterooms” to the Council of Ministers. Every Ministry is represented on the National Spatial Planning Commission by one or more members. The respective Ministers delegate their most senior civil servants (usually the Director-General) to attend. The commission may also be attended by one or more experts from outside the civil service. It has an independent chairman, and the Director-General of Spatial Planning is in addition to being a member also the secretary of the commission.

The significance of the National Spatial Planning Commission is apparent in the provision of Section 3 of the Spatial Planning Act, in which is stated: “the National Spatial Planning Commission is to inform Ministers responsible of the formulation of measures and plans that may affect government policy on spatial planning of all such measures and plans in advance”. This is why, at the national level, the National Spatial Planning Commission is the most important coordinating body in the field of spatial policy.

VROM-Council (Advisory Council for Housing, Spatial Planning and the Environment)

In addition to the National Spatial Planning Commission, which is staffed predominantly by civil servants, another official body plays an important role in spatial planning decisions at the national level: the VROM-Council. This Council was set up to coordinate and stimulate consultation between government and society at large on spatial planning issues. It functions as a channel of communication between government and society, which is why its members are representatives of a wide range of organisations (e.g. employers, employees, housing corporations, recreation boards, nature conservation societies, agricultural boards, transport bodies etc.), experts in the administrative and technical aspects of spatial planning and experts in provincial and municipal government. The Ministers

represented on the Spatial Planning Commission are also represented at Advisory Council meetings by observers.

The meetings are usually open to the public. The VROM-Council has the task of advising Ministers on their request or on its own initiative on the main principles and aspects of spatial planning policy.

Directorate General for Spatial Policy

The Directorate General for Spatial Policy (*Directoraat-Generaal voor de Ruimte*) is an official organisation under the responsibility of the Minister of Housing, Spatial Planning and the Environment. Its task is to assist the Minister in formulating national spatial planning policy, conducting research and giving advice on spatial planning matters and monitoring compliance with the Spatial Planning Act. It is also responsible for preparing the recommendations of the National Spatial Planning Commission. The Directorate General for Spatial Policy is, therefore, both a policy service and a planning agency. Its chief civil servant is the Director- General of Spatial Planning.

The Instruments

At the national level, the Minister of Housing, Spatial Planning and the Environment is responsible for formulating government policy on spatial planning. The main instruments for this policy are national policy documents on spatial planning, which contain the main points and principles of national spatial planning policy for the medium and long term. In addition to the more generally oriented policy documents, government policy on spatial planning can also be laid down in national structure plans for certain policy sectors.

National Spatial Planning Policy Document

A national spatial planning policy document (*nota over de ruimtelijke ordening*) sets out the main principles and guidelines for

national spatial planning policy for the medium and long term. The first national spatial planning statement was published in 1960. Others followed in 1966 and in the 1970's. The current policy document, the fourth, was first published in 1988 and finally approved by parliament in 1993. It sets out the guidelines of national spatial planning policy for the period up until 2015.

A Fifth national spatial planning policy document has been prepared, and will be the official policy document once it has been approved by Parliament. National spatial planning policy documents are drawn up by the Directorate General for Spatial Policy.

National Structure Plan for Policy Sector

A national structure plan for a policy sector (*structuurschema*) also contains guidelines and principles important to national spatial planning policy, but in this case with respect to a specific sector of government policy. It contains policy guidelines of the spatial aspects of that particular sector in the medium and long term. This type of plan is accompanied by one or more explanatory maps. It is primarily an instrument for sector planning, but its content also means that it facilitates optimal coordination between sector planning and spatial planning. The position of this type of plan is at the interface of sector and spatial planning. Examples are national structure plans for Traffic and Transport and for Rural Areas.

A national structure plan is drawn up by the appropriate Ministry, in the case of these two examples the Ministry of Transport, Public Works and Water Management and the Ministry of Agriculture, Nature Management and Fisheries respectively.

National Spatial Planning Key Decision

Both the national spatial planning policy document and the national structure plan for a policy sector follow a set procedure, namely that of the national spatial planning key decision (*planologische kernbeslissing*).

This procedure was first applied on an experimental basis in the early 1970's, but only became law in 1986 in the revised Spatial Planning Act. In accordance with this procedure, following the go-ahead from the Council of Ministers, central government publishes policy proposals (the Directorate General for Spatial Policy prepares a spatial planning policy document; a national structure plan is prepared by the appropriate Ministry). These proposals (part 1 of the procedure) will be given extensive publicity. They will be put on public display and reactions are invited from the general public. Anyone has the opportunity to participate in this process.

The policy proposals are also submitted to the First and Second Chambers of the Dutch parliament. At the same time, the Ministers responsible consult with the lower tiers of government, usually the provincial authorities concerned, the water boards, and, whenever possible, the municipal authorities (if a large number of municipal authorities is involved, consultations are conducted with their umbrella organisation, the Association of Dutch Municipalities). The VROM-Council (and other advisory bodies, if necessary) is requested to make recommendations. The Second Chamber of Parliament can also make its initial reaction known at this stage by means of written questions. The results of this public participation and all these consultations are published as part 2 of the procedure.

On the basis of the participation and consultation and the advice recommended, the government reconsiders its proposals and then makes a decision, in which it indicates which changes have and have not been adopted, and why. At this stage the National Spatial Planning Commission, which has been involved from the start of the process, passes its judgement on the revised proposals. This government decision is then submitted to the Second Chamber for approval (part 3). After a debate in the Second Chamber about both parts 2 and 3, and provided it is approved by the Second Chamber, the decision is put before the First Chamber for approval. The First Chamber is only empowered to approve or reject the decision in its entirety. Once this procedure has been completed, the approved text

forms the basis for the policy the government intends to pursue in that particular field (part 4).

A national spatial planning key decision was formerly only indicative, not legally binding. However, since January 1st 1994, a spatial planning key decision on certain projects of national importance can be made binding, for instance future major infrastructure routes (i.e. the routes for major roads, national railway links and major waterways).

The national spatial planning key decision procedure is used by the national government both:

- to direct its own actions, such as subsidising major public works or carrying out large scale infrastructural projects; and,
- to influence (directly or indirectly) other public bodies (provinces, municipalities, water boards, etc.) to act in accordance with national policy.

The spatial planning key decision procedure is used only for major projects and policy issues. If the national government wants to change or influence the ways in which provinces or municipalities are conducting their spatial planning, it uses the method of consultation (e.g. through the Provincial Spatial Planning Commissions) or amendments to or general administrative orders under the auspices of the Spatial Planning Act.

Other parts of the Spatial Planning Act give the national government the responsibility of supervising the spatial planning policy of the provinces and municipalities. The legislation requires that this supervision must be based on the spatial planning policy of the national government. This policy may be laid down in a national spatial planning key decision, but the legislation does not require it.

Provincial level

The Bodies

Provincial Council and Provincial Executive

At the provincial level, the Provincial Council (*Provinciale Staten*) is responsible for determining future spatial planning policy in its province. It does so by drawing up regional plans and adopting various policy documents relevant to spatial planning. These regional plans and policy documents are prepared by the Provincial Executive (*Gedeputeerde Staten*), which is also responsible for implementing the decisions of the Council. The two bodies collaborate to formulate the main guidelines of provincial spatial planning policy, and the Provincial Executive is responsible for implementation and further development. The Executive is required to keep regional plans and policy documents within the framework laid down by the Council.

Instruments for implementation, as set down in the Spatial Planning Act, include acceptance or rejection of the local land use plans, and the obligation of a Municipal Council to draw up or review a local land use plan or comment on the content of a particular local land use plan.

The Instruments

Regional Plan

The most important instrument available to the provincial authority for presenting its spatial planning policy is the regional plan (*streekplan*), which outlines the main aspects of future spatial development for the whole province or a part of it.

A regional plan comprises:

- a description of the main points of the chosen direction of development and, where necessary, of the phases in which that development can or should be completed;
- one or more explanatory maps illustrating these main points wherever possible; and is accompanied by;
- an explanation, setting out the ideas and results of relevant research and consultations that form the basis of the plan.

A regional spatial plan is in principle indicative rather than binding. It does, however, have some binding force upon the province that drew it up; the limits within which the province may depart from the regional plan have to be specified within that plan. Decisions that have been characterised as “essential” cannot be departed from by the Provincial Executive. If this is desired, then the regional spatial plan must be revised.

The definitive regional spatial plan will form the basis of the policy to be approved by the Provincial Executive on municipal local land use plans and any instructions it may issue. The Provincial Executive may only under exceptional circumstances approve a local land use plan, which is not in accordance with “essential” decisions in the regional spatial plan. If the Provincial Executive issues a directive as to what a municipality should include in its local land use plan or issues an order that such a plan be drawn up or revised, this directive may, but need not, be based on a regional spatial plan.

After the draft plan has been made available for public inspection, anyone is free to lodge an objection. The Provincial Council then adopts the plan, with or without modifications. The final plan must be reported to the Minister of Housing, Spatial Planning and the Environment.

In practice, the Minister usually consults the National Spatial Planning Commission for advice on the regional spatial plan, whereupon this national commission assesses it in the light of national spatial planning policy. If the plan does not comply with

national spatial planning policy, the advice given by the National Spatial Planning Commission may cause the Minister to instruct the provincial government accordingly.

Local level

The Bodies

Municipal Council and Municipal Executive

Like its provincial counterpart, the Municipal Council (*Gemeenteraad*), the elected body within the municipality, also determines local spatial planning policy by drawing up local plans and adopting various policy documents relevant to spatial planning. The Municipal Executive (*College van Burgemeester en Wethouders*) is responsible for implementing these plans.

The Instruments

There are two types of plans at the municipal or local level, which the authorities can utilise to present their spatial planning policy: the structure plan and the local land use plan.

Structure Plan

In a structure plan (*structuurplan*), the Municipal Council designates in broad outline the future development of the entire municipality or a part of it. Neighbouring municipalities may combine to draw up a joint structure plan for their area.

A structure plan comprises:

- a description of the main points of the most favourable development of the area and, where necessary, of the phases in which that development can or should be completed, as well as the relationship to the surrounding area;
- one or more explanatory maps illustrating these main points wherever possible;

and is accompanied by:

- an explanation, setting out the ideas and results of relevant research, consultations and participation procedures that form the basis of the plan.

The drawing up of a structure plan is not compulsory and the Provincial Executive cannot compel municipalities to do so. The number of municipalities that have a structure plan is fairly small, but is gradually increasing. Structure plans must be reviewed at least once every ten years.

The procedure for the structure plan is short. The Municipal Executive prepares the plan, and after the draft plan has been made available for public inspection, anyone is free to lodge an objection. Consultations take place “where necessary” with public bodies. The Municipal Council then adopts the plan, with or without modifications. The final plan must be “reported” to the Provincial Executive and to the regional inspector of the Directorate General for Spatial Policy.

Local land use plan

A local land use plan (*bestemmingsplan*) is of a completely different nature and significance. It is the only plan referred to in the Spatial Planning Act that is directly binding on the citizen and government bodies, making it far more consequential than the types of plans discussed so far. Almost every spatial planning decision at the municipal level is linked to the local land use plan in one way or another. The local land use plan is, therefore, undoubtedly the most important spatial planning instrument at the local level. The Municipal Council is obligated to draw up a local land use plan for that part of the municipality outside the built-up area; a plan for the built-up area itself is not compulsory.

The plan is legally binding and serves as one of the grounds upon which the municipality decides whether or not to issue a building

permit. As such, it is referred to by all those actors (public or private) who wish to undertake construction or development activities.

The local land use plan also provides the legal basis:

- for a construction permit (*aanlegvergunning*): this permit regulates the undertaking of certain construction works, which do not fall under the definition of “building works”; they can include such aspects as road construction, digging drainage channels, using pesticides and changing ground levels;
- for obliging private developers to contribute to the costs of providing certain public services;
- for claiming compensation for loss of value;
- for compulsory purchase.

Besides these legal functions, the local land use plan has the formal function of giving legal certainty (or at least, clarity and a high degree of certainty) to citizens (landowners) and private developers with respect to the spatial development of a certain area. A local land use plan must be reviewed at least once every ten years. However, even if it is not revised after ten years, it does not lose its legal validity.

A local land use plan comprises:

- a description of the designated land uses contained in the plan, including an indication of the goal(s) for each designation, to ensure effective spatial planning of the land it comprises. If necessary, it should also include a general description of the way in which the plan is expected to achieve its goal(s);
- one or more maps, showing the designation of the land within the plan area (at a scale of at least 1:10.000);
- if necessary, regulations on the use of land and buildings;
- if necessary, regulations that the Municipal Executive or the Municipal Council should observe while drawing up or modifying the plan and granting exceptions or imposing further requirements.

A local land use plan is accompanied by:

- an explanation, setting out the ideas that form the basis of the plan and results of relevant research, consultation and participation procedures.

A local land use plan may be drawn up in detail or in general terms. The procedures for drawing up, adopting and approving a local land use plan are stringent and demanding, because of the legal force of an approved plan. There are in addition binding procedures for elaborating a plan, for modifying it, for allowing exemptions, for issuing directives, etc.

It is important to know that the procedures allow the municipality to determine the content of its own local land use plan. It is only after the plan has been drawn up and adopted by the Municipal Council that the higher tier authorities can influence it (that is, try to change it): for instance, the Provincial Executive can withhold approval. Until January 1st 1994 the only addition to this “corrective” role of the higher authorities was the power to issue orders or directives obliging a municipality to draw up or revise a local land use plan with a particular content.

From January 1st 1994, the higher tier authorities have additional powers to oblige the municipality to amend its local land use plan to comply with national or provincial spatial planning policy. If there is a project of national or regional importance, the Provincial Executive or the Minister may intervene directly in the municipal plan-making. They may oblige the municipality to grant exemption to the local land use plan and to grant the necessary permits (e.g. the building permit). It is expected that this new power will be used to speed up the provision of waste disposal sites, centres for asylum seekers etc. This new power is also intended to minimise so-called NIMBYism (the “not-in-my-backyard” mentality).

On January 1st 1994, the procedures were changed in another way, in order to increase the influence of national government relative to municipal and provincial government, on the content of the local

land use plan. Previously if the Provincial Executive used the power to give or withhold approval of a local land use plan in a way, which the national government considered to be in conflict with national policy for spatial planning, the only recourse of the national government was an appeal against that provincial decision. Now, if the Minister considers that the Provincial Executive has made a decision which conflicts with national policy to an unacceptable degree, the Minister may substitute his or her own decision about approval of the local land use plan. Any interested party may appeal to the Council of State against this decision of the Minister.

Preliminary decree

Because the local use plan is legally binding, it can be inflexible. To provide the flexibility, which any planning system must have, there are provisions for revision, exemption and elaboration.

One of the provisions is the “article 19 procedure”, whereby a municipality can grant exemption if, for the area in question, a preliminary decree is in force or a draft plan has been put on display. Combined with article 50 of the Housing Act, this gives the possibility of giving approval in anticipation of a new plan, with which the proposed development would in any case be in accordance.

Building permit

The main permit for directly controlling changes to the spatial environment is the building permit (*bouwvergunning*), which falls under the Housing Act, not the Spatial Planning Act. When the application is for development on land not covered by a local land use plan, then the building permit has the character of a broadly based technical permit (safety, health, utility of the proposed building works). When the application concerns land, which is covered by a local land use plan, then the provisions in those plans must be applied. The building permit has then the character of a combination of a technical permit and a planning permission.

Note that there is no separate planning permission. Where the application is for a location not covered by a local land use plan, then the 'planning test' cannot be carried out. However, the test with regard to the building regulations includes some aspects, which in other countries would be considered planning aspects, such as visual appearance, and change of use from the residential function.

If the application for construction works is contrary to the provisions of the local land use plan, then departures may be allowed or accommodated by drawing up a new plan or by anticipating the drawing up of a new plan.

If a building subject to the building permit has been constructed without or contrary to the permit then the Municipal Executive informs the party concerned that it intends to take enforcement action and specifies a date after which legal steps will be taken if corrective measures have not been applied. The costs (such as demolishing the illegal construction works) can be recovered from the transgressor. If this does not have the desired effect, then the Municipal Executive can impose a coercive penalty (so much for every day that corrective action is not taken).

NORWAY

Securing sustainable development according to the content of the draft Declaration on the territorial dimension of sustainable development

Spatial development policies must be further improved

In Norway, there is no comprehensive spatial planning at national level, i.e. no national spatial plan. However, the Parliament and the central government decide on several policy documents that have significant bearings on the spatial planning at local and regional levels of government, e.g.:

- rural and regional policy (ministry of Local Government and Regional Development);
- regional planning and land use policy (ministry of the Environment);
- improving urban environment (ministry of the Environment);
- national transport plan (ministry of Transport and ministry of Fisheries).

Reduce disparities in economic and social development among regions

The government will pursue an active European policy in which Norway fully utilizes the possibilities provided by, among other things, the EEA Agreement. Closer co-operation in areas such as research, the environment, education and social policy is also yielding good results. The forthcoming enlargement of the EU will contribute to security and stability in our part of the world.

The government will further:

- develop and strengthen the transatlantic ties and seek to maintain the strong community of interests between Europe and the USA;
- intensify co-operation with Russia;

- follow up the World Summit on Sustainable Development in Johannesburg with active efforts at national and international level. A national plan of action for sustainable development will be presented.

Support balanced polycentric development

The government runs several schemes aiming at maintaining current settlement patterns, economic growth and viable local communities in all parts of the country. The counties of Finnmark and northern part of Troms make up a particular action zone, in which certain benefits to individuals and businesses apply. Some business benefits (like differentiated taxes on labour) are now being stopped by EU competition authorities.

Provide measures to revitalise declining settlements and contain the land consumption

The national policies are outlined in a recent report to the Parliament (Improving Urban Environment). The government will stimulate and support a development that ensures the quality of life in cities and towns. The development of sustainable and competitive cities and towns demands a long-term perspective, in which land-use and spatial planning remains an important tool.

In the report, the government clarifies principles for the physical structures in cities and towns and for the detailed physical development in local communities. The county councils and municipalities are, in co-operation with national authorities, responsible for implementing these principles through integrated land-use and transport planning.

Increase the efficiency in transport and energy networks

The problems of congestion and consequential deterioration of the environment are addressed also in the National Transport Plan. Over the last 30-40 years, a lot of money has been invested in city

bypasses (bridges, tunnels, etc.). Currently, the government is aiming at reducing the use of private cars by getting more of the goods and people on to rail, sea and public transport, especially in city areas. In most parts of the country it is hard to achieve efficient public transport, due to topography, scattered settlements, low population density and long distances. Consequently, private cars and air transport are to a certain extent inevitable also in the long run.

Prevent and reduce the potential damages of natural hazards

In Norway, such hazards are mainly related to land or snow slides, particularly after periods of heavy precipitation. The threats on settlements, road and rail traffic, etc are addressed by enforcing existing regulations in the Planning and Building Act and by keeping up the pace of investments in road and rail safety precautions (tunnels, slide bridges, etc.).

Create new market opportunities for rural population, based upon sustainable farming

The current position is presented in the Ministry of Agriculture publication: “Multifunctional agriculture – the case of Norway”.

Arable land is scattered all over the country and represents only a fraction of the total area. Only 1/3 of the arable land is suited for cereal production. Generally, this land is located in the lowland of the southeastern Norway. Due to unfavourable climatic conditions, the remaining 2/3 of arable land is suited only for fodder production (basically grass) for the purpose of bovine and sheep meat and dairy production (goat and cow). This land is generally located in the fjord and mountain areas and in the northern parts of the country.

Although agriculture contributes only to around 4% of total employment at the national level, it is the main source of employment in many rural communities. Agricultural employment is gradually decreasing, and substantial efforts have been made to diversify the rural economy and generate alternative employment

opportunities in the rural areas. Nevertheless, agriculture continues to play a significant role. Beyond its primary role of producing food and fibre, agriculture also contributes to the viability of rural communities, food security, the cultural heritage and environmental benefits such as the agricultural landscape, agro-biological diversity, land conservation and high standards of plant, animal and public health.

Achieve balance between preserving the existing cultural heritage, attracting new investments and supporting existing living and working communities

In accordance with the report on Improving Urban Environment, the government will:

- increase efforts for protecting cultural heritage by promoting building restoration as an alternative to new development, continue and improve the established city network of co-operation on protection and development of cultural heritage, and decentralise authority within this sector to municipalities;
- improve the management of cultural heritage through amendments in the Planning and Building Act⁸.

The Ministry of the Environment is also preparing a separate report to the Parliament on policies regarding cultural heritage, due in the autumn 2003.

Role of local and regional authorities

According to our present system of spatial planning, national policies are to be co-ordinated at local and regional levels by the municipal and county comprehensive planning. Municipalities make legally binding land use decisions. In real life however, the inherent balance of the comprehensive planning is sometimes overruled by government sector plans and decisions. The government will

⁸ The planning part of the Norwegian Planning and Building Act is currently being revised.

consider legally binding land use strategies at regional level in connection with its proposals to the Parliament in spring 2004 on the work of the Planning and Building Act Committee.

The government's modernisation of the public sector

The main principles imply that popularly elected bodies should handle matters requiring local or regional political discretion at the lowest effective level. By delegation and decentralisation of responsibility and authority, municipalities and county councils will entail greater freedom of action and independence. County councils are, however, not to assume the role of super ordinate authorities. The authority and responsibilities assigned to the two levels must be complementary, not overlapping.

