



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

Ljubljana (Slovenia), 16-17 September 2003

Documents of the conference

Territory and Landscape, No. 1



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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;
 - 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.

Opening speeches

Maud de Boer-Buicchio

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.

Ambassador Joseph Licari

Vice-Chairman of the Ministers' Deputies, Representative of the Committee of Ministers of the Council of Europe, Permanent Representative of Malta to the Council of Europe

President,
Deputy Secretary General of the Council of Europe,
President of the Parliamentary Assembly of the Council of Europe,
Ministers,
Ladies and Gentlemen,

First of all, I should like to thank the Slovene authorities for their hospitality and for hosting the thirteenth Session of the CEMAT on the theme "Implementation of strategies and visions for sustainable spatial development of the European continent".

This Conference is the only framework for Pan-European co-operation on spatial development policies in which EU and non-EU countries can meet on an equal footing at Greater European level. It is also a forum for the exchange and dissemination of information.

In January 2002, the Council of Europe's Committee of Ministers, which I am representing here, adopted a Recommendation to the Member States on the Guiding Principles for sustainable spatial development of the European continent. These Principles, adopted by the CEMAT at its 12th Session, in Hanover in September 2000, represent:

- a major contribution to implementation of the social cohesion strategy adopted at the Second Council of Europe Summit in 1997;
- a policy document, which takes account of the Council of Europe's work in this field and can help to strengthen the process of European integration through cross-border, inter-regional and transnational co-operation;
- a coherent strategy for integrated, regionally balanced development of the continent, strengthening local and regional Authorities across borders.

The Committee of Ministers accordingly recommended that these Principles be taken as a reference text for spatial planning and development.

Today, in the wake of the United Nations Summit in Johannesburg, we need to consider how the concept of sustainable spatial development should be applied. We need to interpret "development" as covering the protection, management and planning of an area, as well as optimum use of its resources with an eye to the future.

Spatial development policies are one outstanding way of achieving sustainable development objectives. They mobilise a whole range of social and economic forces, extending far beyond the public sector. And so we need to promote methods geared to economic and social cohesion, efficient and sustainable transport systems, access to the information society, conservation, development and management of landscapes and the natural, cultural and landscape heritage, protection of the environment, management of resources and risk prevention.

To do this, we need to foster the pooling of expertise, with a view to developing, adapting or amending national laws, and also the establishment of spatial development structures in the Council of Europe's new Member States, helping them to gain access to the EU's structural funds.

Furthermore, the Council of Europe Secretary General's document on priorities for 2003, lists the following three:

- developing the Council of Europe's role in the new Europe;
- developing cross-border co-operation, emphasising the day-to-day problems of cross-border regions; and
- promoting a coherent, comprehensive vision of the concept of a "common European heritage" by presenting the cultural and the natural heritage as means of fostering spatial development and social ties, and improving the living environment.

The work of the Conference of Ministers responsible for Regional Planning reflects these priorities and objectives.

In the next few years, the Conference will probably have to debate the major challenges of sustainability :

- globalisation
- the new scale of European integration
- preventing damage caused by natural disasters
- local development as a factor in reducing social exclusion
- revitalising rural areas
- managing flows of goods and people
- promoting cultural identity and the cultural heritage,

and so on.

Sustainable development has thus become a question of global significance, on a par with such concepts as democracy and human rights. It is now on the agendas of national, regional and local politicians, and of international organisations.

Our conference should thus mark an essential stage in effective implementation of strategies and visions for sustainable spatial development of the European continent.

Thank you, Mr President.

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 co-ordination 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 action 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 14th Bezirk. 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, transnational 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.

Report

The 13th European Conference of Ministers responsible for Regional Planning (CEMAT) organised by the Council of Europe¹ and held in Ljubljana (Slovenia) on 16 and 17 September 2003 on the invitation of Mr Janez Kopač, the Slovenian Minister for the Environment, Spatial Planning and Energy, 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 Conference brought together more than 100 participants from 36 Council of Europe member states and observers².

Representatives of the Committee of Ministers, the Parliamentary Assembly, the Congress of Local and Regional Authorities of Europe (CLRAE) and the Council of Europe Development Bank (CEB) were also present.

The European Commission was represented, and observers were sent by the Black Sea Economic Cooperation (BSEC) organisation, the European Investment Bank, the United Nations Institute for Training and Research (UNITAR), the United Nations Human Settlements Programme (UN-HABITAT), the United Nations interim administration mission in Kosovo (UNMIK) and international non-governmental organisations.

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.³

The general theme and sub-themes of the Conference were as follows:

General theme: Implementation of strategies and visions for sustainable spatial development of the European continent,

Sub-theme 1: Europe in the World and the integration of the Continent,

Sub-theme 2: Implementation of the principles for sustainable territorial development,

Sub-theme 3: Trans-European co-operation.

The Conference was opened by Maud de Boer-Buquicchio, Deputy Secretary General of the Council of Europe. Other participants in the inaugural session were Mr Borut Pahor, President of the National Assembly of Slovenia, Ambassador Joseph Licari, Vice-Chairman of the Ministers' Deputies, Representative of the Committee of

¹ The 12th CEMAT took place in Hanover on 7 and 8 September 2000 on the invitation of the German government. It stressed the need to formulate concrete and sustainable spatial planning policies for the more balanced development and territorial cohesion of the European continent.

² All the Council of Europe member states with the exception of Andorra, Azerbaijan, Belgium, Bulgaria, Georgia, Iceland, Liechtenstein, San Marino and Turkey were represented. The Holy See was present as an observer. The list of participants can be consulted at the CEMAT website: <http://www.coe.int/CEMAT>.

³ All the documents and speeches are available at the CEMAT website: <http://www.coe.int/CEMAT>

Ministers of the Council of Europe and Permanent Representative of Malta to the Council of Europe, Mr Peter Schieder, President of the Parliamentary Assembly of the Council of Europe, Mr Keith Whitmore, Chairman of the Committee on Sustainable Development of the Congress of Local and Regional Authorities of the Council of Europe, Mr Krzysztof Ners, Vice-Governor of the Council of Europe Development Bank and Ambassador Erwan Fouéré, Head of the EC Delegation in the Republic of Slovenia. The Slovenian authorities were represented by Mr Janez Kopač, Minister of the Environment, Spatial Planning and Energy, Mr Igor Strmšnik, Office for Structural Policies and Regional Development, Mr Samuel Žbogar, State Secretary for Foreign Affairs, Mr Jože Novak, State Secretary for Environment, Spatial Planning and Energy, Mr Emil Ferjančič, Head of the Department of International Relations and Mrs Margarita Jančič, Chair of the CEMAT Committee of Senior Officials.

In her opening speech, Mrs Maud de Boer-Buquicchio, Deputy Secretary General of the Council of Europe, stressed that regional planning and sustainable development issues were bound up with the principal objectives of the Council of Europe, ie the promotion of democracy, human rights and the rule of law, since they contributed to social cohesion and democratic stability. She referred to a number of key instruments and bodies, such as the guiding principles for sustainable spatial development of the European continent, the European Landscape Convention, the European Convention on Transfrontier Co-operation, the Action 21 programme and the Council of Europe Development Bank. Recalling the necessity to establish a balance between economic and social development and respect for the environment, she emphasised the scope of the concept of sustainable development, which had acquired an additional dimension with the introduction of the notion of “cultural sustainability”. She pointed out that one of the purposes of the Conference was to open for signature the Initiative on the Sustainable Spatial Development of the Tisza/Tisa River Basin and another was to give practical form to co-operation between the Council of Europe and the European Union.

The Conference elected its Chair and two Vice-Chairs. On the proposal of Bosnia and Herzegovina, Mr Janez Kopač, Minister for the Environment, Spatial Planning and Energy of Slovenia, was elected Chair and Mr Paulo Taveira de Sousa, State Secretary for Spatial Planning at the Portuguese Ministry for the Cities, Spatial Planning and the Environment, and Mr Alexander Frolov, Head of the Central Board of Architecture and Urban Development of the Russian Federation, were elected Vice-Chairs on the proposal of Romania and Germany respectively.

The Conference then adopted its agenda, after which the various speakers were invited to deliver their statements.

Ambassador Joseph Licari, Vice-Chairman of the Ministers’Deputies, stressed the inestimable significance of the European Conference of Ministers responsible for Regional Planning (CEMAT), which represented the only framework for pan-European co-operation on territorial development policies within which members and non-members of the European Union could gather on an equal footing at the level of the Greater Europe. The Conference was also a platform for exchanges of views and the

dissemination of information. He also reminded participants of how useful 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), were to the Member States, principally because of their contribution to the implementation of the Council of Europe's social cohesion strategy (1997) and their role in the strengthening of the process of European integration through transfrontier, inter-regional and transnational co-operation. They were also important for establishing a coherent strategy for the integrated and regionally balanced development of the continent, which strengthened the local and regional authorities beyond national borders. He believed that territorial development policies were an exceptional instrument for achieving the sustainable development objectives, whose actual implementation in the area of territorial development was the main aim of the Conference. He therefore emphasised the future challenges to be faced, referring in particular to globalisation, the prevention of damage due to natural disasters, local development, the strengthening of the viability of rural areas, the control of goods and population flows, the promotion of a cultural identity and the development of the cultural heritage.

Mr Peter Schieder, President of the Parliamentary Assembly of the Council of Europe, welcomed the opportunity presented by the Conference to adopt concrete and effective measures to reduce the future risks of natural disasters like the floods that had wreaked havoc in some member states the previous year and showed our failure to control the human activities that often triggered or intensified natural phenomena. He therefore recommended taking into account the economic and environmental aspects of the impact of human activities on the landscape as well as the social and cultural aspects. He then reaffirmed the Parliamentary Assembly's support for the European Union's work on regional planning, given the local and regional authorities' indisputable responsibility in this process. However, he stressed the importance of co-operation at the pan-European level and the CEMAT's role for the synergy created between the action carried out at the intergovernmental, parliamentary and local levels. Finally, he emphasised the need for greater transparency and clarity in the field of regional planning.

Mr Keith Whitmore, Chairman of the Committee on Sustainable Development of the Congress of Local and Regional Authorities of the Council of Europe (CLRAE), reported on the CLRAE's activities concerning the role of the local and regional authorities in co-operation with the CEMAT. He then mentioned various aspects of the Conference that were the responsibility of the towns and regions, including the problems concerning rural and mountain areas, access to public services, transport policies and floods. He concluded by mentioning the importance of increasing co-operation between regional planning, regional policies and local levels for implementing the best solutions that met future challenges in the area of regional planning.

Mr Krzysztof Ners, Vice-Governor of the Council of Europe Development Bank, reported on the assistance provided by the Bank for reconstruction projects in the aftermath of natural disasters and on projects aimed at preventing them. He pointed out that, in addition to that particular priority area of activities, the Bank also supported social infrastructure projects for the protection of the environment, such as the

treatment of solid waste or waste water, cleaning up watercourses, soil protection and the production of renewable and non-polluting energy.

Ambassador Erwan Fouéré, Head of the EC Delegation in the Republic of Slovenia, reported on the work carried out by the European Union and the synergy that had to be established with the CEMAT's work.

The themes for debate were then presented to the participants by the Chair of the Conference, Mr Janez Kopač, the Minister for the Environment, Spatial Planning and Energy of Slovenia. He asked Mrs Margarita Jančič, Chair of the CEMAT Committee of Senior Officials, to report on the work carried out as part of the Committee's work programme in 2001-2003 to promote and implement the guiding principles for sustainable spatial development of the European continent. She spoke about the work done, such as drawing up a list of national contributions to spatial planning; the creation of the CEMAT website; the implementation of the Guiding Principles, especially in the Russian regions, the Tisza/Tisa river basin and the Alpe-Adria region; the production of a European Rural Heritage Observation Guide; the role of public-private partnerships in the area of spatial planning; and the training of the authorities responsible. She then considered in broad outline the four international Seminars and two international Conferences held in 2001-2003: "The integration of the large European areas" (Thessalonica, June 2001); "Landscape heritage, spatial planning and sustainable development" (Lisbon, November 2001); "The role of local and regional authorities in transnational co-operation in the field of regional/spatial development" (Dresden, May 2002); "Spatial planning for the sustainable development of particular types of European areas: mountains, coastal zones, rural zones, flood-plains and alluvial valleys" (Sofia, October 2002); "Sustainable spatial development - strengthening intersectoral relations" (Budapest, March 2003); and "Natural disasters and sustainable spatial development: prevention of floods (Wrocław, June 2003). She concluded by highlighting, on the one hand, the constant thread running through all the Conferences, namely the invaluable role of local and regional authorities in the implementation of the Guiding Principles and, on the other hand, the importance of public involvement in the field of spatial planning.

Mr Marcel Boisard, United Nations Assistant Secretary-General and Executive Director of the United Nations Institute for Training and Research (UNITAR) said how pleased he was to be present. He began his statement by pointing out that the ministerial Conference of the Council of Europe was a concrete expression of collaboration between senior staff of those two institutions in the area of sustainable spatial development and expressed his wish to strengthen and develop that inter-institutional co-operation. He then drew attention to the direct link between the activities of UNITAR, especially its programmes of partnerships with the local authorities, private companies and universities, and the resolution on the training of authorities responsible for sustainable spatial development.

Mr Claude Rougeau, Permanent Representative of the International Federation for Housing and Planning (IFHP) and Representative of the NGO Liaison Committee of the Council of Europe, stressed the necessity for the NGOs to be involved in the

thinking process with respect to the drawing up of conventions and other international texts. He then assured the Conference of the constructive participation of the NGOs in the implementation of the Guiding Principles, the aim of which was to highlight the territorial dimension of human rights and democracy.

Speeches were also made by Ms Ieva Verzemniece, Deputy State Secretary for Ministry of Regional Development and Local Government of Latvia, Mr Dragoljub Matovski, Deputy Minister of Environment and Physical Planning of “the former Yugoslav Republic of Macedonia”, and Mr Nicolas Jacquet, Delegate for Spatial Planning and Regional Action of France.

At the Conference, the Initiative on the Sustainable Spatial Development of the Tisza/Tisa River Basin prepared under the auspices of the Council of Europe was signed by the representatives of the five states concerned: Hungary, Romania, Serbia and Montenegro, Slovakia and Ukraine. The aim of this Initiative is to ensure the sustainable spatial development of the Tisza/Tisa River Basin and to enable full account to be taken of the natural, cultural and landscape heritage of the area concerned while improving the quality of life of the local populations. The Declaration on co-operation concerning the Tisza/Tisa River Basin was also adopted by these states, which mentioned their intention to implement the Initiative as a “CEMAT innovative Region” of a transfrontier character.

There then followed the three working sessions, during which a number of representatives of different states and organisations spoke.

Sub-theme 1, “Europe in the world and the integration of the continent”, was introduced by Mr Ivo Banac, Minister for Environment Protection and Spatial Planning of Croatia. Other speakers were Mr Lars Jacob Hiim, State Secretary of the Ministry of the Environment of Norway, Ms Ileana Tureanu, Secretary of State of the Ministry of Transport, Construction and Tourism of Romania, Ms Marjanne Sin, Secretary General of the Ministry of Housing, Spatial Planning and Environment of Netherlands and Mr Leonardo Baroncelli, Deputy Director General of the Central European Initiative (CEI) Executive Secretariat.

Sub-theme 2, “Implementation of the principles for sustainable territorial development” was presented by Mr Mensur Šehagič, Minister of Spatial Planning, Construction and Environment of Republic of Srpska, Bosnia and Herzegovina. Other participants in this working session were Mr Martin Cullen Minister for the Environment, Heritage and Local Government of Ireland, Mr Arunas Kundrotas, Minister of Environment of Lithuania, Mr Dragoslav Šumarač, Minister of Urbanism and Building of Serbia and Montenegro, Mr Moritz Leuenberger, Federal Councillor, Head of the Federal Department of the Environment, Transport, Energy and Communications of Switzerland, Mr Wolfgang Sobotka, Minister for Finance, Environment and Spatial Planning of the Regional Government of Lower Austria, Mr Péter Szalo, Vice President of the National Office for Regional Development of the Prime Minister’s Office of Hungary, Mr Ján Hurný, Deputy Minister for Construction and Regional

Development of the Slovak Republic, Mr Sergiy Romanyuk, Deputy Minister of Economy and European Integration of Ukraine, Mrs Lisette Simcock, Office of the Deputy Prime Minister of the United Kingdom, Mr Alexander Frolov, Head of the Central Board of Architecture and Urban Development of Russian Federation, Mr Martin Tunka, Director of the Spatial Planning Department, Ministry for Regional Development of the Czech Republic and Mr Stephos Papanicolaou, Chief Town Planning Officer, Ministry of the Interior, Town Planning and Housing Department of Cyprus.

Sub-theme 3, “Trans-European co-operation” was introduced by Mr Tilo Braune, State Secretary of the Federal Ministry of Transport, Building and Housing of Germany. Other speakers were Mrs Ruzanna Alaverdyan, Deputy Minister of Urban Development of Armenia, Mr Igor Strmšnik, Office for Structural Policies and Regional Development, Mr Robert Zmiejko, Vice-President of the Government Centre for Strategic Studies of Poland, Mr Hubert Heiss, Federal Chancellery of Austria, Head of Section IV – Co-ordination, Mr Jean-Claude Sinner, Senior Officer of the Government Luxembourg and Mr Valerio Prignachi, Member of the Committee on Sustainable Development of the Congress of Local and Regional Authorities of Europe (CLRAE).

A video link was set up to the Side event on “The Consequences of EU Enlargement”, which was held in Maribor (Slovenia) on 17 and 18 September with the participation of representatives of the Council of Europe and the European Union.

At the end of the Conference, Mr Paulo Taveira de Sousa, State Secretary for Spatial Planning, Ministry for the Cities, Spatial Planning and the Environment of Portugal, addressed the participants and issued an invitation to the 14th CEMAT to be held in Portugal in 2006.

The Ministers responsible for Regional Planning / Heads of delegation:

- adopted the Ljubljana Declaration on the territorial dimension of sustainable development;
- adopted Resolution no. 1 on public-private partnerships in spatial development policy;
- adopted Resolution no. 2 on the training of authorities responsible for sustainable development;
- adopted 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;
- approved Resolution no. 4 on the terms of reference of the Committee of Senior Officials of the CEMAT and its Bureau, deciding to transmit it to the Committee of Ministers for adoption;
- adopted Resolution no. 5 on the organisation of the 14th Session of the European Conference of Ministers responsible for Spatial Planning;
- took note of the European Rural Heritage Observation Guide adopted by the CEMAT Committee of Senior Officials in Budapest (Hungary) on 28 March 2003;

- took note of the work carried out in connection with the sustainable spatial development of the river Tisza/Tisa, resulting in:
 - the signing of the Initiative on the Sustainable Spatial Development of the Tisza/Tisa River Basin by the Ministers responsible for Regional/Spatial Planning of Hungary, Romania, Serbia and Montenegro, Slovak Republic and Ukraine, at the 13th Session of the European Conference of Ministers responsible for Regional Planning (CEMAT), on 16 September 2003; and
 - the adoption of the Declaration on co-operation concerning the Tisza/Tisa River Basin, by these same States, on 16 September 2003.

In the Ljubljana Declaration on the territorial dimension of sustainable development, which outlines sustainable spatial development on the European continent, the Ministers recommended in particular that member states:

- reduce disparities, particularly through a more balanced and effective territorial location of activities, infrastructure and services in order to improve their accessibility;
- support the balanced polycentric development of the European Continent and the formation of functional urban regions, including the networks of small and medium-sized towns and of rural settlements;
- provide measures for the revitalisation of declining settlements and for the redevelopment of brownfield sites in order to contain land consumption, to reduce social deprivation and unemployment and to improve the quality of urban life;
- increase the efficiency of transport and energy networks and minimise their adverse impacts, particularly through the fostering of public passenger transport and multi-modal solutions of cargo flows;
- prevent and reduce the potential damages of natural hazards, particularly by making settlement patterns and structure less vulnerable;
- protect and improve the natural and the built environment, particularly where already polluted or degraded or under threat of becoming such;
- reduce the intensification, industrialisation and the dependence upon chemistry of agricultural practice, and through spatial development policy allowing for diversified economic activity create new market opportunities for rural populations;
- achieve a balance between preserving the existing cultural heritage, attracting new investments and supporting existing living and working communities in urban and rural areas;
- increase public participation in spatial development approaches and in conceiving and implementing spatial development policies.

Accordingly, the Ministers responsible for Regional Planning / Heads of delegation:

- stressed that the spatial development approach was an essential method of achieving the sustainable development objective;
- committed themselves to create synergies of activities in order to guarantee the sustainable development of the European Continent, and to report each three years to the Committee of Ministers of the Council of Europe on the implementation of

the Guiding Principles for Sustainable Spatial Development of the European continent;

- entrusted the Committee of Senior Officials of CEMAT to define the structure of our reporting and the indicators of the follow-up, and establish an assessment of the progress in the implementation of the Guiding Principles for Sustainable Spatial Development of the European continent;
- invited the Member States of the Council of Europe to support and enhance the role of spatial planning in their development policies, to promote the horizontal and vertical co-operation within the States and on transeuropean level, and to co-operate in the framework of ESPON;
- conveyed the appeal to the Committee of Ministers, to the Parliamentary Assembly, to the Congress of Local and Regional Authorities of the Council of Europe, as well as to the European Union, to support the role of the spatial development approach at transeuropean level as an efficient way towards sustainability;
- invited the European Union and the Council of Europe to enhance their co-operation in the field of spatial development and ask the European Commission to define tools which on the basis of experience of Interreg, Phare, Tacis, Cards and Meda programmes would facilitate trans-European co-operation between European, and neighbouring countries in the field of spatial development in order to prevent divisions caused by unbalanced development;
- invited the Committee of Ministers to take into consideration the sustainable spatial development in the framework of the Third Council of Europe Summit.

After the Conference had been addressed by Mr Bendik Rugaas, Director General of Education, Culture and Heritage, Youth and Sport of the Council of Europe, and closed by Mr Janez Kopač, the Slovenian Minister for the Environment, Spatial Planning and Energy, it was followed by a press conference.

Adopted / approved texts

**LJUBLJANA DECLARATION
ON THE TERRITORIAL DIMENSION OF
SUSTAINABLE DEVELOPMENT**

*adopted by the Ministers responsible for Regional Planning
at the 13th Session of the European Conference of Ministers
responsible for Regional Planning (CEMAT),
in Ljubljana, on 17 September 2003*

We, the Ministers of the Member States of the Council of Europe attending the 13th Session of the European Conference of Ministers Responsible for Regional Planning in Ljubljana on 16 and 17 September 2003, having examined the document on the basis for this Declaration* and considering:

- the devotion of the Council of Europe to the protection and promotion of human rights, to the rule of law and to pluralist democracy, put into concrete form by various European Conventions and Charters,
- the commitment of the Council of Europe and particularly of CEMAT to the goal of sustainable development, reconfirmed through the Guiding Principles for Sustainable Spatial Development of the European Continent, adopted by the 12th Session of the CEMAT in 2000 and recommended in 2002 to the Member States by the Committee of Ministers of the Council of Europe (Rec (2002) 1),
- the ever-present environmental and other problems, related to spatial development, particularly those connected with the economic and social cohesion and sustainable and balanced development of Europe,
- the particular geographical situation of our common Europe, presenting a variety of opportunities which can be realised through adequate policies and their accountable implementation in agreement, co-operation and solidarity between the people and authorities of our states, regions and local communities,
- 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 – which are important steps in the building of Europe-wide cohesion,
- our readiness to continue to promote an integrated approach to territorial cohesion through a more balanced social and economic development of regions and improved competitiveness, which respects the diversity and uniqueness of Europe,
- our will that Europe contributes also to the sustainable development of its geographical neighbourhood in the East and South and at the global level,
- the role of local and regional authorities of Europe in the implementation of the principles of sustainability,

adopt the following Declaration:

* 13 CEMAT (2003) 10 (volume 2)

1. The concept of sustainable development has steadily risen in status throughout the 1990s and into the 21st Century, in particular since the Rio Earth Summit in 1992, and was confirmed by the Johannesburg World Summit as an inescapable development paradigm and as a central element of the international agenda. But the still differing interpretations of sustainable development and ways through which this goal could be achieved reflect a variety of aspirations or visions.

2. Sustainable development is not just an environmental issue. Three aspects of sustainable development have been agreed upon: economic sustainability, environmental sustainability and social sustainability. The first implies economic growth and development, the second includes ecosystem integrity and attention to carrying capacity and biodiversity, whilst the latter includes values such as equity, empowerment, accessibility and participation. In addition to these three components, the Guiding Principles for Sustainable Spatial Development of the European Continent introduced a fourth dimension: that of cultural sustainability.

3. The Territory is a complex system, comprising not only urbanised, 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.

4. Inconsistent development policies cause risks, uncontrolled land speculation and unsustainable development. They are hazardous to the environment and to people themselves, as has been proven several times through human casualties and devastation caused by the disasters which have recently struck Europe – ranging from earthquakes and volcanic eruptions, droughts and floods, to great fires and black tides. Sustainable spatial development prevents or substantially diminishes these risks.

5. Numerous processes are challenging the sustainability of our common European future. These challenges are in particular related to:

- the disparities in economic and social development between Europe and some of its neighbours and among European regions, sometimes coinciding with administrative borders, and within regions, enhancing the risk of various-speed development;
- the accentuation of social inequalities, the extent of poverty and uneven accessibility to essential goods and services, generating marginalisation and exclusion;
- the deterioration of the environment, the degradation of settled areas and the malfunction of physical and social infrastructure and services in considerable parts of Europe because of economic decline or war, causing i.a. unwanted migration, including of refugees;
- the intensification of transport flows, the congestion of road traffic and the related deterioration of the environment;
- the more frequent occurrence of natural and man-made hazards, partly caused by climatic changes, endangering human life and generating severe damage;

- the loss of vitality and quality of life in numerous rural areas, including depopulation, transformation and loss of the traditional rural landscapes and way of life, natural resources and rural heritage;
- the necessity to revitalise cities and to contain urban sprawl and to reduce the threat to cultural identity and collective traditions of European living, settlement types and heritage.

6. To manage adequately the major challenges for sustainable spatial development of the European Continent, relevant policies must be further improved, in order to:

- reduce disparities, particularly through a more balanced and effective territorial location of activities, infrastructure and services in order to improve their accessibility;
- support the balanced polycentric development of the European Continent and the formation of functional urban regions, including the networks of small and medium-sized towns and of rural settlements;
- provide measures for the revitalisation of declining settlements and for the redevelopment of brownfield sites in order to contain land consumption, to reduce social deprivation and unemployment and to improve the quality of urban life;
- increase the efficiency of transport and energy networks and minimise their adverse impacts, particularly through the fostering of public passenger transport and multi-modal solutions of cargo flows;
- prevent and reduce the potential damages of natural hazards, particularly by making settlement patterns and structure less vulnerable;
- protect and improve the natural and the built environment, particularly where already polluted or degraded or under threat of becoming such;
- reduce the intensification, industrialisation and the dependence upon chemistry of agricultural practice, and through spatial development policy allowing for diversified economic activity create new market opportunities for rural populations;
- achieve a balance between preserving the existing cultural heritage, attracting new investments and supporting existing living and working communities in urban and rural areas;
- increase public participation in spatial development approaches and in conceiving and implementing spatial development policies.

7. Accordingly, since the adoption of the Guiding Principles for Sustainable Spatial Development of the European Continent at its 12th Session in 2000, CEMAT has been contributing to improvement of spatial development approach through the intensification of scientific and political discourse upon the most outstanding topics and questions of balanced and sustainable development of Europe. It has been organising venues, bringing to important conclusions and guidelines, monitoring good examples of sustainable policies and following successful cases of trans-European co-operation, as shown in the documents of its 13th Session in 2003.

8. But in order to achieve sustainability, spatial development policies should reach a substantially stronger transsectoral dimension. The spatial development approach involves co-operation of various sectors of activity, various levels of authorities, and various stakeholders. Therefore it is an important policy implementation tool, providing widely acceptable solutions. It allows 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. But sectoral policies should fully integrate the dimension of sustainability themselves, particularly the central ones, e.g.: transport, energy, agricultural and other.

9. Territorial impacts of development are wider than national, regional, local or any other administratively determined borders. Therefore transeuropean co-operation in the field of spatial planning, involving all levels of authorities, is indispensable and should be widely enhanced.

10. The enlargement of the European Union is a unique opportunity, but at the same time an ultimate necessity for the intensification of transeuropean co-operation in the field of spatial development. This is enacted through the co-operation of authorities of the old and the new Member States of the European Union and of other States – members of the Council of Europe for example – and for setting up of co-operation in this field between Europeans and their neighbours on adjacent Continents. New initiatives and funds have to be provided to enhance such co-operation, seen as an investment with far-reaching benefits, not only for the cohesion and balanced development of Europe, but also for its perspective in the globalising world.

11. Effective spatial development requires active participation and adaptation based on regional differences and local needs. The regional level of government strengthens development initiatives, and optimises their results through interregional co-operation. Within the framework of their tasks, local authorities can co-operate with each other, with authorities from their own country and, if the Law allows, with those from other States. For matters which concern them, but which do not fall within their realm of power or responsibility, local and regional authorities should be involved or consulted as far as possible when decisions are taken.

12. Spatial development policies and spatial planning provide important tools for local and regional authorities. The interaction of political bodies, organs and parties, non-government organisations, professional and other unions and citizens in spatial development decision-making constitutes an important factor of local and regional democracy. Local and regional authorities have competence in spatial planning and spatial development policy at their scale, they can have an important role in transeuropean co-operation and can be very efficient in the implementation of spatial development policy at local and regional level.

We, the Ministers of the Member States of the Council of Europe responsible for Regional/Spatial Planning, considering the universal importance of sustainable development, aware of the challenges to sustainability and recognising the importance of the ongoing European integrations,

- stress that the spatial development approach is an essential method of achieving the sustainable development objective;
- commit ourselves to create synergies of activities in order to guarantee the sustainable development of the European Continent, and to report each three years to the Committee of Ministers of the Council of Europe on the implementation of the Guiding Principles for Sustainable Spatial Development of the European Continent;
- entrust the Committee of Senior Officials of CEMAT to define the structure of our reporting and the indicators of the follow-up, and establish an assessment of the progress in the implementation of the Guiding Principles for Sustainable Spatial Development of the European Continent;
- invite the Member States of the Council of Europe to support and enhance the role of spatial planning in their development policies, to promote the horizontal and vertical co-operation within the States and on transeuropean level, and to co-operate in the framework of ESPON;
- convey the appeal to the Committee of Ministers, to the Parliamentary Assembly, to the Congress of Local and Regional Authorities of the Council of Europe, as well as to the European Union, to support the role of the spatial development approach at trans-European level as an efficient way towards sustainability;
- invite the European Union and the Council of Europe to enhance their co-operation in the field of spatial development and ask the European Commission to define tools which on the basis of experience of Interreg, Phare, Tacis, Cards and Meda programmes would facilitate trans-European co-operation between European, and neighbouring countries in the field of spatial development in order to prevent divisions caused by unbalanced development;
- invite the Committee of Ministers to take into consideration the sustainable spatial development in the framework of the Third Council of Europe Summit.