The distribution of responsibilities between the different levels of government is currently based on what is termed the generalist local authority system, i.e. all municipalities are equally responsible for local development issues and basic services to the public. The government is now initiating experiments implying differentiation of municipal responsibilities. Municipalities with different characteristics, particularly with regard to size, will be assigned different responsibilities. Certain responsibilities are decentralised on the condition that they are handled jointly in co-operation between municipalities. The government also opens for experiments entailing the transfer of responsibilities from state agencies to county councils.

Increase public participation in spatial development approaches

Stronger partnerships with civil society are crucial for achieving more integrated development approaches.

The county councils are the elected spokesmen of the citizens in regional policy issues. Thus, they are responsible for the representative democracy on the one hand, and for enabling citizens' involvement and for balancing participatory and partnership-based approaches on the other. In Norway, this role is still to be refined.

The government wishes the county councils' role as regional developers to be renewed and strengthened. The county council should take on the role as lead partner in regional partnerships – involving municipalities, government agencies in the county, business and civil society. This role differs from the one of exercising authority (decision making, consideration of appeals, supervision of the municipalities etc.). The county councils are now getting increased power in the management of important rural and regional policy instruments. In order to strengthen the regional partnership, the government also considers increased delegation to the regional government agencies in various state sectors.

Intensification of trans-national co-operation

Norwegian partners participate in the Interreg III A (cross border co-operation), III B (Baltic Sea Region, North Sea Region and Northern Periphery) and III C programmes. The Norwegian government provides funding equal to that of EU for the EU member countries.

Examples of trans-national Interreg projects with Norwegian lead partners are:

- Northern Maritime Corridor (joint III B projects in the North Sea Region and the Northern Periphery), providing an integrated sea bound transport route all the way from the northern shores of Russia to the English Channel (branching off to the Baltic Sea);
- East-West Forum for Sustainable Spatial Development in the Baltic Sea Region (III B seed money project in the Baltic Sea Region), aiming at exchanging knowledge and experiences between NW Russian regions and Nordic countries on spatial and institutional development at local and regional levels.

Implementing the Guiding Principles for Sustainable Spatial Development of the European Continent

The Guiding Principles are translated into Norwegian. The Norwegian version is distributed to all municipalities, county councils, ministries and relevant research institutions. It is also available on the Internet.

Furthermore, the Guiding Principles were a major source of inspiration in a new co-operation programme between the ministries, the county councils and the Norwegian Association of Local and Regional Authorities, designed to improve the efficiency of Norwegian county planning. This renewal is being approached along four lines:

Sustainable spatial development

Prior to the planning and decision-making process, the county councils should present analyses of regional advantages and challenges for public debate. The relevant issues must then be pursued concurrently, with the objective of striking the inherent balance between the four aspects of sustainability – economic sustainability, environmental sustainability, social sustainability and cultural sustainability.

Horizontal co-operation

Improved co-operation between all actors at regional level

Inter-sectoral co-operation and integration is the main feature of efficient spatial development policies. The county planning provides an adequate arena and instrument. The county council must take the lead and initiatives required to develop the regional partnership further. Thus, regional development policies are becoming a joint responsibility of all stakeholders.

Consideration of the off-limit territory, implying co-operation beyond any border

The regional partnership is a forum well suited for identifying and discussing regional (territorial) issues across municipal borders. Likewise, the county councils have formed joint co-operation bodies covering their respective parts of the country (Eastern Norway County Network, The South and West of Norway Assembly, etc). County wise analyses of regional advantages and challenges, prior to the planning processes, are likely to become mandatory in the revised Planning and Building Act.

Improved links between agreed common goals and the economic and human resources of the partners

The government is decentralising regional funds and an increasing number of other government funds to the responsibility of county councils, i.e. within business development, labour market, transport etc. The budgets of local authorities and regional government bodies also include means for financing the implementation of their spatial development policies.

The county planning should work as the mechanism, in which all partners show their potential economic and human contribution to common goals, and then implement these goals within their own field of responsibility in a co-ordinated manner.

Vertical co-operation

Improved communication and dialogue between the regional partnership and central government

An efficient policy of sustainable development requires active participation and adaptation, based on regional differences and local needs. Traditional attitudes and rules, based on a hierarchical top-down approach, must be changed. Central government policies should focus on national challenges and ask for regional answers in

return. Regional elaboration gives added value to national policies. In the next turn, the regional approach is therefore to be incorporated as required in national plans and budgets at central government level.

Regional land use strategies across municipal borders

Legally binding land use decisions are the responsibility of municipalities. The county planning should provide regional strategies for spatial development, the use of land, natural resources and cultural heritage across municipal borders. The municipalities should integrate these strategies their municipal plans and budgets.

Institutional development

The county council's role as "regional developer" demands sophisticated political and administrative capacity. After the municipal and county council elections in September 2003, the Norwegian Association of Local and Regional Authorities will be organising tuition designed to raise the awareness of:

- knowledge of regional development issues, and understanding of their implications;
- skills and tools required to take on the role as entrepreneur and leader of the regional partnership.

The government is now hoping for a break through for the political development role at regional level. The municipalities and county councils should make planning and decision-making processes much more open to the public, and create more publicity about the issues and priorities. Hopefully, regional policy would then also become more attractive to new, young politicians.

Appendix

Administrative organisation

Norway is a unitary kingdom. The system of government has some significant features:

- there are popular elections to three horizontal levels of government: municipal councils, county councils and the national parliament;
- central government activities are organised in vertical sectors. Many sectors are crossing all levels, from parliament committees to state agencies at county and municipal levels.

County councils are responsible for regional development issues, secondary education and public transport within the county. All municipalities are equally responsible for local development issues, public services within primary education, primary health care, social services, land use decisions, municipal engineering and building permits.

Role division in spatial planning

State

At central government level the responsibility for spatial planning lies with the Ministry of Environment. Through policy guidelines and by monitoring planning at county and municipal levels the Ministry makes sure that county and municipal councils fulfil their obligations according to the current planning legislation. Other ministries with key roles related to spatial/regional development include the Ministry of Local Government and Regional Development, the Ministry of Oil and Energy, the Ministry of Agriculture, the Ministry of Fisheries and the Ministry of Transport. The central government bodies themselves also undertake planning; e.g. sector plans for transport, national parks and conservation areas, the use of oil, hydroelectric power and other natural resources, etc.

County

There are 19 counties, including Oslo (which is also a municipality). By area, the largest county is Finnmark (76 400km²), the smallest Vestfold (2 200 km²). Their population ranges from 76 500 inhabitants in Finnmark to 480 000 in Oslo and 430 000 in Akershus.

Government at the county level comprises:

- a politically elected county council with its own administration;
- a central government appointed county governor;
- a number of other state agencies.

The county council is heading the comprehensive county planning, aiming at co-ordinating major goals and activities within the county. The county governor is responsible for co-ordinating participation by state agencies in the county planning and its implementation.

Several central government agencies work with state sector plans within the county, under the instruction of their respective ministries.

Municipal

There are 435 municipalities. Municipalities are divided by territory only, comprising both the urban and the rural areas within their boundaries. Their population ranges from 200 inhabitants in Utsira to 480 000 in Oslo (which is also a county). The largest cities are Oslo, Bergen, Trondheim, Stavanger, Tromsø and Kristiansand. The municipalities co-ordinate their activities by a municipal comprehensive plan.

PORTUGAL

According to the Portuguese Constitution, spatial planning, in a framework of sustainable development, is a fundamental duty of the State, and the definition of spatial planning policy is a competence of the Government, the autonomous regions and the local authorities.

The State and the local authorities have a duty to promote, in a coordinated way, the spatial planning policy according to their particular competences in relation to the preparation of the national, regional and municipal territorial management instruments.

The basis for the present spatial and urban planning policy was established in August 1998, with the approval by Parliament, of the Act 48/98. This Act defines the framework for the spatial and urban planning policy establishes a system of territorial management and regulates, in the framework of this policy, the vertical and horizontal inter-relationships between the different levels and sectors of public administration, the population and the social and economic sectors.

In relation to its scope, Act 48/98 states that the spatial and urban planning policy defines and integrates all the actions promoted by public administration in order to guarantee an adequate organisation, use and enhancement of the national territory, namely in relation to the European territory, aiming at the country's, its region's and urban settlements' sustainable, integrated and harmonious economic, social and cultural development.

At the basis of the spatial and urban planning policy are a set of general principles - sustainability and inter-generation solidarity, economy (of natural and cultural resources), coordination and integration of policies, subsidiarity, equity, participation, responsibility, implementation of binding agreements between public and private sector and legal security.

Act 48/98 establishes a set of major goals and a set of specific goals for spatial and urban planning policy. The specific goals depend on the specificities of the territorial areas.

Spatial and Urban Planning Policy major goals

- to reinforce national cohesion through territorial organisation, minimizing regional disparities and guaranteeing opportunities of equal access to infrastructures, facilities, services and urban functions;
- the integrated enhancement of the territory's diversities;
- to guarantee the safe use of natural resources and the preservation of environmental balance;
- the humanization of cities;
- the conservation and enhancement of natural and cultural heritage;
- to promote the quality of life and to guarantee favourable conditions for the development of economic, social and cultural activities;
- comprehensive urban centres' renewal, rehabilitation or regeneration and the promotion of urban networks' coherence;
- the conservation and enhancement of rural areas' potentialities;
- population's security in relation to natural and man-made hazards and disasters.

Spatial and Urban Planning Policy specific goals

- improvement of population's living and working conditions, respecting cultural, environment and landscape values;
- balanced distribution of housing, working, cultural and leisure functions;
- creation of diversified employment opportunities;
- conservation and protection of agricultural soils and agricultural, forestry and grazing lands;
- adequate density levels in urban areas;
- increased productivity and efficiency of infrastructures, avoidance of urban sprawl and activation of gap sites;
- adequate housing policy to solve housing needs;

- integrated renewal and rehabilitation of urban historic centres and of classified cultural heritage;
- rehabilitation or regeneration of derelict areas;
- regeneration of illegal urban areas;
- programming, creation and maintenance of public services and facilities both to answer specific population needs and to minimize territorial imbalances;
- protection of fundamental natural values, through building's landscape integration, water resources', riparian's and coastal zones', forest areas' and particular nature conservation areas' protection, protection and enhancement of man-made landscapes, prevention of soil erosion and contamination.

We can say that the spatial and urban planning policy includes the goals and principles of the Guiding Principles for Sustainable Spatial Development of the European Continent, and so, the implementation of the first, namely through the territorial management system, contributes to the implementation of the GPSSD–CEMAT.

Territorial management system

To understand the Portuguese territorial management system, its administrative structure with three levels, must be mentioned. These three levels are the national, the regional (two autonomous regions – Azores and Madeira), and the local/municipal (a total of 308 municipalities, of which 19 in Azores and 11 in Madeira); in the continent, there are no formal regions, but decentralized services of central administration.

The Directorate-General for Spatial Planning and Urban Development is the department of central administration charged with implementing the spatial and urban planning policy and, in particular, is responsible for promoting the preparation, monitoring, revision and assessment of the national spatial policy programme, as well as following the preparation and guaranteeing the coordinated linkage of all the territorial management systems.

At the regional level, in relation to the spatial and urban planning policy, the Regional Coordination and Development Commissions (5), are the decentralized bodies charged with implementing this policy in their corresponding geographical units.

At the local level, competence over local land-use planning and management rests with the local authorities; the spatial and land-use municipal plans are thus prepared, approved and implemented independently from central administration, although their preparation is monitored by an advisory coordination committee and subjected to a legality review of their proposals.

Act 48/98 organizes, in a coordinated interaction framework, the territorial management system in three levels and four types of functions. In 1999 the system's rules were set-up in Law 380/99, defining the coordination regime of its three levels, the general land use regime and the procedures to be followed in the preparation, approval, implementation, review and assessment of the territorial management instruments. As a result of their autonomy statute, Law 380/99 is adapted accordingly in the Autonomous Regions of Madeira and Azores.

Territorial Management System		
Levels	National	Defines the strategic framework for the national territorial spatial planning, establishing guidelines to be considered in the regional and municipal spatial and land-use planning, and the compatibility between the different sectoral policy instruments with territorial impacts, creating, when necessary, special instruments
	Regional	Defines the strategic framework for regional spatial planning, in coherence with the national economic and social development policy, and establishes the guidelines for spatial and land-use municipal planning
	Municipal	Defines the municipal land-use regime according to national and regional guidelines and to their own strategic development options
Territorial development instruments	Strategic instruments, translate the major options relevant to territorial organisation, establish generic land-use guidelines defining the framework for territorial planning instruments	<i>National spatial planning policy program</i> – defines the major options in relation to the national territorial organisation considering the urban system, the different networks, infrastructures and facilities of national interest, as well as the agricultural, environmental and heritage areas of national interest, and establishes the framework for all the other territorial management instruments.
		<i>Regional spatial planning plan</i> – Establishes the framework for regional spatial planning, defines the regional infrastructure and transport networks taking into account the national territorial options and guidelines as well as the demographic, social, economic and cultural development trends; it's the reference framework for municipal spatial and land-use plans.
		<i>Intermunicipal spatial planning plan</i> – establishes a linkage between the regional spatial plan and the municipal master plans when there is a need for integrated co-ordination of territorial areas with

Territorial Management System		
		structural elements' interdependency; an optional plan, it applies to all or part of at least two neighbouring municipalities.
Territorial planning instruments (Municipal spatial and land-use plans)	Regulatory instruments, establish the land-use regime, define the population growth distribution, the infrastructure and the facilities networks and the urban system organisation models, as well as, depending on their scale, the land use parameters/indicators/guidelines	<i>Municipal master plan</i> – establishes the spatial structure of the municipal territory resulting from the local development and spatial planning strategy, defines the baseline soil classification, as well as parameters/guidelines for land use, defines social facilities locations, and implements the classification of rural and urban soils.
		<i>Urbanisation plan</i> – defines and implements the spatial organisation of areas classified as urban in the municipal master plan.
		<i>Detail plan</i> – implements spatial organisation proposals, defining and detailing the design of land use and being the base for the infrastructures, buildings' and public spaces' design projects.
Sectoral policy instruments	Implement the economic and social development policies with spatial impacts, assessing their territorial impacts	<i>Sectoral plans</i> – central administration sectoral policies' development scenarios and decisions on major public works with territorial impact.
Special instruments	Regulatory instruments, establish an additional Government intervention tool to guarantee national interest goals with spatial impacts, or, temporally, to protect fundamental principles of the National Spatial Planning Policy Program.	Nature conservation classified areas plan – applied in the classified areas belonging to the National Network of Protected Areas
		Public reservoir plan
		Coastal zone plan

Act 48/98 also defines the inter-relationships between the different territorial management instruments, stating that the territorial management instruments must comply with the guidelines defined in the territorial development instruments, and that between these and the sectoral policy instruments there is a mutual commitment of integration and compatibility of their options – sectoral plans implement the national spatial policy programme’s guidelines, regional spatial plans must comply with the rules defined in the national spatial policy programme and in the already approved sectoral plans, and new sectoral plans must be compatible with regional spatial plans.

The special plans must be mutually compatible with the national spatial policy programme and the spatial regional plans, but prevail over municipal and intermunicipal plans.

All the territorial management instruments guarantee the conciliation of the different public interests with spatial impact, although when they are incompatible, priority should be given to the most adequate land use taking into account environmental, economic, social and cultural interests (with the exception of matters of national defence, security, public health and civil protection that prevail over other interests).

Vertical and horizontal coordination of sectoral policies with spatial impact and of spatial and urban planning policy have to be guaranteed between the different levels of the administration as well as in each level, and have to be translated in the different territorial management instruments.

All the territorial management instruments identifies the areas linked to national defence, security and civil protection, the natural resources and values, the agricultural and forest areas, the ecological network, the archaeological and architectural heritage, the accessibility networks, the infrastructures and public facilities networks, the urban system, the location and distribution of economic activities.

Spatial regional plans and sectoral plans are binding for the public authorities responsible for the preparation and approval of municipal plans.

Although only the municipal and the special plans are binding for everyone (public and private), territorial management instruments in general are binding for public administration.

Principles and Procedures

Act 48/98 and Law 380/99 define the procedures and responsibilities for the preparation, monitoring, approval, registration, publication, review and implementation of the different components of the territorial management system, as well as the information, conciliation, participation and compensation rights and procedures.

Information

Everyone concerned has a right to be informed about the preparation, approval, monitoring, implementation and assessment in relation to all the territorial management plans, namely through the consultation of the documents that justify the proposals, being able to get copies of deliberative meeting's proceedings and certificates of the approved plans, being informed about the plans' provisions, as well as about the constraints pertaining the use of the soil.

Participation

Every citizen as well as associations representing the economic, social, cultural and environmental interests, have a right to participate in the procedures of preparation, change, review, implementation and assessment of the different plans, through presenting suggestions and demands of information in relation to all of the above mentioned procedures.

The public bodies responsible for the preparation, change, review, implementation and assessment of the different plans have to make

public, namely through the media, the decision to start the procedures mentioned above, the end of each of those procedures and the documents to be submitted to public consultation, the opening and timetable for the consultation, the conclusions of public consultation, the means of implementation, the beginning and the conclusions of the plan's assessment.

Results of public consultation have to be considered in the final draft proposals submitted for approval.

Conciliation

Before being submitted to public consultation all the territorial management instruments are submitted to a conciliation procedure, through a written consultation of the members of the consultative or advisory monitoring committee that had formally expressed their disagreement with the programme or plan proposals followed by the promotion of conciliation meetings in order to reach an agreement.

Compensation and damages

The special plans and the municipal spatial and land-use plans must consider compensation processes to guarantee a fair redistribution of resulting costs and benefits among those concerned.

Damages should be paid when those plans impose land-use restrictions with effects similar to compulsory purchase in relation to previously existing legal land-use rights not possible to be compensated as mentioned above.

Coastal zone planRegistration and publication

All the plans included in the territorial management system, as well as the national spatial planning programme, once approved, must be registered by the Directorate-General for Spatial Planning and Urban Development and published in the official journal. The plans are effective only after these procedures.

Preparation and approval (competences)

National spatial planning policy program

Decision for preparation - Council of Ministers

Preparation of proposal - Government, through the coordination of the Minister responsible for spatial planning

Monitoring - Consultative committee (representatives of the Autonomous Regions, municipalities and economic, social, cultural and environmental public and private sectors)

Approval - Parliament

Sectoral plans

Decision for preparation - Council of Ministers

Preparation of proposal - competent public administration sectoral body

Monitoring - Municipalities concerned and, when adequate, an advisory coordination committee whose composition reflects the technical matters to be considered and the different interests concerned.

Approval - usually by the Council of Ministers

Special plans

Decision for preparation - Council of Ministers

Preparation of plan's proposal - Government

Monitoring - Advisory coordination committee whose composition reflects and the technical matters to be considered and the nature of the interests to be protected, namely through the participation of environmental non-governmental organisations.

Approval - usually by the Council of Ministers

Regional spatial plans

Decision for preparation - Council of Ministers

Preparation of plan's proposal - Regional Coordination and Development Commissions

Monitoring - Advisory coordination committee including representatives of the ministries responsible for spatial planning, economy, agriculture, rural development, fisheries, environment and culture, as well as of the municipalities concerned and other public bodies concerned.

Approval - Council of Ministers

Preparation and approval (competences)

Intermunicipal spatial plans

Decision for preparation - Municipality councils⁹ of associated municipalities or intermunicipal councils

Preparation of proposal - Associated municipalities or municipalities associations

Monitoring - Adapted from the spatial and land-use municipal plans.

Approval - Municipality councils of concerned municipalities or intermunicipal council (after hearing all the municipality councils concerned)

Ratification¹⁰ - Government

Spatial and land-use municipal plans

Decision for preparation - Municipality council

Preparation of proposal - Municipality

Monitoring - Advisory coordination committee whose composition reflects the different interests concerned, the technical matters to be considered, including experts from public administration, the municipality and other public bodies concerned, and representatives from the economic, social, cultural and environmental sectors.

Approval - Municipal council

Ratification - Government

⁹ In this text the “municipality” means the executive body, presided by the mayor, while the “municipality council” is a deliberative assembly.

¹⁰ Ratification is the procedure of verifying the legality of the proposals as well as their compliance with higher hierarchy instruments. All the municipal master plans are submitted to this procedure as well as the urbanisation and detail plans when proposing amendments to the master plan.

ROUMANIE

Au début des années 1990 la Roumanie, pays en transition ayant connu un régime dictatorial de longue durée, s'est engagée aussi dans la l'élaboration d'instruments législatifs en matière d'aménagement du territoire et d'urbanisme. Dans cette démarche, un document d'orientation décisif a été la « *Charte européenne de l'aménagement du territoire* » élaborée en 1983 à Torremolinos par la Conférence européenne des ministres responsables de l'aménagement du territoire (CEMAT), adoptée par le Comité des Ministres du Conseil de l'Europe en 1984.

Aussi bien les principes et les objectifs de la Charte, que ceux du document approuvé par la CEMAT en 2000 à Hanovre (Principes directeurs pour le développement territorial durable du Continent européen) sont aujourd'hui à la base de la législation de la Roumanie en ce domaine.

La législation de base élaborée dans les années 1990 a été complétée par l'adoption de la *Loi de l'aménagement du territoire et de l'urbanisme*, qui a entraîné en Roumanie le fonctionnement d'un système de plans de développement spatial au caractère stratégique ayant reçu des appréciations positives de la part des experts de l'Union européenne lors de l'analyse de la demande d'adhésion de la Roumanie à l'Union européenne. A présent, la Méthodologie et les Règlements d'application de cette loi-cadre se trouvent dans sa phase finale de rédaction.