RESOLUTIONS

*adopted /approved by the Ministers responsible for Regional Planning,
at the 13th Session of the European Conference of Ministers Responsible for
Spatial Planning (CEMAT), in Ljubljana, on 17 September 2003*

RESOLUTION N° 1

**on public-private partnerships in spatial development policy, adopted at the
13th Session of the European Conference of Ministers
responsible for Regional/Spatial Planning (CEMAT),
in Ljubljana, on 17 September 2003**

The Ministers responsible for Regional Planning of the Member States of the Council of Europe,

Pointing out that the 12th Session of the European Conference of Ministers responsible for Spatial Planning (CEMAT), which took place in Hanover (Germany) on 7 and 8 September 2000, adopted the Guiding Principles for Sustainable Spatial Development of the European Continent to provide a coherent strategy for integrated, regionally balanced development of the European continent based on subsidiarity and reciprocity;

Referring to Part III of the Guiding Principles concerning “Specific role of the private sector in spatial development”;

Drawing attention to the Council of Europe Committee of Ministers decision of 7 February 2001 (740/9.1 - CM (2001) 6) to take into account the Guiding Principles for Sustainable Spatial Development of the European Continent when deciding on projects with a spatial impact;

Referring to Council of Europe Committee of Ministers Recommendation Rec (2002) 1 to Member States on the Guiding Principles for Sustainable Spatial Development of the European Continent, adopted on 30 January 2002;

Having regard to the European Spatial Development Perspective (ESDP) agreed at the Informal Meeting of Ministers responsible for Spatial Planning of European Union Member States at Potsdam in May 1999;

Taking the view that, because available public finance is insufficient to cover society’s needs, particularly as regards technical and social infrastructure and the services to operate it, private investment will be required in the years ahead to achieve regional development objectives;

Supporting active involvement of the private sector in implementing and combining EU programmes such as INTERREG, PHARE and TACIS, in particular as a partner and participant in national contributions, though with the public partners retaining leadership in order to promote sustainable spatial development in Europe;

Bearing in mind that public-private partnerships (PPPs) are developing in fields which used to be entirely in the public sector, such as transport infrastructure and services, telecommunications, water supply, waste collection and processing, health and education;

Taking into account the rules on state aid, and its effect (positive and negative) on the public sector aid available to private sector partners;

Drawing attention to the report, “*Models for financing regional infrastructures and development projects, with a particular attention to the countries of Central and Eastern Europe – Public-Private Partnership in spatial development policy*”⁴, which was presented at the Hanover Conference with the aim of putting forward suggestions, based on experience of public-private partnerships, as to procedure for successfully mounting projects of this type, in particular in the countries of central and eastern Europe;

Taking into account that to make a success of PPP projects there are various prerequisites such as sound administrative structure and a sufficiently developed private sector and that these considerations are extremely important in central and eastern Europe;

Recommends that the governments of Member States heed the following proposals for effective design and organisation of PPP procedures, with particular reference to central and eastern European countries:

1. Establishing a clear and effective legal framework

The point and aim of national legislation on PPPs is to assign new powers to the various administrative levels so as to ensure that the new types of partnership with the private sector, which go beyond the traditional contracting-out of work, can develop.

Policy on PPPs can be laid down in a general, multi-sector piece of legislation (“omnibus bill”) or in legislation on a specific sector (road construction, town planning, municipal networks, etc). Special legislation for individual projects should in general be avoided. It is particularly important that policy concerning PPPs be clear as to property (ownership rules, terms of lease, etc.), the tax framework and treatment of potential conflicts of interests. It should also establish an acceptable operational framework for public-sector assumption of risk-related responsibility.

A clear legal framework is important for attracting private-sector interest in PPPs because it helps reduce the political risk. It is crucial in central and eastern Europe, where the private sector is still rather wary of PPP projects. Clear legal rules on public-sector involvement in international and European funding programmes are therefore essential.

⁴ Council of Europe, *European Regional Planning Series (CEMAT)*, 2001, n° 63.

The new Structural Fund rules of the European Union stress that getting the most of Community-financed schemes means making every effort to facilitate the use of private sources of funding, in particular investment capital and public-private partnerships (PPPs), both as a boost to funding of Projects and to ensure that the private sector, with its special expertise, scrutinises how schemes are managed.

In the field of urban regeneration, the Community's URBAN initiative encourages setting up public-private partnerships, in particular to run integrated economic-development programmes and to promote "green" activities.

Community policy on supervision of state aid has various tools for promoting rural and urban regeneration, as for example the Community guidelines on state aid to protect the environment (OJ C 37/3 of 3 February 2001). The Communication on State Aid and Risk Capital (OJ C 235 of 21 August 2001), the Commission Regulation (EC) No.70/2001 of 12 January 2001 on the application of Articles 87 and 88 of the EC Treaty to state aid to small and medium-sized businesses (OJ L 10/33 of 13 January 2001) and the guidelines on national regional aid (OJ C 74/9 of 10 March 1998) are also relevant here.

Current state aid rules could nevertheless present a barrier in some particular cases to the ability of some Member States to pursue their spatial development policy, particularly when seeking to involve the private sector. Based on the experience to be gained in such future cases, it will be helpful to examine whether there is a need for an additional, specific instrument dealing with State aid for undertakings in deprived urban areas and what the basic features for such an instrument would need to be.

2. Careful preparation of PPP projects

The preparation phase in PPP projects is crucial. A project's success generally depends on thorough preparation. The following aspects of preparation are important:

a. Adapting the organisational structure to local conditions

There is a wide variety of PPP models. PPPs can take various forms, ranging from mere commercial operation to complete privatisation. Great care needs taking to adapt the PPP concept to local and time factors. Many problems with PPPs stem from copying solutions which were designed for other PPPs and which therefore do not take sufficient account of the particular context.

b. Compatibility of objectives

First of all, it is necessary to clarify the respective aims of the public and private partners and to see how compatible those aims are. This requires detailed discussion between the public sector and the private sector on their respective intentions regarding the project. There also has to be discussion between the various potential private partners at the tendering stage. Involving the private partners early in the preparations contributes considerably to a project's success.

c. Selection of the private partners by the public sector

Selection of private partners needs to be part of the tendering procedure. In addition to formal matters, qualitative criteria have to be taken into account.

A PPP's economic success crucially depends on the expertise the private partners bring to the co-operation project and the relevance of the expertise to the sphere of activity involved. Ways must therefore be found of inducing potential private partners to reveal their expertise. Voluntary options are one method of doing this. They involve giving private partners various alternatives in which profit margin is tied to how far the objectives and requirements are met. This approach is a way of gauging a private partner's potential commitment and productivity.

In addition, the public sector needs to be fully informed about the potential risks when it contemplates co-operation with a private partner. The criteria and requirements must be designed accordingly and built into the tendering arrangements. Here the public sector must be careful about the problems that can result from inadequate and unilateral information.

d. Democratic control and acceptance by the public

The introduction of PPPs requires political debate in order to ensure political and public acceptance of the approach, particularly when users are to be charged for services. From the public policy standpoint the key to PPP success is the economic factor, mainly reflected in value for users' money. In addition, PPP models must be able to show plausibly in which fields (the economic, technical and environmental ones, for example) they can help boost effectiveness and improve results.

Use of third parties and lack of democratic control should be avoided by means of appropriate organisation of the "collective consumption unit". This requires consultation arrangements that ensure closeness to the consumer and allow people to express their preferences.

e. Special tools to assist preparation of PPP projects

Western examples show that various tools can assist PPP projects. Particular mention should be made of:

- tools for financial evaluation of PPPs, such as the Public Sector Comparator (PSC) in the United Kingdom, the Publiek Private Comparator (PPC) in the Netherlands and the cost-benefit analyses used in France and Germany. These tools show whether a PPP is financially preferable to conventional solutions;
- setting up an information and co-ordination office for PPPs to compare new PPP projects with previous PPPs and draw up recommendations and detailed guidelines for making a success of a PPP.

3. Efficient implementation of PPP projects

a. Careful structuring of the PPP contract

PPP contracts must be particularly clear as to the characteristics of the project, the responsibilities of the respective parties and how potential conflicts of interests are to be dealt with. They should include specific provisions to guard against opportunistic behaviour by the private partners. The private partners can, for instance, be required to pay a security, or contracts can include incentives, such as a profit-sharing arrangement agreed by the public and private partners.

PPP contracts should cover all main aspects of the PPP project, including any environmental aspects, but should also allow a degree of flexibility, innovation and profitability. The parties' main duties should be laid down in the contract, but not the full technical details.

b. Trust between the partners

Great trust between the partners is essential to the success of a PPP. The public sector must show itself to be a partner on whom the private partners can rely, for they are taking substantial financial risks in entering into a contract with long-term binding effects of various kinds according to the provisions of the contract.

c. Acquisition of competence and modernisation of the public sector through PPPs

It is essential, where PPPs are concerned, that the public sector acquire certain abilities. It must learn skilful conduct of negotiations in imperfect markets. In particular it must acquire economic expertise in order to identify which variables have a part to play and in order to gauge the consequences of contractual provisions.

The public partners must learn about the formulation, supervision and implementation of contracts and recognise that contracts involve transaction costs. This learning of new skills amounts to a complete change of culture.

The greater the complementarity between the public sector and the private sector, the more efficient the modernisation of the public sector.

d. Effective leadership by the public sector

PPP models must be designed in such a way as to preserve the public sector's fundamental guiding role, for reasons both of public law and public acceptability. The point must never be reached where the public authorities are so fiscally starved as to have to rely almost totally on the private sector.

The public sector must lead and guide the PPP so that infrastructure and public services develop as a component of national, regional or local policy.

e. Use of public financial input as a lever for mobilising private finance

PPP projects financed exclusively by the private sector are relatively rare. In most cases part of the funding has to come from the public sector. The proportion of public financing is in general inversely proportional to the purchasing power of the potential users of the infrastructure or services. This is why PPP projects in the countries of central and eastern Europe require a relatively large amount of public finance. In a PPP, public financing, particularly when modest, has a special function. It should be used as a lever to attract private resources that will cover the bulk of the costs. There are various ways of exerting this leverage: for instance, the public sector can act as guarantor of any loans needed for the capital investment involved or it can pay for the feasibility studies.

RESOLUTION N° 2

on the training of authorities responsible for sustainable spatial development, adopted at the 13th Session of the European Conference of Ministers responsible for Regional Planning (CEMAT), in Ljubljana, on 17 September 2003

The Ministers responsible for Regional Planning of the Member States of the Council of Europe,

Whishing to provide follow-up to Resolution N°1 “A 10-point programme for greater cohesion among the regions of Europe”, adopted by the 12th Session of the European Conference of Ministers responsible for Regional Planning on 8 September 2000, which emphasised the need to start immediately a training programme in the new member States of the Council of Europe, in order to help regional and local planning authorities to perform, as well as possible, the tasks for which they have responsibility,

Desirous to promote a new approach to spatial planning based on Recommendation Rec (2002) 1 of the Committee of Ministers to member States on the Guiding Principles for Sustainable Spatial Development of the European Continent,

Instruct the Committee of Senior Officials:

1. to establish a list of training centres in the field of the territorial dimension of sustainable development existing in the member States of the Council of Europe and then make it available on the CEMAT Internet Site of the Council of Europe;
2. to promote the implementation of the International Training Centres for Local Actors Programme (CIFAL) in the Council of Europe Member States and to examine the modalities of collaboration with the United Nations Institute for Training and Research (UNITAR) and the European Network of Training Organisations (ENTO);
3. to invite the international organisations to support the preparation of a study book which could be used for this training;
4. 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.

RESOLUTION N° 3

concerning the prevention of floods and better coordination of all activities designed to minimise the risks and the consequences of disastrous floods, adopted at the 13th Session of the European Conference of Ministers responsible for Regional Planning (CEMAT), in Ljubljana, on 17 September 2003

The Ministers responsible for Regional Planning of the Member States of the Council of Europe, with regard to the objective of sustainable development of the European territory,

- taking into account the frequency of floods causing important damage and noting that they can neither be understood nor mastered by local or national authorities alone, but require international cooperation at least for the entire catchments areas of those river basins which belong to several States,
- deploring the loss of human lives, injuries and the great losses of economic resources as well as of cultural, natural and landscape heritage caused by the recent disastrous floods,
- conscious of the fact that natural catastrophes are also caused, or at least aggravated by anthropic activities, from modern production techniques in agriculture and forestry to constructions of all kinds,
- underlining the particular role and responsibility of local authorities which dispose of the necessary knowledge of their territories and must assume their responsibility in the face of citizens and enterprises affected by floods,
- adding that every approach must, of course, also include the role of local, regional and national authorities and, if necessary, of international institutions, which must assume their part of responsibilities, in particular with regard to their obligation to establish the conditions for cross-border and transnational cooperation of local governments,

reconfirm, first of all, their determination to undertake, within their own fields of responsibilities and in cooperation with other ministries of their governments, all appropriate action in order to reduce the negative effects of anthropic activities;

commit themselves

- to work out guidelines concerning the admissible use of land likely to be flooded;
- to establish an international working group charged with the elaboration of a model of cross-border cooperation which could serve as a framework for the promotion of a sustainable territorial development of each of the concerned river basins, in close cooperation with the competent local, regional and national authorities;
- to support meaningful activities designed to work out a first draft of a comprehensive concept of more effective international co-operation in the field of flood prevention by means of spatial planning, including a fairer sharing of costs and benefits resulting from preventive measures;

request the Committee of Senior Officials of the CEMAT to report on the progress achieved.

RESOLUTION N° 4

on the Terms of reference of the Committee of the Senior Officials of the CEMAT and of its Bureau, endorsed at the 13th Session of the European Conference of Ministers responsible for Regional Planning (CEMAT), in Ljubljana, on 17 September 2003, in order to be presented to the Committee of Ministers of the Council of Europe for adoption

The Ministers responsible for Regional Planning of the Member States of the Council of Europe, taking part in the 13th Session of the European Conference of Ministers responsible for Regional Planning (CEMAT),

approved the terms of reference of the Committee of Senior Officials of the CEMAT and of its Bureau as appended to this Resolution and decided to forward them to the Committee of Ministers of the Council of Europe for adoption.

APPENDIX

1) TERMS OF REFERENCE OF THE COMMITTEE OF SENIOR OFFICIALS OF THE CEMAT

1. **Name of Committee:** Committee of Senior Officials of the European Conference of Ministers responsible for spatial planning of the Council of Europe (CSO-CEMAT – CoE)
2. **Type of Committee:** Committee of Senior Officials
3. **Source of Terms of Reference:** European Conference of Ministers responsible for Spatial Planning (CEMAT) of the Council of Europe for endorsement, and Committee of Ministers of the Council of Europe for adoption.

4. Terms of Reference

Under the responsibility of the Committee of Ministers with the approval of the European Conference of Ministers responsible for Spatial Planning (CEMAT) of the Council of Europe, the Committee of Senior Officials has the following tasks:

- a) to devise a policy leading to sustainable development and in particular encouraging the implementation of the Guiding Principles for Sustainable Spatial Development of the European Continent (“Guiding Principles”);
- b) to implement the “Guiding Principles” in the light of the results of the European Conference of Ministers responsible for Spatial Planning of the Council of Europe; to study and prepare further developments of the “Guiding Principles” and propose, if appropriate, the review of their implementation to the Ministers responsible for Spatial Planning;

c) to propose to the Committee of Ministers a three-year Work Programme, prepared under the responsibility of the CEMAT, in a long-term perspective as an instrument for implementing the “Guiding Principles”;

d) to consider, for the purposes of preparing the Work Programme, the activities of States, international intergovernmental organisations, networks, associations and NGOs relevant to sustainable development, in order to promote co-ordination and complementarity between the different activities, including those carried out in the framework of international conventions;

e) to disseminate information on and publicize the activities for sustainable development, in particular those resulting from the “Guiding Principles” and their implementation;

f) to approve any report to be submitted to the European Conferences of Ministers responsible for Spatial Planning of the Council of Europe.

5. Membership and participation

a) The governments of the Member States are invited to appoint Senior Officials with responsibilities in fields relating to spatial planning and sustainable development;

The Council of Europe will defray the travelling and subsistence expenses of one representative from each of its member States in Central and Eastern Europe and from States which enjoy special guest status with the Parliamentary Assembly;

b) The Parliamentary Assembly of the Council of Europe, the Congress of Local and Regional Authorities of Europe (CLRAE) and the Council of Europe Development Bank (CEB) are participating in the work sending representatives, without the right to vote, to meetings of the Committee of Senior Officials;

c) The European States that are non members of the Council of Europe, the States with observer status to the Council of Europe and the following organisations may send representatives, without the right to vote or defrayal of expenses, to meetings of the Committee of Senior Officials:

- European Union (EU)
- Organisation for Economic Co-operation and Development (OECD)
- World Bank (WB)
- European Bank for Reconstruction and Development (EBRD)
- European Investment Bank (EIB)
- Nordic Environment Financing Cooperation (NEFCO)
- European Conference of Ministers of Transport (ECMT)
- Economic Commission for Europe of the United Nations (UN-ECE)
- United Nations Commission on Sustainable Development (UN-CSD)
- United Nations Educational, Scientific and Cultural Organisation (UNESCO)
- United Nations Environment Programme (UNEP)
- United Nations Human Settlement Programme (UN-HABITAT)

- United Nations Development Programme (UNDP)
- United Nations Institute for Training and Research (UNITAR)
- Parliamentary Assembly of the Black Sea Economic co-operation (PABSEC)
- Central European Initiative (CEI)
- European Environmental Agency (EEA)

d) Non-governmental organisations, admitted by the Committee of Senior Officials in conformity with the Rules governing relationships between the Committee of Senior Officials of the CEMAT and non-governmental organisations, adopted by the Committee of Senior Officials at its 77th Meeting on 28 November 2001 may send representatives, without the right to vote or defrayal of expenses, to meetings of the Committee of Senior Officials.

6. Structures and working methods:

a) The Committee of Senior Officials shall meet at least once a year. It can establish experts groups. It shall adopt Rules of Procedure and its working methods and structures.

b) The Committee of Senior Officials shall report to the European Conference of Ministers responsible for Spatial Planning of the Council of Europe and keep the Committee of Ministers of the Council of Europe abreast of its activities.

7. Duration

Unlimited.

2) TERMS OF REFERENCE OF THE BUREAU OF THE COMMITTEE OF SENIOR OFFICIALS OF THE CEMAT

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| 1. Name of Committee: | Bureau of the Committee of Senior Officials of the CEMAT (CHF-CEMAT- BU) |
| 2. Type of Committee: | Bureau |
| 3. Source of terms of reference: | European Conference of Ministers responsible for Spatial Planning (CEMAT) of the Council of Europe, for endorsement and Committee of Ministers of the Council of Europe, for adoption. |

4. Terms of Reference

Under the guidance and instructions of the Committee of Senior Officials of the CEMAT, the Bureau of the Committee of Senior Officials of the CEMAT shall have the following tasks:

- a. to prepare the meetings of the Committee of Senior Officials;
- b. to examine questions entrusted to it by the Committee of Senior Officials and take measures to this effect;
- c. to take urgent measures between meetings of the Committee of Senior Officials and submit those measures to its approval.

5. Membership

- a. the Chair of the Committee of Senior Officials, a representative of the State which will organise the next Ministerial Conference and a representative of the State which has organised the previous Conference;
- b. two members elected by the Committee of Senior Officials;
- c. the terms of office of the members under a) and b) above will last three years;
- d. the Council of Europe will defray the travelling and subsistence expenses of one representative from each of its member States in Central and Eastern Europe.

6. Structures and working methods

The Bureau will meet once a year. It can invite experts to attend its meetings on specific items of the agenda and on decision of the Chair. The working languages will be English and French.

7. Duration

Unlimited.

RESOLUTION N° 5

on the organisation of the 14th Session of the European Conference of Ministers responsible for Spatial Planning, adopted at the 13th Session of the European Conference of Ministers responsible for Regional Planning (CEMAT), in Ljubljana, on 17 September 2003

The Ministers responsible for Regional Planning of the Member States of the Council of Europe, taking part in the 13th Session of the European Conference of Ministers responsible for Regional Planning (CEMAT),

express their heartfelt thanks to the Slovenian Government for having organised the 13th Session and for its kind hospitality;

consider that no spatial development regional planning and countryside cohesion can be promoted and implemented without the active involvement of national, regional and local representations;

are pleased to the Government of Portugal accepted to host the 14th Session of their Conference in Portugal in 2006;

decide that the theme of their 14th Session will be:

“Networks for Sustainable Spatial Development of the European Continent”;

Instruct the Committee of Senior Officials:

i. to make the necessary arrangements to prepare the 14th Session and to ensure implementation of the Resolutions and the Declaration adopted at the 13th Session;

ii. to continue to formulate on the basis of the Recommendation Rec (2002) 1 of the Committee of Ministers of the Council of Europe to member States on the Guiding Principles for Sustainable Spatial Development of the European Continent concrete and sustainable solutions and policies aimed at a better balanced development and territorial cohesion of the European continent;

iii. to foster transnational and interregional cooperation by carrying out development projects supported by EU instruments and international financial institutes;

ask the Committee of Senior Officials to present concrete results or evaluations at the next CEMAT Conference;

ask the Committee of Ministers of the Council of Europe to continue providing the Conference Secretariat with the resources needed in order to organise the next session and do the work required between sessions.

EUROPEAN RURAL HERITAGE OBSERVATION GUIDE - CEMAT

endorsed by the Ministers responsible for Regional Planning at the 13th Session of the European Conference of Ministers responsible for Regional Planning (CEMAT), in Ljubljana, on 17 September 2003⁴

PREFACES

With both material and immaterial aspects, the rural world is a treasure trove of the cultural, natural and landscape heritage. In search of authenticity, the modern man draws on his rural roots, seeking an identity in the rural world. This heritage is also an engine of development. Its preservation is fundamental and gives meaning to the development of our societies. It is our responsibility to recognise the value of the past, and to protect and promote this heritage, an essential factor in economic, social and cultural development.

Adopted in Hanover in September 2000 by the Ministers responsible for the regional planning of the Council of Europe's Member States and endorsed in the Recommendation (2002) 1 of the Committee of Ministers, the Guiding Principles for Sustainable Spatial Development of the European Continent detail a series of measures to foster development of rural areas as life settings for both economic and recreational activity and as natural environments.

This "European Rural Heritage Observation Guide – CEMAT" contributes to the implementation of the Recommendation of the Committee of Ministers: helping to restore the town-countryside balance and seeking to promote the rural world's resources as a development factor. It is indeed essential to put these principles into effect so as to promote sustainable rural planning combining economic growth and protection of the heritage assets inherent in both natural and cultural landscapes.

Moreover, this Guide contributes to the implementation of the provisions of the Guiding Principles devoted to "broadly-based participation of society in the spatial planning process", which emphasises the importance of active public participation in the spatial planning process, in local, regional and supra-regional projects.

I hope that this Guide will be developed in later editions taking into account the Council of Europe's various Member States' specificities and the richness of their rural world's heritage.

Walter SCHWIMMER
Secretary General of the Council of Europe

⁴ At its 80th meeting held in Budapest (Hungary) on 28 March 2003 (CEMAT-CHF 80 (2003) 19), the Committee of Senior Officials of the European Conference of Ministers responsible for Regional Spatial Planning (CEMAT) adopted the "European Rural Heritage Observation Guide - CEMAT" as set out in the present document, deciding to bring it to the attention of the Ministers responsible for Regional/Spatial Planning when they met in Ljubljana on 16 and 17 September 2003 for the 13th Session of the CEMAT.

During the European Conference of Ministers responsible for Regional Spatial Planning (CEMAT) in Ljubljana, on 17 September 2003, the Ministers Responsible for Regional Planning of the member states of the Council of Europe endorsed the "European Rural Heritage Observation Guide – CEMAT".

Realised and adopted by the CEMAT Committee of Senior Officials in view of its presentation at the 13th Session of the Council of Europe's European Conference of Ministers responsible for Regional Planning (Ljubljana, 16-17 September 2003), the "European Rural Heritage Observation Guide – CEMAT" implements the provisions of the Recommendation Rec (2002) 1 of the Committee of Ministers to Member States on the Guiding Principles for Sustainable Spatial Development of the European Continent.

It therefore contributes towards achieving independent development of rural zones as areas for living and carrying on economic and recreational activities, and as physical regions and to set out guidelines for the management of this heritage linked to regional/spatial planning.

The European continent is rich in rural heritage, shaped over the years by human activity and made up of an exceptional variety of land types, reliefs, climates and crops. The Guide invites all those who feel concerned by their territories' future to be able to meet together, through national and local committees, for the purpose of listing and describing the rural heritage, and thinking about how best to promote this rural heritage.

Reconnecting with – sometimes even just discovering – this rural heritage, acknowledging its contemporary potential and not imprisoning it in the past, appreciating and recognising the different types of cultural, natural and landscape heritage as components of identity, are challenges we currently face.

There is no justification for preserving heritage, which links the past and the present, unless it can be given a guaranteed future and handed on to future generations, which is why it is essential to stir the key players into action. It has a potential richness and can become a valuable resource, not necessarily in commercial terms but for those carrying out projects and for the locality concerned. It accordingly becomes part of a sustainable development approach as it becomes a product, factor or source of development.

We are satisfied that the work is done in the framework of the activities of the CEMAT, which brings together representatives of the Council's 45 Member States, united in their pursuit of a common objective: sustainable spatial development of the European continent.



Margarita JANCIC
Chair of the Committee of Senior Officials of
the European Conference of Ministers responsible for
Regional/Spatial Planning

What is rural heritage?

The landscapes carved out over centuries by people who lived off the land and, more generally, through the exploitation of natural resources,

The buildings that make up what is referred to as rural architecture, whether or not they are clustered together (villages, hamlets, isolated houses and buildings),

The local products, adapted to local conditions and the needs of those who developed them,

The techniques, tools and know-how that have made creative activity possible and which remain essential for maintaining, restoring, changing and modernising its results, in accordance with the design logic and aesthetic of the buildings/environment/landscape as a whole. These techniques extend to symbols and cultural meanings in the widest sense.

However, we cannot discuss rural cultural heritage without referring to two obvious facts. The people who use the countryside, who live there and who have often played a decisive role in ensuring that these assets have survived are increasingly aware that it belongs to them and are becoming more vocal on this issue. At the same time, the countryside, and the heritage that it represents and contains, is considered the property of every individual, including those from towns as well as from the countryside.

Isac Chiva

*Une politique pour le patrimoine culturel rural
Report to the French Culture Ministry, 1994.*

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I. CHALLENGES AND OBJECTIVES

1. Definition: what is heritage?

Until very recently, rural heritage was defined in very narrow terms. It was considered to consist of buildings associated with agricultural activity, and particularly with “minor rural heritage” such as wash-houses, mills or chapels. Planners now assign a wider definition to heritage, which is considered to include all the tangible or intangible elements that demonstrate the particular relationship that a human community has established with a territory over time.

1.1. Tangible heritage

This is the most easily identifiable part of heritage. It is made up of various elements:

- landscapes, since they result from centuries of human activity on the environment;
- property: this includes buildings for agricultural use and those related to crafts or industry, holiday homes or public buildings that are evidence of specific activities or simply of an architectural style;
- moveable property: this includes objects for domestic use (furniture in regional styles), for religious purposes (furnishings in churches and chapels) and for festive events (carnival floats, village or corporation emblems);
- products which result from an adaptation to local conditions and to cultivation, rearing, processing and culinary traditions. These include plant varieties (plants, fruit, vegetables, etc.) and local animal species as well as more “elaborate” produce (wine, cheese, pork products, etc.).

What does it mean to “assign heritage value”?

“Assigning heritage value” to property or knowledge (individually or collectively) means investing it with meaning. No object or skill is a heritage item in itself. For example, a low wall has heritage value only in terms of its aesthetic value in a landscape, of the construction techniques used or of its link with local history.

The consequences of “assigning heritage value” to an item are:

- It makes a specific item “common property” with potential collective value.
- It introduces a specific type of bond, frequently emotive in nature, between a given item and persons who have no legal tie with it. Accordingly, use of the item supposes that a consensus has been established between the various potential users, i.e. the legal owner and potential “other users”. However, the latter may themselves have different views about possible use.

The participative approach

- Unless we assume that problems will be settled by legal means such as expropriation, the only possible course of action is negotiation between the parties concerned.
- In order to avoid new arguments or antagonisms arising regularly on what is at stake when defining heritage items, it is essential to include as many potentially interested parties as possible right from the start of any discussions on the use of a heritage item, and to draw on as much information as possible when considering possible uses.

1.2. Intangible heritage

This part of heritage is made up of a series of intangible assets that are inseparable from tangible heritage:

- the techniques and skills that have enabled landscapes to be created, houses and furniture to be built and local products to be developed;
- the local dialects, music and oral literature that have emerged from non-written traditions. These means of expression are evidence of a community's particular influence on its territory and, more generally, of a specific way of living together. This includes stories and legends describing individuals or sites that played a part in local history, as well as place names (toponyms), which reflect particular uses or representations;
- ways of organising social life and specific forms of social organisation, such as certain customs and festivals (seasonal, agricultural, etc.).

All these elements make up a living heritage. By identifying and laying claim to these elements, the various parties involved in the rural world invest them with meaning, both for the community and in terms of their heritage value.

How is heritage created?

- Some communities may believe they have “less” heritage than others. However, the absence of monuments does not indicate a lack of heritage: every community possesses archives, an oral tradition, forms of social life, persons with skills, etc.
- All, from the richest to the poorest, may make use of their creative capacities.

2. Approach: how can one take action in the field of heritage?

Taking action in the field of heritage means, firstly, identifying its social, cultural and economic value. In so doing, it is essential to know it – and have it recognised – as a heritage item. Secondly, it has to be ensured that it is safeguarded and, possibly, to assign it a new use as part of a project. Finally, it means ensuring that it is handed down to future generations.

2.1. Enhancing one's heritage

- Enhancing means adding value. This value depends on how one views heritage: many heritage items have long been considered in purely functional terms, and the issue of how to conserve them after use never arose. Fascination with scientific, artistic or technological “progress” led to old objects being replaced by new ones, which were thought to be more effective or more in tune with an era's tastes.
- Enhancement is described as direct when it focuses mainly on the item itself, and indirect when it focuses primarily on the item's surrounding. In each case, one aspect reinforces the other. Similar houses may have different values (economic, social, cultural, in terms of quality of life, etc) depending on whether they are located in a prestigious area or near a public rubbish tip.

2.2. Thinking about heritage in a new way

- Attitudes towards heritage have changed. Things that were previously valued only as tools are now appreciated for their historical value. Equally, they assume a potential cultural, social or economic value, beyond the functional reasons justifying their existence.
- It is impossible, and probably not desirable, to conserve everything, since such conservation is often expensive. Consequently, it is logical to seek to make the most of the heritage's potential by integrating it into development projects.

Why should heritage be enhanced?

- For the sake of tourism. Heritage undoubtedly contributes to an area's tourist potential and to the economic benefit that may be expected from it. Evaluating the potential for visitors – and possibly improving it – is an integral part of the enhancement project.
- For social and cultural reasons. Heritage does more than contribute to aesthetic pleasure and the quality of life: it anchors a population in its history, and roots (inherited or chosen), and gives meaning to the territory. As such, it is one of the constituent elements in local identity and the sense of belonging, a driving force in citizenship and solidarity.

- For economic reasons. The benefits of direct enhancement are easily identifiable: income from entrance fees, rental of farms that have been converted into holiday homes, the sale of bread baked in traditional ovens, etc. However, the indirect effects should also be recognised: visitor structures, shops, etc. This is also true explicitly, in terms of employment (guides, caretakers, escorts) or implicitly, in terms of the quality of life (the arrival of new residents, new businesses).
- For educational reasons. Nothing can replace *in situ* dialogue, demonstrations and activities when teaching history, techniques, aesthetics, geography, etc.

2.3. Knowing one's heritage

- The history and background of the most remarkable heritage items are usually the best known. Other items, however, seem at first glance to have no particular intrinsic value. Nonetheless, they bear witness too, and are sometimes the only indication, trace or remnant of a wider system that awaits reconstitution. For example, a corner tree indicates how land was divided up, a mound of earth might point to a former medieval *castrum*, while vine stock grown wild or place names might indicate previous cultivation practices.
- Research in county or municipal archives, documentation centres (museums, libraries, etc) and interviews with older people will give these heritage items a “voice”, and enable us to understand their origins and purpose.
- Questions might also be asked about the rarity of certain objects: although wash-houses are frequently found across a national territory, certain styles are typical of certain regions, or may occur isolated among other dominant and more spectacular styles. This only serves to make them even more interesting.

2.4. Obtaining recognition for one's heritage

- Obtaining recognition means drawing everyone's attention to the heritage value of the item concerned. By explaining their origins, history, function and context, such items will assume their heritage status and volunteers can be mobilised to preserve them.
- Obtaining recognition for heritage primarily means assigning it meaning. Even the most humble item may tell us about history, lifestyles, spatial organisation or social relationships. As such, and regardless of its aesthetic or dramatic nature, it merits interest. This may explain the current enthusiasm for industrial tourism, memorial sites, communal ovens, and objects and places which are not monuments and which, in addition, were never intended for display.
- The choice between aesthetic and historical value may sometimes be difficult: for example, should one ensure that all the shutters on a façade are the same colour, so as to ensure uniformity, although their diversity is proof of joint individual ownership?

Interpretation: giving meaning

- Interpretation, which is a technical term, aims to explain heritage and give meaning to it. It focuses on promoting possible knowledge of heritage as much as heritage itself. Many methods are used, including displays, exhibitions, particular layouts (sign-posting, traffic), lighting, etc.
- Narration may be used in visits and for interpretation panels, as well as for catalogues, plaques, postcards, photos, or even multimedia: video cassettes, CD-ROMs, an Internet site, etc.

Restoration

- A constant concern for public authorities or the scientific community is that heritage seems sometimes to have been “hijacked” by a few specialists (or private owners). As humanity’s common property, it should be accessible to all. Museums, for example, have a duty to restore the treasures they guard to the public through exhibitions.
- Although access may be restricted for various reasons, these must be clearly explained: knowing about heritage also means understanding how it must be preserved.

Taking action in the field of heritage: what approaches can be used?

- Conservation means ensuring that heritage items do not deteriorate; it is carried out through preventative measures concerning their surroundings. Such protection sometimes requires that an item be removed from its environment where this represents a danger (e.g. items found during archaeological digs, certain endangered animal or vegetal species, etc.).
- Restoration implies that an item is returned to its original condition.
- Returning an item to its original condition, either partially (when, for example, restoring a machine with several missing parts) or more thoroughly when restoring it. In the latter case, virtual restoration is now possible.
- Safeguarding means taking measures such as shoring up buildings that are threatening to collapse and is usually done urgently and provisionally, so as to avoid further deterioration. Legal and statutory tools are frequently used, but these are only a partial solution: protection does not solve management issues.

2.5. Restoring one’s heritage

- Restoring means repairing an item and returning it to its original condition. This is the ultimate goal, and concessions should not be made to personal interpretation or taste. Intervening work that does not conform to this spirit should be removed.
- There are now “fashions” in restoration, and it is appropriate to appreciate their full impact. Many façades were originally designed to be coated, but have been left with exposed stone for aesthetic reasons, this is no longer genuine restoration.

- Restoration also implies a return to technical efficiency and to a useable condition: a mill should be able to grind, an oven, to cook bread. Where certain parts of heritage must be replaced, only traditional materials, techniques and procedures are legitimate.

Two golden rules in order to avoid mistakes

- Don't do too much: our predecessors copied and adapted the most frequently used models in their neighbourhoods. Originality should be avoided at all costs, since it gives "mock-antique" results.
- Do nothing that is irreversible: any work on the heritage, including work carried out to safeguard and protect it, should allow for a return to the original condition.

2.6. Re-assigning one's heritage

- Re-assigning means allotting a new use. Many heritage items, like fortified castles or hay-cutters, no longer serve their traditional function. Finding a new use often seems the best way of ensuring their conservation, which depends on the type of heritage concerned.
- Small heritage items may be preserved in museums or collections as evidence of the past. They can be appreciated for their simple aesthetic value (philosophers referred to "artialisation", making things art) and end up as decorative objects.
- Some heritage items are not easily transportable (buildings, landscapes) and the cost of preserving them may thus threaten their survival.
- Among existing solutions, the most commonly used involve: conversion of heritage into visitors' sites, e.g., writer's home, blacksmith's forge; conversion of former farmhouses into second homes; conversion of buildings into holiday accommodation, social housing, exhibition areas, municipal halls, community centres or new industrial areas.

2.7. Renovating and rehabilitating one's heritage

- These two ways of modifying heritage scarcely help to enhance it and are therefore not recommended, but must be mentioned as they often interfere with restoration or re-assignment.
- Renovating means making a building or item that is considered dilapidated look like new. It may require the complete destruction and rebuilding of an item, with no concern for restoration. This solution is almost always the least expensive and results in traditional farms being converted into standard villas, or in simple desertion for a new building, usually on the outskirts of a village.
- Rehabilitating consists in bringing modern comforts and health and safety standards to houses that are considered too old for modern requirements. However, the strict application of urban planning regulations, which were intended for new buildings,

often threatens the integrity of traditional buildings, e.g. raising of floor levels, disproportionate openings in old walls, etc.

Rehabilitation or renovation?

- Rehabilitation, legitimate in its own right, concerns mainly the interior of buildings. However, introducing modern standards of comfort may encourage the rejection of certain constraints on the exterior (service lines, etc) and rejection of restoration in favour of renovation: for example, concrete may be used for window frames rather than local materials, viewed as too expensive.
- For the same financial reasons, renovating a façade could do irreversible damage to an old house’s traditional character.
- Various solutions exist: for example, local authorities could take responsibility for at least some of the extra cost entailed by “non-invasive” restoration work that respects old materials and know-how.

2.8. Handing down one’s heritage

- Heritage is often defined as a set of assets inherited from one’s parents. In this respect, it is appropriate to consider what we will leave to our own descendants. Revitalising heritage means ensuring that it is handed down in good condition.
- However, handing down one’s heritage also means sharing a community-based culture, an identity and a sense of belonging. Consequently, heritage may make for exclusion of those who have not known their ancestors. It should be remembered that heritage is the common property and responsibility of everyone: it is not only those who are born in a particular country who have a stake in its heritage, but all those who share, in one capacity or another, a number of communal values.
- Accordingly, heritage should contribute to building an identity that respects diversity and also binds together all the users within a territory.

How can one improve one’s heritage?

- Although “prudent” management of family assets is defined as handing them down to future generations in the same condition as we inherited them, it also implies improving this legacy.
- Improving heritage through enhancement may contribute to this process: restored buildings, preserved items, revitalised traditions, etc.
- While certain monuments and art objects have always been intended as future heritage items, the majority of old objects that we now conserve were not originally intended for this purpose. What we build today is tomorrow’s potential heritage, but which items will achieve this status? Which of today’s farm buildings can hope to compete with traditional farms?

- Quite apart from strictly functional and economic approaches, only a constant concern for quality, in any construction whatsoever, can contribute to this goal.

2.9. Handing down practices, skills and know-how

- Heritage items are inseparable from the practices, skills and know-how that are connected with them, that gave rise to them and that invest them with meaning. Handing down heritage should thus focus on these elements as much as on the items themselves. One might even ask which is more important: preserving a swing plough whose origin, method of construction and use are unknown, or preserving the skills and know-how that will enable an exact copy to be made and used? One should aim to preserve both.
- Understanding skills and techniques should be extended to entire fields: knowing how to construct a dry-stone wall also means knowing how to select the right stones, knowing the locality, the methods and criteria for extracting stone, etc.
- Collecting information, its detailed description and its dissemination are preconditions for handing down skills successfully. However, nothing can replace practice in the context of training courses or demonstration workshops, which are the only ways of ensuring faithful restoration or, where necessary, exact reproduction, without being unfaithful to the original design.

3. Project: what is the meaning of the project?

Before taking any action involving heritage, it is important to define what one wishes to achieve, why and for whom. When drawing up projects, one must take into account existing general policies and the public, on whose behalf one wishes to act. It is essential that such projects mobilise a great number of partners and that local residents be involved through a participative approach.

3.1. Putting policies in place

- All forms of heritage are characterised by a relationship with time and space. In terms of time, heritage ensures, at a given moment, a link between the past, which it represents, and the future, which is connected to how one plans to use it. As a spatial marker, it is linked to a given territory, itself identified by all the heritage elements that make it up and which have certain features in common.
- Accordingly, enhancing this heritage presupposes a two-way analysis: (1) analysis of the components of the spatial and temporal relationships, (2) analysis of the “good use” of the heritage concerned, in terms of territorial development prospects.
- The concept of a project arises at this stage. It is advisable to construct projects to enhance elements of a given heritage in the local context.
- Sustainable development of a territory results from an appropriate balance between the meaning assigned to their heritage (in the widest sense) by local populations and

their partners, and society's expectations (i.e., partners from outside the region). The participative approach should take this requirement into account. The prospective uses put forward for heritage items (an essential step) should be developed from this perspective, which allows greater light to be shed on the choices regarding different types of use, whether social, cultural or economic.

- At the same time, any proposed action must take into account a number of constraints. Apart from those relating to procedures linked to the very nature of heritage, the approach must seek to define what specific measures will be used to implement the enhancement project. The financing and action methods, outlined elsewhere, are factors that will affect the direction and content of the project itself.
- The participative approach implies that each legal entity or individual potentially concerned by “good use” of some heritage element takes part in the enhancement process.

3.2. Who are the partners in a participative approach?

- Implementation of a policy to enhance heritage usually results from initiators, who can be divided into four groups. It could be a specific private or public initiative by individuals, organisations, professionals, elected representatives etc. The methods used to mobilise resources will depend on how these groups are represented.
- The first concern of these “initiators” should be to identify all the interested partners, who have: interest or even passion for its nature or function; a relationship of proximity; specific knowledge or related skills; decision-making powers regarding its use or the process of preserving and enhancing it.

When these partners come together, a forum for dialogue and co-operation is created. Depending on the situation, one or the other type of partner may play a dominant role.

- Experience suggests that a fifth category of partner should be able to intervene, namely professional communicators, who have professional training for such a role, knowledge of the heritage field concerned and experience in public communication.

3.3. What are the various steps in the participative approach?

- The first step involves becoming aware of and recognising the nature of heritage. Here, an inventory is the key element. It should not be drawn up by specialists alone but prepared with the participation of residents and associations.
- The next step is the presentation of heritage. This is most frequently done through on-site visits and exhibitions. This should preferably be accompanied by genuine items for the promotion of heritage and the themes that they symbolise.
- Next come discussion and audit. This can be done through a debate forum, since it determines the nature and form of the consultation on the potential use, through public discussion or consultation through oral and written surveys.
- The next steps concern the implementation of the project and its inclusion in the development process. Participation is required both in developing the decision-making process and in constructing partnerships for action. These two steps often overlap, since various partners are involved in decision-making, although this is most frequently

the responsibility of an “elected” partner, for funding reasons. Nevertheless, in analysing the components of the participative approach, it is essential to distinguish the various steps.

– An important element of the process lies in defining who will direct the project. Obviously, once a project reaches a certain size, it is essential to put in place a steering committee. Even within such a body, the task of publicising the project is essential.

3.4. Projects must be integrated into more general approaches

– Heritage is the result of various activities on a territory. As such, it is part of the natural, economic, social, human and other potential activities that the audit should bring out. Any action should thus be planned in the context of the overall policy and major guidelines for the area under consideration.

– There are various ways of working. Work on heritage may sometimes move away from the above policy (e.g. urgent archaeological digs when marking out a motorway) and may also contribute to policy implementation.

Restoration of traditional buildings: one way of fighting rural exodus

Many communities must cope with the abandonment of traditional buildings in village centres. Faced with the problems of joint ownership or restoration costs that are too high, people looking for housing are likely to build on the outskirts of villages and thus to contribute to urban sprawl. Otherwise, when they cannot afford this, they look for rented property in other communities and accelerate the rural exodus.

After drawing up inventories and audits of abandoned buildings, some local authorities have secured authority over land transactions, undertaken the necessary restoration work in line with the heritage character of these houses, and offered them for rental, either short-term (municipal holiday accommodation) or on an annual basis (municipal rented housing).

There are many advantages to this approach:

- the traditionally built heritage in village centres is safeguarded;
- local authorities supervise the quality of restoration, in line with previously determined construction specifications;
- an end to depopulation or sometimes even repopulation in the municipality, via the offer of rented property.

3.5. Projects are targeted towards particular groups

– How is heritage to be discussed? Heritage can be discussed in its own right, but also in terms of environment, economic and/or tourism development or regional planning.

- What public will be targeted in particular? It is advisable to target particular groups for any heritage project. “Everyone” or “the general public” is not a good definition of a group. It is absolutely vital to identify an audience to prioritize, which does not however mean that there is no need to consider possible overlaps between different groups’ various expectations.

Four questions to be asked

- Why do we want to take action in the field of heritage?
- Is it in order to safeguard a threatened asset or to support a long-term general policy?
- Do we only want to ensure that heritage is handed down, or do we also want to attract tourists and businesses, to improve human environment and to combat rural depopulation; can these four things be reconciled, and, if so, how?
- How will the proposed activity support – or invalidate – this policy?

3.6. Projects must mobilise all players

- Every person and practice affects, or may affect, heritage to some extent or another, whether in terms of creation, maintenance, management or enhancement. Projects are therefore the responsibility of all, and cannot be the prerogative of specialists alone.
- Collaboration and involvement of all partners (residents, elected representatives, authorities, etc) are necessary from the outset in preparing a long-term activity. Even more than awareness-raising, mobilising these various partners around a common project is a crucial step in the operation’s success.

3.7. Projects are drawn up along with local residents

- Public authorities cannot do everything because they do not have enough resources and they have only a limited capacity to intervene in the private sector. Maintaining and enhancing a territory’s overall heritage thus rests largely with the residents themselves.
- Steps should be taken to convince the public of the value of a freely accepted collective project that unites the public and private sectors and that is based largely on citizenship and personal initiative.
- Accordingly, particular attention should be paid to the question of what motivates residents to become involved. It will then be easier to launch new projects on heritage elements that are less consensual but which require urgent or priority action.

3.8. Heritage policies concern all the elements of heritage

- Heritage is defined by all of its elements.
- Prestigious monuments and sites should be given prominence in line with their status.
- More modest examples of a territory’s heritage deserve equally consistent attention.

- Assigning varying degrees of value to these heritage elements is only justified to the extent that this makes it possible to consider action adapted to each particular case, in a search for complementarity.

3.9. Today's creations are tomorrow's heritage

- Heritage that is now so appreciated is no more than yesterday's creative activity, and while its preservation is a legitimate concern, this should not disguise the need for reflection on the quality of current and future constructions.
- Various activities, including economic activities, are not necessarily opposed to heritage: if well thought out, they can be mutually enriching.
- Shopping centres, agricultural buildings, factories or housing, built with a view to quality, contribute to a territory's overall image and represent tomorrow's heritage.

4. Implementation: how are projects to be implemented?

Implementation of heritage projects involves various phases. Setting up a committee to enhance items of heritage makes it possible to obtain better recognition, clarifies the wish to take action, and involves the parties concerned from the outset. Preparation of the preliminary project covers the selection of a contractor, looking for partners and drawing up specifications. Formalisation of a project leads to funding applications and the project becomes the "property" of the territory's other users.

4.1. Bringing projects to life

- *Creating an "enhancement" committee*

This first committee will have the task of obtaining recognition for an item of heritage beyond its immediate circle, so that regional partners may grasp the idea that action can be taken. At this stage, the issue is not so much one of identifying enhancement tools, but of attracting attention. The committee could also be referred to as a "support" or "defence" committee. Such committees could be set up by associations that are not directly involved with heritage, or even by private individuals, whose opinions would be followed up by the voluntary sector.

- *Membership of the "enhancement" committee*

The follow-up committee could be composed of legal entities or individuals involved in the territory. Proximity often helps to unite people around a project. In order to have the widest membership possible, restrictions should not be imposed on the areas of interest of those contacted, and the group should be cast beyond the local community.

This initial committee should gain the widest possible support from the parties concerned, both throughout the territory and among the public. With this in mind, public meetings can be organised, the issue publicised in the local press, and contacts sought with the voluntary sector. It is not essential that elected representatives be involved in the initial stages, since it is advisable that the idea of necessary

enhancement be promoted outside the framework of political issues. Securing the services of at least one expert will also help with recognition.

One way of avoiding pitfalls is to clarify, from the outset, each person's position, stressing the committee's consultative role, and to clearly highlight the innovative role that this body wishes to maintain, although it will necessarily change as the project develops.

– *Integrating the enhancement project into a collective approach*

In order to integrate the enhancement project into a collective approach, attempts should be made to involve all the parties in the territory concerned:

- the local population (which will encourage elected representatives to take an interest);
- representatives of associations (an essential network at regional level and a focus for skills);
- professional representatives, (e.g. farming unions if the heritage involves farming trades). By involving professions, the project will reflect social and economic challenges more accurately;
- various experts (from local scholars to tourism specialists: scientific competence could help give the project legitimacy in the eyes of institutional bodies).

– *What can be done to improve projects?*

The “enhancement” committee must be able to change, especially by seeking contributions from partners involved in similar projects. It is important to break out of the format of formal meetings and advisable to hold additional on-site meetings, so that space and environment can be taken into account. Additionally, at this stage of the project, it is necessary to seek first-person accounts rather than expert opinions.

– *The need for structure*

United by the first enhancement activities, those involved in the project now try to define a status for their group, which will act as interlocutor with institutions and local authorities.

Three scenarios are possible:

1. the committee may be “hosted” by an existing association,
2. an *ad hoc* organisation may be set up,
3. where a project has been launched by an individual, this person may maintain his or her autonomy.

Associative status should not be sought solely for the sake of having a “letterhead”, but should reflect a genuine commitment on the part of its members.

– *Drawing up an inventory of cultural and tourist potential*

When drawing up the draft project, it is advisable to look for information and technical advice about similar projects, available budget headings, etc. However, it is also necessary to step back from the project to analyse the potential of the environment, by evaluating the territory from the perspectives of tourism, culture and social questions.

Specific activities

- For example, a film about a similar experience could be screened, or an appropriate person from such a project invited to speak; better still, a small study visit could be organised for some of the committee members.
- These activities should provide tangible and original material for discussion. In particular, they should demonstrate the strength of the first partners' commitment.

This first list will highlight certain areas of potential in the project, without however shaping it completely. For example, a project aimed at enhancing a small heritage aspect should demonstrate how it could be used for developing tourism or cultural activities, or its key role in regional planning. The requirements of this inventory mean that a formalised study should be carried out.

4.2. Drawing up the pre-project

Once the first document has been drawn up, identifying the general ideas in the heritage enhancement project, a more formal phase begins. During this phase, scientific collaboration can be sought, and financial partnerships envisaged. It is at this stage that the project's scale and feasibility are determined.

The project's scale will determine the challenges ahead.

– *Selecting a contractor*

If the project is not directed by a body (such as a union of local authorities) that is the de facto contractor, the steering committee will select one. The contractor should be able to provide financial considerations in funding applications.

The contractor may be a private individual (e.g., the owner of a manor, a farmer), an association (with sufficient financial resources for the project) or a local or regional authority (municipality, inter-municipal body).

The choice of contractor is made on the basis of various technical criteria (ability to mobilise expertise), financial (for example, a religious heritage trail across a small region is frequently beyond a municipality's resources) and political criteria. With regard to the last factor, it is advisable to take into account political contexts and strategies, even at a local level (for example, ensuring that implementation of the project will not be impeded by elections).

– *Setting up a steering committee*

It is the project initiator's task to suggest to the follow-up committee that a steering committee be set up. This body will have several functions:

- approving or appointing the contractor (the steering committee will choose the best contractor);
- appointing a head of project, who will have a leadership role; the steering committee could legitimise the initiator by appointing him/her head of project, or look for new skills that correspond to the project's development needs. However, care should be taken to avoid the aberration of taking the project "away" from its initiator; he or she should be found an honourable role, in order to maintain a link between the project's birth and its future;
- associating all the parties concerned is of major importance for the project's future. The steering committee will be the forum at which the various partners can express themselves and explain how the project fits into their policies;
- choosing the service providers. The project leader will use the steering committee as a jury for selecting architects, consultancy firms and other experts;
- approving the outcome of proposals, whether those of the head of project or of the experts and consultancy firms contacted; accordingly, the steering committee should meet regularly throughout the project's implementation; the minutes of its meetings will be distributed to committee members and will help in decision-making about project development;
- approving the final project. The final project should be viewed as the tool which will allow the activity to take shape; it is the result of summaries and guidelines prepared on the basis of proposals from all the contributors (experts, architects, the project initiator, head of project, elected representatives, etc.) and discussions within the steering committee.

– *Bringing in experts*

It is important to clearly identify the reasons for bringing in experts. It is also essential to define the questions that they are to be asked. Also, when working with consultancy firms on heritage enhancement or tourism development, it is vital to treat their contribution in terms of objectives to be attained. There are certain consultancy firms that can look after a project from start to finish, but in such cases it is often much more difficult to make it "belong" to local partners.

– *Establishing time and quality requirements*

The steering committee's very first meetings should be used to discuss deadlines for future activities and the quality of the desired results. A good schedule of work will enable the partners to monitor the project's progress; in turn, it becomes a framework, facilitating dialogue between the various partners. This qualitative framework of action on the project can be guaranteed by drawing up technical specifications, where an expert is involved, or through the work of a special committee.

The experts

Experts bring a specialist's view to particular aspects of the project. They fall into two categories: heritage experts and promotion or communication experts. For example, a historian or an ethnologist could help define the project's scientific content, whilst a specialist in tourism or cultural communication will advise on bringing this content to the public.

These experts include:

- Specialists in an area of heritage: geographers, historians, ethnologists, archaeologists (these experts may be contacted via universities).
- Communication specialists: architects, scenic artists, museographers, publishers.

4.3. Formalising the project

In this phase, the main partner could call on a technical adviser, who would be recruited for a given period, or on a consultancy firm. These two options have their respective advantages: for example, a technical adviser could quickly obtain a high profile among those involved in the territory and thus help with publicising the project, whilst a consultancy firm would bring useful external benchmarks for specific activities such as the evaluation of target groups.

– Funding applications and preparing documents

The main partner, assisted by various experts, will monitor the tourism and cultural aspects of the project in a coherent and appealing way and put together the financial aspects of the operation.

The financial arrangements are prepared on a provisional basis, and it is recommended that they be spread over three years. However, the file should be brought up to date as new partners make commitments. There should be a proportion of self-funding, which will be linked to development of the project's core activity.

Opportunities for sponsorship should not be neglected, and businesses should be contacted. Each funding request will take a particular angle, in line with the interests of the party being solicited.

The technical specifications

This may contain:

- the forms that the commissioned research may take;
- the methodology for dealing with the list of persons and bodies to be consulted;
- schedules;
- deadlines for presenting intermediary work;
- definition of the item requiring work;
- evaluation of the various phases of the work.

– *Winning the population and regional partners over to the project*

Publicising a project is not easy: at what stage should this type of activity be undertaken, and what aspects of the project should be presented? Here too, the scale of the project will determine the practical communication arrangements. The local and regional press remains a key information channel. Public meetings are another method. For example, when rehabilitating an aspect of the built heritage, information should be disseminated well before the application for building permission is lodged, and certainly well before work actually begins. Equally, when tracing a landscape discovery trail, a public meeting will allow the views of other users to be sought; those who define themselves as traditional users should be able to express their views.

Advice for the funding application

– When looking for funding, care should be taken in replacing the professionals involved in preparing the dossier: one should be able to co-opt their experience. For example, specialists' help is essential in applications for European funding, since it is important to have in-depth knowledge of the texts and practices relating to such applications. Thus, they can give opinions on the nature of co-funding arrangements, the percentages required for such arrangements, and on the inter-relationship between the various measures (investments, mechanisms).

– Before sending a funding application to a partner, it is advisable to be aware of the amount of support that it usually grants, so that the application can be matched to its capacities. In practice, funding applications that do not correspond to a partner's capacities are quickly ruled out. This information can be obtained by asking a specialist in the institution concerned, by asking to consult previous applications, or by negotiating with these partners if they are part of the steering committee.

Advice on improving the public's knowledge of the project

– Depending on the project's content, contact, for example, teachers (there is sometimes a strong link between the school population and the public at large);

– Organise on-site visits (for elected representatives and the architect).

– Don't forget public meetings.

– Make a "comments book" available, especially when a project is likely to have impact on the life of those living in or using an area (such as a wetland landscape).

– Having monitored a number of previous cases, it seems that the point at which the steering committee is set up is an appropriate time to begin communication activities. The project's cost should also be one aspect dealt with in any information campaign. Whilst financial transparency may sometimes provoke fears

about public reactions, it will facilitate decision-making and help guarantee success.

II. METHODOLOGY OF OBSERVATION

The methodology (i.e. a series of methods and techniques that allow for a coherent and effective approach) proposed in this guide should enable to learn to observe rural heritage in greater or lesser depth, depending on the situation and the objectives, by following the approach set out below:

The approach

- Clarifying the project: to clarify your project, you must enlist the communication specialists and population concerned, and finely tune in to the activities planned.
- Selecting an area: if the project is to be as coherent and effective as possible, you must first choose an area, i.e., focus your research within a specific and meaningful locality.
- Identifying rural heritage. Using appropriate tools, both geographical (site exploration) and historical (identification of documents), you will then identify the various elements of the area's rural heritage. To do this, you will establish their existence both by an inventory and through discussion on the component parts.
- Classifying and categorising heritage elements: this inventory will enable you to classify the elements of heritage and categorise them using one or several specific approaches. It will enable you to bring out all the hidden, ignored or forgotten aspects of heritage.
- Understanding relationships and changes: it is important that you should also be able to understand the relationships which unite these elements among themselves and which make it possible to categorise the context or the set of circumstances in which they exist. Of course, this context and background have developed over time. You will be able to understand these developments better by placing the various elements in a historical perspective.
- Understanding heritage from a local development perspective: the impact of enhancement on the region's economic interests.
- Evaluating heritage: aside from its state of preservation, a heritage element can be better evaluated by integrating it into environmental and territorial concerns.

1. Clarifying the project

Local populations are at the heart of rural cultural heritage. They identify it and assign it an identity-based value. It is they who can make it come alive on a daily basis and can be enlisted to assign it a role in local development.

– *Initiating an enhancement project*

If you wish to launch a project to enhance and develop rural cultural heritage, you have to ask which intermediaries you should contact and which population groups they can help you mobilise.

Leaders of associations (members of youth clubs, senior citizens' clubs, rural life and heritage clubs); local elected representatives (members of municipal committees, the public in the municipalities and areas concerned); teachers, adults receiving training, those in adult education; agricultural advisors (farmers); those responsible for tourism (those working in this sector).

– *Determining the appropriate methods*

What are the most appropriate methods for involving them? This can be done through meetings, exhibitions, audiovisual programmes, articles in municipal and trade journals, training activities, guided visits, “fun” visits.

– *What activities should be proposed?*

What activities can you offer in order to develop your project steadily? Exploration, locating items, drawing up an inventory, research, preservation and upkeep, enhancement, a conservation or development project, new use.

2. Selecting a locality

Heritage elements assume meaning and value within a specific territory. In return, they assume that territory's identity and strengthen it.

You should opt for a locality that allows for identity-based references and that corresponds to the target audiences, communication strategy and objectives that you have identified.

You must select a locality:

– *that allows for a comprehensive approach*

You can choose a locality that allows for a comprehensive social, cultural or economic approach, such as a municipality, which is the most convenient research unit, since it corresponds to long-standing human communities.

– *with biogeographical unity*

You can choose a territory with biogeographical, climatic or soil unity, such as a valley, plateau or terrain.

– *that is made up of several local authorities*

You can choose a territory that is made up of several local authorities with similar architectural, economic and cultural features, or which share a common project (regional nature parks, districts, cantons, territories...).

3. Identifying rural heritage

The use of varied and gradual techniques to identify the elements of heritage should be accompanied by debate between the representatives of all the parties involved. This will facilitate the emergence of the identity-based references that invest such elements with a cultural value.

Depending on the target audiences and objectives you have set, it is advisable to identify rural heritage using suitable tools that will allow for observation and analysis, moving from a responsive approach to analysis, from locating items to an inventory as appropriate.

Rural heritage should be identified:

– *On the ground*

The techniques are: a responsive and sensory approach on the ground; specific methodical observations (interpretation of a landscape, analysis of a built element, thematic route, etc.); comprehensive identification of relevant items in a territory by travelling around it; reading the official 1/25,000 map; sketches, photographs, drawings; classification and systematic summaries; comparative cartography, comparison of old and new land registers.

– *At documentary level*

The techniques are: inventory (consultation of existing databases, organisations, bibliographies); research in old and recent photography collections (post cards, local photographers' archives, family archives); consultation of local archives (municipal, parish administrative and private); interviews and oral enquiries (collection of residents' and farmers' memories).

– *By simply locating the elements*

Prior to any classification work, the ideal scenario is to launch a stage of simply locating the elements. You will suggest approaches using landscapes, buildings, regional products, craft skills, social practices (life and work), symbolic representations, etc.

There should be a phase in which the partners familiarise themselves with local heritage. This completes the identification through identity-based benchmarks. It is carried out:

– *By contrasting various portrayals*

Contrasting portrayals: the value assigned to the elements in their own right, as common property, from emotional, aesthetic, identity-based perspectives, etc.

– *By comparing opinions*

Contrasting points of view: owners, mayors, farmers, residents, visitors, ecologists...

– *By defining heritage concepts*

Definition of the concept of cultural and historical heritage, of common property.

4. Classifying and describing heritage elements

Classification is only meaningful if it allows for better knowledge of all the elements in heritage, from the most visible to those that are less well-known, hidden in our daily use, pushed from our memory or abandoned because they are no longer useable.

You can classify and categorise heritage elements for the purpose of drawing up an inventory that is as exhaustive as possible and considering rural cultural heritage in all its dimensions.

– *Thematic classification*

Water: wash-houses, fountains, watering places, ponds, canals, locks, etc.;

Religion: chapels, oratories, crosses, etc.;

Work: craftwork, agriculture, small traditional industries, etc.;

Travel: trails, paths and roads, railways, etc.;

Crossings: fords, bridges, aqueducts, etc.

– *Classification by location*

Locations: historic sites, areas for residence or work, public places and areas for social life, private and domestic contexts, far out in the countryside, etc.

– *Classification by function*

Functions and uses: residence, farming, agricultural, herding, forestry activities etc, social or symbolic functions (beliefs, tales and legends).

– *Gradual classification*

Going from aggregates (landscapes, villages, etc.) to isolated elements.

– *Categorising the elements*

Assets may be tangible (buildings), intangible (know-how, portrayals) or fungible (animal and vegetable species, regional products).

– *From the most visible to the most secluded*

From the most visible to the most hidden, from protected to threatened elements, from the exceptional to the everyday: “obvious” heritage is recognised (tourist publications, press articles, magazines, routes, etc), listed (or could be) and often imposing; the “everyday” heritage is assigned a range of uses, and people are not always aware of its heritage values: recognition is therefore necessary. This concerns the majority of the built heritage that is still inhabited, the agrarian landscape, but may also be true of a line of trees, irrigation networks, a culinary tradition, etc.

– *From the operational to the obsolete*

From working heritage to heritage that has been abandoned or is obsolete: the second category is of no current use and is threatened by slow deterioration or disappearance (destruction, neglect, etc.); this could include olive terraces that have been left untended, a hay-barn in ruins, a craft skill that is not handed down, etc.