« *L'Agenda 2000* », document élaboré par les experts de l'UE dès 1997 a mentionné que la Roumanie possède un cadre juridique, administratif et opérationnel pour l'aménagement du territoire qui s'avèrera utile à l'adoption des politiques de développement régional.

En partant de l'énoncé du principal but de l'aménagement du territoire, à savoir « l'harmonisation au niveau de l'ensemble du territoire des politiques économiques, sociales, écologiques et culturelles établies au niveau national et local pour assurer le

développement équilibré des différentes zones du pays, et visant l'accroissement de la cohésion économique et sociale de celles-ci », la Loi de l'aménagement du territoire et de l'urbanisme fournit les instruments concrets pour combattre les dysfonctions et les disparités du territoire.

Dès 1992, le Ministère en charge, avec l'Institut national de recherche et développement pour l'urbanisme et l'aménagement du territoire, ont initié le *Plan de l'Aménagement du territoire national (PATN)*, composé de sections spécialisées qui ont été approuvée par loi.

Ce plan national fut conçu de façon flexible, comme un ensemble de documents législatifs. Jusqu'à présent ont été approuvées par loi cinq de ces sections spécialisées, comme suit :

- *Section I – Transports*, concernant le développement de l'infrastructure des voies de transport, par le biais de la mise en valeur des conditions favorables offertes par la position géographique de la Roumanie, notamment :
 - une infrastructure équilibrée au niveau national, zonal et départemental,
 - l'intégration des voies de transport avec le réseau européen majeur.

- *Section II – L'Eau*, concernant :
 - la gestion rationnelle de ressources d'eau de la Roumanie,
 - l'aménagement des bassins hydrographiques dans une conception unitaire, étroitement liée à l'aménagement complexe du territoire,
 - l'élaboration des programmes intersectorielles à même d'assurer la reconstruction écologique de ressources vitales d'eau.

- *Section III – Zones protégée*, concernant :
 - la mise en évidence des zones naturelles et construites protégées d'importance nationale et internationale, constituant la prémisse de la concentration des actions de réhabilitation, conservation et protection.

- *Section IV – le Réseau des localités*, concernant :
 - les principes fondamentaux qui sont à la base du développement de la structure du réseau des localités,
 - la hiérarchisation par rangs des localités existantes et la définition du niveau d'équipement de chaque catégorie, en vue de l'initiation de politiques de développement et de stimulation de la compétitivité,
 - la stratégie de développement et de structuration du réseau des localités visant à assurer une relation harmonieuse entre la localité et le territoire d'une part, et l'espace urbaine et l'espace rurale d'autre part.

- *Section V – Zones de risque naturel*, concernant :
 - l'identification des zones de risque naturel avec un potentiel de parution de phénomènes naturels destructifs (tremblements de terre, glissements de terrain et inondations) et une classification selon la gravité des phénomènes et de leurs effets,
 - la réglementation du cadre juridique et technique d'aménagement et d'utilisation des terrains dans les zones affectées par des phénomènes naturels destructifs.

Selon les priorités et les politiques nationales examinées en liaison avec les exigences européennes, d'autres sections vont être élaborées, comme celles concernant le tourisme, l'infrastructure sociale, le développement rural, etc.

On peut affirmer que les lois pour l'approbation du PATN sont élaborées dans l'esprit des documents européens la *Charte européenne de l'aménagement du territoire de 1983*, le *Schéma de développement de l'espace communautaire (SDEC)* et les *Principes directeurs pour le développement durable du territoire du continent européen (PDDTDCE-CEMAT) de Hanovre 2000* et qu'elles visent à établir le rôle de l'aménagement du territoire et les directions d'action pour un développement spatial durable en Roumanie.

De nombreux ministères intéressés aux problèmes complexes de l'aménagement du territoire, des autorités administratives régionales et locales, ainsi que des organismes scientifiques et de la société civile ont collaboré à l'élaboration et l'approbation difficiles de ces lois.

Il convient de constater que quelques-unes des lois qui composent le PATN, ayant un impact décisif sur la gestion des ressources et la protection du patrimoine naturel et culturel sont appliquées avec un retard considérable et parfois, seulement en partie. Dans la plupart des cas, la raison réside dans la nécessité de trouver des réponses aux problèmes urgents économiques et sociaux du moment, mais aussi dans l'existence d'une mentalité insuffisamment attachée à l'idée de développement durable.

A la fin de l'année 2000, le Ministère des Travaux Publics, des Transports et du Logement a assuré la traduction en Roumain des PDDTDCE-CEMAT (Hanovre, 2000) et la distribution du document aussi bien aux Ministères intéressés, qu'aux 41 administrations départementales et quelques Associations professionnelles, Universités et Instituts de recherche.

Dès l'an 2001 le Ministère ayant des attributions dans le domaine a déclenché une campagne d'élaboration/révision des règlements concernant l'activité de l'aménagement du territoire et de l'urbanisme sur la base des dispositions du PDDTDCE-CEMAT (Hanovre, 2000) et des priorités roumaines.

De cette façon, ont été élaborés, outre les règlements portant sur le contenu et la modalité de conception des plans d'aménagement du territoire stipulés par la loi, des règlements portant sur des territoires caractéristiques de la Roumanie, en s'inspirant de la définition qui leur a été donné dans le PDDTDCE (zones côtières, de montagne, zones urbaines, paysages). A présent, en Roumanie, qui possède de nombreuses zones naturelles et anthropiques de valeur européenne, l'effort national de protection n'est pas à la mesure de leur valeur, à cause de la situation économique toujours précaire du pays.

L'application des nouveaux règlements élaborés dans l'esprit du développement durable conduira à des meilleurs plans d'aménagement du territoire et d'urbanisme, ayant un impact sur l'orientation et l'activité des autorités régionales et locales.

L'un des problèmes dont dépend en grande partie l'application correcte de PDDTDCE dans notre pays est l'articulation du système de plans de développement spatial avec celui de développement régional.

Ce dernier a rapidement évolué après 1997 et, au cours du processus d'intégration européenne, il tend à orienter d'importants fonds nationaux et européens. Pour cette raison, le Ministère des Travaux Publics, des Transports et du Logement au sein duquel fonctionne le Service de l'aménagement du territoire national, fait des efforts de coopération permanente avec les autres ministères impliqués dans le processus de développement régional, en offrant l'expérience et l'expertise dont il dispose dans les problèmes d'analyse et de planification spatiale stratégique.

Un bon exemple de coopération interministérielle est offert par le Programme européen SAPARD pour le développement rural et ISPA pour le développement de l'infrastructure et la protection de l'environnement.

Dans ce domaine, l'expérience des pays membres du Conseil de l'Europe, les échanges d'opinions et les débats dans les séminaires organisés sous l'égide CEMAT nous ont aidé et nous aideront beaucoup.

On peut dire qu'en Roumanie, le processus d'application de PDDTDCE s'est déclenché tant au niveau du système national des plans d'aménagement du territoire, qu'au niveau des projets de coopération transfrontalière et transnationale.

L'application de nouvelles réglementations portant sur le développement spatial durable au niveau de toutes les unités administratives-territoriales dans le cadre des plans régionaux et locaux d'aménagement du territoire et d'urbanisme élaborés

conformément à la loi, encourage la coopération tant à la verticale qu'à l'horizontale et il est à noter que cette coopération devient obligatoire par les procédures d'avis et d'approbation des documentations mêmes. Il faut, tout de même, mentionner le besoin d'améliorer et d'élargir constamment le débat professionnel et public en vue d'obtenir des solutions optimales à conditions concrètes d'application.

L'un des problèmes importants que l'administration à tous les niveaux n'a pas encore réussi à résoudre est celui de la mise en pratique correcte des dispositions des plans d'aménagement du territoire et d'urbanisme à cause du manque de structures administratives et professionnelles suffisamment fort.

En même temps, nous considérons que l'application dans la pratique du PDDTDCE s'avérera réellement efficace quand on réussira une corrélation et une coordination intersectorielle de qualité, pour que les programmes et les projets de développement régional soient directement appuyés sur les études et les plans d'aménagement du territoire et d'urbanisme.

L'application des Principes du développement durable a été déclenchée avec des intensités différentes, dans les zones de coopération transfrontalière, mais elle est devenue une priorité et aujourd'hui elle se développe tant sur le territoire de certaines eurorégions, que dans des zones de frontalières plus larges, chaque fois avec la participation active des administrations départementales et locales.

A l'initiative du Conseil de l'Europe un document est en cours d'adoption, sur la base duquel nous espérons pouvoir prendre exemple sur la manière d'application des Principes directeurs sur le territoire du bassin hydrographique de la rivière de Tissa. Nous apprécions cet événement comme une opportunité particulière pour élaborer une stratégie et des projets concrets de développement durable pour une large zone couvrant des territoires dans cinq pays voisins.

Avec l'expérience de la participation dans des projets du Interreg II C de l'espace du CADSES, nous sommes entraînés dans de nouveaux projets Interreg III B et nous souhaitons une coopération plus soutenue consacrée au développement spatial dans le bassin du Danube et dans la zone de la mer Noire.

Nous sommes préoccupés de transformer les corridors européens IV, IX et VII, de corridors virtuels en connections réelles et dans ce sens on développe en Roumanie des programmes d'études et d'investissements.

La participation de la société civile au débat publique que l'administration organise à tous les niveaux sur les problèmes du développement spatial est encore timide. Il y a quand même des acteurs actifs dans ce débat et l'on peut citer « l'Association des municipalités de Roumanie », « l'Association des architectes en chef des départements », « l'Association professionnelle des urbanistes de Roumanie », et d'autres. Nous sommes convaincus que, à fur à mesure de l'avancement du processus de développement économique et social, ainsi que de la réforme de l'administration, le débat publique dans le domaine du développement spatial durable s'amplifiera de façon permanente, en facilitant d'une manière décisive l'application des principes du développement spatial durable.

Pour conclure, nous considérons opportun d'affirmer l'importance décisive que l'activité du Conseil de l'Europe et de la CEMAT a représentée et représente pour le développement territorial durable de la Roumanie.

Le contact permanent et la qualité des débats lors des activités de la CEMAT et notamment la qualité particulière des séminaires thématiques organisés ont influencé d'une manière bénéfique les démarches stratégiques et tactiques.

Il est évident qu'on ne peut parler de la cohésion sociale et économique sans une certaine vision spatiale commune au niveau européen. Même si les résultats ne peuvent pas être observés d'un

jour à l'autre, nous considérons l'activité de la CEMAT comme étant fondamentale et très nécessaire dans ce domaine.

Dans la perspective de l'intégration européenne et compte tenu du potentiel de développement spatial de la Roumanie, ainsi que de son patrimoine naturel et bâti de valeur européenne, la Roumanie a besoin d'une assistance soutenue et ciblée dans le domaine de l'aménagement du territoire de la part des organismes européens, en vue d'initier et de développer des programmes et projets concrets.

Nous sommes convaincus que dans les conditions d'un accès facile aux réseaux continentaux et d'un développement économique équilibré, la Roumanie sera en mesure de manifester d'une manière plus accentuée son identité dans « le concert européen » et de devenir un partenaire dynamique et sérieux dans le processus si complexe du développement territorial durable de notre continent.

RUSSIAN FEDERATION

Needful comments

Actually, the term “spatial planning” is rarely used in official documents in Russia. Since Soviet time, all matters related to spatial development (including urban development, regional development, all spatial aspects of economic and social infrastructure and those of environment protection, have been classified as urban planning. According to the Urban Planning Code of the Russian Federation, urban planning is defined as “activities by governmental bodies, bodies of local self-government, physical and legal entities, arising with planning of development of communities and areas, land use planning, physical planning and design, construction and reconstruction of immovable objects with consideration for national, societal and individual interests and with regard for ethnic, historical, cultural, and ecological properties of the said communities and areas” (Article 1).

System of spatial planning in Russia

The country possessed a dense network of urban planning institutes, being in charge of spatial projects of various scale – from impressive federal programs covering millions square kilometres and to individual housing. In administrative aspect, urban planning bodies were governed, according to their competence, by State Committee for Construction or relevant ministries of Soviet Republics. As construction was almost 100 per cent under government control, urban planning was centralised as well. Submission to construction bodies resulted in common point of view, that urban planning was limited to planning of physical growth. Since 1991, the situation has changed dramatically. It has become evident that market demand can overcome any administrative barrier even in case it protects the interests of the society. Authorities and common public begin to understand – step by step – that spatial planning retains its regulating and integrating role in economic development, social cohesion,

ecology, investment, etc. even with transition to a free market. At present, the system of decision-making in spatial planning is as follows.

First and foremost, all urban planning activities are regulated on a unified basis fixed in the Constitution, Federal Urban Planning Code, Urban Planning Codes of RF Subjects (89 administrative regions of Russia), and all legislative acts that have a spatial impact (legal acts on energy use, mining, forests etc.). Documents on spatial development of the whole Russia's territory and its macro regions include: (1) General Settlement scheme of the Russian Federation, (2) Basic Principles of the General Settlement Scheme, (3) Consolidated Urban Planning Schemes for parts of the RF territory (in cases the area concerned belongs to two or more RF Subjects), (4) Basic Principles of Consolidated Schemes. Federal Documents are developed by the Federal Body in Charge (unless a separate urban planning ministry is established, it is State Committee for construction, abbreviated as Gosstroy). Implementation of activities proposed in the said documents is promoted and supervised by RF Government.

At the regional level, we can see almost the same procedure. Regional government approves the urban planning scheme and its basic principles. On one hand, regional concept should not contradict the federal one, especially in matters related to the territory of the region, on another – all significant regional projects are reflected in the Federal General Scheme. Due attention to regions' initiatives is provided both by sectors and by urban planners (through urban planning institutes). Actually, it is the regional level that is characterised by operative flexibility and sufficient legal, scientific and budgetary potential to provide for steady spatial development. The regional level of urban planning is represented by a Main Department for urban planning and architecture, acting as a part of the regional Construction Ministry or directly under the regional government. The basic spatial-planning documents generated at the regional level include Complex territorial schemes of urban-planning development of RF Subjects or their parts, Basic Principles of those schemes.

Actually, we do not have any official reflection of the guidelines laid in GPSSDEC-CEMAT at the federal level yet. However, some of Russia's regions have already included them in their development concepts or used them as reference (more than ten Oblasts and national autonomies in European centre of Russia and the Volga basin have implied GPSSDEC-CEMAT officially).

Development of the local level of spatial planning activities depends mostly on the success of municipal reforms, being carried out in Russia right now. The degree of local self-government in spatial planning issues achieved has been fixed, first, by Federal Act "On local self-government in the Russia Federation" of 06.07.1991, and then Federal Act "On general principles of local self-government in RF" of 28.08.1995. According to the latter, local authorities are competent to decide upon planning and execution of construction, creation of social facilities, land use, heat, power and water supply, local road construction, municipally-owned cultural and historic heritage, participation in ecological programs within municipal borders" (Article 6). Although the sphere of competence thus defined may look small, it provides a strong foundation for further development of local democracy in Russia. Documents issued by local-self government bodies include plans and regulations for development of individual settlements. As a rule, municipalities order elaboration of such plans at regional urban planning institutes working in collaboration with municipal architect concerned. The work results in Complex territorial schemes of urban-planning development for administrative districts, urban and rural communities, definitions of urban-planning zones.

Horizontal ties between spatial planning and economic sectors exist on each administrative level. As it is urban planning that can foresee spatial impact of sectoral projects, planning institutes hold control on new construction of any scale, purpose and importance. Urban-planning expertise for official permit for new construction or modernization is obligatory, and unlawful construction and voluntary change of land use are subject to prosecution, as well as any

infringement of restrictions or permits stipulated by RF Constitution, Urban Planning Codes, rules and regulations for economic sectors.

The system of urban planning in Russia is open for co-operation with foreign actors, since the Constitution grants superiority of international agreements over internal regulations.

The concept of sustainable development

The principle of sustainable development is officially implemented through Article 1 of RF Urban Planning Code defining it as: “Development of areas and communities through urban-planning activities aimed at providing population with favourable living conditions, including limitation of negative impact on environment produced by economic or other activities, rational use of environment in the interest of present and future generations”. Russia’s willingness to build international co-operation in compliance with the principle of sustainable development was emphasised in the Agreement on partner relations between Russia and the European Union, signed in 1994 (on Corfu Isle).

Official commitment to sustainability resulted in Presidential Edicts On Governmental strategy in environment protection and provisions for sustainable development of 04.02.94, and on the concept of transition to sustainable development in the Russian Federation of 01.04.96.

However, the term “sustainable development” is of rare use in legal documents, as it always needs explanation for common reader. In this connection, it is expedient to stress that Russian word used for “sustainable” usually means (and is translated back as) “steady” or “table” (like in “stable equilibrium”). Perhaps, some of our colleagues in Slav countries had similar problems.

Tasks of spatial planning in Russia from the standpoint of GPSSDEC-CEMAT

Although all basic laws in urban planning, ecology and landscape protection were adopted before GPSSDEC-CEMAT were published, the tasks spatial planning deals with covers most of the challenges formulated in the “Guiding Principles”. To show this, some important objectives as formulated in the General Settlement Scheme – the basic document that draws guidelines for all spatial activities in our country – are given below.

The Scheme analyses development parameters, including:

- I. Basic characteristics of “living space”:
 - General characteristics,
 - Landscapes,
 - Land resources and their quality, land use,
 - Engineer-geological conditions,
 - Water resources,
 - Forest resources,
 - Mineral resources,
 - Ecological situation,
 - Medical-geographic assessment of the RF territory,
 - Assessment of public health conditions.
- II. Infrastructure
 - Transport,
 - Power supply,
 - Water supply and discharge.
- III. Characteristics of the existing settlement system
 - Assessments of settlement structure and living environment,
 - Trends in settlement process,
 - Peculiarities of rural settlement system,
- IV. Settling resources
 - Social and economic parameters,
 - Demographic potential,

- Migration,
- Inter-ethnic relations.

National spatial planning policy specifies main challenges in development as follows:

1. Disparities between Russia's regions in demographic, social, economic and ecological aspects against the background of transition period (decline of planned economy, geopolitical and political changes, migration and geographical shifts in material production). The main objectives of regional development thus shall be:
 - accelerated development of social infrastructure in backward regions,
 - revival of medium and small towns, especially in Central Russia, and formation of an integer urban-rural settlement system,
 - creation of jobs and prevention of mass unemployment in industrial centres and areas, especially at reconversion sites,
 - limitation of migration, spatial distribution of refugees and demobilised military servicemen,
 - providing for preconditions for cultural and economic revival of "small" nations, especially in the North,
 - elimination of consequences of large-scale technologic disasters and ecological improvements in industrial areas;
2. upgrading the framework of national settlement network through strengthening of its science/hi-tech nodes;
3. reconversion processes in the military-industrial complex;
4. urban development in northern regions, including:
 - transition from permanent to temporary stay of non-indigenous population in ecologically vulnerable areas of the North,

- creation of base settlements outside areas of primary exploration,
 - infrastructure development in the said areas. Preservation of social and cultural identity of indigenous peoples;
5. construction of new transport links connecting western and eastern parts of Russia;
 6. revival of rural areas, prevention of depopulation.

As one can see, the list does not include all the types of problem areas, mentioned in GPSSDEC-CEMAT. As a rule, issues related to mountain regions, seacoasts, islands and flood plains are discussed at the regional and local levels, as well as some other types of problem areas not specified in the Guiding Principles. These include: areas of extreme seismic activity, areas of frequent floods, avalanches, mudflows, glaciers and sandstorms. Special attention is paid to Arctic and Boreal landscapes (tundra and taiga).

Public participation in spatial planning

The degree of participation of common public in spatial-planning procedure reflects the current state of democratic changes in the country. The level of public awareness has been fixed by RF Urban Planning Code (Article 18). According to the law:

Citizens, their associations, legal entities of the Russian Federation have the right to be provided with comprehensive, true and timely information about the state of their living environment, its alterations planned (new construction, modernization of civil structures, territory arrangement, construction of transportation and communication line), as well as to all other information concerning urban-planning activities, with the exception for information closed in conformity with the legislation in effect.

Citizens are informed by executive bodies of the Russian Federation and its Subjects and local self-government by publications in mass

media, public discussions, organisation of expositions and exhibitions. Should information not be presented or should it be late, non-comprehensive or false, citizens have the right to bring a legal action.

Citizens have the right to comment and give recommendations on urban-planning solutions proposed until they are approved by relevant administrative bodies, they may also participate in elaboration of such solutions in various forms: public debates, independent expertise, etc.

All these provisions result from the fundamental inalienable right of RF citizens to “favourable living environment”, fixed in the Constitution (Article 42). Regional and local authorities may decide on the forms of public participation suitable under specific conditions and size of the area concerned: polling, voting, public debate etc.

The present report may seem too “official”. However, our aim was not to counteract negative information about the current state of spatial planning in Russia. We believe that, despite all obstacles like inefficient management, insufficient finance, low rate of changes, spatial planning in Russia will develop further and present convincing examples of good practice.

SLOVAK REPUBLIC

Provision of permanently sustainable development under the draft Declaration on the territorial dimension of sustainable development

Conditions in the Slovak Republic

Direction of territorial development in Slovakia follows just the medieval traditions in Slovak towns as well as abundant traditions from the period between WW1 and WW2 and the post-war Czechoslovakia. Foundations of urbanism from the modern view of point are dated to the period of the first Czechoslovak state (1918-1938). Building of towns and municipalities was controlled according to regulation plans with the aim of the establishment of lands convenient for actual constructions. The first regional planes are also dated to this period. In the year 1957, the Prospective development plan of the Slovak Republic had been elaborated followed by territorial district studies in 1961.