5. Understanding relationships and change

No heritage element can be understood in isolation. It must be reconstructed as part of a wider whole, in which uses, social and agrarian practices and imagination infuse life and connect it to other elements of heritage. Oral and historical research are essential in achieving this objective.

For a clearer understanding of the relationships between one heritage element and another, and its role in a wider context or group, focus on relationships in a geographical framework (mountains, the coast) associated with a specific culture or in the context of a complex group of elements, such as a landscape or architectural entity (functional and aesthetic relationships).

By collecting people's memories and using chronological observation, historical research makes it possible to trace changes in uses, techniques and know-how.

– *Historical development*

Taking historical development into account (through archival documents, library holdings); dating; by analysing the contexts in which heritage elements were created.

– *Landscape development*

Taking account of changes in landscapes, buildings and agricultural practices: through comparative analysis of cartography, land registers, iconographs and photographs.

– *Changes in use*

Taking account of changes in the use of buildings and land parcels, in the light of economic, technical, social and cultural conditions: by gathering first-person accounts.

6. Heritage and development

Understanding heritage from local development perspectives. Rural cultural heritage has become a modern asset. Far from being a nostalgic trip back in time, it is a springboard for development projects and can mobilise a region's business community.

It is advisable to:

– *Encourage dialogue*

You can encourage dialogue on regional planning issues, new uses of farming, sustainable development, etc.

– *Identify enhancement activities*

You can evaluate rural heritage's integration into development projects by identifying potential enhancement activities:

- traditional skills in their economic and cultural context (exhibitions, demonstrations, interpretation centres, traditional houses, various events, etc.);
- re-assigning traditional buildings to public use (such as cultural premises);
- cultural activities and events;
- developing tourism (tourism facilities, circuits, itineraries, welcome services);
- marketing quality local products (markets, on-farm sale, etc.);

- agricultural landscapes and practices (heritage management as part of agricultural and environmental measures, “sustainable development plans”, “land use contracts”, etc.).

- *Identify inter-municipal projects*

You can take account of inter-municipal projects (regional nature parks, territories, districts, etc.)

7. Evaluating heritage

Rural cultural heritage can be evaluated within a civic approach. Since it is much more than a matter for experts alone, all the partners should be concerned by collective recognition of its public interest, via increased vigilance in conservation and the wish to enhance it.

- *Evaluating changes*

Each element of heritage can be evaluated: its development, state of preservation or the indicators of change.

- Development: stability, neglect, “natural” deterioration, rehabilitation, enhancement;
- State of preservation: very deteriorated, would lend itself to restoration, well-preserved;
- Signs of change: different uses (land parcels, buildings, etc.), disfigurement, the risk of destruction connected with building work.

- *Assessing the positive and negative aspects*

You can carry out an environmental-type evaluation:

- By assessing both the positive and negative environmental aspects, based on an approach that is: sensory (smells, noise); visual (electricity cables, water towers, industrial buildings, materials, architecture, etc.); ecological (proximity of waste dumps, stockpiles, warehouses, etc.).
- By identifying abandoned areas (lack of maintenance, threat of deterioration, especially as regards the built heritage).

- *Exchanging and discussing*

You can debate the value of heritage:

- By discussing on the value of the elements of heritage in their own right, for others, for the community: emotional, aesthetic, identity value (recognition, social link, citizenship, etc.).
- By discussing certain elements’ vitality (through their current strong economic, social or symbolic function) and, conversely, the “extinguished” or totally abandoned heritage.
- By discussing the value of existing facilities and their integration: improving what is already there, reallocation, tourism or cultural facilities, etc.
- By discussing the relevance of tourism development projects in relation to community identity.

- Discussions about backward-looking and superficially picturesque visions of heritage, the danger of a ghetto mentality, the search for a “bolthole” or, conversely, modernity and its appropriateness in local development, the need to be open to multiculturalism.

III. HERITAGE’S COMPONENT PARTS

1. Reading a landscape

Compiling a list of the items of rural heritage in one’s region or territory begins by reading the landscape in front of us. You should therefore identify the various elements that make it up, and locate and date them, so that you can then examine them using the various sheets in this chapter. Make a point of describing the relationships between them, and considering how they were (and still are) structured as part of a coherent whole: how, for example, can the co-existence of crops and animals on a single territory be reconciled? This approach should make your audit easier and help to identify possible activities for safeguarding and highlighting heritage.

- *Spatial organisation – the elements that give shape to a landscape and divide it into major sections: cultivated, pastoral, forest, aquatic and built land (from the village to dispersed habitat).*
- *Agrarian landscapes – the way in which agricultural activities shape the landscape: open fields, woodland, marches, terraces, vineyards, mountain landscapes.*
- *Reference points – proof of human presence: signs/landmarks, water channels, religious buildings, commemorative edifices and installations to protect against natural risks.*
- *Communication channels – everything that contributes to establishing links within a specific community and between the various communities in the landscape under study: roads and paths, navigation routes, railroads.*

1.1. Spatial organisation

This is the broad view of a landscape. Various activities are distributed over the land on the basis of environmental (relief, climate, soil type...) and cultural constraints: identical constraints do not always correspond to identical responses. Some old and recent landscapes have a homogenous appearance. Others are in flux, and a single area will have visible traces of traditional activities juxtaposed with new uses of the countryside.

a. Assessment criteria

– *Cultivated land*
 How is it composed (open fields, hedgerow, terraces...)? How are the parcels of land arranged (in strips, pie-shaped wedges, etc.)? Are the fields enclosed, and, if so, how? How are the land parcels reached?

– *Land for animal husbandry*

What areas are used for animal husbandry (meadows, trails,...)? Are there several distinct areas? Do these vary according to the season? How are these areas marked out? Do they include permanent structures (mountain farms, shepherds' lodges, etc.)?

– *Forestry land*

Where and how is wooded land divided up in the territory? What types of afforestation are seen (forests, woods, copses...); what are the dominant species? How are these wooded areas arranged (high forest, coppice, coppice-with-standards, etc.) and who manages them (private forests, state forests)? Do the residents enjoy particular rights (right to gather wood, etc.)?

– *Aquatic areas*

Where is water present (rivers, lakes, ponds...)? Have these expanses been created or laid out by man? How and why?

– *The built area*

What form has the built area assumed (village, hamlets, scattered habitat, etc.), where and why? How does this compare with the past, and how such buildings were laid out (see the old land register)?

b. *Evaluation*

– *Positive aspects*

Study the landscape's coherence, the relationships between its various elements, the permanent features and transitory features: try to identify to what extent it can still serve as a setting for future conversions and transformations.

– *Negative aspects*

Lack of control over the area (pockmarked development, chaotic urban planning, "dotted" areas of woodland, fallow land...), particularly unsightly areas (no harmony between buildings in terms of their scale, rubbish dumps...). Try to predict possible long-term development on the basis of identified trends.

1.2. Agrarian landscapes

a. *Assessment criteria*

– *Open fields*

Are they characteristic of the regional landscape? What types of crops are they intended for? How are the edges of fields and land parcels marked? Have some paths disappeared, been restored, or created? Why?

– *Hedgerows*

What do they look like (relief, size of parcels, “meshing”, proportion of crops and meadows, etc.)? How are the hedges constructed (pollards, shrubs...)? How has land consolidation affected hedgerow landscapes?

– *Marshes*

Are there several specific areas (dry marsh, wet marsh, temporary meadows, etc.)? Are they still used? By the community?

– *Terraces*

Why were they laid out? When? For which crops? What are their features (construction, slope of the beds, are they irrigated and/or drained...)?

– *Vineyards*

What is their role in the countryside? Since when? What forms of vegetation are found alongside them (rose bushes, willows...)? What are they used for?

– *Mountain landscape*

How have the various buildings been erected in terms of natural risks? What are the characteristics of mountain flora and fauna, both natural and domestic? What types of problem does this pose?

b. Evaluation

– *Positive aspects*

The elements that form part of agrarian landscapes, and contribute to diversity in all its forms (bio-diversity, cultural and landscape diversity), as well as the people who maintain them (farmers).

– *Negative aspects*

Old practices that are now out-of-date, new uses of the countryside. Study the reasons for abandoning agrarian landscapes and the possibility of finding a new use for them, as well as the respective contributions of farmers and new users to maintaining these areas.

1.3. Communication channels

a. Assessment criteria

– *Roads and paths*

How is the local network of roads and paths organised, and on what hierarchical basis (national or county roads, by-roads, access to land parcels...)? Is this network as dense as in the past? Why? Do they have any special features (sunken lanes, cliff roads, drove roads...)? What are they lined by (embankment, trees, fencing...)? Are there any noteworthy roads (Roman road, paved road...)? What is their history? What is their current condition? Are they covered by any particular protection measures?

– *Navigation routes*

Is the river navigable? Developed (have the banks been reinforced, are there any art works)? Are they used, and for what purposes? When was the canal built, and for what purpose? Has it been developed (locks, port, bridges...)? Is it still used, by whom and why? What condition is the towpath in?

– *Railways*

Are there pieces of art and buildings alongside the rail tracks (tunnels, bridges, viaducts, stations, level-crossing houses...)? When do these date from? Who built them? Are there old tracks that are no longer used? Old tools? What has happened to them? Why did they fall into disuse?

b. Evaluation

– *Positive aspects*

Regular maintenance, a wish to integrate these elements into the landscape. Old paths may now be used for new purposes, through tourism and leisure activities.

– *Negative aspects*

Standardised and badly-integrated equipment, pointless signs (advertising). Paths that go nowhere (access paths to former land parcels), circular paths (walks) and communication paths. Investigate why they have been abandoned and the potential for rehabilitating them.

1.4. Neighbourhood constructions

a. Assessment criteria

– *Signs and landmarks*

What are the reference points (milestones, landmarks, steeples, silos...)? What methods were used to mark farm boundaries, the intersection of roads and paths, ownership or land parcel boundaries...? Which trees are characteristically found in cemeteries, around important houses and alongside roads?

– *Water supply*

Where does the community's water supply (for feeding or watering) come from? Are there structures linked to water conveyance or distribution (aqueducts, water towers, furrows, sluice gates...)? What springs, fountains or wells still exist on the territory? What condition are they in?

– *Religious constructions*

What small religious monuments exist? Where are they located? Where is the cemetery? Are there isolated tombs? Why? Why were roadside crucifixes and crosses erected (expressions of gratitude, mission cross...)?

– *Commemorative items*

What commemorative structures exist (statues, plaques, monuments to the dead, thanksgiving plaques, graffiti...)? What important events have shaped the community's history?

– *Natural risks*

How did the community organise protection against natural risks: watches, mandatory work, isolated buildings (attics, barns), etc. What equipment was – and is – specifically designed as protection against such risks?

b. Evaluation

– *Positive aspects*

Some items of equipment have distinct regional features. However, their old or modern use is not always properly understood, especially by visitors. Nonetheless, they could be used for display or particular explanations.

– *Negative aspects*

Lack of maintenance, standardisation that ignores specific local features and trivialises the landscape. Do modern amenities, often considered as “eyesores”, have the potential to become works of art?

2. Buildings

A building is defined as a permanent structure composed of walls and a roof. In rural world, castles, houses, farms, barns, stables, factories, places of worships, etc, fall into this category. Their form frequently depends on their purpose, as well as the technological skills available when they were built, regional materials, site restrictions, traditions, regional architectural styles, local ways of life. In addition, construction techniques are constantly developing and contribute valuable historical points of reference. In rural world, however, built heritage is not limited to buildings per se. It also includes fountains, washhouses, food markets, archaeological sites, ruins and walls, etc: everything that, in one way or another, helps to structure space.

– *Public buildings – buildings which played or play a role in public life: religious buildings, places of worship, official buildings (town halls and schools), commercial buildings (food markets), community edifices (fountains and washhouses) and sports facilities.*

– *Farms and residential houses – includes village houses and farms (as places of residence, a key element in farming) and certain types of architecture characteristic of such buildings.*

– *Craft and industrial buildings – all the edifices and buildings that house, or housed, craft or industrial activities: factories, plants, workshops, cellars and mills.*

– *Working buildings – all the buildings that are or were used for farming, with the exception of residential buildings: barns, livestock buildings, dovecotes, temporary buildings.*

- *Historical buildings – these are witnesses to the past, but may nonetheless still be in active use: castles, abbeys, archaeological sites, ruins and remains, walls, keeps and towers.*

2.1. Historical buildings

a. Assessment criteria

- *Castles*

Is it a castle, manor, small castle, fortified house, abode, family mansion, etc.? What is its role in the community? For the neighbouring settlements? What was its social and political importance at various dates? Who lived there? Is it still inhabited? Is it architecturally noteworthy? Is there an identifiable style (medieval, baroque, Renaissance, etc.)? Can its architectural development be reconstituted?

- *Abbeys*

What is the political and social significance of its location? What was its role in structuring the surrounding agrarian and industrial landscape? Which monastic order built it? Does the same order still live there? What comparison can be made between its past and current influence? What is it now used for (spiritual, cultural, artistic or economic activity)? What is its architectural style (Roman, Gothic, other)?

- *Archaeological sites, ruins*

What traces have they left on the countryside (ruins, burial mounds, embankments)? Have objects been found (coins, flints, ceramics)? Is it known what the site was used for (living area, Roman hill-fort, necropolis, industrial site...)? What stories are linked to it? Do we know when it was occupied?

- *Walls, keeps, towers*

Are they remnants of old buildings or boundaries? What was their previous function? Do they have a value in terms of identity?

b. Evaluation

- *Positive aspects*

Study the features that make the site attractive, the quality of various restoration work, the existing or potential tourism development, the current social use, the way in which the surroundings have been laid out, etc.

- *Negative aspects*

Take note of failure to maintain edifices, all forms of pollution (environmental, visual, sound, aesthetic) which prevent normal enjoyment of the site, or any downgrading of the site following recent or past conversion, as a result of a change in activity, etc.

2.2. Farms and residential houses

a. *Assessment criteria*

– *General questions*

What are their architectural features? Do they belong to several periods? If yes, is it possible to retrace their architectural development? Do the architectural features have a practical role, a social or religious significance or are they merely ostentatious? Have they changed over time? Are they still used today? If not, why (new, more efficient or economic techniques)? Is the farm or residential house typical of the region? What materials have been used? Are they traditional? Where have they come from? Are they well preserved? What comments can be made about their location?

– *Farmhouses*

Are they single buildings or built around a courtyard? Are these courtyards open or closed? Is the farm still in use? If not, what has it become (residential home, holiday home, other use)? Has it been abandoned? If so, what condition is it in?

– *Village houses*

How are these designed and what form do they take? Are the houses grouped together? Are there fortified houses? Why (aesthetic, functional, economic, social or other reasons)? Who used to live there? What was their main purpose? What about today?

b. *Evaluation*

– *Positive aspects*

Take account of activities still carried out in the houses and farms, the preservation of traditional architecture, the existence of skills in local architecture, environmental preservation of the sites, the local population's investment in this preservation, etc.

– *Negative aspects*

Study why regional building styles have been abandoned, and the lack of reference to them in new buildings, the lack of interest on the part of local people, the neglect of specific skills, environmental dangers, etc.

2.3. Farm buildings

a. *Assessment criteria*

– *General questions*

What are their architectural features? Do they belong to several periods? If yes, is it possible to retrace their architectural development? Do the architectural features have a practical role, a social or religious significance or are they merely ostentatious? Have they changed over time? Are they still used today? If not, why

(new, more efficient or economic techniques)? Is the farm or residential house typical of the region? What materials have been used? Are they traditional? Where have they come from? Are they well preserved? What comments can be made about their location?

What materials have been used? Are they traditional? Where have they come from? Are they well preserved? What comments can be made about their location?

– *Barns*

Do they belong to a farm or to the wider community?

– *Livestock buildings*

What animals do they house? Are the structures typical of this kind of building? Were they built specially or have they been taken over for use as livestock buildings?

– *Dovecotes*

Where are they located? In castles or on farms? In the middle of the countryside? Why? What are they used for today? What role did they play? Are they still used for collecting pigeon droppings? What is this used for? What shape are they (round, square, octagonal, porches)?

– *Temporary buildings*

Are they still standing?

b. Evaluation

– *Positive aspects*

Study the condition of the buildings and environmental features, the extent to which they fit in with the regional style, their current function, renovation or rehabilitation, the quality of any such work, etc.

– *Negative aspects*

Architectural features and any deterioration in the buildings should be taken into account, as well as their poor architectural quality or lack of style (e.g. prefabricated buildings), the juxtaposition of ill-assorted buildings, the visual pollution that this causes, abandonment or lack of upkeep, etc.

2.4. Crafts and industrial buildings

a. Assessment criteria

– *General questions*

When was the building constructed? What does that correspond to in terms of economic development (national, regional, local)? What products were originally manufactured? Are the same products made today, and if not, why? Are they local products? What was their social and economic importance? What about today? Have these activities disappeared? Are the same products still manufactured in the region? On an industrial scale? Is the architecture noteworthy? How have they been

preserved? Have they been converted, and what are they currently used for (commercial uses, tourism, socio-cultural uses, etc.)?

b. Evaluation

– Positive aspects

First of all, study the existing economic activity and trade, its impact on keeping the local population in the area, the architectural qualities of such buildings, the measures adopted to safeguard them and initiatives to ensure that specific activities are continued.

– Negative aspects

Evaluate the impact of closure of these production sites on the population and on regional decline, the failure to preserve such buildings, environmental dangers (including those that could be a consequence of past activity), etc.

2.5. Public buildings

a. Assessment criteria

– General questions

Is the building's architecture remarkable in terms of regional style? Are the buildings still in use? If yes, what? Has it changed over time? Where in the village is the building located? Why? What materials have been used? Are they traditional for the region or territory? Where do they come from?

– Religious buildings

Have these buildings always been used for religious purposes? Have they been converted from their original use? Are churches in identifiable styles (Roman, Gothic, etc)? When do they date from? Are they now out of proportion with the village's size? Are there other buildings or architectural elements of a religious nature?

– Official buildings

Are they in a recognisable style? Why? Do they house several activities (town hall, post-office, school, etc.)?

– Commercial buildings (food markets)

When do they date from? What were they used for? What was their socio-economic importance? Have they been conserved? Have they been rehabilitated or renovated? Are they free-standing or placed next to other buildings?

– Community edifices (fountains, washhouses, etc.)

What was their community role? What is their history?

– Sports facilities

Are sports still practiced here? If yes, which? Do they have an identity value? Is the sport practiced part of the regional or local culture?

b. Evaluation

– Positive aspects

The features that enhance a site are architectural quality and the quality of any restoration work, development for tourism, current social and economic usefulness, work carried out to landscape the surroundings, etc.

– Negative aspects

Negative aspects include a lack of maintenance, various forms of pollution (environmental, visual, sound) that prevent normal enjoyment of the site, the site's deterioration following recent or past conversion arising from a new activity affecting its value, etc.

3. Private space

The concept of private space covers private life (i.e. family life and how it is organised) and social life (i.e. the relationships between the family unit (or individual) and the persons living in its (his/her) vicinity and who are, for example, neighbours).

– Private life: family life, family memories, private space, gardens, everything that plays or played a role in family life. Family memories include objects that may be connected with it as evidence of the family's history (e.g. furniture).

– Social life: extended family (brothers, sisters, cousins, relatives), neighbours, meetings, hunting and fishing, everything that plays or played a role in the relationship between the individual or family and his/her/its immediate social environment.

3.1. Private life

a. Assessment criteria

– Family life

What is each person's role in the family? Who lives under the same roof? Is this connected with regional or local traditions? How are tasks distributed within a family? Has this changed? What are the key moments in family life? Who takes part in them (on a daily, weekly, annual basis...)? Do family rituals have long-standing roots? How have they developed?

– Family memories

What are the key moments in the family memories? What are the rituals, traditions and celebrations surrounding the birth, marriage or death of a family member? What objects embody the family memory (furniture, clothes, curios, photographs, assorted documents, etc.)? How are the family memories handed down?

– Private space

Are there places or moments for meeting (such as mealtimes) that must not be missed? Are parts of the house specifically allocated to men, women or children? Which room is preferred for gatherings? Has allocation of the rooms changed to adapt to current lifestyles? Are relatives or employees part of family life?

– *Gardens*

What is their purpose (pleasure garden, vegetable garden, a combination of the two)? Who looks after them? Who looked after them in the past? Who eats the garden produce (family, extended family, neighbours etc.)?

b. Evaluation

– *Positive aspects*

Account should be taken of the vitality of family life, the importance of memory and whether it is handed down within a family, family conviviality at home, use of the garden as a communal area, etc.

– *Negative aspects*

In assessing negative aspects, study the absence or disintegration of family ties, whether the family history is handed down or neglected, etc.

3.2. Social life

a. Assessment criteria

– *The extended family*

Do members of the extended family live in the same settlement (brothers, sisters, grandparents, cousins)? Is this a choice, tradition or the result of legacies? Do they help each other as a matter of priority?

– *Neighbours*

Do people enjoy special links with their close neighbours? Do they help each other out professionally? Do the children form a group?

– *Meetings*

How do people meet each other? Are there specific local forms of greeting? Are invitations extended mainly to family, friends and neighbours? Are traditional festivals a particular opportunity for entertaining?

– *Hunting and fishing*

Are hunting and/or fishing still practiced? Why? Who takes part in these activities? Why? Is there a strong link to local identity? Why? Do they contribute to upkeep the agrarian landscape? In what way? Do they contribute to preserving the local population by reinforcing community ties? Are they protested about by some of the local population? Why?

b. Evaluation

– Positive aspects

The vitality of the bonds connecting the various levels of relationships, internally and externally, the duration of these bonds over time and their significance may be viewed as positive aspects.

– Negative aspects

The absence or gradual disappearance of community ties between the various circles of contact, their impact on social life and on the isolation experienced by families, single persons and/or the elderly, are the distinctive marks of low levels of social life.

4. Agriculture and fishing

In terms of rural heritage, agriculture and fishing are two essential activities which serve as the focus for many others.

– Cultivation practices: all methods used by humans to “tame” the earth, cultivate it and make the most of it, e.g. animal traction, materials and tools, cultivation techniques and ways of organising work.

– Livestock and related practices: all forms of livestock rearing and the techniques adopted, e.g. the animals, rearing, feeding and production techniques.

– Crops: all crops found in the rural area, e.g. cereals and fodder crops, industrial crops, vegetables, fruit and flowers, vines, forestry (maintenance and cultivation of forests).

– Coastal fishing: species, types of fishing, techniques, fish farming, all aspects of coastal sea fishing and the techniques adopted and used, as well as fish farming and shellfish farming.

– Fresh-water fishing: practices and techniques of fishing in rivers, lakes and other fresh-water areas as a professional activity, and the techniques adopted and used, as well as the farming of particular species.

4.1. Crops

a. Assessment criteria

– General questions

How long have they been in existence? Why have some been abandoned, and since when? What is/was the dominant crop?

– Cereal and fodder crops

What fodder and cereal crops were cultivated in the past? What were they used for? What is the current situation? How much land is sown? Is there land lying fallow? In what proportion? Why?

– *Industrial crops (sugar beets, hops, sunflowers, sugar cane, hemp, linen...)*

What is their relative importance in the local agricultural economy? What processing will they undergo?

– *Vegetables, fruits and flowers*

Is market gardening practiced in open fields or greenhouses? Which old varieties of cultivated fruits have disappeared, and why? What use is made of cultivated flowers (essential oils, cut flowers...)?

– *Vines*

If vines are not cultivated in your region, were they in the past? What is the role of vine products in local production? How do soil types and the direction of slopes influence where various types of vine are planted?

– *Forestry*

What species are cultivated? Since when? What does forestry produce (resin, cork...)? What is timber wood used for? What was it used for in the past? Is there selective or complete felling? How is the wood felled, lumbered or hauled?

b. Evaluation

– *Positive aspects*

Diversification of crops or a dominant monoculture based on traditional agricultural practices.

– *Negative aspects*

The slow decline in agricultural activity with consequent neglect of fields and the disappearance of certain typical crops, etc.

4.2. Cultivation practices

a. Assessment criteria

– *Animal traction*

Has animal traction been reintroduced? For what particular tasks are animals used? What animals were used in the past? For which activities? What equipment was required in using them (yoke, collar...)? What trades were associated with animal use (blacksmith, saddler...)?

– *Equipment and tools*

When was the tractor introduced? What large-scale equipment is used (harvester, binder, threshing machine...)? What was used in the past (plough, harrow, seeder...)? What has happened to this old equipment? Are specific tools used for particular crops (e.g. vines)? Which?

– *Cultivation techniques*

How does the climate influence cultivation practices? Are there specific soil preparation methods corresponding to particular soil types? Is the soil irrigated or

watered? What harvesting methods are used? Where is produce stored (silos, drying sheds...)?

– *Organisation*

Is work carried out individually or as a group? How is work distributed among the working members of a farm (husband, wife, employee)? When is it carried out collectively, and how are such working teams composed? How does collective work influence community life (e.g. celebrations at the end of work)? What happened in the past?

b. Evaluation

– *Positive aspects*

Positive aspects will be evaluated by considering the modernity of cultivation practices, the extent to which they correspond to traditional practices and environmental needs, their impact on agricultural development.

– *Negative aspects*

Technological backwardness in cultivation practices, damaging rejection of traditional practices and the harmful environmental effects of certain practices may be among the main negative aspects.

4.3. Animal husbandry

a. Assessment criteria

– *Animals*

What are the traditional races, and what races have been reintroduced? Why and since when? Which animal is representative of your region? Are there particular types of husbandry? Are animals bred to maintain uncultivated land?

– *Breeding techniques*

What reproduction techniques are used? Are they selective? Have some races been genetically improved? What is the purpose and outcome of these improvements? How do births take place? Are the young raised with their mothers? Are the animals moved about? How is this organised? Does it take place on a daily or seasonal basis? Do the animals have distinctive signs (bells, etc)? Are there competitions and agricultural shows? For all these aspects, what has changed in comparison with the past?

– *Food*

What food is used? Where does it come from? How frequently is it distributed? How does this food affect product quality? What are the differences with the past?

– *Production*

What are the direct products of animal husbandry (meat, milk, eggs...)? What marketing methods exist for farm products? Are some products processed on site (butter, cheese)? If so, by whom, how, and using what equipment?

b. Evaluation

– Positive aspects

Study the work being carried out to preserve the specific characteristics of local races and develop new, more productive, races, allowing for quality husbandry and their introduction in the region, etc.

– Negative aspects

Abandonment of local species and races, disorganised introduction of species and races that could lead to degeneration of livestock quality, and certain intensive practices that could have a harmful effect on quality.

4.4. Fresh-water fishing

a. Assessment criteria

– Fish

Where are they found (rivers, ponds...)? Are they specially-bred young fish that have been released? What is the most common species? Have some species disappeared? Since when, and why? Have new species acclimatised in the region's waters? Are there crayfish? If not, why have they disappeared?

– Practices

What permanent facilities exist for fishing (landing stages, huts, trails...)? How long have they existed? What is the most common type of fishing? When does collective fishing occur? What is its purpose? Are competitions held? Have fishing records been established (quantity, size of fish...)?

– Techniques

What tools are used (lines, nets, drop-nets...)? Is (was) their use linked to a professional activity? What snares are used (worms, insects, tricks...)? Is there a particular fishing technique? Is fishing done from boats? If yes, does this take a particular form?

– Fish farming

Are there fish-breeding centres? How long have they existed? Where are they located? Why? What species are bred? What is the purpose of breeding (restocking, food...)?

b. Evaluation

– Positive aspects

Study fishing practices that respect the ecosystem and the environment, the quality of farms and their impact on dietary and other habits.

– Negative aspects

Study out-of-date practices that could have detrimental effects on the aquatic environment.

4.5. Coastal fishing

a. Assessment criteria

– *Fish, shellfish and crustaceans*

What fish species are commonly present in the coastal waters? Is their presence seasonal or permanent? What kinds of shellfish are found (winkles, razor-shells, mussels...)? What kinds of crustaceans (prawns, velvet swimming crabs...)? Have certain species become rare?

– *Types of fishing*

Which species are fished or gathered (fish, shellfish, crustaceans)? What is the purpose of this activity (leisure, food, trade...)? What happened in the past? Are there particular times in the year when fishing occurs? Are sea plants collected (algae, kelp...)? Why?

– *Tools*

What tools are used for fishing (lines, nets...)? Are there fixed amenities? What type of fishing do they correspond to? What equipment is used for collecting catches? What was done in the past?

– *Fish farming*

What fish species are bred (bass, sea bream, turbot...)? What form do these farms take (ponds, sea-cages...)? What difficulties are connected with their upkeep? Is shellfish farming in practice? Since when? What are the main species of shellfish bred (oysters, clams, mussels...)? Where are the beds located? For which reasons? Are there crustacean farms (e.g. lobsters)?

b. Evaluation

– *Positive aspects*

Examine how the traditions and practice of fishing and fish-farming work according to economic realities, and how they might even contribute to the collective memory.

– *Negative aspects*

The gradual abandonment of fishing activity in the region should be examined, together with the reasons behind it and the direct and indirect consequences.

5. Food

Food covers eating habits as well as regional and local products that are commercialised and/or contribute to the reputation of the area under study.

– *The region's foods: the foods that are cultivated, raised, fished, gathered and eaten in the area or in other regions or countries, e.g. meat, fruit and vegetables, drinks, bread and confectionary, fish and shellfish, as well as gathered produce.*

– *Emblematic products: these are frequently "endangered" products, either commercialised and originally prepared in family contexts. They include traditional*

regional products which, although not frequently eaten since they are “endangered”, have a value in terms of identity.

– *Traditional recipes: these recipes are regional in nature, like the techniques used to prepare them or the occasions for which they are prepared, but are now used beyond the local level.*

– *Traditional food: dietary habits, e.g. ways of preparing and eating food, eating customs.*

5.1. The region’s food

a. Assessment criteria

– *General questions*

Note the word used to designate the variety, species or race. Is the product unique to the region? Is it typical of the population’s diet? How is it eaten? Daily, regularly, rarely, only on particular occasions (which)? Why? Is it used in traditional recipes? Are there any stories linked to the product?

– *Meat*

Is the animal raised only in the region? Is the species or race found only in the region? Were they introduced at a particular period? Why?

– *Fruit and vegetables*

Are they cultivated only in the region? Since when have they been grown? Were they introduced at a particular period? Why?

– *Drink*

Is it manufactured industrially or non-industrially? Does it have a history? What is it? Are there particular techniques or skills?

– *Bread and confectionary*

Are they prepared by craft workers?

– *Fish and shellfish*

How are they fished or farmed?

– *Gathered products*

Where and how are they gathered?

b. Evaluation

– *Positive aspects*

These products can easily be found, their price is affordable, and their quality and the efforts made to improve it are particularly praiseworthy.

– *Negative aspects*

The gradual decline in their consumption. The reasons why the population is rejecting them should be studied.

5.2. Emblematic foods

a. Assessment criteria

– General questions

How well-known are these products in the region where they are produced? And elsewhere?

– “Endangered” products

Why are they disappearing (different lifestyle, higher living standards, change in the public’s tastes, death of the majority of producers, etc.)? Who still makes them? Are these people traditional producers or enthusiastic newcomers? Are they made in the same way as in the past, or have they been adapted to suit modern tastes? Where and how are they marketed? Have measures been taken to protect or relaunch them?

– Commercialised products

Who manufactures them? Is it a local industry or major group, or even a multinational agro-food company? Are they found only in the region? Have their ingredients changed over time? If yes, why? Does their emblematic nature make them expensive?

– Home-produced foods

Where are they still prepared? Within families or by craft workers from the food trades (confectioners, pork butchers/delicatessen dealers)? Are there still links with a tradition? If yes, which? Are they eaten mainly for their taste or to follow a tradition? Have their ingredients changed over time? If yes, why?

b. Evaluation

– Positive aspects

Study the scope of the culinary practices incorporating these emblematic products, the extent to which the populations concerned are attached to them, the existence of dynamic local producers.

– Negative aspects

Most of the negative aspects boil down to lack of support for local producers, as well as the tiny number of such individuals, which makes it impossible to continue market-scale production.

5.3. Traditional recipes

a. Assessment criteria

– Recipes

Are they regional or local? Are they variants of recipes adapted from another region? Are they still prepared? By whom? Are they written or handed down orally? Are they identical everywhere or do they vary according to the locality? Are they well-known to all, or known only to a small group of people and

professionals? Have they changed over time? Why did any such changes occur? Are they also prepared by the agro-food industry?

– *The ingredients*

Do these come from the region? Are they still cultivated, farmed or gathered in the area? Is this done especially for this recipe? Have they been changed over the years? Are they rare? Why? Does this add value to the recipe?

– *Preparation techniques*

Are these still widely practiced or do they concern only part of the population (the elderly) or professionals? Are they the same as in the past, or have they developed? If so, why? Are they mainly used in restaurants or within family circles? Has the agro-food industry adapted them for mass production?

– *The occasions*

Are these family celebratory meals or local, regional, national or other celebrations? Are these one-off or daily events? Does this have a historical connection? Are these well-established traditions or are they related to marketing or tourist ventures or attempts to highlight the heritage? Are they the main reason for preparing the dish?

b. Evaluation

– *Positive aspects*

Take account of how the selected area or community's culinary traditions are highlighted, the extent to which they are currently embedded, how the relevant occasions are given prominence, and local production of the ingredients.

– *Negative aspects*

Study the ways in which culinary traditions are forgotten, how they are rediscovered for commercial or cultural reasons, the use of products which were not included in the original recipes, whether the populations concerned have forgotten the reasons for preparing them.

5.4. Traditional food

a. Assessment criteria

– *Foods*

Are they typical of the region? Are they commercialised everywhere or only in certain localities? Why are they eaten (sustenance, festive occasions, other)? Have they changed over time?

– *Ways of eating these products*

Are these foods eaten on their own or accompanied by condiments, spices, sauces, or mixed with other products? Have the ways of eating these foods changed over time? During which meal(s) are they eaten? Why? Has this always been the case? Are there particular eating rituals? If yes, what are they? Is there an habitual way of distributing the various portions?

– *Eating customs*

What objects are used during ordinary meals or during celebratory meals? Are there typical regional or local objects? Which room is used for eating in everyday life or during celebrations? How has this changed in comparison with the past? How is the table decorated and laid out (think about everyday and celebratory meals)? Who takes part in everyday or celebratory meals? What is the role of children, that of extended family and guests? How has this changed compared with the past?

– *Medicinal plants*

Are they cultivated or gathered in the region? Who cultivates or collects them, who markets them? Are they still used? Why? By whom? Are they associated with a traditional practice in the region?

b. Evaluation

– *Positive aspects*

Study how traditions have been preserved as living practices, their relevance, how they fit into modern life, and how they are used for cultural, tourism, economic and community purposes.

– *Negative aspects*

Record the absence of distinct regional food that has resulted from voluntary or involuntary neglect of this aspect of their heritage by local populations. Analyse the superficiality of so-called traditional practices which have only a commercial basis.

6. Crafts and industries

Whilst farming is evidently a part of rural life, this is less clearly the case for craft and industrial trades. Nonetheless, they have always co-existed. Craftsmen made items that farmers used. Later, the need for large quantities of particular items led to the creation of large workshops, that is, manufacturing plants or factories.

For all the trades and skills studied in the guide, the questions remain general. In reality, both trades and skills could be the subject of specific research.

– *Traditional trades and skills – trades and skills practiced now or in the past: construction, clothing and trimmings, manufacture of tools and equipment, animal-related trades...*

– *Local industrial manufacture – current or previous industrial production, using, for example: wood, glass, metal, stoneware and earthenware, cloth and leather, as well as complex production (objects composed of several materials).*

6.1. Traditional trades and skills

a. *Assessment criteria*

– *General questions on trades*

What is the origin of the trades being studied? Where are/were they practiced? Are they seasonal? Which trades produce goods and which repair and maintain goods? Have the specific tools of each trade been preserved?

– *General questions on skills*

What are the traditional skills? What name was given to those who practiced them? Have some now been abandoned? Were these skills practiced on a full-time basis?

– *Construction trades*

Does the preparation of materials for roofing, carpentry, etc., require particular skills depending on the material (slates, roofing stones, shingles, thatch...)? Was this true in the past? Are there specific practices associated with the beginning and/or end of work?

– *Clothing trades*

Is the work individual or collective (lace, weaving, spinning...)? What use is made of the goods produced? Are clogs decorated?

– *Tool trades*

How is/was the forge organised? What woods are used by coopers (oak, chestnut...)? Do baskets have distinctive styles depending on their use and/or the region?

– *Skills linked to animal husbandry*

Are pigs and sheep killed at home? What is done with goose feathers? Is wool processed in the locality?

b. *Evaluation*

– *Positive aspects*

Analyse the quality of the region's industrial and craft infrastructure, the production of typical regional products, the reputation enjoyed by such products and their economic impact.

– *Negative aspects*

Analyse how inadequate industrial and craft infrastructure, the rejection of traditional production and skills has an adverse effect on regional identity.

6.2. Local industrial production

a. Assessment criteria

– *General questions*

What types of local production exist or existed in the past? Is local production dominated by one particular industry? Do these goods enjoy a regional or national reputation? When were they first produced? Are they functional or decorative? Where are they sold? How is the workforce trained?

– *Wood*

Depending on the objects produced, what woods are used (e.g. briar roots, boxwood, oak, resins...). Why?

– *Glass and metal*

Does glass-working produce specific objects (e.g. bell-glasses for chrysanthemums)? Is the glass blown with a blowing-iron or cast? Are metal objects cast or hammered?

– *Cloth and leather*

Which animals provide the leather prepared in tanneries? Are tanning extracts, oak-bark or chestnut-bark used? Is cloth decorated with motifs?

– *Stoneware, earthenware, brick...*

Does the earth used come from the area under consideration? What firing methods and temperatures are used? What are the main decorative symbols? Do they refer to a specific story? Is it possible to identify when they were first used?

– *Complex production*

What materials and skills are used in producing these objects?

b. Evaluation

– *Positive aspects*

In assessing the positive aspects, consider the presence of typical craft and industrial production, product quality, the actual circumstances in which the activity is conducted, incentives for development and the positive consequences for the region.

– *Negative aspects*

In assessing the negative aspects, consider the gradual or total abandonment of typical craft and industrial production, the local population's lack of interest in such production, the poor quality of products, neglect of traditional manufacturing methods, etc.

7. Community life

Celebrations, fairs, markets, language, dance, etc. are important elements of rural community life that allow the public to participate in a shared background.

– *Celebrations: These are regular events that punctuate community or village life, e.g. religious festivals, trade fairs and school-leaving celebrations.*

– *Fairs, markets and itinerant trades: This covers professional markets, fairs, markets for one particular product, and whether there are still, or have ever been, itinerant trades.*

– *Community culture: all the elements that contribute to public life and forge a region or area's community culture, e.g. costumes, music and dance, oral literature, sports and games.*

– *Languages and place names: the regional language, dialects and place names (also known as toponyms), the words and names unique to a community of individuals who use them to communicate between themselves, and to assign an identity to their region or area.*

7.1. Celebrations

a. Assessment criteria

– *General questions*

What are the local celebrations? On what date or occasion do they occur? How long do they last? How long have they existed? How well-known are they beyond the immediate locality? Are they opportunities for preparing and eating specific dishes, for wearing traditional costumes? For all these questions, what happened in the past?

– *Village fêtes*

How is the annual village fête organised? How long does it last? What activities are organised? Are floats made? If yes, what is used to decorate them? Is there a dance? Where is it held?

– *Religious festivals*

What form do they take (processions, pilgrimage...)? To what saint or locality are they dedicated? What is the purpose of these processions? Are they still practiced? Are they restricted to parishioners? Do several religions have festivals? If so, which?

– *Trade celebrations*

Which trades are organised in guilds? Do the guilds have a banner? Do guild members wear a sign or distinctive clothing? Which celebrations occur when work is completed (harvest time vintage season...)?

– *School-leaving celebrations*

What school-leaving celebrations take place? What happened in the past? What kinds of behaviour do they give rise to? Are roles distributed according to gender?

b. Evaluation

– *Positive aspects*

Study how various celebrations are established in the region, their current popularity, whether some have been revived, the support they receive, the local population's participation, their value for developing tourism in the region, etc.

– *Negative aspects*

Study whether certain celebrations have genuine roots, their gradual disappearance, neglect of traditions by the local population, their superficial nature, etc.

7.2. Markets, fairs and itinerant trades

a. Assessment criteria

– *General questions*

Since when have they existed? What is their history? Are they now better known than in the past? Why? Are they known locally, regionally, nationally or internationally? How often are they held?

– *Trade markets*

What trade(s) do they target?

– *Fairs*

Which products or animals are presented?

– *Markets for specific products*

Which products are sold? Are they local products or regional specialities? Who makes them?

– *Itinerant trade*

Does it still exist? If yes, who practices it? Which sector is concerned? What has changed? Why? Is it typical in the region? If it has died out, why?

b. Evaluation

– *Positive aspects*

Take account of the positive impact of events like fairs and markets on the public (economic, social, cultural, community) life, and whether itinerant trade is still practiced.

– *Negative aspects*

The disappearance of fairs and markets, and the adverse effect that this has had on community life and the region's economic development; the disappearance of itinerant trade, which has created supply problems for some individuals (isolated and/or elderly farmers).

7.3. Community culture

a. *Assessment criteria*

– *Oral literature*

Is there a repertory of traditional songs? What are their themes? Are they related to the area under consideration? Do stories involve localities or residents? Who tells these stories (family members, storytellers...)? When are they told (evening gatherings, public performances...)? What proverbs are used? Do they refer to natural elements in the area studied? If yes, which? Which language is preferred for oral literature?

– *Music and dance*

What are the main musical instruments? Is music played individually or in groups? If played in groups, how many musicians are involved? Which dances are practiced? When? Are they danced in groups or couples? Are they co-ordinated by someone? What happened in the past?

– *Costumes*

What specific costumes or articles of clothing exist? What about accessories (necklaces, belts, jewels...)? When are these objects worn? By whom?

– *Games and sports*

Which game is most popular? What are the rules? Are they specific to the area? What are the objectives? Are there two opposing teams? Do they require special clothing? Are they played on particular occasions?

b. *Evaluation*

– *Positive aspects*

How deeply the various elements of community culture are rooted in the region, their current vigour and whether some have been revitalised.

– *Negative aspects*

Negative aspects are seen in the lack of any genuine support for the various aspects of popular culture, their gradual disappearance and neglect of these traditions by local populations.

7.4. Languages and place names

a. *Assessment criteria*

– *Languages*

What are (were) the characteristics of local dialects, compared with other forms spoken in the region? Who still uses these languages? In which circumstances? Are they still handed down, and in what way? Are there words, expressions or forms of pronunciation that distinguish your village or area from others? Are these specific features influenced by the former language spoken? Are there words, expressions or forms of pronunciation in the local dialect that are specific to certain trades?

– *Place names*

Are place names in the area still easily understandable? Which are not immediately understood? What are the proportions? Do they come from languages that are still spoken, and which, or from old languages? Are there place names in your region that refer to your community's history? Of the place names listed in the land register (micro-toponyms), which are connected with geography or with former activities or ways of life? Have some places changed their names over the centuries, and why? Who knows the place names of your area well, and are there variations in the names?

b. *Evaluation*

– *Positive aspects*

The practice and transmission of local languages. They reflect a way of looking at the area, and of naming and classifying it. The words used to describe the landscape are almost always much more numerous and specific in local dialects.

– *Negative aspects*

Failure to practice and hand down the local language. When languages and place names disappear, an entire system of in-depth local knowledge – popular geography – is lost.

IV. RURAL HERITAGE, A KEY FACTOR IN SUSTAINABLE DEVELOPMENT

- This Guide is intended as an instrument to contribute towards the preservation and enhancement of rural heritage. For it to be used effectively in development matters, decision-makers must first of all implement policies which will act as incentives.
- Political and social bodies must draw up appropriate means of action, and define management, support and funding measures.

1. Means of action

Means of action are aimed at incorporating rural heritage within a sustainable development process drawing on its role in forming development players and its role as a development factor and catalyst for development.

1.1. Its value in forming development players

Although essential, an interest in or passion for heritage or a heritage item is not in itself enough.

Heritage education will nurture recognition of the value of heritage. The moment of recognition is crucial for the implementation of a process.

There must therefore be concerted deliberation on the type of action to be carried out and on where such education should be dispensed.

Beginning at school, activities, practices and instruction should be aimed at nurturing awareness of a heritage approach. Heritage education should not be viewed in isolation but should be integrated into mainstream education.

Schools as places for teaching about heritage

Incorporating heritage into school activities can be done in a great variety of ways.

Virtually all subjects taught lend themselves to some heritage dimension: not only the obvious subjects of the arts, history, and literature but also sciences, with the cultural, environmental, genetic heritage, etc.

A variety of activities can help raise such awareness and teach about heritage: heritage classes, classes on artistic and cultural practices, study topics, field trips, educational holidays, etc.

Instruction in the new technologies can offer an opportunity to put onto the Internet the heritage characteristics of individual regions in an entertaining way.

Other approaches include the use of external speakers, twinings with museums, ecomuseums or cultural and archaeological organisations, environmental awareness bodies, the adoption (or sponsoring) of heritage.

Once their awareness has been raised, young people will more readily become involved in heritage-related activities outside school.

In the life of citizens, the majority of heritage-oriented activities are to be found in associations and are often heavily dependent on the voluntary sector.

Civil society's receptiveness to heritage depends on the approach adopted. The participatory approach, which has been portrayed as a key factor in the successful

implementation of projects, presupposes the existence of training institutions and approaches available to all.

- It is essential for there to be *premises* for meetings and public debate. These could be public, private, voluntary-sector, cultural, social, sports facilities etc. The most important thing is that they should be at neighbourhood level to ensure that they are accessible to and become part of the life of residents.
- Heritage is not naturally considered in rural areas as a common means of approach.

Accordingly, if action is to be taken there must first of all be appropriate *means of training*. Experience has shown that the efforts made, particularly in the context of adult education, play a very important role in influencing the relationship with heritage and culture in general.

- Nonetheless, such training must be based on technical skills in the areas concerned.

Knowledge and skill transmission in the field of heritage

– *“Rural universities” along the lines of the Scandinavian adult education establishments*

Encounters in a particular location, for a given period of time, between players from rural environment, keen to share knowledge, expertise and life skills.

Participants seek to enhance their own knowledge by learning from those with the relevant skills, but not exclusively from the university or institutional sectors. They bring along their own skills and questions. The exchanges are topic-based and generally take place in the form of workshops, with a final joint group session for conclusions.

In European rural universities, in particular, there is a profitable exchange and mutual benefit from learning about action carried out in the field.

In some countries, rural universities have been and still are an opportunity (via the workshops) to collect, recover and enhance traditional skills.

There is increasing consideration being given to pooling knowledge and to dialogue between stakeholders and decision-makers for the implementation of projects in particular localities.

– *Players’ forums*

Meetings between those already involved in enhancement activities, offering:

- exchanges of experiences with a thematic and/or methodological introduction,
- exchanges of information and points of view, including from the institutional sector, and a discussion on new concepts, via round tables, in the presence of observers.

Nonetheless, such forums are open to all interested persons.

Technical skills in the field of heritage relate to:

- the way heritage is dealt with in the various disciplinary fields concerned, and,
- traditional vocational, agricultural or craft-working skills, the disappearance of which would compromise the very existence of certain heritage items.
- To facilitate the acquisition and transmission of such skills, the decision-making bodies must first of all make clear training choices.
- To promote the transmission of skills, an emphasis must be placed on (i) labour force qualifications and (ii) efforts to adapt traditional skills to modern techniques without any loss of quality; this would be one way of compensating for the shortage of skilled labour, which is getting more acute as an increasing number of craftworkers retire.
- Monitoring heritage initiatives involves attempting to induce a pyramid effect amongst various categories of partners – hence the need to train trainers targeted at certain types of key players:
 - decision-makers and operators, including elected representatives, generally required to take action at one or more stages of the initiative,
 - those running the relevant associations or organisations, who would then be responsible for cascading the training received,
 - administrative players who have the necessary promotional means but need to learn to decompartmentalise the way they are implemented,
 - specialists in vocational and personal skills,
 - representatives of the media, often inclined to deal with local rural heritage in an anecdotal and “quaint” way,
 - mediators, who have a key role to play in the setting up of projects and who can come from the above-mentioned categories, particularly development agents.
- This variety of key players is indicative of the complexity of heritage initiatives and points to the need for a consensus-based approach in putting operations together.

This attempt to seek out consensus in society fits in with the Guiding Principles for Sustainable Spatial Development of the European Continent – Recommendation (2002) 1 of the Committee of Ministers of the Council of Europe, namely participation of society in regional/spatial development.

1.2. Its role as development factor

- There is no justification for preserving heritage, which links the past and the present, unless it can be given a guaranteed future and handed on to future generations, which is why it is essential to stir the key players into action.
- It has a potential richness and can become a valuable resource, not necessarily in commercial terms, for those carrying out projects and for the locality concerned. It accordingly becomes part of a sustainable development approach as it becomes a product, factor and/or source of development without – by definition, as it is heritage – being destroyed or adversely modified.

The continuation as heritage therefore presupposes consideration being given to the use made of it: such an approach is the result of genuine cultural change.

A change of cultural approach vis-à-vis rural heritage

- The perception of rural cultural heritage is linked to traditional country society viewed by modernists as an image of the past and doomed to extinction as it is contrary to economic and social progress. Some tend to stress the harshness of country life, the deprivations, isolation and resistance to progress. According to this view, heritage linked to obsolete practices has no value and rural culture was deemed not to be noble. In such a context, it is not surprising that this heritage denied and even scorned has been destroyed irrationally and is still under threat as its value is not acknowledged.
- Modernism has reached its limits. The recognition of economic disorder and ecological disasters has led to a challenging of the prevailing predominantly urban model (also termed, a short while ago, the “industrial society”) and a questioning of the means of production, management and consumption – in other words lifestyles.
- Changes in society itself, particularly in the means of communication and organisation of work, are leading to a re-evaluation of the relationship between urban and rural environments in terms of complementarity and no longer oppose each other. The Rural environment – and its heritage and potential – is consequently being looked at differently.

Insofar as the meaning given by local players to their heritage and the purpose assigned to it correspond to society’s expectations, it becomes a virtual vector for cultural and economic development.

- First of all, it is for people in rural environment to define the optimum use of heritage – for society as a whole and for themselves – which will generate products. Such products are not necessarily commercial in nature, even though economic enhancement should be pursued via the creation of activities, and therefore jobs.
- Experience has shown that traditional production methods or what is termed traditional skills which may appear retrograde can offer alternative solutions to mass production as they can be adapted and result in high quality products.
- Heritage can be enhanced by tourism, craft, local and cultural products. It is unnecessary to enumerate all the possible avenues to be explored.
- An analysis of potential should be made of all the potential, by seeking out the values that rural heritage can help rediscover, aesthetic value of nature, cultural heritage and landscapes. Authenticity and quality are often closely bound up in the manufacture of products, lifestyles, togetherness promoted by the social bond (festivities and cultural events which are part of the region’s traditions, including oral traditions, etc).
- However, this search for potential, although it should be conducted by local players, needs to be supported or indeed initiated and encouraged by public authorities at national, regional and local levels, and by professional structures.

An example of a public enhancement initiative: an inventory of traditional food products

This initiative, begun in France, extended to the European Union and Hungary, broadly financed out of public funds and carried out by a team of researchers in conjunction with professionals, was designed to make an inventory of renowned traditional products (resulting from the transmission of local knowledge and usage over a long period) closely associated with the history of a region, and its human and physical characteristics. It is broken down by region or country and lists over 4,000 products.

Quite apart from the obvious interest in producing an inventory, the process itself is aimed at enhancement while at the same time preserving authenticity.

- Obviously, the level of intervention from the public authorities will vary significantly in line with individual circumstances. But some of the choices are distinctly political.
- In countries where rural life and activities still play a significant role, consideration must be given to how exactly the development should be approached on the basis of a transformation of existing activities and know-how.
- The choice is between rural exodus towards urban centres and the development of local activities building on the largely heritage potential of rural areas, local skills which have been adapted, and the complementarity between market towns and the countryside.
- This second focus of regional/spatial development and planning which, in relation to free enterprise, can only be promoted but under no circumstances imposed, presupposes the availability of support measures and an attempt to find technical innovations in order to strike a new balance between the town and countryside. As such it corresponds to the guiding principle in Recommendation (2002) 1 of the Committee of Ministers of the Council of Europe aimed at bringing about a new partnership between town and countryside and enhancement of cultural heritage as a factor of development.

1.3. Its role as a catalyst for development

- The involvement of inhabitants of rural environment in projects to enhance their heritage is likely to give the regions concerned a positive, renewed image and to boost a marked trend towards bringing new populations into the countryside.

A new type of rural life

- In some countries there is a reversal of the demographic trend with the emergence of a positive migration balance in predominantly rural areas.
- This is the case in France where at the last census, there was a 1.5% growth over 9 years, even though some regions classed as “disadvantaged” continued to become less populated. The reason for this change is primarily the arrival in the countryside of new inhabitants, most of whom are not retired folk or

“marginalised” members of society, but working people. In France, a town-countryside collective facilitates such migration.

–The attractiveness of the countryside is no longer accounted for by people wishing to find nature and pure fresh air; this had led to a greater development of leisure pursuits and second homes rather than genuine migration. The new arrivals have chosen a living environment and lifestyle which are different from those in the city.

–In the rural environment itself there is a diversification of traditional activities. In particular, farmers have become increasingly more multi-functional with services rendered to the community (upkeep of the environment) and to private individuals (accommodation, sale of produce). The tourist industry is attaching an ever increasing importance to the discovery of the diversified resources of the countryside.

–The decompartmentalisation of activities is a key aspect of the new type of life in the country. This should be considered in strategic terms, including in countries where “traditional” country life is still very much a reality.

–Lastly, the growing similarity between living conditions and the development of new technologies have reduced the comparative advantages of the town and city and have altered working conditions, making it more and more possible for people to reside in various locations.

– From this standpoint of attractiveness, heritage comes across as a life heritage. It renders the relationship with one’s territory more dynamic. As a result of the gradual attraction it exerts on the population, and the mobilising effect it has, it helps give new meaning to rural regions.

– However, for it to operate to the full, it must be supported by the institutional authorities, in particular by accommodating the expectations of the rural populations in terms of local services. There should be an attempt to identify the specific nature of the needs to which appropriate use of heritage items can contribute. This too corresponds with the Guiding Principles set out in Recommendation (2002) 1 of the Committee of Ministers to Member States of the Council of Europe in the part dealing with rural areas.

By way of example, development of a heritage item can make it possible to:

– offer services to the population: assistance or advice services for matters relating to employment, one’s dealings with the authorities, or the voluntary sector; or to provide health-care facilities adapted to living conditions in the countryside,

– provide housing for new arrivals or inhabitants wanting to work in the region, who often experience difficulties in finding accommodation because of the competition created by second homes.

- In a development process, it is essential for the population not to be given the impression of being left in the dark or of living in a neglected locality. Everything which can bring a place alive is highly motivating.
- Enhancement of heritage helps make inhabitants once again feel proud. By its very nature, heritage is linked not only to time but also to a territory and society.

The temporal, spatial and societal dimension of heritage

Heritage's relation to time is consubstantial as it represents tangible and intangible items from the past and the present which will be transmitted to the future. It therefore carries with it a sense of continuity and collective memory.

It has a two-fold relation to space. First, the heritage items are defined as such in relation to a given territory. Second, the territory is identified by all the heritage items of which it is composed and which have common features; the country in the generic sense is the territory in which, as a result of these heritage markers, people identify themselves.

The relation to a group or a society comes in part from the two relationships above, since it is based on a phenomenon of belonging, vis-à-vis items which are specific to a given area and which change over time.

In modern society, the consequences of the societal relationship have not been sufficiently analysed specifically for the rural heritage whose reference values, perceived as unchanging, seem out of sync with a world in perpetual motion.

This can be reconciled through the action taken, insofar as the enhancement initiative:

- incorporates both the references of the past and the prospects of the future,
- compares its own reference values with those of other groups residing in the territory, seeking out the points of convergence.

By way of example, the majority of immigrant populations come directly from the countryside and, accordingly, have a number of references comparable to those of countryfolk in the host country. As, more often than not, they live in an urban environment, they do not have the opportunity to express them.

- The relational dimension of heritage is not always obvious, and yet, social dialogue, so necessary for the cultural construction of development, can be built on this.

Failing that, an interest in heritage can lead to introspection, which is the case of certain traditionalists promoting a quaint vision of the countryside.

- In themselves, society's links with heritage are a potential factor of social cohesion. The debate on the uses of heritage avoids isolationism. It makes it easier to take on board the conditions in which the rural environment is evolving:

- the successful settlement of a "neo-rural" population,
- the overcoming of the supposed antagonism between the town and country.

- For those marginalised from society, heritage initiatives can be a factor of integration as they result in greater involvement. But integration exercises, in particular in the form of site activities, presuppose full understanding of the process.
- This human dimension is too often forgotten in the heritage initiatives undertaken, in that greater emphasis is placed on the object than on the role.
- A heritage initiative is an opportunity for society. The diversity and wealth of heritage is a potential antidote to the standardisation and excesses of globalisation. With regard to the rural heritage more specifically, the discredit in which it has been so long held justifies the view that people in the rural environment, thanks to their heritage capital, can be the key players in the development of their territory, in the interests of themselves and society as a whole. But society must define the management methods and appropriate forms of support, in particular financial.

2. Management methods

- Because of the diversity and complexity of initiatives with regard to rural heritage, there is a wide variety of processes to be implemented. The multiplicity of types and levels of action presuppose the use of adaptable forms of co-operation.
- It is obvious that the general rules of law apply, with responsibilities shared between supranational, national and infra-national authorities.
- If the key heritage players are to have all the necessary information – and this is highly desirable – each country must publicise the relevant national rules in a specific guide and local and regional authorities should draw up a summarised document setting out their own provisions.
- This guide attempts to do some sort of classification in order to inform operators about the very nature of management methods.
- The first level of management concerns obligation that is reflected in regulations and formal rules.
- Binding provisions concern chiefly the identification and protection of heritage items and heritage-related products, primarily in the form of quality markers.
- Protection is enforced either in accordance with legal provisions (formal prohibition versus authorisation) or mandatory instructions versus safeguards. It takes the form of management arrangements related to the very characteristics of the heritage item and the risks incurred (threats to the site, species, etc) or the disciplines concerned (town planning regulations, etc). For the architectural or natural heritage, the approach often adopted is zoning.
- In addition to legislation, regulations and the transposition of directives, at national or supranational level, a process of negotiation may lead to enforcement measures in the form of ratified charters or conventions.
- The latter is one of the prime means of action of the Council of Europe. However, not all the components of heritage, and particularly rural heritage, are covered by the Council of Europe's conventions.

The four Conventions of the Council of Europe:

- the Convention on the Conservation of European Wildlife and Natural Habitats (Bern, 19 September 1979),
- the Convention for the Protection of the Architectural Heritage of Europe (Granada, 3 October 1985),
- the European Convention on the Protection of the Archaeological Heritage (revised) (Valetta, 16 January 1992),
- the European Landscape Convention (Florence, 20 October 2000).

– Similarly, UNESCO has drawn up rules in the field of heritage protection; however, the binding measures are more specifically related to the “world heritage”. In contrast, UNESCO refers specifically to rural heritage items in its principles of action.

The four principles of action of the United Nations Organisation for Education, Science and Culture:

- the local, national but universal value, comprising the preservation of the monumental and natural heritage, and the vernacular and rural architecture, constituting an exceptional example of a traditional way of life,
- the drawing up of a universal ethic reference framework, termed cultural diversity,
- promotion of a comprehensive vision of cultural heritage, taking into account the importance of the environment and the link between cultural site, natural site and all types of items associated with a cultural skill,

- promotion of ecotourism as a factor for economic revival and cultural enhancement for the development of regions and turning rural heritage to account.

The above are part of a less binding level of management, namely the drawing up of principles and recommendations. All the same, it should serve as inspiration for more formal provisions.

- The Guiding Principles for Sustainable Spatial Development of the European Continent – Council of Europe Recommendation (2002) 1 – have been referred to in various sections of this document.
- Article 7 of the UNESCO Declaration on the Responsibilities of Present Generations towards Future Generations, adopted by the General Conference on 12 November 1997, stipulates that “present generations have the responsibility to identify, protect and safeguard the tangible and intangible cultural heritage and to transmit this common heritage to future generations.”
- In general terms, Article 22 of the Rio de Janeiro Declaration on the Environment and Development, adopted by the United Nations Conference on Environment and Development (UNCED), provides for the involvement of communities and the public in the decision-making process and spells out arrangements for implementation.

It emerges from the texts in force that:

- the rural heritage items, in view of their specific nature, are not recognised as such in law; in all probability it is their diversity which precludes this;
- the “right to heritage” has not been established as a human right, i.e an individual’s right to defend a heritage item, not to mention a “right of heritage intervention”.

Accordingly, above and beyond a binding formal approach, management involving co-operation and consultation should be promoted.

– In view of all the considerations on carrying out heritage activities, it is clearly necessary to adopt a consensus-based approach:

- as regards both acknowledgement by key players of the heritage nature of an item or skill,

- and the definition of “good use” and the carrying out of enhancement operations.

– Advice on methods and instruments corresponding to these requirements have been provided. However, putting them into practice is not a foregone conclusion. This requires, on the part of decision-makers, recourse to a consultation-oriented method of management which is more difficult to implement than the simple application of regulations. It must take account of the existence of the institutional and legal framework, and at the same time seek out all the players potentially involved and, above all, allow the latter freedom of expression and action.

– Such a process requires the readiness and freedom of expression which the players do not always have, and time, often limited by procedural constraints. In such conditions, consultation-oriented management is a means of regulation coming under social innovation, requiring genuine political will and involvement.

– Such a management approach, however, has – like heritage itself – its roots in rural society.

– Community practices, uses, local solidarities, community management in the fight against certain natural elements or in the upkeep of the territory are part of country civilisation.

In the renewed forms of common management, the institutional bodies must:

- help explain this type of management,

- open it up to players who have not traditionally been involved (ecologists, tourists, rambblers and other users of rural resources); in other words, facilitate and possibly legitimise their presence,

- provide expertise,

- ensure exchanges are carried out with the requisite degree of transparency and fairness.

– The public authorities should also demonstrate to society the advantages of such an approach, which makes the common interest prevail over the sum of individual interests.

– But it may prove necessary to put it on an institutional footing. Even where such a means of management is imposed, experience has shown that there is always room for tailoring it to local situations.

In the field of rural heritage, the local territorial framework is particularly suited to common management, which, because of the natural participation of the voluntary sector, will make for governance of territories. This provides scope for the proper discussion of the relational dimension and adaptation to the realities on the ground.

– The logical conclusion of the consultation process with the involvement of a variety of players is the creation of contractual links. As this normally comprises a financial dimension, it is only logical to include this in the means of support for heritage policies.

3. Means of support, particularly financial

– In presenting the methods of action, an emphasis has been placed on the need for institutional support for initiatives to promote heritage.