In the 50's and early 60's of the 20th century, so-called territorial zone plans for economically and culturally important territories were elaborated within Slovakia, similar to those of the Czech Republic and Moravia.

In the year 1971, the government of the Slovak Republic approved the Conception principles of the main urbanization directions and the project of the settlement network in Slovakia (conception of the centralized settlement system), approved by the Resolution No. 2/1972 of the government of the Slovak Socialist Republic. These works led into the elaboration of Part II – Study of the possibilities of the county development named Part I of the urbanization of the Slovak Socialist Republic by the approving institution. After its completion, the first nation-wide Slovak complex report on settlement and urbanization was done during subsequent periods, adopted by the government of the Slovak Socialist Republic in the year 1976 in the form of the territorial and technical document. It

created the initial basis for the following territorial and planning documentation and controlled development of dimensional concept of the investment construction.

The settlement network was characterized by the following features:

- 77 Slovak municipalities of the centralized settlement system (governmental resolution No. 1/72) acquired the status of the centre of district importance (90% of total number). With 30 kilometres radius of settlement hinterlands at the district level, almost whole area of Slovakia was covered. So-called urbanization area of a settlement at the district level has been established around each settlement at the district level. Within this area, development of family house-building and other functions, not realized in settlements at the district level because of different reasons, were supported. These urbanization areas made approximately 30% of the total number of settlements in the Slovak Socialist Republic.
- The structure of settlements of a local importance (625) being the second most important settlement centres indicated a dense settlement network in the SR. On average, these settlements experienced stabilization or moderate population increase. A negative factor associated with population concentration was the countryside evacuation, especially out of urbanization areas of settlements at the district level giving rise to the average aging increase of population in rural settlements.

Relatively uniform distribution of investment activities into 77 settlements of a district importance and their agglomerated systems meant positive aspect of the central system inducing the growth regulation of metropolitan cities and establishment of the capture ring of settlements of a district importance around Bratislava as the buffer concentration zone. Periodic upgrades of the Urbanization project of the Slovak Socialist Republic were carried out from 1983 to 1988.

Territorial planning as the part of the so-called planned economy was strictly subordinated to economic planning including centralized economic plans, resort and regional plans that used spatial structure only in the form of balance planning units. This was mostly obvious in the regional planning with its role to provide proportional regional, economic and social development at the regional level. Dominancy of subjective political decisions together with strong resort tendencies not only led to the quality phenomenon degradation in the regional planning but also to degradation of the regional planning as a whole. It resulted also in the failure to provide relevant prognostic data of economic and social development for the purpose of territorial planning.

The Act No. 50/1976 Coll. on Territorial Planning and Building Order reflected social-economic factors and intensified the understanding of territorial planning. Territorial planning was legally entrenched as the continuous activity providing the complex solution to functionally used territories, establishing principles of its organisation and coordinating construction and activities that affect territorial development on the objective and time basis in accordance with the basic goals and tasks of national economic plans. Its goal was the permanent harmony of all natural, cultural and civilization values thus providing conditions for the development of qualitative aspects of the environment and for the protection of its main components (water, soil, atmosphere, etc.)

As compared with previous legal provision that assigned to the territorial planning the meaning of an instrument of organisation and coordination of economic goals in the region as well as the element interconnecting tasks of national economic plans and investment preparation and realisation, the building code is based on territorial planning as the one of basic factors controlling economic decisions and placing new buildings. It emphasizes the regulatory function of territorial planning as an independent specific activity that forms the organic and active part of the whole control system of the society development. It is an instrument with the main goal – to provide

decisions on technical interventions into territorial structure under previously agreed principles of the territorial organisation and order and to maintain macrobiologic balance.

The period 1990-1995 is characterised in respect to the development of the settlement system as follows:

- inhibition of town growth,
- inhibition of the industrial construction of concrete panel-based urban units and attempts to humanize existing buildings,
- movements in the job positions structure towards the sector of services,
- investments into equipments improving environment,
- improving the quality of housing and apartment fund of historical town centres and ongoing revalorisation of central town zones,
- Finalisation and reconstruction of the technical infrastructure and transport infrastructure.

In the years 1991-1992 the works on the nation-wide conception continued. The theoretical and methodological concept of the Strategy of the settlement development under changed conditions and subsequently of the Strategy of the settlement development of the Slovak Republic was developed. The government of the Slovak Republic approved in 2001 the Conception of the territorial development of Slovakia 2001 (KURS) establishing, as the dynamic and territorial planning basis, the main directions and principles of the complex spatial development with the emphasize on the development of the settlement system in the Slovak Republic.

Present system of territorial planning

The year 1989 meant substantial changes of the territorial planning context in the Slovak Republic. The development of market economy, economy decentralisation, privatisation, new proprietary relations, new status of towns and other changes require substantial changes in the understanding of tasks and the role of territorial

planning as well in the approach and methodology of territorial planning processes. These changes are being continually projected into changes of territorial planning legislation. Numerous amendments of the Act No. 50/1976 Coll. on Territorial Planning and Building Order, (the Act No. 103/1990 Coll., the Act No. 262/1992 Coll., the Act No. 136/1995 Coll., and the Act No. 229/1997 Coll., the Finding of the Constitutional Court of the Slovak Republic No. 186/1996 Coll., the Act No. 237/2000 Coll., the Act No.416/2001 Coll., the Act No.553/2001 Coll., the Act No.103/2003 Coll.) serve as the proof.

Territorial planning includes numerous planning activities the part of which is focused on spatial arrangement and formation of the functional use of the area. Territorial planning shall help in the process of creation of conditions for such functional and spatial arrangement of human settlements and of the country that would maintain the harmony of environmental requirements, ecologic stability of environmental natural components, and cultural and historical values of the area.

Results of territorial planning activities at every level, ranging from the national level through regional level to the local level, are projected in a concentrated manner into the territorial decision-making that establishes the rules for the use of the area and of every lot as well as the conditions for the realisation of investor's intentions for the respective site. Decision-making at the local level mostly affects the actual development of the area that is demonstrated through investment activities leading to the new country build-up and modifications.

The building code establishes territorial planning as the open system through which new knowledge of the area and its natural and cultural components, new social conditions, new forms of planning activities and development stimulations can be realised. The building code via territorial planning enables to realize new visions and ideas that bring new solutions of social issues related to the area use.

Basic principles of territorial planning are applied with the different intensity at all hierarchical levels, from the territorial planning at national and regional levels to the regulation at the level of individual lots.

When decreasing the level of planning towards lower hierarchy, intensity of application of philosophical principles is also decreased and the use of pragmatic attitudes is increased. At the local level of planning, theoretical application of ideological attitudes is declined and replaced by application processes. Therefore, it is important at this level to emphasize basic goals and tasks of territorial planning that could be overseen in the investment process. Basic philosophic principles of territorial planning may be expressed by the following terms: complexity, sustainability, public interest, subsidiarity, openness.

Complexity of territorial planning is based on the following principles:

- all partial sectional plans (substantially, they are not complex) are included in the complex plan in a simplified abstract way, quality of the complex plan is given by the ability to differentiate in partial plans components not important from the view of territorial planning;
- only one instrument of territorial planning having the character of obligatory document may be existing in the area; any documents e.g. country-ecological plans, various wide-ranging development programs, etc. serve as the basis for the complex instrument of territorial planning;
- complexity is fully demonstrated in the regulation in the process of determination of development potentials and limits; development can never be complex within the whole range of spatial determination. From the viewpoint of all area users and of all its components, goals of development programs are always partial and their non-complexity is required by other development programs.

Sustainability of territorial planning means that the territorial planning activity benefits from all instruments in such way that at

any time and independently of available instruments, it is possible to take the decision establishing conditions for the investment activities in the area.

Public interest is a sum of citizens interests with no exclusion of others interests. Public interest in the process of territorial planning is focused on the balance between stability and development.

Subsidiarity is realized in the process of territorial planning in such way that municipality area planning is controlled by its inhabitants and all problems not being able to be solved at the level of the municipality (local level) are being solved at the higher level – the regional level. Cases of spontaneous fusion of municipalities occur in order to solve a problem commonly that would be difficult to solve individually.

Basically, territorial planning is a very specific process. On the one side, it is determined by convenient space – the area that is solved by its properties, limits and possibilities: by generally binding legal provisions directly or indirectly affecting the process of territorial planning. On the other side, it is inventive elaborator's work.

Taking into account the fact that the documentation of territorial planning is an agreement of all participating parties, it is necessary to provide the harmony of all interests in the area not only via individual legal provisions but also through other instruments – methodology, rules resulting from the experience, work, scientific approach and research works. That implies the ambition to incorporate certain principles and rules into the territorial planning process. The rules are regulations, provisions to be carried out, known tendency, basic principle. The principles shall mean the socially accepted opinions on performance, management, existence, rules.

Thematic aspects of the Guiding Principles for the Sustainable Spatial Development of the European Continent

Promoting territorial cohesion

Pursuant to the Act on Territorial Planning and Building Order, the establishment of equal conditions of living within the whole area of the Slovak Republic is the one of the goals of the territorial planning documentation at the national level (the Conception of the territorial planning of the Slovak Republic – KURS).

In the year 2001, the government of the Slovak Republic approved the spatial development policy – the Conception of the territorial planning of Slovakia 2001 according to which it is necessary to provide equal social and economic conditions in the territorial unit. It means to follow the conception of the urban structures development, network settlement structures (purpose and spatial links between settlement units based on the co-operation principles following the interest of the development potential increase), preservation and creation of the country and environment, participation in the cross-border co-operation, in every territorial unit. One of the basic preconditions of the realisation of the goals set above in the process of formation of settlement systems is the establishment of the functional network settlement systems. It means the transition from the utilitarian auto-closed settlements – municipalities and towns to the mutually linked structures with preconditions for the optimisation of the settlement division of labour. This approach was projected in the project of settlement structure of Slovakia.

Improving the relation between town and countryside

The relation of urban and rural territories is based on the partnership where principles of concentrated deconcentration and integration of town and countryside in functional relations – dualism of town and its surroundings, are applied. Villages shall be linked each to other but preferably with towns, being their natural settlement centres, into the development alliances. This is the basic precondition for the rural

space development. The national document of territorial planning recommends three kinds of policy for the new relationship of town and countryside:

- agriculture destructuralisation and economy diversification;
- evaluation of natural and cultural givens; and
- economy development of small and mid-size towns.

In the previous era, large facilities for agricultural production in the villages were built. Even housing in small villages was built just as a living environment without agricultural production facilities and premises. From the viewpoint of territorial planning, it is desirable to follow and maintain the specific character of rural space, i.e. to follow the original character and type of build-up of the surrounding environment. To maintain identity it is necessary to follow traditional folk architecture and take into account ethnographic specifications of individual regions. For the building of technical infrastructure in rural spaces, it is necessary to provide good accessibility to settlement centres, development of drinking water supply systems, development of drainage systems with respective sewage disposals and development of systems of communal waste removal.

Promoting more balanced accessibility

The settlement structure of Slovakia is based on centres of settlement, development axes and other networks of urban and rural settlements. Development direction of the settlement structure is oriented on the establishment of a compact network settlement system (respecting natural and morphological barriers), of the effectively working and functionally complex agglomerations – settlement centres, qualitative growth of sites and settlement centres, diversification of their economic basis.

The structure of Slovakian transportation in KURS respects the permanent sustainability of transportation. The following main criteria were used:

- spatial aspects: linking of regions (including cross-border regions) in urbanized areas, linking of regions (including cross-border regions) through country environment and preserved areas, ensuring the long term coordination of spatial policies on both sides of a border;
- economic aspects: revival and change in the growth quality, maintenance and support of stock resources;
- social aspects: maintaining the constant number of inhabitants and their basic needs, their opinion on linking of regions, social cohesion;
- environmental cohesion: exceeding environmental limits.

Developing access to information and knowledge

In standards of minimum number of facilities per settlement, the optimal localisation of educational facilities in individual centres was suggested upon the settlement size and their position within the settlement structure of Slovakia.

Telecommunication networks are being developed fast on a commercial basis.

Reducing environmental damage

The Conception of territorial development of Slovakia shall express the territorial planning policy of the country and is elaborated under principles the permanently sustainable development. It includes provisions related to the improvement of the environment. The Conception of territorial development of Slovakia, territorial plans of regions and selected towns are reviewed from the viewpoint of the evaluation of influences affecting the environment.

Enhancing and protecting natural resources and the natural heritage

Projection of positive and negative elements in the country establishes its regional-ecological potential and limits that are projected into differentiated regulation of territorial development and economic use of the country. The level of regional-ecological conditions shall be expressed in the three-level spatial division of the country into ecologically valuable spaces, standard ecological spaces and ecologically eroded spaces.

Enhancing the cultural heritage as the development factor

The cultural heritage is applied in the development goals of Slovakia in its economic, social, and other structures where preservation, maintenance and use are required based on their relic, cultural, and historical values. A special emphasize is being laid on the issue of the active and creative participation of the cultural heritage and local specifications in the development process while taking their necessary preservation into account.

Developing energy resources while maintaining safety

Slovakia depends on the import of energy, the import diversification is underdeveloped and the economy is highly energy-demanding. The new power engineering policy from the year 2000 establishes the framework for the change and shall be based on the three main principles: preparation for the integration in the internal EU market, security in the energy supply and the permanently sustainable development. Power engineering undergoes changes – privatisation, liberalization, and restructuring of power and gas engineering. These changes result in the shift from the monopoly structure to the competitive environment.

Sustainable tourism

Principles of the conception of the functional and spatial system of recreation and tourism at the national level are based on the compact regional recreation and tourism system. From the national viewpoint of the spatial development, tourism is organized into tourism regions based on the conditions of tourism and follows natural and civilization givens, participation of tourism in social-economic development and administrative structure. Functional and spatial system of recreation and tourism is supported by the tourist transportation network.

Limitation of the impact of natural disasters

During recent years, some of the parts of the Slovak Republic suffered from floods. Up to the present time, no territorial provisions against floods are planned. Provisions against floods are part of the water management policy and are oriented on the realisation of the Program of the flood protection system of the Slovak Republic, on the continuous revitalization of streams and river basins.

Public participation

The Act on Territorial Planning and Building Order establishes basic conditions of citizens' participation in the process of preparation of territorial plans for individual towns and municipalities and of the Conception of the territorial development of Slovakia. Prior to the beginning of preparation of the territorial plan, citizens shall be informed of the beginning of the procurement of territorial and planning documentation. Discussion of territorial plans shall be made publicly and every citizen may comment on suggested solutions in the territorial plan. If citizen's comment cannot be incorporated into the territorial plan, procurer shall re-discuss the comment. The approving authority – municipality or town, county self-administration (in the case of the Conception of the territorial development of Slovakia, the government) shall be responsible for the decision of citizens' comments.

SLOVENIA

Introductory Clarification

Slovenia started to prepare its most significant spatial planning and management documents at the time when the Council of Europe – with the *Guiding Principles for Sustainable Spatial Development of the European Continent* (hereinafter referred to as the Guiding Principles) – and the European Union – with the *European Spatial Development Perspective (ESDP)* in the field of sustainable spatial policy for Europe – had already defined the fundamental goals of sustainable spatial policy and certain detailed implementation measures for the achievement of a more regionally balanced and sustainable development in different European regions. In addition, the Guiding Principles stress in particular the spatial dimension of accomplishing social and economic cohesion. Highlighted among the most important instruments for implementing the Guiding Principles are vertical and horizontal co-operation, particularly at the local decision-making level, and public participation in the spatial planning process.

Mindful of these objectives and guidelines, Slovenia prepared and adopted the Spatial Management Policy of The Republic of Slovenia, the Assessment of Spatial Development in Slovenia, and a new Spatial Planning Act. Based on these documents, and particularly the adopted policies and the new Spatial Planning Act (adopted in 2002), Slovenia is preparing a new Spatial Development Strategy for Slovenia. This is the fundamental spatial planning document to be used in Slovenia to ensure sustainable spatial development.

The implementation of the principles of sustainable spatial development for Europe is the responsibility of all the authorities at the national and local levels. Formally, The Ministry of the Environment, Spatial Planning and Energy is officially responsible for it.

Implementation of the Guiding Principles of Sustainable Development

Slovenian efforts towards sustainable spatial development will be expressed most explicitly in the Spatial Development Strategy of Slovenia (in the final phase of preparation). The Strategy is the basic national document to guide spatial development. It represents a framework for the coordination of sectoral development policies, strategies and programmes in the areas with influence on spatial development. It is also an important instrument for guiding private initiatives and interests towards accomplishing the set objectives, and the basis for preparing other spatial planning documents at the national, regional and local levels.

By applying the principles of sustainable spatial development, Slovenia aims to preserve physical space as a limited and irreplaceable resource, and promote regional characteristics and spatial diversity, which is of special significance for the strengthening and affirmation of national identity in the common territory of Europe.

Guiding Principles	Guidelines for the implementation of Guiding Principles in Slovenia
<p>Polycentric development to achieve territorial cohesion and increased competitiveness of regions</p>	<ul style="list-style-type: none"> – to encourage polycentric spatial development; – to establish a balanced urban network of centres with suitable accessibility to urban functions and emphasised regional centres, which are important generators of economic, social, cultural and environmental development in their respective areas; – towns and other settlements need to be strengthened as a desirable working and living environment using internal development (renewal of city cores, rehabilitation of degraded urban areas, renewal of old industrial and mining areas);

Guiding Principles	Guidelines for the implementation of Guiding Principles in Slovenia
	<ul style="list-style-type: none"> – it is of particular importance to strengthen centres in border areas and increase their comparative advantages and competitiveness in international terms;
Urban-rural partnership	<ul style="list-style-type: none"> – to ensure adequate number of jobs and increase the volume and quality of housing construction; – to ensure harmonious spatial development in areas with common development problems and potentials, particularly in geographically limited areas (border, coastal, mountainous areas), protected areas and areas threatened by natural processes; – rural areas need to be developed and interconnected with urban areas; – it is necessary to prevent the emergence of new suburban “dormitory” districts on the periphery of cities and towns, and to rehabilitate the existing dispersed buildings on the periphery;
Balanced development of transport networks	<ul style="list-style-type: none"> – to develop the system of motorways with links to European corridors X and V, which will link Slovenia with the broader European area and at the same time contribute to a more balanced regional spatial development through the linking of medium and small-size Slovenian towns; – to develop environmentally friendly transport systems including the promotion of public passenger transport together with accelerated development of a modern railway network; – a special emphasis on the development of the network of cycling trails and footpaths with links to the European long-distance networks to promote both ecologically oriented tourism and the quality of living;

Guiding Principles	Guidelines for the implementation of Guiding Principles in Slovenia
	<ul style="list-style-type: none"> – the largest possible number of inhabitants have to be provided with access to information and communication systems and consequently all inhabitants will be able to participate in the global information society; – State and local communities' subsidies for public passenger transport (in); – investments in the modernisation of public transport;
Access to information and knowledge	<ul style="list-style-type: none"> – introduction of electronic commerce and provision of information at all levels and in all areas;
Environmental impacts	<ul style="list-style-type: none"> – to implement the environmental protection principles at all levels and in all areas, particularly through the preparation of comprehensive assessments of impacts on regional and urban development, on the environment, economic investments, and on the social acceptability of all significant infrastructure projects and other projects which influence spatial development (in Slovenia, this instrument has been in force since 1993); – since 1993, all infrastructure facilities of national significance are planned at the spatial implementation level so that several alternative routes (motorways, railway, power lines, etc.) are assessed and compared by considering: <ul style="list-style-type: none"> ▪ impacts on regional and urban development, ▪ environmental impacts, ▪ economic investments, ▪ technological features, ▪ social acceptability. <p>The Government's decision is therefore based on a comprehensive assessment of the planned facility's impacts.</p>

Guiding Principles	Guidelines for the implementation of Guiding Principles in Slovenia
<p>Protection of natural resources and natural values</p> <p>Cultural heritage as an important development factor</p>	<ul style="list-style-type: none"> – to preserve continuous forests, areas of highly preserved nature, habitats of special significance, areas with a wealth of species, continental and underground waters, the sea, mountainous areas, and the identity of Slovenian cultural landscapes in association with the economic activities that enable the specific natural and cultural features of a particular area; the areas of the highest value at the national level are the Triglav National Park, the Škocjanske jame caves, the valleys of Cerkljansko and Planinsko polje, the Karst (Kras), the Ljubljansko barje marshes, the Sečoveljske soline salt pans, the Jeruzalemske gorice hills, the Krnske planine mountains, etc.; – natural corridors need to be preserved between the southern and northern parts of the country and they should be integrated with the international ecological networks; similarly, the Slovenian cultural heritage needs to be integrated with the European network of cultural trails;
<p>Development of power sources and safety</p>	<ul style="list-style-type: none"> – to promote the use of renewable power sources (including the exploitation of wind power) and to upgrade the existing power networks; – to ensure the safe disposal of radioactive wastes and the safe decommissioning of the Krško nuclear power plant when it ceases to operate;
<p>Sustainable tourism</p>	<ul style="list-style-type: none"> – to improve spatial conditions for the development of tourism in individual locations, and by developing the unspoiled environment to promote the tourist image of Slovenia as a green, forested European oasis; – to emphasise the offering of tourist services as part of the European flows at

Guiding Principles	Guidelines for the implementation of Guiding Principles in Slovenia
	the boundary between the sea and the Alpine region (EU-Alps-Adriatic);
Protection against natural and other disasters	<ul style="list-style-type: none"> – areas threatened by the actions of natural processes need to be taken into consideration; effective protective measures should be taken where human activities are already endangered or the activity should be moved away from the threatened area, naturally threatened areas where human activity is currently absent, will be left to the natural dynamics of the environment.