This support may be in various forms.

- It is the public authorities' role to support heritage:
 - indirectly, as part of wider sectoral policies, or;
 - directly in the shape of targeted action.

3.1. Indirect support through sectoral policies

It is not possible to look in detail at the arrangements here. However, an attempt to list them in a non-exhaustive way could help with the drafting of national guides by providing a number of reference points.

- As heritage education has a key role to play, this aspect should be taken into account in the fields of education and training, social policies, the measures taken for various social groups (young people, women, the elderly, etc) and the voluntary sector.
- Information on the action undertaken presupposes that such is incorporated into communication policies, and in particular, steps taken to develop the new technologies in the rural environment; support for heritage-related events (for example, Heritage Days, particularly with regard to the heritage of the country concerned) and the networking of players create a powerful leverage effect.
- Steps taken to build up infrastructure, adapt services to the rural environment, develop community facilities and meeting places (in villages) and improve living conditions are essential for embarking upon a development process based on heritage enhancement.
- In a spirit of innovation, one of the dimensions of research and technical development policies should relate to adaptation of more traditional skills and their use for product improvement.
- Cultural policies, quite apart from the fact that they make a direct contribution to heritage initiatives, should include a dimension relating to the development of sites and heritage practices.
- Inter-institutional co-operation can help promote exchanges of experiences. International co-operation, particularly in a form geared to field action (as in decentralised co-operation) provides greater scope.

An example of international action in the field of heritage

The “Europe, a Common Heritage” campaign

Launched in 1999 and run in 2000 by the Council of Europe, the aim of this campaign was to encourage projects and reflection on the importance of European cultural heritage, citizen participation in its enhancement and its role in exchanges and co-operation between peoples, particularly between those in West and East Europe.

The projects put forward were approved by national committees and specific events were organised to present them.

The campaign made it possible to pool ideas on practices and to highlight social and cultural forms of raising public awareness of a common heritage.

It served as an observatory and forum for exchange on approaches, particularly via the main conferences held, and for debate on European society, particularly rural, and on development strategies.

It helped improve mutual awareness and the conditions for co-operation.

- Lastly, the indirect support of authorities may take an innovative form, which in the view of certain players in the voluntary sector, is particularly well suited to the very nature of heritage with its economic, financial and social aspects. This concerns recourse to forms of social economy.
- Experience has shown that investment in rural heritage, even though it might generate activities, is often seen as not being profitable enough to interest the traditional private sector, particularly the financial sector.
- In contrast, because of the motivation it creates, it can marshal energy and finance, particularly at community level through the collection of local funding, making it possible to undertake connected activities.
- The forms and level of development of the social economy vary from one country and one situation to another. There is an unequal involvement of public structures. But this approach to development deserves particular attention. Certain enhancement programmes have been built on this basis.

3.2. Direct support for heritage initiatives

This can be:

- through *special financing* for certain types of initiatives (protection, conservation, rehabilitation, etc). It generally takes the form of subsidised loans at special rates or tax concessions for the heritage owner. It is to be found in particular for initiatives in the housing sector.
- through *programmes* (preservation, enhancement, etc), as part of development and planning policies.

It then takes the form of public participation in the funding of a programme. Alternatively, special funding conditions might be made available (these may also include grants) to offset any difficulties specific to rural environment. These are examples of structural aid.

In the European Union, the majority of these facilities are Community in nature. One of them (the LEADER Plus programme) is more specifically aimed at enhancing natural and cultural heritage in rural environment, in view of its field of application.

- Direct support may concern various levels of heritage initiatives: pre-implementation studies, the initiatives themselves, the functioning of a heritage facility, and the related investment. Only national guides can give more detailed information on this aspect.
- Virtually all heritage-related initiatives have one thing in common; they are more often than not undertaken by several partners. The approach adopted in the heritage sector has clearly demonstrated this plural dimension. This both facilitates the theoretical aspects of funding and complicates the practical aspects of implementation.
- Seeking out possible funding often requires some imagination. Depending on traditions, interest-free funding may be a possibility. Sponsorship and foundations play a role which varies considerably from one country to another. Here again, national guides should be able to provide useful information.
- Whatever the nature of the partners, it is essential that the conditions for collaboration are clearly worked out.

It is essential that contracts are drawn up.

- These should apply:
 - in the relationship between the various levels of public funding, between the various authorities or entities which in theory have an interest in having a contract to reconcile their objectives and policies,
 - in the relationship between all the players within the same programme or project.

One of the key features of the contracting process is negotiation (the consultation-based management approach referred to above), the drawing up of a timetable of implementation, the definition of each player's joint contribution and the formalisation of a binding text on the subject matter itself.

- The contracting process can play a key role in the whole heritage process, ranging from protection to enhancement.

It makes it possible to reconcile the rigidity of principles and the constraints of protection intervention plans with the flexibility of implementation of action, and in particular enhancement.

It introduces into this flexibility an aspect of regulation which encourages:

- adaptation to the actual situation in regions, and in that it fits in entirely into European territorial strategies,
- co-ordination of action,

- the broad involvement of players, particularly those seeking a guarantee, such as sponsors or private investors, who often show some hesitation with regard to an initiative which is difficult to define in clear-cut terms.

However, as with any process, its worth – like heritage itself – lies solely in the use made of it and it makes for open dialogue only if it is acknowledged that:

- heritage has a value in itself,
- society has an interest in preserving and enhancing it for its own benefit and for the benefit of people living in the countryside

**DECLARATION ON CO-OPERATION CONCERNING
THE TISZA/TISA RIVER BASIN**

*adopted by the Ministers responsible for Regional/Spatial Planning of Hungary,
Romania, Serbia and Montenegro, Slovak Republic and Ukraine, at the 13th
Session of the European Conference of Ministers responsible for
Regional Planning (CEMAT), in Ljubljana, on 16 September 2003*

We, the Ministers responsible for Regional/Spatial Planning of Hungary, Romania, Serbia and Montenegro, Slovak Republic and Ukraine, meeting in Ljubljana on 16 September 2003 at the 13th Session of the European Conference of Ministers responsible for Regional Planning (CEMAT), thank the Council of Europe for the work done in order to achieve the Initiative on sustainable spatial development of the Tisza/Tisa river basin with the goal of implementing the Guiding Principles for Sustainable Spatial Development of the European Continent (GPSSDEC-CEMAT).

We,

- express our intention to implement the Initiative as a “CEMAT innovative Region” of transfrontier character;
- ask the Council of Europe, the European Union and other international organisations to support the work for the implementation of the Initiative;
- agree to consider and to decide on the continuation of the work for the preparation of an agreement in the light of the results of the implementation of the Initiative.

INITIATIVE ON THE SUSTAINABLE SPATIAL DEVELOPMENT OF THE TISZA/TISA RIVER BASIN

signed by the Ministers responsible for Regional/Spatial Planning of Hungary, Romania, Serbia and Montenegro, Slovak Republic and Ukraine, at the 13th Session of the European Conference of Ministers responsible for regional planning (CEMAT), in Ljubljana, on 16 September 2003

The Ministers responsible for Regional/Spatial Planning of Hungary, Romania, Serbia and Montenegro, Slovak Republic and Ukraine, hereafter referred to as the “Parties”,

Recalling the decisions of the Council of Europe’s Committee of Ministers of 7 March 2001 concerning the “possible contribution of the Council of Europe in cases of environmental disaster in rivers such as the Tisza/Tisa and Szamos/Somes”, inviting the states concerned to continue efforts on this issue with a view to “promoting effective regional co-operation in the environmental field, including the possible elaboration of an agreement between the states concerned, under the auspices of the Council of Europe” (744th meeting);

Aware of the need to work together towards a sustainable spatial development of the Tisza/Tisa river basin allowing full consideration to be given to the natural, cultural and landscape heritage of the area concerned, at the same time improving the quality of life of the local inhabitants;

Wishing to implement the Guiding Principles for Sustainable Spatial Development of the European Continent (GPSSDEC-CEMAT), adopted by the 12th European Conference of Ministers responsible for Regional Planning (CEMAT), held in Hanover (Germany) on 8th September 2000 (Resolution No.1), and in accordance with Recommendation Rec (2002) 1 of the Committee of Ministers of the Council of Europe to member states, adopted on 30 January 2002, and notably its relevant provisions relating to flood plains and alluvial valleys, to the landscape and to transfrontier co-operation;

Referring to the Vilnius Declaration of 3 May 2002 on regional co-operation and the consolidation of democratic stability in greater Europe, adopted by the Committee of Ministers of the Council of Europe;

Recognising that potential conflicts between the different functions of a territory can be anticipated and reduced through integrated spatial development strategy;

Having regard to the legal instruments existing at the international level in the field of sustainable spatial development, in particular, the Convention on Wetlands of International Importance especially as Waterfowl Habitat (Ramsar, 2 February 1971), the Convention on the Conservation of European Wildlife and Natural Habitats (Bern, 19 September 1979), the European Outline Convention on Co-operation between Territorial Communities or Authorities (Madrid, 21 May 1980), the Torremolinos European Regional/Spatial Planning Charter (Recommendation No. R (84) 2 of the

Committee of Ministers to member states on the European Regional/Spatial Planning Charter), the Convention for the Protection of the Architectural Heritage of Europe (Granada, 3 October 1985), the Convention on Measures to Combat Pollution on the Tisza River and its Tributaries (Szeged, 28 May 1986), the Convention on Environmental Impact Assessment in a Transboundary Context (Espoo, 25 February 1991), the European Convention on the Protection of the Archaeological Heritage (revised) (Valetta, 16 January 1992), the Convention on the Protection and Use of Transboundary Watercourses and International Lakes (Helsinki, 17 March 1992), the Convention on Biological Diversity (Rio de Janeiro, 5 June 1992), the Convention on Co-operation for the Protection and Sustainable Use of the Danube River (Sofia, 29 June 1994), the European Landscape Convention (Florence, 20 October 2000), the Directive 2000/60/EC of the European Parliament and of the Council establishing a framework for Community action in the field of water policy (23 October 2000), the Council of Europe's European Charter on Water Resources (Recommendation Rec (2001)14 of the Committee of Ministers), the Framework Convention on the Protection and Sustainable Development of the Carpathians (Kiev, 23 May 2003);

Intending to promote the Tisza/Tisa river basin as a “CEMAT innovative region” of transfrontier character;

Taking into account the work already done concerning the regional area of the Tisza/Tisa river basin,

Have expressed their wish to closely co-operate as follows:

Article 1 – Area covered by the Initiative

The Initiative concerns the geographical area of the hydrographic basin of the river Tisza/Tisa, as it will be defined according to the provisions of the appendix to the Initiative.

Article 2 – Objectives

1. The Parties to jointly initiate and carry out a process of implementation of the Guiding Principles for Sustainable Spatial Development of the European Continent and notably the ten following general principles:

- 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 access to information and knowledge;
- reducing environmental damage;
- enhancing and protecting 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;
- limiting the impact of natural disasters through preventive action.

2. The Parties agree to take particularly into consideration the provisions of the Guiding Principles for Sustainable Spatial Development of the European Continent concerning the specific territory of flood plains and alluvial valleys. In this respect, they share the vision of an integrated and transfrontier spatial development and aim at developing and implementing a strategy to reach that goal. They particularly take into account:

- the protection of landscapes and fragile ecosystems, the management of the water system in connection with spatial planning, the conservation of rivers and lakes, the limitation of intensive consumption of land by the expansion of urban areas and intensive agriculture, and flood prevention;
- the promotion of territorial cohesion (balanced spatial management, urban functions, relationship between towns and countryside, conditions of accessibility and access to information and knowledge), the enhancement of the natural and cultural heritage, the promotion of qualitative and sustainable tourism, the development of energy resources while maintaining safety;
- the determination of the most effective financial instruments for the support of programmes and projects for the sustainable development of the Tisza/Tisa river basin, particularly with the participation of international organisations and funds.

3. The Parties recognise the function of spatial planning in horizontal and intersectoral co-operation. They also recognise the role of local and regional authorities as well as of civil society, in particular non-governmental organisations, in promoting sustainable spatial development, and they will favour their involvement in the implementation of the Initiative.

4. The Parties agree to take into consideration, as part of their co-operation, the numerous projects and ongoing activities in the area of the Tisza/Tisa river basin, in order to avoid duplication of efforts and parallelisms.

Article 3 – Tisza/Tisa Joint Commission

1. The Parties agree to promote the objectives of the Initiative by setting up a Joint Commission, aiming to ensure effective co-operation in the Tisza/Tisa river basin.

2. The main task of this Joint Commission is to examine the modalities of implementing the Initiative and to make recommendations to the Parties on measures to be taken.

3. Each Party shall appoint a delegation of two members, who could be assisted by experts.

4. Representatives of the following states, international organisations and entities shall have observer status within the commission:

- Bulgaria;

- Council of Europe;
 - European Union;
 - World Bank (WB);
 - European Bank for Reconstruction and Development (EBRD);
 - European Investment Bank (EIB);
 - United Nations Development Programme (UNDP);
 - United Nations Environment Programme (UNEP);
 - United Nations Educational, Scientific and Cultural Organisation (UNESCO);
 - World Wildlife Fund (WWF);
 - Regional Environmental Centre for Central and Eastern Europe (REC);
 - Southeast European Co-operative Initiative (Seci).
5. The Joint Commission can work in co-operation with other relevant organisations or entities.
6. The Joint Commission will draw up its own rules of procedure, in accordance with the provisions of the present document, with the support of the Council of Europe.

Article 4 – Tisza/Tisa work and action programme

The Parties agree that the Joint Commission:

- should establish a work and action programme as an integral part of the Initiative, according to the provisions appearing in the appendix;
- should update this programme on the basis of a regular review (approximately every two years) of the results of this co-operation and in accordance with the evolution of the general context.

Article 5 – Final clauses

1. Any difference in interpretation or implementation of this Initiative shall be resolved by means of discussion between the Ministries.
2. Each Party shall disseminate the Initiative among its relevant authorities and administrations within its country.

This Initiative is prepared in French and English, both texts being authentic, in a single copy, which shall be deposited in the archives of the Council of Europe.

Signed in Ljubljana, 16 September 2003, in a single copy, in French and English, both texts being equally authentic.

For Hungary

Mr Péter SZALÓ, Vice President of the National Office for Regional Development of The Prime Minister's Office of Hungary

For Slovak Republic

Mr Ján HURNÝ, Deputy Minister of Construction and Regional Development of Slovak Republic

For Romania

Ms Ileana TUREANU, Secretary of State of the Ministry of Transport, Construction Tourism

For Serbia and Montenegro

Mr Dragoslav ŠUMARAC, Minister of Urban Planning and Construction of Republic of Serbia

For Ukraine

M. Sergiy ROMANYUK, Deputy Minister of Economy and European Integration

APPENDIX TO THE INITIATIVE

TISZA/TISA WORK AND ACTION PROGRAMME FOR THE IMPLEMENTATION OF THE INITIATIVE

A work and action programme is established in accordance with the Initiative in order to support the common strategy of sustainable spatial development of the hydrographic basin of the river Tisza/Tisa.

FIRST PHASE 2003-2005

The first phase of co-operation in the hydrographic basin of the river Tisza/Tisa, based on the Guiding Principles for Sustainable Spatial Development of the European Continent, will allow for broad analysis of the existing situation and foreseeable evolution. This analysis will, in particular, attempt to highlight the strategic areas for which operational co-operation appears a priority and should serve as a basis for a common development strategy and for the drawing up of spatial plans.

The first phase will comprise an analytical approach around the following topics:

- a cartographic definition of the hydrographic basin of the river Tisza/Tisa, to be used as a background for various co-operation activities;
- the inventory, analysis and evaluation of the structures and practice of intergovernmental/interregional co-operation within the Tisza/Tisa river basin (existing agreements and their implementation);
- the inventory and evaluation of available studies and sources of information, either concerning the entire river basin, or significant parts of it (particularly studies by the United Nations Development Programme (UNDP), the United Nations Environment Programme (UNEP), the European Union (EU), the Southeast European Co-operative Initiative (Seci), the Regional Environmental Centre for Central and Eastern Europe (REC), the World Wildlife Fund (WWF) and the United Nations Food and Agriculture Organisation (FAO) in co-operation with Wetlands International);
- an analysis of the existing situation and foreseeable changes concerning:
 - the water system, fragile ecosystems, levels and causes of pollution and environmental problems, floods and other natural disasters;
 - territorial cohesion issues (urban patterns, rural zones, accessibility, relevant transfrontier problems);
 - urban evolution, problems of demography and employment;
 - habitat characteristics;
 - agriculture and forestry;
 - tourism and leisure time;
 - systems of transportation and technical equipment;
 - energy in relation to safety and the environment;
- the natural heritage (apart from the water system), the cultural and landscape heritage, and the increased value of these as elements of identity and in the development of widespread tourism.

Each of these thematic approaches, which will in no way be of an exhaustive nature, should aim to highlight:

- areas of existing and foreseeable problems that are particularly serious, where co-operation could contribute to an effective solution;
- under-utilised potential, where co-ordinated measures could generate significant synergies;
- successful solutions that have already been shown to work and which could be used as models;
- the eventual need for further legal instruments to complement those already in existence.

SECOND PHASE 2005-2008

The second phase will be dedicated to the implementation of a joint strategy of sustainable spatial development of the Tisza/Tisa river basin based on the accepted concept of sustainable development formulated in Recommendation Rec(2002)1 of the Committee of Ministers on the Guiding Principles for Sustainable Spatial Development of the European Continent.

The Parties will particularly endeavour to adopt an action programme concerning natural, rural and urban zones of the Tisza/Tisa river basin.

With a view to harmonising actions, the following elements should be taken into account:

- the protection, management and planning of the landscape;
- the conservation of the natural heritage (fauna, flora and habitats);
- the preservation of ecological and physical equilibrium, in the light of pollution problems;
- the protection and improvement of the architectural, archaeological and rural heritage, and the establishment of cultural routes;
- the effects on the environment of economic activities such as industry, agriculture, tourism and those concerning transport systems and the production and distribution of energy;
- the territorial cohesion of the Tisza/Tisa river basin based on balanced rural and urban economic development and general infrastructure;
- the protection, preservation and equitable use of water resources.

The Parties will undertake the necessary action to raise public awareness concerning environmental problems in the context of sustainable development processes.

FURTHER PHASES

Further phases will be defined on the basis of the results obtained.

**CONCLUSIONS OF INTERNATIONAL
SEMINARS AND CONFERENCES
CEMAT 2001-2003**

At the 13th session of the European Conference of the ministers responsible for Regional Planning, the Ministers responsible for Regional Planning of the Member States of the Council of Europe/Heads of delegation have:

- *take note of the Conclusions of the CEMAT Seminars and Conferences 2001-2003;*
- *take note of the fact that the Proceedings of the CEMAT Seminars and Conferences are available at the Council of Europe Publishing in the European Regional/Spatial Planning Series:*
 - *Integration of the greater European spaces (Thessalonica, 25-26 June 2001), 2002, N° 65;*
 - *Landscape heritage, spatial planning and sustainable development (Lisbon, Portugal, 26-27 November 2001), 2003, N° 66;*
 - *The role of local and regional authorities in European transnational co-operation in the field of regional/spatial development (Dresden, Germany, 15-16 May 2002) (in co-operation with the CLRAE), 2003, N° 67;*
 - *Spatial planning for sustainable development of different types of European areas: mountains, coastal zones, rural zones, flood plains and alluvial valleys, Sofia, Bulgaria, 23-24 October 2002, 2003, N° 68;*
 - *Sustainable spatial development: strengthening inter-sectoral relations, Budapest, Hungary, 26-27 March 2003 (in collaboration with the United Nations Institute for Training and Research - UNITAR), 2003, N° 69;*
 - *Natural disasters and sustainable spatial development: prevention of floods, Wrocław, Poland, 30 June 2003, 2003, N° 70.*

INTEGRATION OF THE GREATER EUROPEAN SPACES

Thessalonica (Greece), 25-26 June 2001

organised by the Council of Europe – Spatial Planning and Landscape Division – and the Ministry of Environment, Spatial Planning and Public Works of Greece within the framework of the activities of the European Conference of Ministers responsible for Regional Planning of the member States of the Council of Europe – CEMAT-CoE

as adopted by the Committee of Senior Officials of the European Conference of Ministers responsible for Regional Planning on 28 November 2001

The European Conference of Ministers responsible for Regional Planning of the member States of the Council of Europe (CEMAT) International Seminar on “*Integration of the Greater European Spaces*” held in Thessalonica, on 25-26 June 2001 was the first Seminar held since the adoption of the *Guiding Principles for Sustainable Spatial Development of the European Continent*, by the 12th Session of the CEMAT, in Hanover on 8 September 2000. The Guiding Principles consider on this issue that “*Europe’s social cohesion is strengthened by transnational co-operation within large European regions*”.

Reports particularly interesting presented during the Seminar, provide an important contribution to the framework of the CEMAT Working Programme 2001-2003. They comprised accurate analyses, ranging from geo-strategic considerations to territorial impact assessment of concrete projects, and comprehensive reports of the activities undertaken under various European initiatives and programs of crossborder, transnational and interregional cooperation. Particular attention has been paid to presentation of successful regional and local spatial developments.

The Seminar pointed out the need to enhance the distribution and facilitate access to the presentations and reports introduced at CEMAT Seminars and to their underlying information to a wider circle of professionals, government officials and especially representatives of regional and local authorities, NGOs and general public. For that purpose the possibility to set up a CEMAT on-line information system is worth considering.

The Seminar was dealing with the questions of:

- spatial organisation and integrated development of the Greater European area;
- experiences in transnational, transborder and interregional co-operation in the field of regional planning;
- the part played by cities in the integration of the Greater European area;
- the part played by trans-European networks (transport, communication and energy) in the integration of the greater European area;
- approaching a policy of sustainable spatial development.

They pointed out the crucial dimensions of the spatial integration and the impediments that exist in this direction. The following conclusions can be drawn out of the sessions and contributions to the Seminar:

1. During the 1990s there were significant attempts in which various co-operation frameworks were established, aiming at European spatial integration. They were related to different spatial levels in, e.g.: the Atlantic macro-region, the Baltic Sea, the region of CADSES (Central, Adriatic, Danubian and South-Eastern European Space), the South-East European region, the region of European Space and Territorial Integration Alternatives (ESTIA), the Mediterranean region, the North Sea, Northern Europe, etc.

Beside very many positive experiences, the partnerships within these frameworks also showed some inherent difficulties. Among them problems of co-ordination, competition and organisation were reported. The probably most valuable contribution of these partnerships has been in overcoming the national and ethnic borders in dealing with the spatial development, spatial planning or environmental issues. On the other hand they underlined the importance of knowledge of different spatial planning systems in European countries and the role of different actors within them for understanding various aspects of the process of spatial integration.

2. The wider importance of the *“European Spatial Development Perspective”* (ESDP), agreed at the Informal Council of Ministers responsible for Spatial Planning in Postdam, May 1999, has been acknowledged, but at the same time it was pointed out that within and mainly outside of the European Union there are many other *“European”* spaces. Thus, spatial planning has to resolve the issues of spatial integration of the European Continent, i.e. not only with regard to the space of the European Union or the European Monetary Union, but also with regard to the countries of the Council of Europe.

3. Spatial planning in Europe went through various stages. It has evolved from the narrow perception of physical planning and the administrative approach of spatial planning to a wider developmental rationale that seeks to combine the objectives of sustainable development, protection of the environment and spatial integration. Initially, the environmental component (e.g. environmental impact assessment) and recently the spatial component (e.g. spatial impact assessment of actions) are important elements that have been introduced in the development process.

Spatial planning and the environment should always be considered as integral dimensions in the formulation and planning of each sectoral policy (transportation, networks, industrial development, rural development, development of areas in crisis etc.). Spatial planning is one of the most important regulatory policies, prerequisite for achieving the spatial integration and coping with the forces of the enlarging and unifying European market.

4. However, it should be taken into account that the forces shaping the European territory are in many ways incompatible with the European spatial planning objectives. The spatial development is fragmented and unequal and the centre-periphery polarisation is aggravated. Research in many European regions has showed that the pre-existing inequalities are intensified. In spite of policy statements, which are different, the new inequalities create new exclusions and marginal social groupings with challenging dimensions: long-term unemployment, new poor, homeless people, and immigrants.

New “grey” zones and new “black holes” are created in the wider European socio-economic space. Unfortunately, the examples such as Bosnia and Herzegovina and Kosovo are not quite unique. At the same time, new barriers have been created. Xenophobia, racism, nationalism and social exclusion have recovered through new forms in several parts of Europe. These problems are intensified by the needs of immigration flows, which are created in many European regions in crisis. CEMAT within the Council of Europe should seek its role in overcoming these deplorable issues.

5. European spatial planning has to move further and go beyond the level of outlining generally acceptable objectives, which might be reduced to “wishful thinking”, if not followed by clear priorities and supported by the introduction of appropriate operational tools, now lacking. These should be used for the implementation of specific policies for the mitigation of geographic inequalities, aiming at spatial development convergence and integration.

The efforts undertaken so far to diffuse and share the relevant spatial information, to compare and agree upon the appropriateness of the spatial planning methods, should therefore be continued and the necessary specialized knowledge about the ongoing spatial changes should be developed.

6. The new system of territorial governance is related to the issues of macro-regions. Macro-regional approach overcomes the “ethnocentric” planning approach and requires planning processes, involving institutions other than national (e.g. regions, cross-border areas, etc.). It also allows for greater engagement of endogenous economic and human resources and a macro-region’s institutional capacity to create co-operation networks based upon mutual trust.

The macro-regions’ spatial integration and sustainable development should be set up as the main long-term goal for the whole of Europe, although this is not an easy task within the Council of Europe with 43 member States.

The CEMAT of the members States of the Council of Europe does not have the financial tools for the promotion of spatial cohesion policies. However, it would be very useful if finance for essential pilot activities, e.g. studies and know-how, in order to understand the problems and the diversities of “European Space” as a whole, could be provided.

7. One of the most important actions related to the future development of CEMAT should be the dissemination of the Guiding Principles, not only in the 43 countries of the Council of Europe but also in other international organisations and national authorities. It should include the international organisations, which implement and/or support European spatial development policies, e.g. the European Union, the World Bank, OECD, EBRD, etc.

8. It was noted that due to the importance the reports and other presentations at the CEMAT Seminars have for regional and local spatial planning and development policies, the participation of representatives of regional and local authorities at the Seminars is highly desirable.

Regional and local authorities have an important role in the implementation of the Guiding Principles. Therefore ways and means should be developed in order to:

- enhance the active participation of local and regional representatives at the CEMAT Seminars;
- develop the dialogue with local and regional representatives within the member States of the Council of Europe in order to facilitate their role in the implementation of the Guiding Principles;
- intensify the dialogue with the Congress of Local and Regional Authorities of Europe (CLRAE) of the Council of Europe with particular attention paid to the implementation of those decisions of the Congress, which support the implementation of the Guiding Principles at regional and local level.

9. The conclusions of the Thessalonica Seminar and the following ones should be considered in the preparation of the 13th Ministers' Session of CEMAT in Ljubjana in September 2003. In this regard it is desirable to give greater responsibilities for the implementation of the Guiding Principles to regions and municipalities.

10. CEMAT Seminars contribute to realise a synergy of various European schemes and programmes of transnational, crossborder and interregional cooperation. It would be neither economical, nor efficient if the Council of Europe countries, particularly those which at the same time are members of the European Union, participated in overlapping activities. Therefore the possibility should be considered, that the Seminars would include a session, conceived as a colloquium of European 15 and European 43, when appropriate including other (i.e. non-European) countries as well, thus paving the road for future spatial planning and development cooperation, extended over any borders still existing in Europe today.

LANDSCAPE HERITAGE, SPATIAL PLANNING AND SUSTAINABLE DEVELOPMENT

Lisbon (Portugal), 26-27 November 2001

organised by the Council of Europe – Spatial planning and landscape Division – and the Ministry of Environment and Spatial Planning of Portugal within the framework of the activities of the European Conference of Ministers responsible for Regional Planning of the member States of the Council of Europe – CEMAT-CoE

as adopted by the Committee of Senior Officials of the European Conference of Ministers responsible for Regional Planning on 17 May 2002

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

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

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

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

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

The European Landscape Convention was moreover opened for signature on 20 October 2000, at a Ministerial Conference of the Council of Europe in Florence, Italy. The Convention's aims are to promote protection, management and planning, and to organise

European co-operation on landscape issues. It is the first international treaty exclusively concerned with protection, management and planning of European landscape.

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

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

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

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

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

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

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

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

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

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

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

**THE ROLE OF LOCAL AND REGIONAL AUTHORITIES
IN EUROPEAN TRANSNATIONAL CO-OPERATION
IN THE FIELD OF REGIONAL/SPATIAL DEVELOPMENT**

Dresden (Germany), 15-16 May 2002

organised by the Council of Europe – the Congress of Local and Regional Authorities of Europe (CLRAE) and the European Conference of Ministers responsible for regional planning (CEMAT) – and the German Land of Saxony, with the support of the German Federal Ministry for Transport, Building and Housing within the framework of the activities of the European Conference of Ministers responsible for Regional Planning of the member States of the Council of Europe – CEMAT-CoE

as adopted by the Committee of Senior Officials of the European Conference of Ministers responsible for Regional Planning on 17 May 2002

The participants at the European Conference on the role of local and regional authorities in transnational co-operation in the field of regional/spatial development, held in Dresden on 15 and 16 May 2002 and attended by some 200 people:

Express their warm thanks

to the German Free State of Saxony,

to the German Federal Ministry of Transport, Building and Housing,

to the Congress of Local and Regional Authorities of Europe (CLRAE) of the Council of Europe,

to the European Conference of Ministers responsible for Regional Planning (CEMAT) of the member States of the Council of Europe,

for the excellent organisation of the Conference.