Vertical and horizontal co-operation

The spatial planning system in Slovenia is oriented to ensure the harmonisation of various policies and interests at the national, regional and local levels. This predominantly enables co-operation and participation of the various sectors in the spatial planning system from the outset. In the future, an even more intensive integration of sectors is to be expected during the process of creating policies, which have impact on spatial structures (see Annex to the Report: Spatial Development Measures for Individual Areas). In this case, it is of extreme importance to achieve synergetic effects while encouraging regional and polycentric development. The Slovenian Government made the Minister without portfolio responsible for regional development and established The Office for Structural Policy and Regional Development and regional development agencies, which are joining efforts to prepare:

- regional development programmes and regional conceptions,
- spatial development strategies tailored to local circumstances.

At the level of vertical harmonisation, co-operation between various institutions at different levels is essential. The most important is the shift to the bottom-up approach to spatial planning where local

authorities have a decisive role in decision-making. In Slovenia, the spatial planning system gives local communities a sovereign right to spatial planning in their own areas. The Regional Conception of Spatial Development is becoming an important instrument for the interconnection and harmonisation of national and local interests. Several local communities may be integrated in the framework of an individual regional conception of spatial development, while its preparation may also be the result of an agreement between the state and local communities. It is also possible for local communities to participate in the preparation of the detailed plans of national importance. Their initiatives, proposals and suggestions influence the solutions defined for the spatial patterns of national significance.

Slovenia is also part of an international co-operation for sustainable spatial development. In addition to the state agencies and authorities at all levels, local communities, the private and public sector, various public and private establishments, non-governmental and other organisations, societies, etc. are also integrated in international networks. At the national and local levels, institutions and organisations responsible for individual areas also take part in international programs and exchanges. This includes multi- and bilateral co-operation and harmonisation among states, organisations and different international bodies. Various international programmes also include the exchange of best practices, permanent development of tools and instruments for policy planning, management and implementation, such as the use of town planning indicators, development of human resources, and institutional development of local capacities.

Public participation and the role of private sector in spatial development

In Slovenia, public participation in all phases of spatial planning document preparation and their adoption at all levels is long established. The aim is to enable all interested parties, particularly the local authorities, private sector, unions, nongovernmental and local organisations to actually take part in the spatial planning and

management. Common efforts are therefore under way in Slovenia to provide human resources and management, institutional reform, develop organisation and administration, and constantly train people and provide new equipment for an efficient spatial planning and management.

All participants have the right to express their recommendations, opinions and proposals at each phase of the spatial planning act preparation and adoption procedure. Particularly important are the private sector initiatives, which normally – with development interests and financial means – strongly influence the spatial development of individual regions. For this purpose the new Spatial Planning Act provides spatial planning instruments (urban planning contract, land consolidation, conditional detailed plan...), to encourage the participation of the private sector (example: Ljubljana passenger station project, which is being executed based on an urban planning contract between the public and private sectors). A special form of private sector participation is also the reorganisation of certain public enterprises allowing the participation of a certain share of private capital.

Annex – Implementation Measures for Individual Regions

Among the important instruments of the spatial development implementation measures for individual regions is the production of regional development and spatial planning documents, which are the best instrument for ensuring synergy between the strategic spatial development documents and the sectoral development documents (www.gov.si with links to web sites of particular sectors). Of key significance in this respect is the inter-ministerial and inter-regional linking (including cross-border linking) with the participation of local communities, which is reflected in a number of common activities in individual regions.

When developing implementation measures for a particular area, international treaties and conventions referring to individual areas or contexts are also taken into consideration.

Area	Implementation measures
Cultural landscapes	<ul style="list-style-type: none"> – the implementation of the adopted strategic development documents in the field of agriculture and forestry, spatial planning, environment, economy and culture; – the provision of the state and local communities' subsidies for traditional behaviour in the areas of cultural landscape; – the assertion of locally distinguishing trademarks and brand names; – raising the awareness and education of the local population and visitors; – the implementation of programmes for the renewal of villages; encouragement of agricultural infrastructure and diversification of farming; – the implementation of the Slovenian agricultural environmental programme – providing support to preserving cultural landscape in protected areas (parks); – the execution of the project for comprehensive development of the countryside, where the cultural land-

Area	Implementation measures
	scape is considered as a regional development factor (the project is part of Interreg – Regalp with the pilot case of Zgornja Savska dolina);
Urban areas	<ul style="list-style-type: none"> – the implementation of strategic development documents in the fields of economy, and spatial planning and management, which include the prevention of unreasonable expansion of urban areas, the intensification of urban land use, the construction and maintenance of the existing housing stock and rational use of natural resources (drinking water, green areas...); – the promotion of the development of public passenger transport in and between towns and their surroundings; – the conformity of regional spatial plans and development programmes with strategic decisions; – spatial planning at the local level has to conform to strategic decisions;
Rural areas	<ul style="list-style-type: none"> – the enforcement of strategic development documents, which are the responsibility of the agricultural sector in particular; – the encouraging the preservation of settlements in the countryside in collaboration with the economic and spatial planning sectors; – to subsidise environmentally friendly agricultural production at the national and local levels; – regional development programmes and regional spatial plans in accordance with natural potentials and constraints, – supporting the introduction of complementary activities on farms in rural areas where agricultural yield is at the limit of profitability, yet farming is justifiable in order to preserve the cultural landscape; – the education of the rural population;

Area	Implementation measures
Mountains	<ul style="list-style-type: none"> – promoting tailor-made development in the frame of providing aid to areas with limited potential, and advancing the development of environmentally acceptable activities (tourism...); – on a priority basis, steering the mountainous areas towards preserving natural values; – ensuring the requisite transport links between these areas and within regions;
Coastal and insular areas	<ul style="list-style-type: none"> – the implementation of strategic development documents in the agricultural, economic, spatial planning, environmental and cultural sectors; – steering and permitting development in conformity with the provisions of international strategic documents; – raising the awareness of the public and local population and informing them; – regional development programs and regional spatial plans in accordance with natural potentials and limitation; – the restructuring of environmentally disputable activities and encourage the development of environmentally acceptable activities in conformity with natural potentials and constraints; – qualitative restructuring of tourism while considering the natural and cultural heritage;
European corridors	<ul style="list-style-type: none"> – the implementation of strategic development documents in the fields of spatial planning and management, and transport sector; – associating the economy and settlement to infrastructure (heavy industry to railways and settlement to power and transport lines...); – the exploitation of the European corridors to promote Slovenian production and tourist capacities, and to provide locations for 2 (3) passenger and freight terminals;

Area	Implementation measures
Inundated plains and water meadows	<ul style="list-style-type: none"> – complying with the Ramsar convention; – taking into consideration the development limitations in these areas when planning development and spatial developing activities; – steering the development away from inundated areas; as a rule, there is no drainage of inundated plains; – the protection of large water systems, e.g. the Mura (landscape park), the Soča, – defining the Ramsar areas (Zatok, the Škocjanske jame caves);
Abandoned areas for military use	<ul style="list-style-type: none"> – the implementation of strategic development documents in the fields of spatial planning and management, and defence, which should include, on priority basis, the introduction of new, suitable land uses in these areas and structures; – enforcement of new, suitable land uses in these areas and structures in spatial development documents of local communities;
Boarder areas	<ul style="list-style-type: none"> – the implementation of strategic development documents from the fields of spatial planning and management and economy, which should include primarily the principles of encouraging development in developmentally constrained areas taking into consideration their potentials and constraints, – suitable transport links between these areas on both (all) sides of the border and the national or regional centres; – encouraging appropriate activities and supporting settlement in these areas; – facilitating formalities at border crossings and establishing common programmes on both sides of the border, particularly for the local population.

SPAIN

Introduction

The European Charter for Regional/Spatial Planning, of the Council of Europe, was a fundamental precedent in the definition of this discipline as a political task and administrative duty, advancing its European dimension as a reason for seeking integrated answers that go further than the conventional administrative boundaries. The subsequent international commitments towards sustainable development recognised the territorial dimension as a European political and strategic objective that has been developed by the “Guiding Principles for Sustainable Spatial Development of the European Continent” adopted by the CEMAT.

The aim of this document is to add a contribution from the Spanish point of view and circumstances, with regard to the role of Spatial Planning in securing sustainable development according to the territorial dimension and implementing the aforementioned Guiding Principles.

For this purpose, and first of all, the key aspects that define Spatial Planning in Spain are outlined along with the basic characteristics of the planning instruments through which the objectives and spatial planning and management decisions are taken as an obliged framework to which this new orientation must refer.

The Spatial planning system in Spain: the link with State organisation

In Spain, Spatial planning is a relatively recent public function that gained a prominent role with the Constitution of 1978. With the Constitution a far-reaching change took place in the State organisation and an intense transformation of the whole planning system began, now almost finished. It could be summarised as follows:

- huge decentralisation of the State with the creation of the regions (Autonomous Communities), which granted this new political-administrative level wide powers, amongst them those of spatial

planning. The political-administrative system was made up of three levels: national, regional and local;

- recognition of the status of spatial planning as a public function and, as a result, the adaptation of the State legislative body to the new situation. Specifically, the focus and role of planning in accordance with the principle of subsidiarity. As a result, the national sectoral legislation has been intensified; the regions have legislated regarding spatial planning in order to regulate the planning instruments under its authority; and there has also been a significant increase in the urban planning carried out by the municipalities in this field. The increased level of regional authority and the necessary co-ordination between the three Administrations has required the creation of new collaboration mechanisms and procedures to regulate the inter-administrative relations.

In any case, the consolidation of European integration has added new elements to boost this transformation process because of the effects of Community Policies on the planning instruments and corresponding projects (especially the regional, environment and transport policies). On the other hand, because of the relevance of the territorial dimension in order to achieve objectives of economic and social cohesion that are compatible with a balanced and sustainable development according to the European Spatial Development Perspective (ESDP) and the commitments – both at Community and national levels – adopted after the Rio Summit.

The constitutional basis of spatial planning

The essential aspects established by the Spanish Constitution with regard to spatial planning in Spain are as follows:

- spatial planning is a public function entrusted to the regions (art. 148.1.3). All the regions have assumed this authority with full powers: legislative, regulatory and executive;
- spatial planning is established as a different matter from others, whether they are horizontal such as urban planning,

environmental planning and economic planning or sectoral such as road planning, water planning, etc.;

- the Constitution does not assign a strict definition to Spatial Planning; it leaves its conformation open to the will of the regions (Statutes of Autonomy), within the limits derived from the distribution of responsibilities between the State and the regions. In any case, the meaning is similar to the concept given in the European Charter for Regional/Spatial Planning of the Council of Europe.

As a result, the characteristics of Spatial Planning are as follows:

- necessity of Spatial Planning as an instrument to guarantee the integration of public activities with a spatial impact, and to co-ordinate the different competences;
- link between public and private activities with Spatial Planning;
- prevalence of Spatial Planning over sectoral planning;
- submission of local urban planning to Spatial Planning.

In addition, it is linked to the responsibilities corresponding to national level (art.149) that have an impact on the matter:

- establishment of the basis and co-ordination of the general planning of economic activity and, in general, all those aspects that may be necessary to meet the collective needs, balance and harmonise regional and sectoral development and stimulate the growth of income and wealth, and their fair distribution as well;
- planning and public works in sectors which have great spatial repercussions and “general interest” (defined by their affection to more than one region) such as: national defence; ports and airports, railways and transport; water resources; and protection of the natural and cultural heritage.

The regional spatial planning laws establish a wide variety of planning instruments. These regional planning concepts establish some regulations aimed at introducing an appropriate degree of flexibility in undertaking the specific activity proposals.

Role and participation of the public and private sector in Spatial planning

The Spatial planning instruments are formulated and approved by the regional administrations. In the formulation process, a public participation and information period is established, so that the public sector (national), the private sector and individuals can make observations and suggestions regarding the spatial plans.

The sectoral departments of the respective regions, municipalities and the national administration must advise spatial Planning programmes. Co-ordination will take place at the “Spatial and Urban Planning Commissions”, regional bodies in which the different Public Administrations are represented.

Co-ordination between the national and regional Governments

There is great autonomy in decisions regarding programming and localisation proceedings both in national and regional governments. However, there are two large co-ordination frameworks: at the policy level, through “sectoral conferences”, in which the Minister or sectoral ministers participate, along with those responsible for the corresponding matters in the regional bodies, to examine the problems of each sector and the measures needed to resolve them; co-ordination between both administrations is carried out by the interdepartmental co-ordination both horizontally (delegate committees of the national or regional government) and vertically through Government Delegations in the Regions.

Implications of the territorial dimension of sustainable development

In Spain, the territorial dimension of sustainable development has been considered in the Spanish Strategy for Sustainable Development (EEDS). This strategy is conceived as an instrument that sets the basis of *a new development dimension at a national*

scale for traditional policies and one of its aims is to incorporate the consideration of sustainability in all spheres of public and private decisions.

The strategy pays particular attention to the territorial dimension, from the double viewpoint of the structure and dynamics of territory, as one of the key dimensions of the policies for sustainability. It obviously also takes into account responsibilities and administrative decentralisation in territorial terms.

The components of this new dimension are: to implement a strategic long term process for change; to face – and define – the current unsustainable imbalances, particularly territorial, social and natural and cultural resources; to prevent current and future risks and expenses; and to take advantage of new opportunities, especially the promotion of social and territorial cohesion; technological research and innovation; new sources of competitive and long-lasting jobs; and increased efficiency in the use of energy and resources.

Incorporation of sustainability requires the reinforcement of the activities of the different agents. Specifically, articulation of objectives and methods in a joint way; valorisation of initiatives that contribute to sustainability in the country (governmental, regional, local, business and non-government organisations); and contribution to the fulfilment of international commitments with the assumption of a share of responsibility.

Procedures as innovation means towards sustainable development

One of the main aspects of the formulation of the Spanish strategy has been its approach as a *co-operative and horizontal process* – between the government departments and other administrations – and its *openness to public debate and participation*. The following phases of the process should be mentioned:

- horizontal co-ordination between ministerial departments via work groups lead by the main responsible departments (economy, public administration, environment, social affairs...);
- institutional consultation and public participation, for co-ordination with regional and local administrations;
- vertical co-operation, economic and social council, scientific and technical institutions, NGO's and citizens, including a discussion in the Senate;
- and its definitive preparation, considering the received observations, by the inter-ministerial commission created for the purpose, which will also ensure its follow-up and implementation.

Content and implications on policies

The Spanish strategy emphasises a series of aspects linked to territorial development:

- in the justification, coherence and balance of territorial development as an inspiring principle in sustainable development. It is defined as access to work, equipment, facilities, services, justice, and individual development and progress in equitable conditions all over the country;
- among the objectives, consolidation of a more balanced territorial structure and dynamic. This consists of maintaining and improving the quality and attractiveness of the weakest areas (fragile rural areas, peripheral territories...); controlling and reducing the environmental and social externalities in the most populated areas; slowing the depopulation processes in rural areas; and implementing sustainable urban development;
- among the measures and activities, some that stand out are the incorporation of criteria and instruments to promote a more balanced spatial settlement patterns and integration of the territorial dimension into the design and instrumentation of sectoral policies with more significant spatial effects;

- finally, it actively strengthens participation in forums committed to sustainable development and, specifically, co-ordination with the strategies of countries in the vicinity in order to maximise synergy and improve implementation.

In short, in the Spanish administrative framework, the Spanish Strategy for Sustainable Development provides a new framework for the definition of State policies and a reference for them to be complemented by the other territorial administrations (regions and local communities).

The application of the CEMAT “Guiding Principles”

As mentioned in the beginning, the European Charter for Regional/Spatial Planning has filled a conceptual gap in countries such as Spain and has served as a reference for the design and implementation of spatial planning arising from the Constitution. Twenty years later, the “Guiding Principles”, maintain, complete and update the contents of the Charter. Their application is related to their character of a voluntary co-operation and non-binding framework, which gives them greater strength and perpetuity in time.

With this perspective of application as a reference framework, and from the described Spanish situation, some aspects of the Guiding Principles are emphasised because of their contribution to configure the new framework for Spatial Planning as required by sustainability:

- the definition of the concept of “Spatial development policy” as “sustainable and regionally balanced development of each and every one of the regions” which gives weight to the territorial dimension of sustainable development for its application in national strategies;
- the importance of the role of the region as the most proper level for establishing Spatial Planning as a means to increase decentralisation, while at the same time strengthening the State role – according to the principle of reciprocity – in those policies

of national and continental dimension. Importance therefore of designing continental strategies based on the Guiding Principles.

- the importance of the private sector in territorial development, conditioned by the two necessary guarantees: the public-private partnership as a complement to the services that should remain in the public sphere as essential functions, and their consideration in the adaptation of administrative structures in this way.

SWEDEN

The role of Swedish national spatial planning in securing sustainable development and implementing the common guiding principles of the sustainable spatial development

The Swedish Spatial Planning System in brief

Cross-sector spatial planning is mainly a task for the local authorities and is regulated by The Land Use and Building Act and The Environmental Code. Areas of national interest decided by the Parliament according to previous national land-use planning are listed in The Environmental Code. Further areas of sectoral national interest are decided by central authorities (such as the Swedish Environmental Protection Agency, the National Heritage Board etc.). The Swedish National Road Administration and the Swedish National Rail Administration make their investment plans in co-operation with local authorities and County Administrative Boards; major plans are decided by the Parliament. Sectoral national interests are compiled by the County Administrative Boards, which ensure that the local authorities take notice of national interests in the Local Master Plans, which contain guiding principles. Further binding Local Detailed Plans may be decided by the local authorities. The Parliament and Government decide on several aims and guidelines that have significant bearing on the local spatial planning. Implementation is ensured by the County Administrative Boards. The Bill *Swedish Environmental Quality Goals – An Environmental Policy for a Sustainable Sweden* defines 15 Environmental Quality Goals. These Goals are:

- reduced climate impact
- clean air
- natural acidification only
- a non-toxic environment
- a protective ozone layer
- a safe radiation environment
- zero eutrophication
- flourishing lakes and streams

- good-quality groundwater
- a balanced marine environment, flourishing coastal areas and archipelagos
- thriving wetlands
- sustainable forests
- a varied agricultural landscape
- a magnificent mountain landscape
- a good built environment.

Promoting territorial cohesion through a more balanced social and economic development of regions and improved competitiveness.

A national reorganisation of the regional development politics is in progress. Previously the County Administrative Boards have been both regional authorities (guarding the interest of the state) and regional development councils (guarding the interest of the region). In some counties, the regional development function (including efforts aiming at economic, social and environmental growth) has now partly been transferred to Regional Councils, which also are in charge of public health attendance. Some counties have been merged. Since the local municipal authorities have spatial planning monopoly, this “regional planning” generally concerns visions and ideas without spatial translation into practice, which has to be a task for local authorities. The integration of regional economic planning with land use planning is a future question of special interest.

In April 2003, a National Committee of Agenda 21 and Habitat presented its final report with 12 proposals for furthering urban sustainability. These proposals have been remitted in a wide consultation round and the Government is now preparing an integrated urban policy. It could be assumed that spatial planning would have a leading role in creating a sustainable community in this new urban policy.

The Governmental Metropolitan Commission and representatives from the three largest cities (Stockholm, Gothenburg and Malmö) have made local development agreements concerning 24 urban

districts. These agreements contain above all social and economic dimensions. Further integration with environmental aspects, cultural aspects and spatial planning methods are expected since these dimensions increase sustainability.

Encouraging development generated by urban functions and improving the relationship between town and countryside

Many local municipal authorities still concentrate spatial planning developments on towns. Spatial planning of rural areas hitherto was, mostly, a question of preservation. An Official Governmental Report concerning a new official rural policy has recently been presented. The Government prepares an integrated urban policy also taking into consideration the relationship between town and countryside.

Promoting more balanced accessibility

In this year, both the Swedish National Road Administration and the Swedish National Rail Administration presented documents of their national future infrastructure planning 2004-2015. These plans have been referred to local and regional authorities for consideration. After governmental supplementary instructions, reduced plans are expecting ratification by the Parliament this autumn. In recent years, Parliament has generally promoted railway investments at the expense of road investments. New railways, such as “Botniabanan” (city-connecting line along the Gulf of Bothnia) and “Citytunneln” (underground transit railway in Malmö), have been decided on, indeed examples of sustainable spatial planning.

Developing access to information and knowledge

The third generation mobile telephony net and IT-infrastructure are continuously erected with the objective that everyone in Sweden should have access to efficient and fairly priced telecommunications. Intercity-connecting expansion of broadband has been reimbursed by the state 2000-2003. Due to market economy principles as interpreted in the 90s, siting of new masts and towers of mobile

telephony has not been a task for spatial planning though. The widespread access to information and knowledge is supported by a range of new public universities and an increasing use of IT-supported distance education.

Reducing environmental damage

The Government and Parliament endeavour to prevent and restore environmental damage. The Government's overall environmental policy objective is to solve Sweden's major environmental problems within a generation, i.e. 25 years. A Government Bill defines 15 Environmental Quality Objectives/Goals (which are listed below). Environmental Quality Norms are introduced in the Environmental Code. The Environmental Quality Objectives/Goals, above all "A Good Built Environment", naturally influence the spatial planning. The Environmental Quality Norms must be taken into account in decisions by the Land Use and Building Act. The Government has also ordered the County Administrative Boards to make an inventory of environmentally damaged areas and list research data to coming restoration programmes.

Enhancing and protecting natural resources and the natural heritage

The Swedish Environmental Protection Agency continuously secures the maintenance of areas of biotopical and scientific interests and an increasing number of nature reserves. The Natura 2000-areas are protected as areas of national interest. In the last three years, many sources of municipal water supply have been protected. Protective regulations pursuant to the Environmental Code are often issued by the County Administrative Boards and should be recognized as a form of spatial planning.

Enhancing the cultural heritage as a factor for development

Since 1999, Spatial Culture Reserves may be decided according to the Environmental Code. In accordance with the Environmental Quality Objectives/Goals, local authorities should by 2010 have identified the

cultural heritage, formulated a protective programme and given a qualified protection to 25 % of the buildings. The Government also supports a National Programme in Architecture and Design.

Developing energy resources while maintaining safety

Erecting wind power plants producing at least 10 TWh is a national interest of the Parliament. Hence the National Board of Housing, Building and Planning has been requested to present a national land-use planning project concerning large scale areas of wind power plants at sea and in mountainous areas. The report has recently been presented.

Limitation of the impacts of natural disasters

In the summer of 2000, flooding caused damage in many parts of Sweden. The Swedish Metrological and Hydrological Institute made a GIS-study concerning snow and spring flood-problems, dams. Creep soils exist in the Gothenburg region and along water areas. After a catastrophe in Vagnhärad west of Stockholm, a National Landslip Commission requested a study from the National Board of Housing, Building and Planning. This was presented in a series of conferences with information to local authorities, which are subsidised by the state when they undertake preventive measures.

Urban areas

In the cities, many local Agenda 21-projects concerning urban ecosystems and recycling have influenced spatial planning, which increasingly focuses on open and green spaces, water, waste and noise in "biotope mapping". The Habitat Agenda, with its social and cultural aims, has initially mostly been focused by the Governmental Metropolitan Committee in its dealing with the three major cities. "Socio-tope mapping" is now increasingly used to define areas for human activity and enhance cohesion in an ethnically and socially diverse city. The National Parliamentary Committee of Agenda 21

and Habitat has made proposals in order to promote a further integration of these questions into urban spatial planning and urban management.

Mountains

The Environmental Quality Objective to preserve the magnificent mountain landscape is narrowly connected with the mountain areas definition and regulation in the Environmental Code. Questions such as reindeer-farming and Laplandish culture as well as Habitat-dimensions of other inhabitants could possibly be developed through further rural spatial development planning in accordance with the previously mentioned official governmental report.

Coastal and island regions

Coastline and riverbanks are protected by the Environment Code. The Swedish Environmental Protection Agency recently chaired an official commission about coastline and riverbanks protection. The Government has at the same time ordered the County Administrative Boards to commission the coastal administration. The legal instruments for the future protection of coastline and riverbanks are still under reconsideration.

Eurocorridors

Sweden is a large country with long distances and a widely spread population. Hence a modern and economic similarly well spread infrastructure - including air transportation - is of utmost importance. In developing the Trans-European transport network within Sweden and the neighbouring countries these circumstances should be considered, shaping multiple choices of transportation.

Redundant industrial and military sites

Redundant industrial and military sites often have a central waterside location in the cities and hence a great attractiveness. Old public military buildings and sites are often converted into public

universities, science-parks etc. Waterfront central industrial sites are often turned into residential building areas.

Border regions

Border regions are now being developed in cross-border co-operation within the Interreg IIc and Interreg IIIb projects for example. The Malmoe-Copenhagen integration (between Sweden and Denmark) and the Haparanda-Torneå integration (between Sweden and Finland) are good examples of spatial planning supporting an economic sustainability where also cultural, social and ecological aspects are benefited.

Vertical and horizontal co-operation

Implementation of integrated dimensions of sustainability into spatial planning has been practiced by many local authorities when creating Local Master Plans. Uppsala, Stockholm and Aneby are communities that could be mentioned.

At the Prime Minister's Office, a Chancery of Sustainability was established earlier this year. The Government has decided on several commissions to prepare changes in the legal and administrative systems, in order to promote sustainable development: The Land Use and Building Act Commission, The Environmental Code Commission, the Public Administration Commission. In 2001, the Government charged the administrative boards of different sectors with development of systematic coordination of Objectives and Activities. Integration of spatial and economic planning is a true coordination task and hence essential in this cooperative endeavour coordinated by NUTEK. Sweden participates in the sustainable territorial planning coordinated by the Nordic Council.

Broadly-based participation of society

The many Agenda 21 projects in all parts of Sweden show that ecological sustainability truly is a question of whole society and all

individuals. The conscious creation of economic sustainability, i.e. an innovative and diversified economic life built upon local conditions, is gradually being recognized as a cooperative question. Most local authorities cooperate with the existing local entrepreneurs in order to develop the local economy. The Habitat Agenda is still not put sufficiently into common practice though. The state and some municipalities cooperate with social and cultural projects in the major cities. The National Committee of Agenda 21 and Habitat has brought proposals supporting a further integration of subjects and levels, proposals that include the spatial planning system and the authorities. The National Board of Housing, Building and Planning has presented “13 Challenges for Spatial Planning” which deals with these questions. The Government supports an integration of subjects carried out by a broadly-based participation of society. In November 2002 a periodic major groups forum for discussions on Agenda 21 and sustainable development was held as a follow-up to the World Summit in Johannesburg. The chief organizers were the Ministry of the Environment, the City of Västerås, the Västmanland County Administrative Board and the County Council of Västmanland. Almost 1,000 representatives attended the meeting, called “Envisions”.

Further initiatives and achievements may be recognized in the annual Government Communication “Sustainable Sweden – Measure Control of the Sustainable Development”. The Parliament continuously deals with green ratios in the financial policy.

SUISSE

Note préliminaire

La Suisse étant un Etat fédéral, les tâches publiques sont réparties entre le niveau national (la Confédération) et le niveau régional (les cantons, qui ne sont pas des entités administratives). La répartition des tâches est fixée dans la Constitution fédérale (charte fondamentale du pays). En matière d'aménagement du territoire, les compétences appartiennent principalement aux cantons. La Confédération a de son côté le devoir de fixer les principes applicables à l'aménagement du territoire et celui d'assurer la coordination des activités à incidence spatiale menées par les autorités situées au niveau fédéral et au niveau cantonal. Elle peut par ailleurs prendre des initiatives dans le domaine du développement territorial, par exemple l'élaboration des grandes lignes de l'organisation du territoire suisse ou le lancement d'une politique des agglomérations.

Pour la mise en œuvre de l'aménagement du territoire, les cantons sont appelés à élaborer pour chacun de leur territoire un « *plan directeur* » qui réponde aux principes établis par la Confédération dans une *loi fédérale sur l'aménagement du territoire du 22 juin 1979*. La Confédération assure la coordination de ces plans directeurs entre eux, ainsi qu'avec ses propres activités dans la mesure où celles-ci ont des effets sur le territoire.

Application des Principes d'une politique d'aménagement pour un développement durable de l'Europe

Promotion de la cohésion territoriale par le biais d'un développement socio-économique équilibré et de l'amélioration de la compétitivité

Bien qu'elle n'ait pas la compétence d'aménager le territoire suisse, la Confédération a, en accord avec les cantons, défini les grandes lignes de l'organisation de ce territoire (Rapport du Conseil fédéral

[gouvernement fédéral] de 1996 sur les « *Grandes lignes de l'organisation du territoire suisse* »). L'objectif général de ces grandes lignes est de définir une orientation générale de l'aménagement du territoire suisse pour assurer son développement. Pour cela, elle traite notamment les problèmes liés aux conditions de localisations concurrentielles, à la déréglementation, aux disparités régionales, à la diminution de la cohésion nationale et à la coordination des infrastructures.

Parmi les instruments contribuant à la solution de ces problèmes figure la loi fédérale sur l'aménagement du territoire qui fixe précisément les principes applicables à l'aménagement du territoire que les cantons doivent réaliser notamment en élaborant des plans directeurs.

Par ailleurs, la Suisse dispose d'une politique régionale, actuellement en révision pour l'axer davantage sur des programmes et des projets encourageant l'innovation et l'esprit d'entreprise dans les régions. Il s'agit également de veiller à ce que les zones rurales et les régions de montagnes profitent mieux du dynamisme des centres nationaux et régionaux économiquement forts.

Promotion des impulsions de développement engendrées par les fonctions urbaines et par l'amélioration des relations villes-campagnes

Grâce aux Grandes lignes de l'organisation du territoire suisse, la Confédération entend encourager la mise en place d'un réseau de villes et d'espaces ruraux visant à supprimer ou à atténuer les disparités et les divergences entre les différentes régions du pays, entre la ville et la campagne, ainsi qu'entre les centres et les périphéries. Elle désire également encourager la mise en place d'un réseau polycentrique des villes suisses pour consolider et développer les avantages qu'offrent les villes pour l'implantation d'activités économiques.

Avec la coopération des cantons et des grandes villes, la Confédération est en train d'élaborer une politique des

agglomérations qui vise entre autres à mieux prendre en compte les besoins particuliers de l'espace urbain, à assurer l'attractivité économique des zones urbaines, à maintenir un réseau polycentrique de villes et d'agglomérations grandes, moyennes et petites aux fonctions diverses et à limiter l'extension spatiale de ces zones en favorisant l'urbanisation endogène. Elle devrait également permettre d'encourager la coopération entre les agglomérations qui pourraient ainsi exploiter les synergies découlant d'une telle coopération.

Parallèlement la Confédération se penche sur la problématique du trafic d'agglomération, à la recherche de solutions permettant de décongestionner les agglomérations, contribuant ainsi à leur compétitivité.

Promotion de conditions d'accessibilité plus équilibrées

La Suisse a élaboré une politique des transports visant à garantir une mobilité durable et assurer notamment l'accessibilité des régions aux infrastructures de transport. Cette politique vise également à soutenir les transports multimodaux et le trafic combiné, ainsi qu'à encourager l'harmonisation de la politique des transports avec celle de l'aménagement du territoire.

S'agissant plus particulièrement des infrastructures, la Confédération est en train d'élaborer un plan sectoriel des transports notamment destiné à développer un instrument de planification et de coordination applicable aux transports publics, à coordonner l'intégration du trafic ferroviaire dans la politique globale des transports. Ce plan vise également à coordonner l'intégration du trafic routier dans la politique globale des transports et devrait garantir une coordination optimale entre les moyens de transport. Les infrastructures aéronautiques ont de leur côté déjà fait l'objet d'un plan sectoriel.

Développement de l'accès à l'information et au savoir

Déjà en 1997, le Parlement fédéral a défini le service universel dans le secteur des télécommunications. Ce service doit entre autres garantir un traitement uniforme sur l'ensemble du territoire, assurant ainsi aux régions l'accès aux services de télécommunications comprenant notamment le raccordement au téléphone, au fax et à Internet. Ces prestations doivent de plus répondre à certains critères de qualité et être offertes aux mêmes prix à toutes les catégories de la population dans toutes les régions du pays.

Par ailleurs, le Gouvernement fédéral a adopté en 1998 une « Stratégie pour une Société de l'information en Suisse », qui encourage entre autres une collaboration plus étroite entre les secteurs de l'administration, de l'économie et de la recherche.

Réduction des atteintes à l'environnement

La politique de l'environnement constitue en Suisse une pièce maîtresse du développement durable. Son but est de conserver les ressources naturelles à long terme et de prévenir autant que possible les atteintes à l'environnement.

Les traits caractéristiques de la politique suisse de l'environnement sont les suivants :

- la mise en place au premier plan de mesures volontaires et incitatives, telles que la « *Redevance poids lourds liée aux prestations* », introduite le 1^{er} janvier 2001 qui a pour but de freiner la croissance du trafic poids lourds, d'encourager le transfert du trafic marchandises sur le rail et d'éviter des atteintes à l'environnement, une politique énergétique, qui non seulement permet de diminuer les rejets de CO², mais encourage aussi les accords avec les gros consommateurs et l'implication des organisations privées (agences de l'énergie), la « *loi fédérale sur le CO²* » qui prévoit dans une première phase des mesures librement consenties, dans une seconde, l'introduction au plus tôt en 2004, d'une *taxe sur le CO²* » ;

- l’application du « *principe du pollueur payeur et vérité des coûts* », permettant d’encourager des mesures librement consenties par exemple la signature d’un accord sectoriel conclu entre l’industrie suisse du ciment et les cantons abritant les cimenteries, l’introduction de taxes d’incitation sur les composés organiques volatils et sur l’huile de chauffage « extralégère » ;
- l’acceptation des impératifs *économiques et sociaux* dans la mise en œuvre de la politique environnementale, qui conduit à exiger que les mesures de protection de l’environnement présentent un coût utilité aussi favorable que possible et qu’elles puissent être évaluées à long terme. De plus elles ne doivent pas entraver la juste répartition des revenus et biens, ni l’équilibre entre les régions.

Cela dit, le législateur fédéral a veillé à faire concorder la législation sur l’aménagement du territoire et celle sur la protection de l’environnement. C’est ainsi que la loi fédérale sur l’aménagement du territoire mentionne de façon explicite la protection des bases naturelles de la vie, telles que le sol, l’air, l’eau, la forêt et le paysage. Parmi les principes qu’elle énumère, cette loi souligne notamment la nécessité de préserver autant que possible les lieux d’habitation des atteintes nuisibles ou incommodes, telles que la pollution de l’air, le bruit et les trépidations.

De son côté la loi fédérale sur la protection de l’environnement se préoccupe de l’octroi de permis de construire dans les zones affectées par le bruit, fixe des valeurs de planification et pose des exigences à respecter dans les zones à bâtir où les valeurs limites de planification sont dépassées.

Valorisation et protection des ressources et du patrimoine naturels

La protection des eaux fait l’objet d’une législation datant du 8 octobre 1971 et a été complètement révisée le 24 janvier 1991. Cette législation, outre les dispositions relatives à la protection proprement dite des eaux de surface et souterraines, exige qu’il y ait des réseaux d’égouts publics et des stations d’épuration pour collecter les eaux

usées provenant notamment des zones à bâtir. Elle prévoit également l'obligation de raccorder et de prendre en charge les eaux polluées produites dans les périmètres des égouts publics.

S'agissant de l'adduction d'eau potable, la législation sur l'aménagement du territoire contient parmi ses principes celui d'assurer les conditions d'approvisionnement en biens et services. Elle exige par ailleurs que les zones à bâtir soient équipées dans les délais prévus par les programmes d'équipement.

Par ailleurs, la législation suisse a prévu toute une série de mesures visant au maintien et à la valorisation de la diversité des paysages, des espèces et des biotopes. Si la compétence de protéger la nature et le patrimoine est du ressort des cantons, la Confédération doit soutenir les efforts déployés par ceux-ci dans ce domaine et prendre en considération les intérêts de la nature et du patrimoine dans l'accomplissement de ses propres tâches. Elle a élaboré une conception intitulée « Paysage suisse », pour renforcer la prise en compte des intérêts de la nature et du paysage. Par ailleurs elle prépare actuellement une mise en réseau des biotopes du pays.

A côté de ces mesures, toutes sortes d'inventaires ont été établis par la Confédération :

- paysages, sites et monuments naturels d'importance nationale ;
- hauts marais et marais de transition d'importance nationale ;
- zones alluviales d'importance nationale ;
- bas marais d'importance nationale ;
- prairies et pâturages secs ;
- sites marécageux d'une beauté particulière et d'importance nationale ;
- réserves d'oiseaux d'eau et de migrateurs d'importance internationale et nationale ;
- zones humides.

Valorisation du patrimoine culturel en tant que facteur de développement

Compte tenu de ses structures fédéralistes et de sa diversité culturelle, linguistique et géographique, la Suisse a toujours marqué un grand intérêt pour le maintien et la mise en valeur de son patrimoine culturel. Cette tâche revient avant tout aux cantons. La Confédération a le devoir de son côté, dans l'accomplissement de ses propres tâches de ménager les monuments culturels, voire de les conserver dans leur intégralité si l'intérêt public l'exige. Elle prévoit également des mesures de soutien lorsque les objets à protéger présentent un intérêt national. La Suisse est signataire de la Convention de l'UNESCO en matière de protection du patrimoine culturel.

Développement des ressources énergétiques dans le maintien de la sécurité

L'énergie hydraulique reste un pilier de l'approvisionnement énergétique suisse. En Suisse, 58% de l'électricité proviennent des centrales hydrauliques. Etant encore très dépendante des énergies non renouvelables importées, elle se doit de mettre en place une politique énergétique durable pour assurer son approvisionnement. Cette politique repose sur deux piliers : l'utilisation économe de l'énergie et le recours accru aux énergies renouvelables. Pour cela, elle favorise des mesures volontaires concernant principalement l'économie et les branches connexes de l'énergie. Elle prévoit des incitations financières, ainsi que des prescriptions qui s'appliquent aux appareils, aux véhicules à moteur et aux bâtiments. La taxe sur le CO², évoquée au point e précédent, fait partie de ces mesures incitatives.

Malgré les progrès accomplis dans les énergies renouvelables, le nucléaire reste un pilier de l'approvisionnement électrique de la Suisse, puisque sa part dans la production de courant avoisine 40 %. Le pays est dans ce domaine à la recherche de solutions à long terme, incluant la problématique de l'exploitation des installations existantes et la gestion des déchets.

Compte tenu de sa situation énergétique particulière, la Suisse met l'accent sur les énergies renouvelables, en privilégiant des solutions novatrices grâce à un partenariat Etat, économie et particuliers.

Promotion d'un tourisme qualitatif

Pays touristique de tradition, la Suisse mise sur un développement qualitatif de son tourisme. Cela signifie une plus grande prise en compte de l'importance des paysages et de l'environnement. La demande d'un tourisme proche de la nature étant par ailleurs grandissante, la branche du tourisme doit donc adapter en partie son offre.

Dans son approche stratégique du tourisme, la Confédération vise notamment à créer les conditions cadre optimales nécessaires et à encourager une prise en compte dans ce domaine d'une organisation du territoire respectueuse de l'environnement.

Limitation préventive des effets des catastrophes naturelles

La Suisse n'étant pas épargnée par l'augmentation des catastrophes naturelles, avant tout des avalanches et des inondations, la protection contre ces phénomènes est une préoccupation permanente. Cette politique nécessite tout d'abord des améliorations des systèmes d'alarme et des cellules de crises.

Mais elle demande également de poursuivre les efforts pour obtenir une prévention efficace. Pour cela, il faut développer l'élaboration de cartes de danger. Si, en Suisse, les zones menacées par les avalanches sont largement connues, la cartographie doit être étendue à d'autres secteurs, tels les crues, les chutes de pierre, les glissements de terrain, les laves torrentielles et les éboulements. Cette cartographie est en cours, mais elle devrait être complétée par un recensement des zones à risques à l'échelle nationale. Dans de nombreuses régions, ces instruments existent et sont utilisés lors de l'élaboration de plans d'aménagement local. Tous les risques ne pouvant pas être éliminés, il y aura lieu de mettre en place en outre des méthodes de gestion globale des risques. A noter enfin que la

forêt, protégée depuis le tout début du 20^e siècle, joue en Suisse un rôle très important pour la limitation des risques naturels.

La coopération horizontale et verticale

Selon la loi fédérale sur l'aménagement du territoire, la Confédération, les cantons et les communes ont le devoir de coordonner celles de leurs activités qui ont des effets sur l'organisation du territoire.

Pour exercer celles de leurs activités qui ont des effets sur l'organisation du territoire, la Confédération procède à des « *études de base* » et établit les « *conceptions* » et « *plans sectoriels* » nécessaires. Elle doit en outre faire concorder ces conceptions et plans sectoriels. Sur le plan administratif, la coordination est notamment assurée par une « Conférence pour l'organisation du territoire de la Confédération » qui réunit une vingtaine d'offices fédéraux ayant des activités à incidence spatiale. Cette conférence est présidée par l'Office fédéral du développement territorial. En cas de différences ou même de conflits, il appartient au Conseil fédéral – le gouvernement au niveau fédéral – de trancher.

S'agissant du niveau cantonal, la loi fédérale sur l'aménagement du territoire prévoit que cette coordination est assurée sur la base du « *plan directeur* ». Cette coordination doit être effectuée compte tenu du développement désiré par le canton et consigné dans le plan directeur. Elle implique également une coordination avec les régions limitrophes au pays, dans la mesure où la loi fédérale précitée fait obligation aux cantons contigus à la frontière nationale de collaborer avec les autorités de ces régions limitrophes, lorsque les mesures prises par les cantons peuvent avoir des effets au-delà de la frontière.

Pour la coordination verticale, c'est le plan directeur cantonal qui est le principal instrument de coordination entre la Confédération et les cantons. Ce plan est juridiquement contraignant pour les autorités situées au niveau fédéral, cantonal et communal, dès l'instant où il est approuvé par le conseil fédéral (Gouvernement fédéral). Une

procédure de conciliation particulière est prévue en cas de conflit entre la Confédération et les cantons. Le Conseil fédéral tranche en dernier ressort.

Pour les tâches relevant principalement de la compétence fédérale, les lois spéciales de la Confédération fixent les règles de coordination et de règlement de conflits.

Le plan directeur cantonal est également l'instrument idoine pour la coordination entre l'autorité cantonale et les autorités communales. Les plans d'aménagement local établis par les autorités communales ne doivent pas être en contradiction avec le plan cantonal. Il appartient donc à l'autorité cantonale d'assurer la coordination et de régler les éventuels conflits.