Having particularly in mind:

– the European Charter on Regional Planning (Torremolinos 1983), which lays down principles for national and European policies contributing to better territorial organisation in the member States;

– the resolutions adopted at the 12th CEMAT session in Hanover on 7 and 8 September 2000, in particular Resolution No. 2 in which the Ministers instructed the Committee of Senior Officials “to foster transnational and interregional co-operation by carrying out development projects supported by EU instruments and international financial institutes” and asked it to present concrete results or evaluations at the 13th CEMAT Conference;

– Recommendation Rec (2002) 1 of the Committee of Ministers of the Council of Europe to member States on the Guiding Principles for Sustainable Spatial Development of the European Continent, adopted on 30 January 2002 (the Guiding Principles);

- Recommendation 91 (2001) of the Congress of Local and Regional Authorities of Europe on the Forum of Cities and Regions of South-East Europe, 7th Economic Forum (Skopje, 16-18 November 2000), adopted on 31 May 2001, proposing the holding of this Conference;
- Recommendation 99 (2001) of the Congress of Local and Regional Authorities of Europe on international co-operation at regional level, adopted on 31 May 2001;
- the European Landscape Convention, which was opened for signature in Florence on 20 October 2000;

Having examined at the Conference projects concerning:

- practical experiences in the implementation of the Guiding Principles at the local and regional level;
- examples of good practice in transnational co-operation in the field of spatial development in European regions and municipalities, for example in projects concerning the European transport corridors, the cultural routes and landscapes;
- examples of pilot projects that receive international financial support, such as the Interreg III B, PHARE, TACIS, MEDA and CARD programmes;
- the transnational co-operation support programmes which have an impact on local and regional authorities, such as the EU financial instruments or those of the Council of Europe Development Bank (CEB) and the European Bank for Reconstruction and Development (EBRD), and the work done under the UNEP Mediterranean Action Plan and by the OECD, particularly concerning Central and East European countries;
- the “model regions of CEMAT” projects conducted in the Oblasts of Moscow and Leningrad;

Have adopted the following conclusions:

1. European spatial development policies must be designed to support sustainable development conducive to enhanced economic and social cohesion and greater consideration for the natural, cultural and landscape heritage, with a view to EU enlargement and, more generally, to European integration;
2. The quality of co-operation is closely linked to the quality of information available on territorial development, and efforts should be made to improve this;
3. More active use should be made of the two basic documents: the Council of Europe’s Guiding Principles for Sustainable Spatial Development of the European Continent (GPSSDEC-CEMAT) and the European Union’s “European Spatial Development Perspective” (ESDP), particularly when implementing European and international programmes to finance spatial development and transnational co-operation;
4. The effective implementation of the principles set out in these documents should be monitored and evaluated at regular intervals. Such evaluation could take the form of national contributions to general reports prepared for CEMAT sessions, reviewing the

implementation of earlier decisions and subsequently presented to the political bodies of the Council of Europe (Committee of Ministers, Parliamentary Assembly and CLRAE);

5. The Guiding Principles should also be applied by the regions and local authorities as they often play a central role in this field. The CLRAE should be invited to contribute to the evaluation process set up by CEMAT;

6. The evaluation process mentioned above should lead to increased co-operation in Europe between local and regional authorities; the pilot projects identified on this occasion could be organised into networks to foster exchanges of good practice;

7. The implementation of the Guiding Principles should be encouraged in “model regions of CEMAT”, where these principles can be best put into practice;

8. It is recommended that the EU, the European and international financial institutions (including the CEB), the member States and local and regional authorities contribute, as a matter of priority, to the active implementation of development programmes and projects that require transfrontier, transnational or interterritorial (interregional) co-operation;

9. It is also recommended that in the context of its future enlargement the EU should continue to make the necessary funds available for spatial planning and transnational co-operation and provide for improved co-ordination of these funds, in the interest of its future member States and also of the other countries of Central and East Europe, particularly those along the future borders of the EU, as well as the countries concerned by the Stability Pact for South Eastern Europe;

10. It was noted with satisfaction that the Stability Pact has made transfrontier co-operation and the Euroregions one of its priority areas for future action, which will have a beneficial impact on border regions and Euroregions in that part of Europe;

11. Partnerships of all kinds (transfer of know-how, training of national and local government staff, exchanges of experience and public servants or elected representatives, practical co-operation at local level, etc), between States but also between their respective regional and local authorities, should be strongly encouraged;

12. Transnational co-operation should also be developed in Europe’s larger regions, such as the Baltic, the Mediterranean, Central and South-East Europe, the Atlantic Arc, the Carpathian-Danube and the Black Sea areas, again with due regard for the Guiding Principles. This co-operation provides an overall vision of the areas concerned, making it possible to address their spatial planning and sustainable development issues in a broader perspective;

13. Special attention should be given here to the development of the requisite transport infrastructure in the framework of a network of trans-European corridors covering all the Council of Europe’s member States, with due regard to the environmental and landscape dimensions of sustainable development;

14. This co-operation between the regions of Europe is essential to the sustainable development of the areas concerned at a time when the effects of globalisation are an increasing threat to the environment and the balanced development of regions;

15. While taking into consideration the decisive role which States play in spatial planning, it is also important to encourage more consultation of local and regional elected representatives. The principles of subsidiarity, proximity and partnership enshrined in the European Charter of Local Self-Government, and the principle of reciprocity laid down in the Guiding Principles take on their full meaning here;

Invite the institutions of the Council of Europe:

a) to integrate the CEMAT effectively into the system of priority activities defined at political and organisational level; and

b) to offer with this Conference to EU non-member States a political and technical platform for dialogue and co-operation with EU institutions and EU member States, together with local and regional elected representatives.

The participants:

– welcome the close co-operation between the CLRAE and the CEMAT, which shall continue; and

– emphasise the need to discuss the topics examined at the Dresden Conference, especially those on the active role of the local and regional authorities and the need for sustainability in sector policies, at the 13th CEMAT Session in Ljubljana, Slovenia, on 16 and 17 September 2003.

**SPATIAL PLANNING FOR THE SUSTAINABLE DEVELOPMENT
OF PARTICULAR TYPES OF EUROPEAN AREAS: MOUNTAINS, COASTAL
ZONES, RURAL ZONES, FLOOD PLAINS
AND ALLUVIAL VALLEYS**

Sofia (Bulgaria), 23-24 October 2002

*organised by the Council of Europe – Spatial Planning, and Landscape Division with
the support of the Integrated Project “Making democratic institutions work” – and the
Ministry of Regional Development and Public Works of Bulgaria within the framework
of the activities of the European Conference of Ministers responsible for Regional
Planning of the member States of the Council of Europe – CEMAT-CoE*

*as adopted by the Committee of Senior Officials of the European Conference
of Ministers responsible for Regional Planning on 28 March 2003*

1. Introduction

The CEMAT international Seminar on “Spatial planning for the sustainable development of particular types of European areas: mountains, coastal zones, rural zones, flood-plains and alluvial valleys” was based upon the following underlying considerations:

The Seminar should help ensure that the Guiding Principles for Sustainable Development of the European Continent (GPSSDEC-CEMAT) were suitably applied in national and international regional planning projects. It should also provide an opportunity for more detailed discussion of the issue of the participation of civil society in the formulation and implementation of sustainable development policies in particular areas, and make for an integrated approach to these policies.

Mountains, coastal and rural zones, flood plains and alluvial valleys are areas which are particularly exposed to specific problems.

Mountain regions provide Europe with exclusive potential and have ecological, economic, social, cultural and agricultural functions. They require spatial planning measures which will ensure their social and economic development but at the same time conserve and protect them.

Coastal zones are areas with important but often conflicting economic and commercial activities, including fisheries, transport and industry, and are of particular importance for tourism and a number of tourism-driven activities. At the same time, because of human settlement through history, they have an invaluable natural and cultural heritage. Since all these functions are concentrated along a narrow coastal strip, an integrated spatial planning policy for coastal areas is a prerequisite for their sustainable development.

Rural zones are the setting for extremely important primary sector activities such as agriculture and forestry, alongside which some ancillary activities, such as rural tourism, have developed. Rural zones in general have substantial development needs, the common denominator being the need the economic, environmental and social sustainability of economic activities and to improve the living conditions of the inhabitants. Spatial planning at national, regional and local level, with its coordinating function and holistic approach, should, not on its own but together with the various sectoral policies, have a key role in providing solutions to these needs.

River basins, alluvial valleys and flood plains are a particular spatial planning challenge. They include waterways and wetlands with diverse and vulnerable ecosystems. They form landscapes in themselves and are exposed to the extensive impact of human settlement and manifold economic and other activities. They require integrated management that takes account of this complexity.

The Seminar highlighted a wide range of problems pertinent to the large areas which were the focus of its reports and discussions, drew attention to opportunities for their sustainable development, made it possible to share some valuable experiences and held out the prospect of more efficient approaches to the management of specific large areas. In all cases, such approaches are or should be an integral component of spatial planning and the coordinating and integrating role of spatial planning can add to their efficiency. Considerable hopes have thus been placed in such a strategy.

The Seminar devoted considerable attention to landscapes which have important spatial implications, common to all of the large areas dealt with. There was also a concise but wide-ranging review of spatial development and environmental protection instruments (including legal, financial, social and regional planning and monitoring).

The Seminar provided proof that the considerations that had prompted it were appropriate and that spatial planning has a specific role because it permeates every activity and is a key element in the coordination of the economic, environmental and social aspects of development. The principal points to emerge in connection with the main themes are summed up below.

2. Landscapes

People in the urbanised world have lost the sense of the need to care for the landscape that was inherent in rural society. The management of landscapes and specific areas requires particular care. The importance of landscapes, including historic landscapes, has to be respected. The landscape is a historical document which can be read. Once destroyed, it can never be replaced, and this should be borne in mind when planning change.

The landscape also provides scope for research and helps to shape values. In some cases, the maintenance or reintroduction of ancient agricultural land uses, allowing the restoration of the landscapes of the past, has proved to be feasible. But there are serious

limits to the conservation of historic landscapes. The drastic socio-economic changes after World War II irreversibly changed the landscape and in some cases processes involving a return to nature are required as an integral component of landscape management.

Landscape management requires a consistent methodology with innovative instruments and appropriate databases containing data from various sectors, along with a multidisciplinary and holistic approach. Spatial planning has a crucial role in landscape management, but it still has a lot to learn about how to manage processes in the landscape that are substantially influenced by the life cycles and growth of the various species. Landscapes constantly change over time, and landscape management covers natural as well as social and economic processes. An assessment of the territorial impact of landscape management should include social and economic and not only environmental aspects.

In spatial planning one essential aspect of the evaluation of landscapes and other specific areas still seems to be missing: the evaluation of their economic potential, which determines the feasibility of management policies. This is very important, because the nostalgic approach to landscape management is liable to preclude any action and lead to further deterioration, instead of improving landscapes.

The European Landscape Convention, so far signed by 24 member States of the Council of Europe, is the first international instrument to be fully dedicated to the protection, management and planning of European landscapes. The principles set out in the European Landscape Convention must be put into practice. They must be reflected in the activities of national, regional and local authorities. Landscape criteria must be integrated into spatial planning and decision-making.

3. Coastal zones, river basins, flood plains and alluvial valleys

Europe's coastal zones border on and serve as gateways to enormous hinterlands. The Mediterranean Sea, for example, has a vast catchment area, reaching well beyond the equator to the South and high up to the Russian plains in the North. Coastal areas, particularly the Mediterranean coastline, have undergone dramatic urbanisation, economic development and demographic change. They are the destination of the bulk of seasonal migration and are subject to enormous ecological pressures, including the water shortage and sea pollution caused by such migration. The sustainability of tourism and the existence of conflicting land uses along the coastline are two key questions that must be addressed in connection with further spatial development and the prerequisite of sustainability.

Human beings have been fighting to protect commercial coastal facilities from erosion and the natural action of sea. Their large-scale projects, e.g. coastal afforestation and engineering works, have transformed many natural coastlines into artefacts, devastating natural habitats in the process. These projects are distinctive and at the same time eat up money as they require constant maintenance, which would be superfluous if development work on the coastline were set back far enough not to be threatened by the effects of the sea.

The model law on sustainable management of coastal zones and the European Code of Conduct for Coastal Zones, which are aimed at coastal protection and based on the concept of sustainable development, are a major Council of Europe contribution to an integrated approach to the problems of these large areas. They promote the concept of integrated management and planning and thus consolidate the role and responsibility of spatial planning and spatial development measures.

Waterways are systems in dynamic equilibrium. As a rule, every river basin coincides with other large areas: landscapes, rural areas, flood plains or coastal zones. River basins are home to settlements, economic activities, migration and transport. They are densely populated and hence have a high water demand, they are exposed to increasing imbalances in the seasonal distribution of hydrological phenomena ranging from floods to drought. Along the basins of some rivers (e.g. the Danube) there can be great disparities in economic development, income etc., between nations and regions.

Rivers are not only very important but fragile and endangered ecosystems: they also provide an important natural infrastructure, particularly for the purpose of water supply *and* waste water management as well as transport. The recent flood catastrophes in various parts of Europe have once again proved that the flood areas along rivers must be extended. Too many flood plains have been destroyed in Europe and very serious consideration should be given to their restoration.

Rivers require free space, now limited as a result of damaging human activities, which cause faster flows, fluctuations in water levels, the lowering of river beds, damage to the drinking water supply, the contamination of soil and water, mainly from agriculture, depletion of fish stocks, genetic changes, etc. Addressing these problems entails high public spending but can produce substantial gains by restoring the conditions that existed before the damage was done.

River management should address the river not as a linear phenomenon but as an important spatial element that extends over the entire catchment area. It should therefore be not so much an engineering activity as one of the key aspects of spatial planning and spatial development measures. There is an urgent need to try to solve certain challenging and as yet unresolved problems by means of the spatial planning of river areas, alluvial valleys and flood plains. The issues of river basin management and flood prevention are very complex and transnational; they are politically and socially sensitive, because they may require changes in and even the relocation of human activities and make it necessary to move back settlements in order to form safe flood retention areas.

Strategies should be devised to make economic use of rivers and preserve the social fabric of the settlements along them, which has, historically, been woven under influence of these activities. A strategy for preserving the functions of flood plains is also needed. Such strategies are now necessary for a sustainable future, and are not feasible without close regional, transnational and cross-border cooperation and strong public participation.

4. Mountain regions

In the second half of the 19th century, the historical isolation of mountain regions started to change as transport systems gave rise to migration and particularly to mountain-bound tourism. In the second half of 20th century in particular, there were enormous socio-economic changes in the mountain regions. As a result, the spatial development of mountain regions is unbalanced and this in turn causes severe demographic, social, economic and ecological problems. Ecological problems are particularly challenging, because of the fragility of the mountain ecosystem.

The abandonment of agriculture paves the way for forestation and changes in the landscape. Growing tourism attracts vast numbers of visitors to some mountain areas, which are seasonally overcrowded, and creates new job opportunities which, in turn, elicit migration from afar and change demographic patterns. New economic structures and relations are emerging. These changes require new spatial planning tools and development policies and measures in order to ensure sustainability, which is under serious threat.

In the circumstances, spatial planning has a central role in preserving key mountain areas by channelling development towards less sensitive adjacent areas or confining it to such areas, which should be serviced by sustainable infrastructure.

In some European countries a large proportion of the population lives in mountain regions and faces serious quality of life problems, caused by inadequate economic development, scarce job opportunities and poor access to public services. Infrastructure and public services are essential in mountain regions for the purposes of favourable demographic and sustainable spatial development, but they are much more difficult to provide than in the plains or in other, more densely populated parts of the country.

Housing and urban development problems are growing in mountain regions. They are difficult to deal with, particularly when restrictions are necessary for environmental reasons. The strong need for environmental protection and an acceptable quality of life presents one of the most spatial planning serious challenges in mountain regions.

5. Conclusion

The CEMAT Seminar in Sofia highlighted some of the themes faced by present-day spatial planning and development policies and projects. It pinpointed a variety of issues facing these large areas, presenting good examples of how to deal with them, and tried to propose holistic methods of solving them.

It was clear from many of the contributions – from the reports and during the discussions – that spatial planning is *the tool* for managing large areas and should play a key role, and that the solution to the problems facing these areas lies in measures to implement spatial planning, ie in spatial development policies.

Considerable progress has already been achieved through recent activities in the member States and as a result of European integration. Charters, Guiding Principles, conventions, framework conventions, model acts, national legislation and policies, regional and local initiatives, and transnational co-operation and projects all form an important framework for further progress with efficient spatial planning and spatial development in the form of a number of strategies applicable in various member States and regions.

Of particular importance are democratic policy-making and decision-making procedures and public participation in spatial planning. The role of the latter must be enhanced and fostered, as the point has been made that only spatial planning *for* the people can produce viable results. It should not be forgotten that sustainable spatial development is part of a future in which the young people and children of today will take over the current roles of their parents. It should also be borne in mind that the Bruntland definition of sustainability has to do with future generations. Young people and children should therefore have a special role in these democratic processes.

Some problem areas presented at the Seminar still require broader evaluation, although there is already a wide-ranging consensus not only as to their gravity, but also as to possible solutions. One should not rely too much on generally accepted values; however prevalent they seem and undisputed they are, monitoring is preferable to blind trust, and constant questioning of convention is a pillar of the scientific approach.

However ambiguous this might seem, the general consensus surrounding the prevailing values could even be a constraint when the management of large zones is incorporated into spatial planning. The latter affects and seeks to reconcile a number of opposing interests and arguments, and ultimately it largely determines how property is managed.

It should not be forgotten that spatial planning serves no purpose unless it is feasible and unless plans are implemented. In economic and fiscal terms, the implementation of spatial planning may allow land to be used profitably or bring net public benefits, or it may impose a cost on the public, which must be sustainable so that it can be borne by the taxpayer if it is financial or by the public in general if it is an inconvenience or a burden of some other kind.

The most important methodological problem to be overcome in the spatial planning of any sensitive area is the “*equal balance*” approach, i.e. an approach that weighs up development on the one hand and the need to conserve and protect specific areas on the other, in which it is assumed that one side can gain only as much as the other side loses. There is only one hypothesis to which the equal balance approach can lead. It is well known and is not always very productive: either we choose development at the expense of conservation, or we choose protection at the expense of development.

Instead of equal balance, a “*mutual added value*” approach should be the basis of spatial planning for a sustainable future. This requires a holistic approach to problems, but also a shift in attitudes. In seeking solutions which will lead to a general, long-term net increase in benefits or a net decrease in cost, inconvenience and other burdens, we

should make more use of interdisciplinary methods and set up a multidisciplinary system for the evaluation of spatial phenomena.

To sum up, economic policies require social and environmental assessment, while environmental protection needs economic and social assessment, just as social measures need economic and environmental assessment. All these assessments should be integrated in spatial planning methods and procedures in accordance with the various countries' legislation and be part of a *territorial impact assessment* of spatial phenomena, i.e. of situations, problems and measures to deal with them.

A specific (economic, environmental, social *and spatial*) cost-benefit analysis should thus be the basis for the evaluation of any model, policy or measure with spatial development consequences, regardless of the scale of the territory it is to be applied to. Not only the model policy or measure itself but also its collateral implications should be assessed. Last but not least, such an analysis would help to enhance the holistic approach, which is still missing from spatial planning and spatial development.

SUSTAINABLE SPATIAL DEVELOPMENT: STRENGTHENING INTERSECTORAL RELATIONS

Budapest (Hungary), 26-27 March 2003

jointly organised by the Council of Europe – Spatial Planning and Landscape Division with the support of the Integrated Project “Making democratic institutions work”– 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,

within the framework of the activities of the European Conference of Ministers responsible for Regional Planning – CEMAT-CoE

as adopted by the Enlarged Task Force of the Committee of Senior Officials of the European Conference of Ministers responsible for Regional Planning on 1st July 2003

The International CEMAT Seminar on “Sustainable Spatial Development: Strengthening Intersectoral Relations” was jointly organised by the Council of Europe – Spatial Planning and Landscape Division – 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 in Budapest. It formed part of the activities of the European Conference of Ministers responsible for Regional Planning (CEMAT). It was also supported by the Council of Europe’s Integrated Project “Making Democratic Institutions Work”, to allow a more detailed discussion on the integrated approach and civil society participation in sustainable spatial development. It was held in Budapest (Hungary), at the European Youth Centre Budapest (Council of Europe) on 26 and 27 March 2003, as the fifth in the series of CEMAT seminars leading to the 13th CEMAT Session, which will take place in Ljubljana on 16-17 September 2003.

The aims of the Seminar were to promote the implementation of Recommendation (2002) 1 of the Committee of Ministers of the Council of Europe to member States on the Guiding Principles for Sustainable Spatial Development of the European Continent (GPSSDEC-CEMAT) and the resolutions adopted at the 12th CEMAT Session, assist the preparation of proposals for the 13th CEMAT Session, contribute to the implementation of actions identified by the World Summit on Sustainable Development in Johannesburg and enhance the integrated approach to spatial development planning.

The Seminar focused on strengthening interrelations and interdisciplinary and intersectoral co-operation and partnership in the spatial planning field. The issues discussed at the Seminar reflected the special emphasis in the Guiding Principles on promoting horizontal and vertical co-operation and interrelationships, and in particular

intersectoral co-operation designed to “create a regionally balanced and sustainable Europe”, all of which are concerned with the common goal of sustainable development, including regional balance.

One of the reasons for strengthening horizontal and vertical co-operation and intersectoral relations has been the fragmentation of current planning practices: in European countries the sectoral/functional planning function, with its primarily economic content, has been traditionally separated from territorial planning focused on the development of the physical environment. The more fragmented the various approaches have become, the greater the need for integration, which is not an easy objective. There are noticeable differences between sectoral and spatial planning, with different theoretical roots and methods and divergent rationales, which complicates the process of integrating approaches and sometimes impede co-operation between the sectors.

The Seminar once again showed that spatial planning represents the most appropriate institutional, technical and policy context for managing the territorial dimension of sustainability. Thus sustainability is the main goal of spatial planning and spatial planning is the main tool for achieving sustainability. Sustainable development in itself is a comprehensive goal. Firstly, the fragmentation of decision-making powers in modern societies calls for vertical and horizontal co-operation between different sectors and tiers of authority. Secondly, problems and concerns within specific geographical areas increasingly require complex and multidimensional responses. Together they create a need for an integrated strategy of territorial sustainability, including territorial quality, identity and efficiency, and an integrated planning approach to settlements, infrastructure, environment and landscape.

Nevertheless the question arises as to whether spatial planning is the most appropriate arena for co-ordinating intersectoral relations or whether there are better frameworks for this, and also whether spatial planners are equipped to deal with the complex issues involved, spatial planning agencies can become overall co-ordinators and so on. Increasingly distinctive sectors have specific views of their problems and potential solutions, which makes co-ordination difficult, and there do not appear to be any generally acknowledged tools for reconciling distinctive standpoints. However if it is to fulfil its integrative role, spatial planning should almost certainly not attempt to act as a sector itself, but should provide:

- 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.

Modern integrated spatial planning should be founded on increased capacity for evaluation, genuine public participation, greater (vertical and horizontal) co-operation and new decision-making tools, and rely more on intersectoral co-operation, and contractual and consensual relations than on government authority and enforcement. Such planning

requires not only clearer objectives but also better organisation and greater commitment and professional input from the relevant stakeholders. It must be based on properly scheduled and complex research. As good practical experience has already shown, integrated spatial planning of such a kind is feasible.

The most important tools for intersectoral cooperation seem to be contractualisation, the establishment of co-ordinating bodies and a matrix organisation of planning processes and bodies, and constant evaluation and assessment of the transsectoral territorial effects of sectoral measures. Although the environmental dimension of sustainability is undisputed and growing importance is ascribed to the role of biodiversity, territorial evaluation and assessment is taken to mean not the – normally final – environmental impact assessment but a guidance tool, particularly for identifying the best available variant or alternative solutions. Good territorial governance is necessary at all levels, but particularly the local one. The same applies to a proper examination of public intervention in property rights and markets, and measures to promote equity and efficiency in land use, which are a limited resource but of great public importance.

An intersectoral approach would improve spatial planning without in any way diminishing the role of sectors. Improved sectoral participation would improve the outcome of planning and facilitate the search for sustainability. Intersectoral cooperation helps to achieve synergy. Every sector retains its own responsibility for achieving its goals, but is also responsible for ensuring that they are in accordance with other sectors' goals, as co-ordinated and agreed in the spatial planning process.

Integrated, i.e. intersectoral, spatial planning should pay greater attention to certain major challenges to sustainable spatial development in Europe. A number of existing spatial patterns and trends pose threats to Europe's balanced development and to the political goals of its economic, social and territorial cohesion, creating a need for spatial policies that are more vertically effective and coherent (at European, national, regional and local levels) and more horizontally integrated (coherence and integration of sectoral and spatial policies).

Universal access to essential services constitutes one of the objectives of territorial and social cohesion. Essential commodities and services are not only those which are indispensable for maintaining human lives, but also those necessary for preserving human dignity. They include, *inter alia*, food, clothing, housing, energy, medicines, communications, mass-media, health care, education, culture and so on. Physical access (availability) and economic access (affordability) to basic essential commodities and services should be granted to all, including those who cannot afford to pay the full price for them.

There should be no discrimination regarding this human right, meaning that social correctives should be applied to a much wider range of public services than is generally the case now. Solidarity and social correctives are not only applicable to services provided by the public sector. There is known to be a variety of efficient organisational

and financial arrangements for providing public services and local communities have a key role in this sector, which is particularly suitable for setting up public-private partnerships. These often provide more efficient, better and hence more sustainable services, but require specific forms of organisation and management.

Public-private partnerships are not simply a recent phenomenon. They began well back in the 19th century when they were particularly associated with the development of public transport and production and distribution of electricity. Modern public-private partnership schemes have become very sophisticated. Normally, the initiators and principal stakeholders of projects managed in public-private partnerships are public operators, mostly at local and regional level. If they are to work properly, such schemes require specialist training, specific skills and appropriate operational tools, including particular forms of negotiation and agreements, control systems and public-private contractual obligations to ensure that a reliable and high standard of essential services takes precedence over other interests. These tools cannot simply be copied from standard business practice.

Using public-private partnerships to achieve access to essential services calls for a new training approach both with and for local authorities, their staff and users. It is important to encourage such training initiatives.

The necessity to evaluate their territorial impact and to ensure their integration into intersectoral spatial policy aiming at sustainability of development applies to projects, equally to public-private partnerships and purely public initiatives. The public and private sectors are not separable. A two-speed development of the two sectors is impossible, so it is logical for them to provide services in partnership rather than in competition. However the crucial issue revolves around what tariffs or charges to impose.

Public participation and the role of non-governmental organisations are of vital importance for sustainability through spatial planning and development. Participation in public decision-making should be treated as a fundamental collective and individual right in modern environmental and planning law, as confirmed, *inter alia*, in the Aarhus Convention and the European Landscape Convention. To ensure that this is an effective, rather than purely formal, process, it is necessary to identify the appropriate stages of the decision-making process where participation is necessary.

There is a long-established tradition of participation in local planning matters in nearly every European country, although the effectiveness of this participation has varied, ranging from a purely formal process to effective shared decision-making. But ensuring participation at national level has been a more difficult issue. It has been regulated in different ways, but has generally been informal and vague. It remains unclear how far it has allowed genuine public attitudes and community needs to be represented, as opposed to narrower and selective group interests. Depending on particular societies' culture and traditions, there have been varying degrees of administrative resistance to

combining representative and participative democracy. But this difficult task, which requires education, opinion-forming activities, training and help for communities to enable them to fulfil their planning tasks accountably, is essential for integrated spatial planning for sustainable development.

Vertical co-operation between various levels of government has been one of the main threads of various reports and discussions. Including the European level in vertical coordination has been discussed, which would require a strengthening of the territorial component when European institutions' policies are revised, combined with national horizontal coordination of the standpoints of individual states in sectoral negotiations on new European policies, to enhance the territorial component's role at national level. An intersectoral approach at national level is a precondition for its European equivalent.

On the other hand it has been widely acknowledged that central governments alone cannot direct Europe's regional and spatial development and that in this field an important part has to be played by local and regional authorities. The latter openly call for an appropriate place in European decision-making, with responsibility shared by all tiers of government. Local and regional authorities can make a substantial contribution to national sustainable spatial development policies and offer good governance in their communities and are key partners in implementing the Guiding Principles for Sustainable Spatial Development of the European Continent.

The main message of the Budapest Seminar can be summarised with reference to its most frequently quoted and meaningful key terms: sustainable development, spatial planning, horizontal and vertical co-operation, intersectoral approach, co-ordination, access to essential services, public-private partnership, participation, local and regional authorities and training. These should also be the key terms used at future CEMAT gatherings.

NATURAL DISASTERS AND SUSTAINABLE SPATIAL DEVELOPMENT: PREVENTION OF FLOODS

Wroclaw (Poland), 30 June 2003

organised by the Council of Europe – Spatial Planning and Landscape Division – in co-operation with the Polish Government Centre for Strategic Studies and the City of Wroclaw, within the framework of the activities of the European Conference of Ministers responsible for Regional Planning – CEMAT- CoE

as adopted by the Committee of Senior Officials of the European Conference of Ministers responsible for Regional Planning on 30 July 2003

The International CEMAT Conference on “Natural Disasters and Sustainable Spatial Development: Prevention of Floods” was organised in co-operation with the Polish Government Centre for Strategic Studies and the City of Wroclaw in the Old Town Hall of Wroclaw on 30 June 2003 as the sixth in the series of events leading to the 13th CEMAT session which will take place in Ljubljana, on 16-17 September 2003.

The aims of the Conference were to analyse the reasons for major disasters and the possibilities of the prevention of floods, to promote the implementation of the Recommendation of the Committee of Ministers of the Council of Europe Rec (2002) 1 on the Guiding Principles for Sustainable Spatial Development of the European Continent (GPSSDEC-CEMAT) and Resolutions adopted at the 12th CEMAT Session in Hanover in 2000, to assist the preparation of proposals for the 13th CEMAT Session, 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.

The Conference should lead to the adoption of a joint CEMAT position on the prevention of floods in view of the implementation of the CEMAT Guiding Principles for Sustainable Spatial Development of the European Continent (Recommendation Rec (2002) 1 of the Committee of Ministers of the Council of Europe).

Although the Conference did not leave the other natural disasters aside, it concentrated mainly on the problem of floods. Floods are a natural phenomenon imposing a risk to people which is greater in the areas where the flood zones are settled. They are rare events, limited to restricted areas, and this fact has often led to the loss of awareness of the risk and damage which they cause. But recent flood events have raised public and political awareness to the fact that Europe is exposed to floods as natural disasters, that there is no absolute safety from floods, and that technical measures, however sophisticated and extensive they might be, do not at all grant complete safety.

In history the rivers attracted human settlement, mainly as resources of water and food and as axes of transport. Therefore considerable cultural heritage is concentrated along the rivers which is particularly sensitive to floods and thus requires special protection. In the 19th century most large rivers of Europe and many smaller ones were channelized for gaining development land, flood protection, shipping and reduction of wetlands and diseases related to them. Extensive construction works of this kind were carried out throughout Europe until the 1990's and they have significantly reduced the natural river space and the areas for their harmless inundation in flooding conditions.

People have been building channels, dikes and dams and regulating the natural river flow to prevent floods, following a much too simple idea of washing the flood waves downstream from the protected areas as swiftly as possible. This in turn caused accelerated river flow and higher floods with much greater damages, particularly in the unprotected areas, both up- and downstream from such works. But still this led to the construction of even higher dikes and dams and not to sustainable river and flood risk management.

The main causes of floods are natural water cycle, hydrological regime, topographical and geological conditions influencing river morphology, nowadays possibly influenced by changes in meteorology due to global warming. Rivers are dynamic systems and above all they need sufficient space to flow away all the water they catch from their basins, not only in normal hydrological conditions, but at times of extreme precipitations as well, when the order of magnitude of their discharge multiplies.

Alluvial plains have primary importance in river management and flood prevention. They are large areas where permeability of soil and retaining capacity of land profile significantly reduce the height and velocity of flood waves. But at the same time, as various examples in Europe show, they are enabling economically sustainable forestry, pasturing, tourism and some other compatible activities.

Development has significantly reduced natural flood plains and on the other hand it has increased water run-off due to decreased permeability and water retention which enhances the flood risk. But local flooding can appear well before the peak flow of rivers are reached, due to inadequate drainage infrastructure. Increased run-off of surface water at times of the extensive precipitations further increase the peak flow of rivers which are rapidly flowing downstream, increasing flood risk at unprotected areas.

Flood risk is inevitable but it can be managed and reduced. It has been widely agreed that flood prevention requires integrated approach. In an integrated approach not only the areas directly affected by floods, but also the entire river basins must be considered.

River basin and flood risk management, and flood damage mitigation strategies must be based on serious scientific research. The properties of entire ecosystems of rivers, alluvial plains and the remaining river catchment areas must be analysed. The relations between the natural and man-caused processes in areas adjacent to the rivers, and the peripheral ones, those upstream and the ones downstream should be investigated in

depth. And not least the knowledge of meteorological and climatic patterns must be studied in-depth. Scientific approach requires observation, quantification, forecasting and modelling, essentially on the basis of the natural science, which should be undertaken at an adequate scale. Important tasks are open in the field of information and data management. A standardised information system for these purposes is needed most of all.