Participation effective de la société au processus d'aménagement du territoire

La loi fédérale sur l'aménagement du territoire fait obligation aux autorités chargées de l'aménagement du territoire de renseigner la population sur les plans dont cette loi prévoit l'établissement. Les lois spéciales de la Confédération et celles des cantons, élaborées dans les domaines sectoriels à incidence spatiale, prévoient en principe la consultation de la population. Aujourd'hui, les autorités concernées veillent à organiser systématiquement des séances d'information à l'intention de la population, afin de connaître assez tôt les problèmes que pourraient soulever des projets de construction ou d'infrastructure.

La loi fédérale sur l'aménagement du territoire ne prévoit pas seulement la consultation de la population, mais elle demande que celle-ci puisse participer de manière adéquate à l'établissement des plans. D'une façon générale, les lois tant fédérales que cantonales concernant des activités à incidence spatiale prévoient le système de la « *mise à l'enquête publique* », annoncée dans les publications officielles prévues au niveau fédéral ou cantonal. Cette procédure permet aux personnes touchées par des décisions de faire, dans les délais fixés, une opposition au projet mis à l'enquête. A noter que très souvent la consultation et la participation de la population sont organisées au niveau communal.

“THE FORMER YUGOSLAV REPUBLIC OF MACEDONIA”

Introduction

The realisation of the concept of the formation of the territorial component of the sustainable spatial development is one of the prior directions for the spatial and urban development policy in Republic of Macedonia. At the present stage, the nearest purpose of this global ideology is the decision of problems of the transition period. In particular, the efforts on spatial planning principals of new type creation as a basis of regulating influence on social, economic, ecological and spatial development of state in interests of the people, occupying them are applied.

The concept of the sustainable development is a new paradigm, a new qualitative wave and in this context, the state policy and legislation try to prevent the negative phenomena. Spatial planning through applying the principal of sustainability plays exceptional and crucial role in the overall development.

Many of the elements of the philosophy of sustainability can be detected in the way the natural resources are managed, having in mind the needs of future generations. They can be found in some development documents too, although without stressing the intention of putting into practice certain commitments, adequate to the strategy of spatial sustainable development.

The Republic of Macedonia is one of the rare countries in the world in which the protection of the environment is a fundamental value of its constitutional order (Article 6, item 10 of the Constitution).

Capacity of the country

Republic of Macedonia is a country going through transitional period, in which the process of establishing state of law with parliamentary democracy is strengthening. At the same time, the policy of open market-oriented economy is consistently conducted,

with inviolability of the private property, and liberalized price regime and foreign trade exchange. The signing of the Stabilization and Association Agreement between the RM and the EU has strengthened the processes of harmonizing the legislation and the economy with those of the European Union. In respect of the political system, democratic processes are being developed, while all the rights are exercised within the system's institutions, and the human rights and freedoms are the basis for the country's development. Economic and social development and the protection of the environment are taking place in conditions of inherited problems in the area of economy and unfavourable surrounding. The increased expenditures burdened the national budget and the problems affected the national economy.

Republic of Macedonia has two global commitments, which are full integration in EU and NATO, and many particular strategic commitments, that include numerous priorities. Usually, practical effectuation of the priorities is missing, therefore high -level capability for strategic governance cannot be perceived. There is obviously a vast space for further improvements in this domain, which would result in positive influence in the strategic planning of development assignments in the public administration bodies.

The human resources, knowledge, technological resources, access to literature and information supply, as well as finances are assessed as partly adequate for elaboration and implementation of a national strategy for spatial sustainable development.

On the other hand, strategic documents on the specific areas, organisational structure, legislation and motivation for implementing the strategy are assessed as insufficient.

General development situation

The Republic of Macedonia has undergone a series of reforms within a general transition from a centrally controlled economy to a market-

based economy following independence in 1991. The Republic has faced many socio-economic challenges during this period, notably:

- an almost complete halt in international trade due to the sanctions on the Federal Republic of Yugoslavia and to the complete bilateral trade embargo imposed by Greece (the most important trading partner). Both these lasted from 1992-1995;
- an influx of over 300,000 temporary refugees resulting from hostilities in neighbouring Kosovo in 1999; and,
- a seven-month internal conflict between Albanian separatists guerrillas and national security forces 2001.

The above events, in conjunction with the ongoing transition, have led to a reduction in national GDP and in the standard of living of almost all the population. This has been accompanied by decreased security, a weakened environment for investment and development, and increased exposure to corruption and organised crime.

Following the signing of a Framework Peace Agreement in late 2001, the situation has been peaceful and economic activities have returned to normality. State elections were held in September 2002. The focus of the new government's development policies are:

- consolidating the moves to a market economy. The focus is on macro-economic and fiscal stability, promoting competition and free trade, further price liberalisation, labour market reforms and decreasing government intervention in the economy;
- within the long-term aim of accession to the EU, Republic of Macedonia is in the process of approximating its policies and legislation to those in the EU. The Republic of Macedonia was the first country to sign the Stabilisation and Association Agreement with the EU in April 2001. The government is undertaking a wide-scale revision of policies and legislation in order to bring them into line with EU framework. One result of this is that priorities generally reflect EU priorities, with the danger that Macedonia specific issues may not get sufficient attention;

- decentralisation and strengthened local self-government. In line with the Framework Peace Agreement, the aim is to give the 124 municipalities greater roles and responsibility in planning, decision-making, financial management and implementing national legislation.

Planning system

The Ministry of Environment and Physical Planning (MoEPP) is responsible for overall spatial planning. MoEPP prepares a single national strategy of spatial development as Spatial Plan of RM, which is the basis for all other regional and sectoral plans. In addition, a series of thematic sector plans are prepared and MoEPP is responsible for ensuring that all plans follow the guidance of the national spatial plan, and that all plans are coherent. All plans are prepared by state-owned enterprise under the guidance of the appropriate national ministry.

The state-owned enterprises preparing the plans are responsible for assuring appropriate participation. In practice, planning is considered a technical issue, and plans are prepared by a small group of experts. After preparation, when ready for adoption, the plans are submitted to a consultative public process.

The most important documents for strategic development containing aspects of integrated approach and sustainability are: The National Environmental Action Plan NEAP (1996); the National Strategy for Economic Development of the Republic of Macedonia (1997); the National Environmental Health Action Plan NEHAP (1999); the Agricultural Development Strategy in the Republic of Macedonia to 2005 (2001); the Spatial Plan of Republic of Macedonia (in the process of innovation); and the Poverty Reduction Strategy Paper (being prepared). We should also mention the legal acts, especially the laws for managing natural resources, i.e. the forests, forestlands, waters, agricultural areas, mineral resources, and natural rarities.

The Ministry of Environment and Physical Planning, as a competent ministry and executive public body for the subject conventions can compliment its achievements by several laws that are in a draft version, such as: draft Law on the Air Quality, draft Law on the Special Natural Heritage, draft Law on Environmental Impact Assessment, as well as by the amendment of the basic laws dating from the period of the former SFRY, which are rather of a formal or terminological nature. The general assessment would probably be that the activities in the domain of this segment implementation are in process.

Overview of spatial planning legislation

The mainstays of the spatial planning legislation in the Republic of Macedonia are the Spatial and Urban Planning Act ("Official Gazette of RM" No4/96,28/97,118/99,53/01,45/02) and three subordinate acts. For the purpose of implementing the spatial planning policy in accordance with the basic determinants of the laws laying down the set-up of the state administration and local self-government, the government adopting spatial planning documents.

In compliance with the provisions of the Spatial and Urban Planning Act, the Macedonian Parliament adopting spatial planning strategic document, i.e. the state's Spatial Plan Representative bodies of local self-government units will adopt spatial plans on the spatial state Plan. Implementation of all spatial planning documents (including those adopted by local self-government units) lies within the competence of the government bodies (the Ministry of Environment and Physical Planning).

Basic role and principles of spatial planning

The basic role of the spatial planning system in the Republic of Macedonia is planning and arranging the country's space so as to provide conditions for administration, protection and management of the space as a particularly valuable and limited national asset. At the

same time, this creates conditions for a social and economic development, environmental protection and rational use of natural resources.

Macedonia has a tradition of the protection of natural resources. The area of the Ohrid Lake was designated protected and is on the UNESCO World Natural Heritage List.

Aiming at conservation of the natural diversity of Macedonia and in compliance with the provisions of the Environment Protection Act, 3 national parks (the Pelister, Mavrovo and Galichica) and 49 monuments of nature were designated in Macedonia.

The basic spatial planning principles are:

- an integrated approach to spatial planning,
- a uniform economic, social and cultural development of the state's space, taking special care of and developing regional spatial peculiarities,
- sustainable development planning, rational use and protection of the space,
- protection of integral values of the space,
- protection and improvement of environmental state,
- protection of cultural monuments and especially valuable nature components,
- provision of better living conditions,
- harmonisation of various interests of space users and priority activities in the space,
- linking the state's spatial planning with the European sustainable spatial development,
- establishment of a spatial information system for the purpose of spatial planning, space use and protection,
- ensuring availability of public data and a free access to data and documents relevant to spatial planning.

Planning document system

The Spatial Planning Act includes among other things, or rather lays down: monitoring of the state of the space, preparation and adoption of spatial planning documents and carrying out other expert spatial planning activities, implementation of spatial planning documents, administrative and inspection control over enforcement of the Spatial and Urban Planning Act.

Spatial planning documents are: Spatial Plan of RM (proposal phase), spatial plans of regions (Rasche and Kozjak), spatial plan of the municipalities and of the City of Skopje, spatial plan of areas with particular features, general urban plans, detailed urban plans and urban documentation for settlements.

Spatial plans of the regions are used as a basis for preparation of a new generation of spatial plans of municipalities or towns respectively.

Since protected parts of nature are given particular attention by the Ministry of Environment and Physical Planning, this Ministry – in compliance with the provisions of the Spatial and Urban Planning Act – prepares spatial plans for areas with particular features and for areas of national and nature parks (Public Enterprise for Spatial and Urban Plans).

In relation to specific spatial categories determined by the Guiding Principles of Sustainable Development of the European Continent (urban areas, rural areas, highland areas, river basins and flood plains, areas of land use conversion and border regions) the Spatial Plan of the Republic of Macedonia determined specific spatial categories: highland areas, rural areas, border areas and others.

Horizontal and vertical co-operation

“The former Yugoslav Republic of Macedonia” wishes to contribute to a regionally well-balanced and sustainable Europe and is therefore making every effort to join more actively the projects of

transboundary co-operation and interregional co-operation among the countries of Europe. Among other things, the Ministry of Environment and Physical Planning is involved in international environmental protection projects funded by the European Commission (CADSES).

An agreement on transboundary co-operation has been signed with Albania, thus providing preconditions for a further transboundary co-operation, and the signed Agreement on the Ohrid Lake provides preconditions for an intensive interregional co-operation.

Under the Regional Environmental Reconstruction Programme (REReP), in the framework of the Stability Pact, the Republic of Macedonia has been assigned to lead the development of the Regional Strategy for Solid Waste Management.

The specific function of spatial planning lies in co-ordination of functions among sectoral policies and activities with considerable spatial impacts. For that reason various sectors participate in preparation and adoption of a spatial planning document, including its implementation, through determining special conditions or delivering the opinion of a government body and legal entities with public competencies in the procedure of the location permit issuance, and through approving the main project during the procedure of the location permit issuance.

The control of the horizontal compliance of spatial planning documents and their lawfulness is carried out and checked through opinions and approvals given by certain bodies to the spatial planning draft documents. Consequently, spatial plans for counties may only be adopted after obtaining the approval of the MoEPP as regards the harmonisation with the provisions of the Spatial and Urban Planning Act, the State's Spatial Plan and spatial plans of adjacent counties, including the opinion delivered by representative bodies of the local self-government unit.

The Spatial and Urban Planning Act has provided for the mutual vertical harmonisation of spatial planning documents. For that reason a spatial planning document of a closer area must be brought in line with the spatial planning document of a wider area.

Public participation

Republic of Macedonia strives for all of its citizens to be unambiguously and comprehensively informed of all planning process stages, which also complies with the European Charter on Regional/Spatial Planning at the Regional and Local Level.

Public participation in the course of preparation of spatial plans is determined by the Spatial and Urban Planning Act. Public participation is also provided for in the procedure of issuing building permits (location and building permits), but to a lesser extent (neighbours). There is also the right of appeal provided, which is of a suspended character, and a judicial protection in case of discontent.

Public-private partnerships are of particular importance for spatial planning as a means to achieve spatial development objectives and in some cases have proven to be even more effective than purely public partnerships.

The Environmental Information Centre make this field of activity (co-operation with the public) extraordinary successful. We can even note that the increased popularity of the environment, development of an attitude towards it, public environmental awareness increase, the access to and availability of environmental information can be attributed to the activity of this Centre exactly.

Conventions

Convention on Long-Range Transboundary Air Pollution (LRTAP)

This Convention was ratified by the Law on Ratification (“Official Gazette of SFRY” no.11/86). The list of the status of the Parties to this Convention contains the data, according to which the Republic of Macedonia ratified the Convention on 17.11.1991.

Convention on Biological Diversity (Rio, 1992)

The Republic of Macedonia ratified this Convention by the Law on Ratification adopted by the Parliament of the Republic of Macedonia on 14.10.1997 (“Official Gazette of RM” no.54/97). The Convention entered into force for the Republic of Macedonia on 2 March 1998.

Vienna Convention for the Protection of Ozone Layer (Vienna, March 1985)

This Convention was ratified by Law on Ratification (“Official Gazette of SFRY”no.1/90), while the Republic of Macedonia ratified it on 10 March 1994. The Convention has been supplemented by the following amendments and protocols:

- *Montreal Protocol on Ozone Depleting Substances (Montreal, September 1987)*. The Republic of Macedonia ratified this Protocol on 10 March 1994; Amendment to Montreal Protocol on Ozone Depleting Substances (London). The Republic of Macedonia ratified the Amendment on 27 May 1998 (“Official Gazette of RM” no.25/98); Amendment to Montreal Protocol – Copenhagen, 1992), ratified (“Official Gazette of RM” no. 25/98); Amendment to Montreal Protocol on Ozone Depleting Substances (Montreal, 15 September 1997)). The Republic of Macedonia ratified the Amendment (“Official Gazette of RM” no.51/99); Proposal for adoption of Law on Ratification of the Amendment to Montreal Protocol on Ozone Depleting Substances, (Beijing), currently in

parliamentary procedure; As of 01.03.1997, import of ODS is allowed only upon prior approval obtained from the MoEPP; As of 01.03. 1997, the MoEPP monitors the consumption, import and export of ODS; As of 12.06.1998, import of equipment (new and used refrigerators, freezers, heat pumps, etc.) containing ODS can be made only upon prior approval issued by the MoEPP.

Convention on Wetlands of International Importance especially as Waterfowl Habitat (Ramsar)

This Convention was ratified by means of Decree of Ratification (“Official Gazette of SFRY” no.9/77). Upon the initiative raised by the former Ministry of Urban Planning, Construction and Environment, the Republic of Macedonia acceded to this Convention through the act of succession on 8 September 1991.

Convention on the Conservation of Migratory Species of Wild Animals (Bonn)

The Convention was ratified by the Law on Ratification (“Official Gazette of RM” no.38/99).

Agreement on the African and Euroasian Migratory Species of Birds (The Hague, 1995)

The Agreement was ratified by the Law on ratification (“Official Gazette of RM” no.32/99) and entered into force for the Republic of Macedonia on 15 October 1999.

Convention on the World Cultural and Natural heritage Protection (UNESCO Convention)

The Convention was ratified by the Law on Ratification (“Official Gazette of SFRY” no. 56/74). The Republic of Macedonia acceded to this Convention by the act of succession and diplomatic note to the Depository UNESCO in 1997.

Convention on Biological Diversity (Rio, 1992)

The Republic of Macedonia ratified this Convention by the Law on Ratification adopted by the Parliament of the Republic of Macedonia on 14.10.1997 (“Official Gazette of RM” no.54/97). The Convention entered into force for the Republic of Macedonia on 2 March 1998.

United Nations Framework Convention on Climate Change

The Convention entered into force on 28 January 1998, on the basis of the Law on Ratification adopted on 26 November 1997.

Convention on the Conservation of European Wildlife and Natural Habitats (Bern, 1979)

This Convention was ratified by the Republic of Macedonia by the Law on Ratification adopted by the Assembly in 1998 (“Official Gazette of RM” no.49/97).

Convention on Access to Information, Public Participation in Decision-Making and Access to Justice in Environmental Matters (Aarhus Convention)

The Aarhus Convention was ratified by the adoption of the Law on ratification by the Assembly of the Republic of Macedonia on 01.07.1999 (“Official Gazette of RM” 40/99).

Convention on Environmental Impact Assessment in a Transboundary Context (Espo, 1991)

The Convention was ratified by the Law on Ratification (“Official Gazette of RM” no.44/99), on 31 August 1999.

Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES Convention)

The Convention was ratified by the Law on Ratification (“Official Gazette of RM” no.82/99), on 4 July 2000.

Basel Convention on the Transboundary Movements of Hazardous Wastes and their Disposal

This Convention was ratified on 16 February 1997 (“Official Gazette of RM” no. 49/97).

ID of the “The former Yugoslav Republic of Macedonia”

LOCATION	Southeastern Europe
POPULATION	2 026 350 (2000)
AREA	25 713 km ²
TERRAIN	Mountainous 4/5 Planes 1/5
CLIMATE	Mediterranean Continental Mountainous
SOCIO-POLITICAL FEATURES	
Republic of Macedonia is a parliamentary, multi-party, Unitarian Republic	
STATE GOVERNANCE ORGANISATION	
President of RM, Assembly of RM, Government of RM, Judicial system, Public prosecutor, 123 municipalities and the city of Skopje	
ETHNIC GROUPS (1994)	
Macedonians 66,6 %, Albanians 22,7 %, Turks 4,0 %, Gypsies 2,2 %, Serbs 2,1 %, Aromanians 0,4 %, Others 2,0 %	
LANGUAGES	
The official language is Macedonian. In the municipalities where ethnicities comprise more than 20% of the population where besides Macedonian, official language is the one of the referred ethnicity.	
GDP per capita	1813 USA \$ (2001)

INFLATION	3,7 %	(2001)
UNEMPLOYMENT RATE	30,5 %	(2001)
POVERTY RATE (official)	22 %	(2000)
ACTIVE WORKING POPULATION	64,1 %	(1994)
NATURAL GROWTH	0,59 %	(2000)
LIFE EXPECTANCY AT BIRTH	72,68 years	(2000)
LAND STRUCTURE		
Agricultural land	48,1 %	(2000)
Forestland	37,0 %	(2000)
Waters	1,9 %	(2000)
Sterile land	13,0 %	(2000)
NATIONAL PARKS AND PROTECTED AREAS		
	4,2 %	(2000)
ACTIVITIES (GDP portion rates)		
Services	55,1 %	(2000)
Industry	27,2 %	(2000)
Agriculture	11,8 %	(2000)
Other	5,9 %	(2000)
INFRASTRUCTURAL CAPACITIES		
Railway	699 km	(2001)
Local roads and regional highways	8 684 km	(1997)
International airports	2	(2002)

Résumé

Mettre en œuvre les Principes directeurs pour le développement territorial durable du continent européen

Les aspects thématiques

« L'ex-République yougoslave de Macédoine » s'associe aux Principes directeurs pour le développement territorial durable du continent européen, apprécie hautement leur importance et les adopte en tant que tâches principales et impératives de sa politique spatiale.

Il faut ici noter que la stratégie nationale du développement territorial se matérialise par des plans et schémas nationaux d'aménagement du territoire, solutions territoriales pour la réalisation des aspects thématiques des Principes directeurs. Grâce à ces schémas, on réalisera pratiquement l'intégrité fonctionnelle des politiques régionales sur le territoire national.

On établit également des projets d'aménagement du territoire visant à valoriser et à protéger les ressources naturelles, le patrimoine naturel, le patrimoine culturel, à développer un tourisme de qualité et durable, à favoriser un développement durable des régions rurales et d'autres zones sensibles.

Le fait qu'il existe un grand intérêt pour la mise en œuvre d'actions transfrontalières conjointes est très favorable, mais, malheureusement, les ressources financières limitées entravent assez souvent les programmes ambitieux préétablis. En même temps, l'établissement d'un Schéma de développement spatial de la Grande Europe devrait inclure également le territoire de « L'ex-République yougoslave de Macédoine », évaluer l'importance de cet espace en tant qu'élément de la diversité du continent européen et essayer de mieux l'intégrer.

UKRAINE

Ukraine is one of the largest countries in Europe. Its territory is 603,7 thousand km² (5,7 % of the European Continent). Total length of the borders is 7014 km, including 1352 km of marine border. Continental neighbours are Russia, Belarus, Poland, Slovakia, Hungary, Romania and Moldova.

By the level of population, Ukraine is one of the largest countries in Europe as well (2002 – 48,4 million). More than 120 nationalities are represented in Ukraine.

According to the Constitution of Ukraine (adopted by the Parliament in June 1996) Ukraine is the unitary state. Administrative territorial system of this country is composed by the Autonomous Republic of Crimea (as a territorial autonomic unit) and 24 oblasts (regions), 490 rajons (districts), 454 cities, 118 rajons (districts) in cities, 888 town settlements and 28619 villages (January 2003).

System of government of the country was build on the basis of this administrative territorial system and principles of distribution of state power between legislative, executive and judicial powers.

President of Ukraine is a Head of the state and acts on behalf of his name. The President of Ukraine is the guarantor of the state sovereignty and territorial integrity of Ukraine, the observance of the Constitution of Ukraine and human rights and citizen's rights and freedoms. Verkhovna Rada is a Parliament of Ukraine and working as a sole body of legislative power. System of executive power consists of the Cabinet of Ministers (Government), ministries and other central executive bodies, regional and district state administrations. Judicial system includes the Constitution Court, the Supreme Court, the highest court among courts of general jurisdiction.

Local self-government is recognized and guaranteed in Ukraine at the Constitution level as well as by the councils in cities, towns'

settlements and villages. For presentation of their common interests, councils in districts and regions are working as well.

All of these bodies are working on the basis of the Constitution of Ukraine and Laws concerning each body.

National legislation was developed during the independence period since 1991.

The diversity of natural conditions and landscapes of Ukraine is determined by its location in several natural zones – zones of mixed forests, forest-steppe, steppes and subtropical zones, as well as Carpathians and Crimea mountain systems. Forests cover more than 16 % territory of the country. Biological diversity is very high. There are more than 25 thousands species of plants and more than 45 thousands of animals including 400 species of birds and 108 species of mammals. Red Book of Ukraine was founded in 1976, last addition in two books was published in 1994 (Animals) and in 1996 (Plants).

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

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

General Policy in the field of Sustainable Spatial Planning and Development

Ukraine has accepted principles of Sustainable Development since their declaration by the Report “Our Common Future”, its adoption by United Nation General Assembly in 1987. Such an approach has become one of the main directions of the national policy despite some complications caused by rather difficult economic situation and

some other obstacles. Last two years due to rapid economic growth the situation became much more favourable for Sustainable Development.

Our country participates in the activity of the United Nation Commission for Sustainable Development, various forms of international co-operation and meetings including Summits at highest level in Rio de Janeiro (1992) and Johannesburg (2002).

Such principles have become focal points in drafting the Constitution of Ukraine and national laws, decisions of President, Parliament, Government, regional and local authorities, formation of the system of the institutions for their implementation.

Sustainable development of territories and exploitation of natural resources have been declared as one of the most important subjects of international co-operation. Since 1991, Ukraine has become a party to the major international agreements in this field.

Very important task is to include the ideas of sustainable development concept into courses for high and secondary schools.

National Approach for Implementation of GPSSDEC

Since adoption of the GPSSDEC in 2000, provisions of this document were analysed from scientific, legal, institution and other points of view with an aim of their better implementation in Ukraine. Taking into account the system of national legislation and institutions it was decided to proceed with including of some important provisions into drafts of new and amendments to relevant existing legal acts.

It was recognised that basic provisions of the national legislation were formed in line with the GPSSDEC. Problems in this field exist mostly at the level of implementation of the norms of national legislation.

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

- On 2nd of February 2002 Parliament of Ukraine adopted a Law on General Scheme of Planning of the Territory of Ukraine. This Scheme establishes priorities and conceptual decisions of the planning and using the territory of Ukraine, improvement and sustainable development of settlement system, economic, social, engineering and transport infrastructure, forming of the national ecological network. This document is in full compliance with GPSSDEC and recommendations of the UN Conference HABITAT II.

Among the main principles and aims of the Scheme of the Planning of the Territory of Ukraine one can find:

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

According to this Law intentions and necessities of the use of different territories, determined in government programs of economic and social development, other government programs, chimes of the development of various branches of economy require the necessity of considerable increase in territories of nature protection, recreation, health care, historical and cultural purposes and also for housing and public building with the rise of efficiency of the use of lands settlements, decreasing of the quantity of arable lands and territories of careers, proper mines, etc. with the transition of such lands for other types of using.

Existing and perspective zoning of the territory of Ukraine is proposed by the Chime with recommendation of the most effective economical activity on the territories of each of them, including the development of transport corridors, social infrastructure, ecological network. Additional special instruments of governmental support for the better using of the territories, which are the major values from economical, scientific, environment issues, were proposed by the author too.

Private Office of Ministries and the State Committee of Building and Architecture are responsible for implementation of this Law.

It is very important to add that GPSSDEC has become a subject of professional discussion between specialists, scientists at national and regional levels.

Taking into account the European Charter on Local Self-Government and the European Agreement on transborder co-operation a lot was done by local authorities in Ukraine for better development of the Euroregions in Ukraine. Until now four Euroregions were founded together with Poland, Belarus, Slovakia, Hungary, Romania Austria, France and Germany. Governmental Program on the Euroregions Development and Commission for its implementation were adopted by the Cabinet of Ministers on 29th of February 2002 n° 587.

Legislation

The most important special acts in the field of Sustainable Spatial Planning and development adopted by the Parliament of Ukraine include the following:

- conception on the Sustainable Development of the Settlements, adopted on 24th of December 1999, determines main provisions of the state policy on the sustainable development of industrial and rural settlements, legal, economical instruments for its implementation;
- law “On basis of city building”, adopted on 16th of November 1992, amended on 8th of February 2001; according to this law among the main directions of the activity in city building are drafting the city building documentation and investment programs for settlements and territories, protection of environment and historical heritage, prevention of its damage, development of information systems for citizens; provisions of this law include the requirements on integration of public, private and other sectors’ interests, public participation, environment expertise and saving of the traditional surrounding in the process of city building; separate article (art.19) is devoted to the special aspects of the sustainable development of the settlements;
- law “On planning and building up of the territories”, adopted on 20th of April 2000; this law has divided planning into three levels – national, regional and local, determined strong requirements on context, tasks, methods etc. responsibility of various authorities at different levels of planning, procedure of public participation and informing the citizens, ways for integration of public and private interests;
- law “On Natural Environment Protection”, adopted on 26th of June 1991, amended in 1993-2003; this law was the first in the national legislation where principles of Sustainable Development were defined in provisions, tools, decision-making system etc.;

- law “On Natural Reserves Fund of Ukraine”, adopted on 16th of June 1992, establishes classification of special protected territories, their regime of protection, obligations and rights of land and other natural resources owners and users, other requirements; location of such objects on the territory should be described on the territory using maps; network of such territories was founded as a basis of the ecological network;
- law “On Ecological Expertise” was adopted on 9th of February 1995. The main aim of this Law is to create legal basis for the one of the most effective instruments of the prevention of the environmental damage; such procedure in principle is very similar to Environment Impact Assessment and Risk Assessment; all city building and territorial planning documents are the subject to such expertise; among the main principles of such expertise are its independence, scientific character, public openness etc.; there are two types of ecological expertise – state and non-governmental.
- law “On protection of the cultural heritage”, adopted on 8th of June 2000; provides classification of the cultural heritage, responsibility of authorities including in the field of territorial planning, information, public participation integration of the cultural, environment, other sectors interests, property rights etc.;
- land Code adopted on 25th of October 2001; this Code forms a legal basis for solving the problems of categories of lands, planning in land using and protection, development of national and regional programs of using and protection of lands, natural and agricultural zoning of lands as well as a lot of important issues related to the organisation of lands;
- law on State Program of Formation of Ukraine’s National Ecological Network for 2000 - 2015" adopted on 21st of September 2000; this Law defines general tasks of the formation of the national Ecological Network as a part of the European Ecological Network, structure of such Network, conceptual legal and institution requirements for the activity in this field; the next

- step will be the adoption of the Law on Ecological Network with concrete and strong legal norm;
- regional level programmes which were approved by the regional authorities:
 - regional Programmes of land reform;
 - regional Programmes of land protection against erosion and other kinds of land degradation;
 - regional Programmes on land melioration development and improvement of ecological status of irrigated and drained lands;
 - regional Programmes of environment protection, sustainable use of natural recourses and ecological safety;
 - regional Programmes on engineering protection of rural settlements and agricultural lands against landslides and abrasion;
 - programme of complex flood protection etc.

Institutions

Main institutions responsible for spatial sustainable planning and development in Ukraine are the Private Office of Ministers, the Ministry of Economy and European Integration, the State Committee of Building and Architecture and the Ministry of Environment.

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

Now the Ministry of Economy and European Integration is responsible for the development and implementation of the state policy in the field of sustainable development of the country and regions, for preparing the prognosis of such a development.

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

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

In February 2003 the National Commission for Sustainable Development was founded by the President of Ukraine for more active and effective formation and implementation of the national policy in the field of sustainable planning and development, for coordination of the activity in this field of different governmental and local self-governmental authorities, scientific and non-governmental authorities. Prime Minister of Ukraine was appointed a Chair of this Commission. It has become a new step in institution development in this field. This commission began to work instead of Governmental Commission for Sustainable Development under the Vice-Prime-Minister of Ukraine.

Future actions

At national level:

- adoption of the Law on the main principles of the stimulation of the Regional Development;
- improvement of the Budget Legislation on regulation of budget relations at the lowest level (between central budget and budget of city, village, district in the city);
- support of the preparation of the regional and city territorial plans, strengthening of the legal status of such plans;
- wider incorporation of the GPSSDEC into the programs of training and teaching;

At international level:

- support of the CEMAT and CSO activity;
- development of the legal basis for the better transborder co-operation in the field of Sustainable Spatial Planning and Development.

UNITED KINGDOM

The role of spatial planning in the UK in securing sustainable spatial development

In its simplest terms, the concept of sustainable development reflects a desire to ensure better quality of life for everyone, both now and in the future. For this to be achieved, a range of issues relating to the development of an area need to be taken into account, for example environment, transport, infrastructure, economic development, agriculture, minerals and waste treatment and disposal matters.

The UK Government is committed to the principles of sustainable development. In May 1999 it published *A better quality of life: a strategy for sustainable development in the UK*, setting out four broad objectives which must be achieved concurrently in order that the nation might develop in a truly sustainable way. These four objectives are:

- the maintenance of high and stable levels of economic growth and employment;
- social progress, which recognises the needs of everyone;
- effective protection of the environment; and
- prudent use of natural resources.

By controlling and regulating the use of land, the planning system has a major role to play in the achievement of these objectives.

In the United Kingdom, responsibility for planning is devolved to the national administrations in Northern Ireland, Scotland and Wales. In England, the planning system is currently undergoing fundamental reform, a key aspect of which is to develop a more spatially-oriented approach towards future development.

England

Background

Planning in England has progressively evolved from its modern day origins in the 1947 Town & Country Planning Act. Its philosophy, set in the context of post-war recovery, reflects the desire to ensure the country can develop sufficiently in terms of new homes, factories, offices and schools etc, whilst not compromising the need to protect and improve the environment through restraining policies such as greenbelt land around conurbations and national parks. The system also seeks to recognise individual property rights whilst ensuring the needs of the wider community are met.

Present system

Current legislation is consolidated in the Town & Country Planning Act (1990) as amended by the Planning and Compensation Act (1999). The planning system provides for:

- the control of the development and use of land in the public interest. With minor exceptions, permission is necessary before development or the change of use of land or buildings can go ahead;
- decisions on applications for permission being taken in accordance with the development plan for an area, unless there are material considerations, which indicate otherwise (section 54A of the 1990 Act).

This has been described as a plan-led system. HM Government (represented by The Office of the Deputy Prime Minister) issues national Planning Policy Guidance notes (PPGs) to assist local planning authorities in drawing up their development plans. In particular, PPG1, which sets out the principles underpinning the present system, states that plans should:

- provide for the nation’s needs for commercial and industrial development, food production, minerals extraction, new homes and other buildings, whilst respecting environmental objectives;
- use already developed areas in the most efficient way, whilst making them more attractive places in which to live and work;
- conserve both cultural heritage and natural resources, taking particular care to safeguard designations of national and international importance;
- shape new development patterns in a way, which minimises the need to travel.

Other PPGs promote these objectives in respect to particular policy themes (e.g. housing, retail, open space etc). For example, PPG3 (Housing) promotes sustainable housing development, including the target that 60% of new development should take place on brownfield land and the objective of mixed communities. PPG6 promotes sustainable town centres, PPG10 sets out a sustainable policy framework for new waste management facilities and PPG25 deals with development and flood risk.

National planning policy guidance is complimented by regional planning guidance (RPG). These documents set out priorities for each of the regions of England; however to a certain extent they tend to duplicate a lot of the content of national PPG and often lack a strategic vision.

The planning system is showing its age. What was once an innovative emphasis on consultation has now become a set of inflexible, legalistic and bureaucratic procedures. A system that was intended to promote development now blocks it. Business complains that the speed of decision is undermining productivity and competitiveness and people feel they are not sufficiently involved in decisions that affect their lives.

Proposed changes to the Planning system

As part of the Government's current planning reform agenda, the *Planning and Compulsory Purchase Bill* was introduced to the House of Commons in December 2002. The purpose of the Bill is to both speed up the planning system and develop a more inclusive approach towards plan preparation. The provisions introduce powers which allow for the reform and speeding up of the plans system and an increase in the predictability of planning decisions, the speeding up of the handling of major infrastructure projects and the need for simplified planning zones to be identified in the strategic plan for a region of England or in relation to Wales.

At a strategic level, existing Regional Planning Guidance will be replaced by statutory Regional Spatial Strategies (RSS). A region's RSS sets out a broad development strategy for the region over a fifteen to twenty year period and maps out its contribution to the sustainable development of the nation. It identifies the scale and distribution of provision for new housing and regional (and where appropriate sub-regional) planning priorities for the environment, transport, infrastructure, economic development, agriculture, minerals and waste treatment and disposal. They are written by the regional chambers as the regional planning bodies and are agreed by a wide range of stakeholders including regional development agencies, local government and the voluntary sector. They define priorities for the development of the region using specific indicators and targets.

As a precursor to Regional Spatial Strategies, the Mayor of London is already charged with producing a Spatial Development Strategy for the capital, similar in scope and objectives to RSSs. At its heart it has three main themes: strong and diverse long term economic growth, social inclusivity to give all Londoners the opportunity to share in London's future success and fundamental improvements to London's environment and use of resources. The draft SDS, also known as the "London Plan", was published for public consultation in July 2002 and subsequently considered at an examination in

public over the period March – May 2003. A government-appointed panel is due to report back on the draft plan later this year, following which it will be formally adopted in 2004.

At the local level, the Bill proposes to replace the various types of development plan, which currently exist (which reflect different levels of local government) with one form of plan to be known as Local Development Frameworks (LDFs). Traditionally development plans have concentrated upon land use planning issues. However, LDFs will be *spatial* in the sense that policies contained within them need not be entirely or directly expressed in land use terms. The main features of this spatial approach to planning at the local level will be:

- ensuring strategic alignment with other strategies;
- preparing a joined up and coherent strategy;
- accepting a new role for stakeholders (public, private and voluntary);
- placing greater emphasis on monitoring; and
- having regards to implementation mechanisms.

LDFs will be drawn up by both district councils and unitary authorities. It is imperative that they conform to RSSs as well as complimenting neighbouring authorities' LDFs in order to ensure that sustainable spatial development objectives are progressed.

Scotland

The law covering most aspects of planning in Scotland is the Town and Country Planning (Scotland) Act 1997. A series of National Planning Policy Guidelines sets out Scottish policy on nationally important land use and other planning matters. They cover issues such as transport, natural heritage, land for housing, shopping and town centres. A series of Planning Advice Notes gives advice on how best to deal with matters such as local planning, rural housing design, and improving small towns and town centres. Scottish planning policies support:

- re-using vacant, derelict and previously-developed land;
- re-using buildings that make local areas attractive;
- making sure it is possible to get to existing and new developments by foot, cycle and public transport, as well as by car;
- conserving important historic areas and buildings; and
- protecting areas that are important for recreation or wildlife.

Development plans

The development plan is made up of two parts – the structure plan and the local plan. Between them they show how much development may take place, where it will take place and where it is unlikely to be allowed. Development plans are the basis for decisions on planning applications. They contain policies for the future development and use of land in an area. Plans can cover a wide range of issues such as housing, transport, employment, shopping, recreation and conserving and protecting the countryside.

The **structure plan** for an area takes a long-term view of development, considering its general scale and broadly, where it should be located. Each council will prepare a structure plan either alone or working with neighbouring councils. After there has been wide consultation with the public and other interested people and organisations, the council submits a structure plan to us for approval.

Local plans are often for smaller areas. They set out more detailed policies and proposals to guide development. Again, councils must consult widely on the content of a local plan. After considering all views and objections and making suitable changes, councils will adopt the local plan as the basis for their decision making in the area. They cannot do this if the local plan is not in line with the approved structure plan.

The Scottish Ministers have the power to make decisions on planning applications, but they only do this in certain circumstances, for example, if a council:

- does not want to follow an approved structure plan (for example, by developing in the green belt); or
- has a financial or other interest.

Appeals against refusal of planning permission, conditions attached to a planning permission or an enforcement notice are lodged with the Scottish Ministers. The Inquiry Reporter's Unit considers the appeals. It makes most of the decisions, although the Scottish Ministers will make decisions in some major cases.

A spatial planning framework for Scotland

The Review of Strategic Planning demonstrated widespread support for the preparation by the Scottish Executive of a national planning framework. This work has now commenced. The framework will be a non-statutory planning policy document, which will look at Scotland from a spatial perspective and will set out an achievable long-term vision. It will provide a view of Scotland as a place and will identify likely change to 2025 to ensure different areas can develop to their full potential. It will identify key strategic infrastructure needs so that we can plan for the right investment in the right places.

The broad consensus from the first round of stakeholder consultations is that the framework should focus on a limited number of key spatial issues of genuine national importance. The issues which have emerged most strongly as central to the framework are transport, economic development, energy, water and telecommunications infrastructure.

The national planning framework will be prepared with extensive stakeholder involvement. In September 2002, initial stakeholder seminars took place in five towns around the country. A seminar for local authority elected members was held in Edinburgh in October 2002. A programme of meetings with public agencies and non-government bodies is ongoing.

A presentation was made to the Scottish Parliament's Transport and Environment Committee in March 2003. It is proposed to hold seminars in June to update stakeholders on emerging thinking and progress. It is intended that the national planning framework should be published towards the end of 2003.

Wales

The primary legislation regarding land use planning in Wales is contained in the Town and Country Planning Act (1990) as amended by the Planning and Compensation Act (1999). The Local Government (Wales) Act (1994) established the unitary authorities in Wales (single tier local government) and required all of the new authorities to produce a Unitary Development Plan. Additionally the Environment Act (1995), in amending the Town and Country Planning Act (1990), established National Park authorities in Wales as local planning authorities.

The Assembly has specific duties regarding equal opportunities and sustainable development under the Government of Wales Act (1998). Sections 120 and 121 respectively set out the Assembly's duty to ensure that in the exercise of its functions it has regard to the principle that there should be equality of opportunity for all people and that it promotes sustainable development.

The Wales Spatial Plan

The National Assembly for Wales has decided to prepare a spatial plan covering the whole of the country. The Plan will reflect and articulate the Assembly's statutory duty with regard to sustainable development as detailed above. The Assembly is seeking to put preparation of the Plan on a firm statutory basis through provision contained in the *Planning and Compulsory Purchase Bill*.

The Spatial Plan sets out the steps towards more sustainable spatial development in Wales. As such, the plan will be broader than a traditional land use plan, being more akin to an integrated spatial

strategy embracing economic, social and environmental objectives. It will begin to reconcile these objectives and establish a debate on the most sustainable forms of development for different parts of Wales.

The Plan is being prepared on a partnership basis involving local government, business the voluntary sector and Assembly Sponsored Public Bodies. Implementation of the Plan will also require a partnership approach. Analysis of economic, social and environmental factors and an assessment of the future issues and challenges that Wales may face provide the foundation for the Plan. The Plan will set out a spatial vision for Wales, identify choices and challenges facing Wales and suggest ways in which these can be resolved. It will address issues of development and restraint on a broad scale and provide a framework for major decisions. It will also provide a context local plans and decision-making.

Building consensus and understanding has formed a major part of the plan preparation process. In order to further debate the Spatial Plan will be issued for consultation in summer 2003, to be accompanied by a major consultation and awareness raising exercise. The first Wales Spatial Plan will be published in the spring of 2004.

Northern Ireland – *Shaping Our Future*

In June 1997 the Government announced its intention to begin work on a long-term development strategy for Northern Ireland. The Department of the Environment (DOE) assumed the lead and appointed a Project Team to carry out the work. A Panel of Advisers, with international experience, was appointed to assist the Project Team and an Inter-Departmental Steering Group was formed to oversee the work. DOE also contracted a university-led Consortium to facilitate the participation of the voluntary and community sectors in the process.

In November 1997, the Government held a major conference at which a Discussion Paper was launched. The Discussion Paper set out, for public comment, proposals for a Draft Regional Strategic Framework.

Thereafter, and during the period up to May 1998, the Government engaged in a major phase of consultation with the public, private, voluntary and community sectors. Special arrangements were made to involve young people in the consultation process.

The final document was formulated on the 20 September 2001 and formally launched on the 4 December by Peter Robinson MP MLA, Minister for Regional Development.

Entitled *Shaping Our Future*, the Regional Development Strategy offers a strategic and long-term perspective on the future development of Northern Ireland up to the year 2025. It has been prepared in close consultation with the community and seeks to define an agreed vision for the Region and to frame an agenda, which will lead to its achievement.

The Regional Development Strategy has several functions, namely:

- to provide a strategic planning framework for strengthening the regional economy and tackling social disadvantage;
- to protect and enhance the physical, natural and man-made assets of the Region;
- to provide a spatial framework for transport, air and water quality, energy and waste strategies, and for infrastructure providers and public service promoters; and
- to provide an overarching framework for Development Plans, and to guide public and private investment decisions relating to land use.

It will influence the future distribution of activities throughout the Region. It is not limited to land use planning but recognises that policies for physical development have an important bearing on other matters such as developing a strong spatially based economy, a

healthy living environment and an inclusive society which tackles inequalities relating to health, education and living standards. The promotion of sustainable development allied to social and economic cohesion is an integral part of the drive to provide a strategic and long-term perspective for the development of the region up to the year 2025.

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LISTE DES PARTICIPANTS

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