As it is impossible to eliminate floods it is also impossible to fully avoid damages caused by them. Thus new approaches in river and flood risk management tend to allow more frequent flooding in the areas where they cause least damages. This is economically sustainable as it is less costly to pay occasional damages – predominantly on agricultural land or forest – than to invest into extensive water construction works or to cover much higher damages in the built environment.

This approach can be implemented either through the preservation and the enlargement of the existing natural water retention areas or through the restoration of natural river morphology and opening new retention areas. Both are ecologically sustainable. Rivers must get much larger space to expand, which can be achieved, through making the floodplains broader and if possible deeper. Working with and not against the natural processes should also include measures for the rehabilitation of the absorption capacity of the soil. But it should be remembered that such measures require a lot of time once they are agreed and adopted.

Spatial planning, including both of its more detailed executive components, i.e. landscape- and urban planning, has a crucial role in sustainable river basin management and flood prevention. The primary task of spatial planning is to direct human settlement and sensitive land uses away from natural retention areas and zones with enhanced flood risk, and thus prevent greatest damages when flood occur. This strategy should be applied wherever it is possible through historic settlement patterns which could not be changed or improved with reasonable cost.

Landscape planning should allow for preservation and restoration of natural river beds and water retention areas – wet and dry. It should also prevent the reduction of water absorption capacity throughout river catchments, regardless of whether it is caused by human activity or through natural change, for example by the use of sustainable drainage systems that control water as near to its source as possible. Urban planning should allow for sufficient space for rivers in the cities, enabling the compensation of flood waves in enlarged river beds, and should provide safe design of coastlines in the cities at the seaside. The priority for urban development should be given to areas with the least risk. These too are not short-term measures and therefore other actions are equally important.

It has been suggested that development proposals should be accompanied by a flood-risk and drainage assessment, appropriate to the scale and nature of the development and the risks involved. The largely uncertain and possibly increasing flood risk requires a precautionary approach. The principles of sustainable development require that flood risk be avoided where possible and managed elsewhere.

The role of environmental-, planning-, water- and construction law cannot be overestimated. It must provide legal instruments at European, national, regional and local level which will facilitate the management of natural disasters and effectively enforce the agreed and adopted measures. The sustainability of spatial development cannot be achieved without mitigation and management of risk, caused by floods and other natural disasters.

The regional and local authorities have a crucial role and primary responsibility for flood management and spatial planning policy within their areas and the respective planning authorities under assistance from central governments should steer the development in such a way that the risk in areas vulnerable to flooding will be reduced.

That does not mean that we should stop all development on flood plains. This would be an unrealistic aspiration and unsustainable in every aspect too. Equally unrealistic would be the expectations that we could relocate flood-endangered development. Too much has been already constructed there and lot of it is reasonably flood-protected. But wherever new development, or redevelopment is to take place in areas of high risk, it should be managed appropriately, which should not only be the case for flood protection but as well for prevention of hazards caused by other natural disasters, particularly earthquakes, eruptions, landslides, avalanches and fires.

River basins and floods, when they happen, extend beyond any administrative borders. Flood prevention and protection thus require interregional, transborder and international cooperation in order to be efficient and sustainable. The recent floods in Europe have broadened this awareness under which new structures of successful co-operations have been set up, noting that some of them already existed before.

The major issues of European cooperation in the field of flood prevention and protection are the questions of solidarity and sustainability which cannot be separated. Solidarity of people in the river basin means that everybody must be aware that one's flood protection should not be at the expense of the other's flood risk. Sustainability of flood protection should not at all be seen only in terms of environmental sustainability. More than in many other instances it has stressed components of social and economic sustainability due to the fact that it is very expensive and not easily a win-win activity with all benefits for everybody and no cost for anybody.

But there is another, extremely important aspect of solidarity and social sustainability of flood protection and particularly of flood damage relief, which must absolutely not be left out of sight – what could quite easily happen in the conditions of strongly expressed paradigm of ecological sustainability. The damages suffered by the less developed regions of Europe and the poorer inhabitants of our Continent when struck by floods, are much more difficult to mend than in the developed parts, due to lack of financial, material and human resources. Natural disasters in such areas as a rule increase, not decrease the development disparities. In such cases the solidarity of the well off Europeans with their less fortunate fellows is crucial. The social aspect should therefore be at the forefront of integral flood management, along with the primary concern of protecting human lives.

From various points of view – the social one not excluded – considerable attention in the flood management should be given to the basins of border rivers, particularly those connecting regions with considerable development imbalances, whereby three types of European borders should be specially mentioned: the outer borders of the peripheral member states of the Council of Europe, the new outer borders of the enlarged European Union and the borders between the old and the new members of the European Union.

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.



Heads of States and Delegations



Opening of the Conference



View of the Conference room



Signature of the Initiative on the sustainable development of the Tisza/Tisa River Basin, on 17 September 2003



City Hall with Robba's Fountain, Ljubljana (photo Joco Znidaršič)



Panoramic view of Ljubljana (photo: Archives of the Tourist Board)



Mrs Margarita Jančič and Mrs Maria José Festas, Chair and Vice-Chair of the CSO-CEMAT (2000-2003)



The Shoemakers Bridge (photo: Tomaž Kunst)

TRANSNATIONAL CO-OPERATION

EXPERIMENTAL IMPLEMENTATION OF THE CEMAT GUIDING PRINCIPLES IN SELECTED RUSSIAN REGIONS

At the 13th session of the European Conference of ministers responsible for regional planning, the ministers responsible for regional planning of the Member states of the Council of Europe/Heads of delegations took note of the state of progress of the experimental implementation of the guiding principles for sustainable spatial development of the European continent in selected Russian regions.

The spatial integration of the regions of the Council of Europe is a process in which the cooperation of the Member States plays a key role. A condition for cooperation beyond national borders is the orientation towards common overall concepts. The adoption of the “Guiding Principles for Sustainable Spatial Development of the European Continent” (CEMAT Guiding Principles) on the occasion of the 12th Session of the European Conference of Ministers responsible for Regional Planning (CEMAT) on 7-8 September 2000 in Hanover and their consideration regarding decisions of spatial development policy is essentially facilitating European cooperation aiming to create a regionally balanced, sustainable Europe. Leading politicians have suggested an overall European cooperation. So in his speech at the German Bundestag on 25 September 2001, the President of the Russian Federation, Vladimir Putin, stressed the importance of overall European cooperation to take concrete actions in the regions (improving the conditions of life, reducing environmental pollution, etc.).

The project “Exemplary Implementation of the Guiding Principles for Sustainable Spatial Development of the European Continent (CEMAT Guiding Principles) in Selected Russian Regions”, launched by the German Federal Ministry of Transport, Building and Housing under the umbrella of the Council of Europe in cooperation with Leningrad Oblast and Moscow Oblast, takes up the recommendation of the Ministers in the “10-point Programme for Greater Cohesion among the Regions of Europe” adopted in Hanover to implement the CEMAT Guiding Principles in concrete transnational and international projects. The CEMAT Guiding Principles were implemented and tested in the Russian regions Leningrad Oblast and Moscow Oblast. The objective was to promote and politically monitor the establishment of regional cooperation structures based on the principle of subsidiarity and of countervailing influence in elaborating a regional development concept.

Six two-day regional conferences, six meetings of an Expert Council and a series of regional seminars were staged in order to implement pilot projects on the most important CEMAT Guiding Principles, to transfer know-how from German partner regions as well as to promote scientific cooperation among German and Russian universities. The project methodology used competition and synergy effects in simultaneously involving several regions and in multiplying them in an earlier stage via publications, federal contacts and the internet project homepage.

The policy aims of the project run as follows:

- Political-administrative decentralization of spatial development policies by strengthening the regional level, parallel involvement of the federal and local level as well as of public-private partnerships in order to cope with the new tasks for the municipalities and the Oblast (e.g. improvement of the locational attractiveness for and a well-targeted attraction of investors).
- Introduction of a new form of communication by actively involving the population and different interest groups combining and focusing potentials and powers from the bottom thus creating a broad identification for the implementation.
- Promotion of a communication network between municipalities and regions providing a long-term basis for the exchange of experiences and best practices and enabling multiplication in other Russian regions.
- Mitigation of border and integration problems, mainly of the transport infrastructure, by new communication techniques. A further important aspect is the well-targeted rediscovery of the history and of the natural and cultural heritage which might help the Russian society, which is in a change, to identify with “its region”.
- A modern spatial development policy may promote a polycentric settlement system distributing metropolitan functions to several large cities and limiting urban sprawl. A decentralised system of regional centres specially providing the population and the economy with infrastructural services will be established as a counterbalance. The marketing of regional products, a sustainable tourism and the promotion of SMEs are promising strategies here. A new cooperation between the metropolises and the surrounding area is aspired.
- Establishment of a definite legal status for regional plans to ensure their implementation.

The project assumed an initiating, coordinating and moderating function for local planning processes, especially with regard to the role of local and regional authorities in Europe, oriented towards the principles of modern European planning practice.

As the project exemplary implemented the CEMAT Guiding Principles in Russian regions, its spirit is to stimulate other regions in Russia and Europe in implementing the Guidelines. Possible policy effects on other regions in Russia and Europe may be based on the project’s success stories which are:

- Communication between the local level and the Oblast level successfully started and established.

With regard to elaborating a joint spatial development planning strategy in Leningrad Oblast and Moscow Oblast cooperation structures and relationships between the local level and the Oblast level were successfully built up and established. A series of training seminars organized for contiguous groups of municipalities stimulated the elaboration of strategic spatial development concepts on the local level – being submitted by almost all local authorities – which then constitute the basis for spatial development plans of the whole Oblast.

– Participation of the economy in planning processes.

The needs of economic activities have consequently been investigated and were successively integrated in carrying out the project. Representatives of the private sector and of the Oblast Committees for Economic Affairs participated continuously in the regional seminars and conferences.

– Making use of transport infrastructure and its spatial development potentials.

Transport infrastructure and its potentials for the spatial development of local authorities have consequently been identified within a series of seminars. It became more and more evident that transport infrastructure planning and regional planning early have to be connected. In that respect, the regional development potentials of the Pan-European Transport Corridor IX are being investigated and elaborated in Leningrad Oblast. With regard to Moscow Oblast, both the potentials of the Pan-European Transport Corridors II and IX and the effects of transport infrastructure investments on municipalities were on the project's agenda.

– Democratizing of planning.

All relevant actors have been integrated in planning processes. Their voices fructified the project significantly.

– Supporting identification with the region.

Within the framework of a series of seminars the rediscovery of the history and of the natural and cultural heritage, which might help the Russian society – being in a change – to identify with “its region”, and which aimed at using possible tourism potentials for regional development, could be supported.

– Integration in international cooperation and funding.

On the occasion of the regional seminars and conferences areas of possible international cooperation and funding were pointed out. A certain number of cooperation projects could be stimulated and project proposals, e.g. within the framework of the EU Community Initiative Interreg as well as on the basis of cooperation between German and Russian regions, could be initiated.

Following the experiences gathered in the project's course and the recommendations of the Committee of Senior Officials to establish a “Network of CEMAT Model Regions – Regions of Innovations” the follow-up process may be designed as follows:

– transfer of the project's experiences and recommendations to especially new Member States of the Council of Europe;

– invitation of further European regions to participate in a network and support them to become a “learning region”;

– creation of so-called “Euroregions” across borders;

– continuation of the whole process in focussing on thematic tasks and questions within the context of regional development, i.e. by coaching and training representatives and members of local authorities in coping with the challenge of self-government and self-administration (with regard to small communities as teams of several local authorities), by investigating in more depth the potential of transport infrastructure as means of local and regional development, and by dealing with other subjects, such as housing etc.

Continuing the process once started is mostly welcomed by all actors in the selected Russian regions. The Ministers responsible for Spatial Planning of the Member States of the Council of Europe may decide on the occasion of their 13th Session to establish a European-wide “Network of CEMAT Model Regions – Regions of Innovation”.

Further information on the project may be obtained from the project homepage (www.cemat-region.ru).

Information document submitted by the Russian delegation

The problem of integration of European priorities into the existing national and regional spatial planning system is among the main challenges facing a region in the context of the Project “Implementation of the Guiding Principles in selected regions of Russia”. In this connection, Russian participants of the Project consider it appropriate to mention that successful implementation of the “Model Region” project requires neither abandonment of the existing urban-planning practice and national and local traditions of spatial organisation, nor creation of any parallel planning structures or document flows “for Pan-European co-operation only”.

We would like to present, as a positive example, the way of establishing a model region, which has been implemented in Moscow Oblast.

- The first (and foremost) provision for project implementation was to grant legal support to the basic principles of sustainable spatial development. As early at the initial stage of the project implementation the Oblast Government has developed the “Guidelines for Sustainable Spatial Development in Moscow Oblast”, approved by the Oblast Duma (regional Parliament).
- The second component is introduction (through propaganda) of sustainable development among authorities and professional planners of the region and its municipalities, and among the general common public as well. We would like to thank the specialists provided by the German party and CEMAT Secretariat for their help with the in arrangement of conferences and target seminars for Russian spatial planners.
- The third requirement to be met was to provide for efficient feedback. Consulting and methodological aid were granted to the municipalities in order to make them develop and submit plans and projects not only responding to economic needs of the region, but fostering mitigation of social, environmental and cultural problems on the base of reasonable consumption of resources, conservation and enhancement of landscapes. It is appropriate to mention that introduction of “landscape” category into spatial regulation has dramatically reduced the traditional contradiction between economists and ecologists.

Municipal plans and projects, adjusted in conformity with the requirements of sustainability formed the base for the Regional Target Program “Elaboration of the Master Plan for Development of Moscow Oblast”. It has summed up and generalised all the proposals from the standpoints of basic CEMAT principles and individual programs for international and interregional cooperation (e.g. Eurocorridors, raising investment attractiveness, etc.)

A set of regulating documents has been elaborated in the context of the Guidelines for Sustainable Spatial Development in Moscow Oblast. Their aim is to minimise the pre-project stage of new construction, introduce urban-planning technologies in everyday construction practice, develop efficient procedures and guarantees for investment in construction, secure balance between national, regional and private interests against the background of transition to market economy.

Formulation of guidelines for spatial development implied the method of identification of the so-called “frameworks” – explicit spatial interactions between elements of natural/ecological, historical/cultural, transport/communication and settlement networks. Then priorities were identified in development of each framework and their roles for spatial development of any area in the Oblast.

We hope that the experience of CEMAT project implementation, gained in Moscow Oblast, could be implemented in further multiplication of model regions and creation of a model network both in Russia and other countries.

ALPE-ADRIA INITIATIVE

At the 13th session of the European Conference of ministers responsible for Regional Planning (CEMAT), the Ministers responsible for Regional Planning of the Member States of the Council of Europe/Heads of delegation took note of the state of progress of the Alpe-Adria Initiative.

The Alpe-Adria Working Community has been working for 25 years. In 1978, it was founded in Venice as a working community of Italian regions, Austrian landers and the then Yugoslav republics. Today it unites 17 regions from seven States, i.e. four Italian regions (Friuli Venezia Giulia, Lombardia, Trentino Alto Adige and Veneto), Austrian landers (Ober-Österreich, Burgenland, Carinthia and Steiermark), German free state of Bavaria, the Republic of Croatia, the Republic of Slovenia, five Hungarian counties (Gyor Moson Sopron, Vas, Zala, Somogy and Baranya), and the Swiss canton Ticino.

The member countries were joined by their desire to strengthen peace and co-operation among nations connected by history and tradition, and desire for an enhanced – today not so distant any more – economic and political integration.

The area of cooperation slowly expanded and deepened in political, economic, scientific and technological, cultural and social fields, in the cooperation of the young, etc.

Ever since the beginning (1978), the Working Community has ascribed special significance to the field of spatial planning and management. The 1st Commission for Spatial Planning and Management and Environmental Protection performed activities in the field of spatial planning and management, as well as conservation of natural and cultural resources.

The activities of the first period had above all the nature of learning (the eighties), and were intended for acquiring knowledge about the status quo in the area characterized by great structural differences. In the nineties, the work was redirected to searching for common goals and developing guidelines for their enforcement.

It was not easy to perform these activities. In addition to structural differences in the political, institutional, as well as technical and administrative fields, characteristic for the area of the Working Community, the difficulty was enhanced by the complexity of the existing spatial issues and desires to make a “quantitative leap” that should enable the Working Community to contribute to the European integration process, i.e. to a more even development of the area of Alpe-Adria Working Community.

The priority goal of the Working Group for Spatial Planning and Management (DS UP), working in the framework of the 1st Commission for Spatial Planning and Management and Environmental Protection of the Alpe-Adria Working Community,

set in the programme of activities for the period 2001-2005, is co-operation for the implementation of the “Guiding Principles for Sustainable Spatial Development of the European Continent” (Council of Europe), and the “European Spatial Development Perspectives” (EU).

These activities are targeted at:

- ensuring access to information and exchange of experience among the representatives of services responsible for spatial planning and management in member countries;
- the assertion and improved recognizability of the area in Europe;
- eliminating discrepancies in the existing spatial planning documents, providing timely information and reconciling the foreseen solutions, which have cross-border significance;
- creating common visions, guidelines, and measures for ensuring sustainable spatial development;
- providing information about important national, transnational, and cross-border projects;
- preparing proposals of contents for joint projects;
- promoting integrated planning.

The activities are performed in the form of annual thematic meetings. The meetings are attended by participants from services responsible for spatial planning and management in the Alpe-Adria Working Community member countries (approximately 70). An active co-operation in the network of competent administrative services is established in this way. The representatives of the Council of Europe and European Union are also invited to these meetings. There are no presentation papers, status reports etc. at the meeting. The meeting takes the form of a discussion on the selected topic.

The first meeting entitled “*Spatial Planning documents – towards more effective solutions*” took place in Veneto in June 2002.

The following topics were discussed:

- the political and institutional context;
- new challenges and new responsibilities for spatial planning;
- the territorial sustainability goal: quality, efficiency, identity;
- the main principles on which a renewed spatial planning approach may be built;
- new styles in spatial planning;
- new key-words: polycentric development, urban networks and renewed rural-urban relations;
- sensitive territories, sensitive processes;
- new spatial management tools;
- remaining paradoxes and open problems to be solved;
- towards a common “vision” for the future of the Alpe-Adria area.

The second meeting took place in Seon, Bavaria, in June 2003. The topic of the meeting was "*The effects of EU enlargement on spatial planning*".

The following topics were discussed:

- expected spatial consequences of the EU enlargement process in the territory of the Alpe-Adria working community: impact of expected changes in the wider area on the spatial, social, and economic development of the territory Alpe-Adria Working Community;
- impact of expected changes on the spatial development of member countries: anticipated trends, flows and their spatial distribution, common opportunities;
- implementation instruments, spatial planning and management measures, priority activities, joint projects: for the implementation of the principles of sustainable development, ensuring more balanced development, achieving social and spatial cohesion.

Proposals for priority activities were presented. They will be implemented bilateral and multilateral forms of cooperation. Particular importance was given to project ideas development and preparation of common project proposals to be presented on EU programmes: Interreg B and Interreg C tenders.

The conclusions of meetings are presented on the Alpe-Adria Working Community web site (www.alpeadria.org), and in the form of a printed publication in six language versions.

**BASIS FOR THE LJUBLJANA DECLARATION
ON THE TERRITORIAL DIMENSION
OF SUSTAINABLE DEVELOPMENT**

At the 13th session of the European Conference of ministers responsible for Regional Planning, the Ministers responsible for Regional Planning of the Member States of the Council of Europe/Heads of delegation are invited to take note of the present document “Basis for the Ljubljana declaration on the territorial dimension of sustainable development”

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- 1.1. International Seminar on “The integration of the Greater European Spaces” (Thessalonica, Greece, 25-26 June 2001)
- 1.2. International Seminar on “Landscape heritage, spatial planning and sustainable development” (Lisbon, Portugal, 26-27 November 2001)
- 1.3. International Conference on “The role of local and regional authorities in European transnational co-operation in the field of regional/spatial development” (Dresden, Germany, 15-16 May 2002)
- 1.4. International Seminar on “Spatial planning for the sustainable development of particular types of European areas: mountains, coastal zones, rural zones, flood plains and alluvial valleys” (Sofia, Bulgaria, 23-24 October 2002)
- 1.5. International Seminar on “Sustainable spatial development: strengthening intersectoral relations” (Budapest, Hungary, 26-27 March 2003)
- 1.6. International Conference on “Natural disasters and sustainable spatial development: prevention of floods” (Wrocław, Poland, 30 June 2003)

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2.2.1. Implementation of thematic aspects of the Guiding Principles

- a) Promotion of territorial cohesion through a more balanced social and economic development of regions and improved competitiveness
- b) Encouraging development generated by urban functions and improving the relationship between town and countryside
- c) Promoting more balanced accessibility
- d) Developing access to information and knowledge
- e) Reducing environmental damage
- f) Enhancing and protecting natural resources and the natural heritage
- g) Enhancing the cultural heritage as a factor of development
- h) Developing energy resources while maintaining safety
- i) Encouraging high quality, sustainable tourism
- j) Limitation of the impacts of natural disasters

2.2.2. Horizontal and vertical cooperation

2.2.3. Participation of the civil society

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3.1. Sustainable development: an overarching paradigm generating world-wide consensus

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Conclusions

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Introduction

The Guiding Principles for the Sustainable Spatial Development of the European Continent were adopted by the CEMAT Ministers on 8 September 2000 in Hanover. In their Resolution No 1 adopted in Hanover, the Ministers recommended to their national and regional authorities to use the Guiding Principles as a reference document for all measures pertaining to the spatial development policies, including transnational co-operation projects. They indicated in their Resolution No 2 that the period up to the 13th CEMAT was to be devoted to activities facilitating and promoting the implementation of the Guiding Principles.

In this respect, a particularly important step for the implementation of the Guiding Principles in the Member States and for the related promotion of sustainable spatial development throughout Europe was the Recommendation Rec (2002)1 of the Committee of Ministers to member States on the Guiding Principles for Sustainable Spatial Development of the European Continent adopted on 30 January 2002. The Committee of Ministers stressed the comprehensive approach and significance of the concept of “sustainable development” in saying that “social cohesion in Europe has to be accompanied by sustainable spatial development policies that bring the social as well as the economic requirements to be met by the territory into line with its ecological and cultural functions”. The Committee of Ministers reiterated the terms adopted in the Resolution No 1 in Hanover and recommended that the Member States of the Council of Europe use the Guiding Principles as a basis for planning and spatial development measures and implement these Guiding Principles in spatial development projects as appropriate.

During the past three years following the 12th CEMAT Conference in Hanover, numerous initiatives were taken by Member States to implement the Guiding Principles. These initiatives stretch from the elaboration or improvement of national legislation on sustainable spatial development down to the strengthening of spatial planning structures at regional and local level, over increasing consideration of the Guiding Principles in cross-border and transnational co-operation. The survey carried out by the CEMAT Secretariat provides a series of concrete examples showing that the implementation of the Guiding Principles was seriously considered and carried out by member States to promote sustainable development.

1. Results of the CEMAT Seminars and Conferences

1.1. International Seminar on “The integration of the Greater European Spaces” (Thessalonica, Greece, 25-26 June 2001)

The Seminar was organised by the Council of Europe and the Ministry of Environment, Spatial Planning and Public Works of Greece. The Seminar was dealing with issues of:

- spatial organisation and integrated development of the Greater European Areas;
- experiences in transnational, transborder and interregional co-operation in the field of regional planning;

- the part played by cities in the integration of the Greater European Areas;
- the part played by trans-European Networks (transport, communication and energy) in the integration of the Greater European areas;
- approaching a policy of sustainable spatial development.

Considering the recent experiences of transnational co-operation in the Greater European Spaces, the Seminar stressed that spatial planning is one of the most important regulatory policies, prerequisite for achieving the spatial integration and coping with the forces of the enlarging and unifying European market. In front of geographic inequalities and of the emergence of new “grey zones and black holes” threatening cohesion, the new system of territorial governance has to be more and more related to the issues of macro-regions. Macro-regional approaches overcome the “ethnocentric” planning approaches and frequently require planning processes involving institutions other than national (regions, cross-border areas etc.). It also allows for greater engagement of indigenous economic and human resources and a macro-regional institutional capacity to create co-operation networks based upon mutual trust. The spatial integration and sustainable development of the macro-regions were identified by the Seminar as the main long-term goal for the whole of Europe.

1.2. International Seminar on “Landscape heritage, spatial planning and sustainable development” (Lisbon, Portugal, 26-27 November 2001)

The Seminar was organised by the Council of Europe and the Ministry of Environment and Spatial Planning of Portugal.

The objectives of the Seminar were:

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

While the Guiding Principles take special account of the issue of landscape and consider that “spatial development policy can contribute to protecting, managing and enhancing landscapes by adopting appropriate measures, in particular by organising better interactions between various sectoral policies with regard to their territorial impacts”, the European Landscape Convention’s aims are to promote protection, management and planning and to organise European co-operation on landscape issues.

The Seminar agreed on the following conclusions:

- as a key element of individual and community well-being and quality of life, landscape plays an important part in human fulfillment and in the reinforcement of European identity. It significantly shapes general interest economically, culturally, ecologically, environmentally and socially. However, changes in agricultural, forestry,

industrial and mining technology, together with practices in planning, urban development, transport, network-building of various kinds, tourism and recreation and, at a more general level, changes in the world economy, are in many cases accelerating the transformation of landscapes;

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

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

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

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

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

- landscape management is an integral part of spatial planning, but it should be borne in mind that the latter is much more than producing and adopting the spatial and detailed plans. Its main objective and its most important component are the implementation of planning decisions through a number of measures that have to be undertaken to achieve this. These comprise a variety of policies: financial, economic, spatial, agricultural, social, cultural and others;
- in pursuing the public good, these policies should not ignore that managing landscapes involves important questions, which are derived from their asset, property or real estate attributes. The “normal” fiscal and other financial tools, often used to regulate urban development in pursuing public needs, might not work in landscape management;
- in many cases the protective regulation and management of landscapes will thus require economic and financial stimulation to land owners in order to be feasible. Landscapes have a value of such an importance that they could be a reason for necessary exemptions in otherwise very restrictive European economic stimulation policies in this respect.

1.3. International Conference on “The role of local and regional authorities in European transnational co-operation in the field of regional/spatial development” (Dresden, Germany, 15-16 May 2002)

The Conference was organised by the Council of Europe – the Congress of Local and Regional Authorities of Europe (CLRAE) and the European Conference of Ministers responsible for regional planning (CEMAT) – and the German Land of Saxony, with the support of the German Federal Ministry for Transport, Building and Housing.

The Conference examined the role of local and regional authorities in the following fields and experiences of transnational co-operation:

- practical experiences in the implementation of the Guiding Principles at the local and regional level;
- examples of good practice in transnational co-operation in the field of spatial development in European regions and municipalities, for example in projects concerning the European transport corridors, the cultural routes and landscapes;
- examples of pilot projects that receive international financial support, such as the Interreg III B, PHARE, TACIS, MEDA and CARD programmes;
- transnational co-operation support programmes which have an impact on local and regional authorities, such as the EU financial instruments or those of the Council of Europe Development Bank (CEB) and the European Bank for Reconstruction and Development (EBRD), and the work done under the UNEP Mediterranean Action Plan and by the OECD, particularly concerning Central and East European countries;
- the “model regions of CEMAT” projects conducted in the Oblasts of Moscow and Leningrad;

The Conference adopted the following conclusions:

- European spatial development policies must be designed to support sustainable development conducive to enhanced economic and social cohesion and greater consideration for the natural, cultural and landscape heritage, with a view to EU enlargement and, more generally, to European integration;
- the quality of co-operation is closely linked to the quality of information available on territorial development, and efforts should be made to improve this;
- more active use should be made of the two basic documents: the Council of Europe’s “Guiding Principles for Sustainable Spatial Development of the European Continent” (GPSSDEC-CEMAT) and the European Union’s “European Spatial Development Perspective” (ESDP), particularly when implementing European and international programmes to finance spatial development and transnational co-operation;
- the effective implementation of the principles set out in these documents should be monitored and evaluated at regular intervals. Such evaluation could take the form of national contributions to general reports prepared for CEMAT sessions, reviewing the implementation of earlier decisions and subsequently presented to the political bodies of the Council of Europe (Committee of Ministers, Parliamentary Assembly and CLRAE);
- the “Guiding Principles” should also be applied by the regions and local authorities as they often play a central role in this field. The CLRAE should be invited to contribute to the evaluation process set up by CEMAT;
- the evaluation process mentioned above should lead to increased co-operation in Europe between local and regional authorities; the pilot projects identified on this occasion could be organised into networks to foster exchanges of good practice;
- the implementation of the “Guiding Principles” should be encouraged in “model regions of CEMAT”, where these principles can be best put into practice;
- it is recommended that the EU, the European and international financial institutions (including the CEB), the member States and local and regional authorities contribute, as a matter of priority, to the active implementation of development programmes and projects that require transfrontier, transnational or interterritorial (interregional) co-operation;
- it is also recommended that in the context of its future enlargement the EU should continue to make the necessary funds available for spatial planning and transnational co-operation and provide for improved co-ordination of these funds, in the interest of its future member States and also of the other countries of Central and East Europe, particularly those along the future borders of the EU, as well as the countries concerned by the Stability Pact for South Eastern Europe;
- it was noted with satisfaction that the Stability Pact has made transfrontier co-operation and the Euroregions one of its priority areas for future action, which will have a beneficial impact on border regions and Euroregions in that part of Europe;

- partnerships of all kinds (transfer of know-how, training of national and local government staff, exchanges of experience and public servants or elected representatives, practical co-operation at local level, etc), between States but also between their respective regional and local authorities, should be strongly encouraged;
- transnational co-operation should also be developed in Europe's larger regions, such as the Baltic, the Mediterranean, Central and South-East Europe, the Atlantic Arc, the Carpathian-Danube and the Black Sea areas, again with due regard for the "Guiding Principles". This co-operation provides an overall vision of the areas concerned, making it possible to address their spatial planning and sustainable development issues in a broader perspective;
- special attention should be given here to the development of the requisite transport infrastructure in the framework of a network of trans-European corridors covering all the Council of Europe's Member States, with due regard to the environmental and landscape dimensions of sustainable development;
- this co-operation between the regions of Europe is essential to the sustainable development of the areas concerned at a time when the effects of globalisation are an increasing threat to the environment and the balanced development of regions;
- while taking into consideration the decisive role which States play in spatial planning, it is also important to encourage more consultation of local and regional elected representatives. The principles of subsidiarity, proximity and partnership enshrined in the European Charter of Local Self-Government, and the principle of reciprocity laid down in the "Guiding Principles" take on their full meaning here;

1.4. International Seminar on "Spatial planning for the sustainable development of particular types of European areas: mountains, coastal zones, rural zones, flood plains and alluvial valleys" (Sofia, Bulgaria, 23-24 October 2002)

The Seminar was organised by the Council of Europe and the Ministry of Regional Development and Public Works of Bulgaria.

The objectives of the Seminar were:

- to ensure that the Guiding Principles were suitably applied in national and international regional planning projects;
- to provide an opportunity for more detailed discussion of the issue of the participation of civil society in the formulation and implementation of sustainable development policies in particular areas, and make for an integrated approach to these policies.

Mountains, coastal and rural zones, flood plains and alluvial valleys are areas which are particularly exposed to specific problems.

Mountain regions provide Europe with exclusive potential and have ecological, economic, social, cultural and agricultural functions. They require spatial planning measures which will ensure their social and economic development but at the same time conserve and protect them.

Coastal zones are areas with important but often conflicting economic and commercial activities, including fisheries, transport and industry, and are of particular importance for tourism and a number of tourism-driven activities. At the same time, because of human settlement through history, they have an invaluable natural and cultural heritage. Since all these functions are concentrated along a narrow coastal strip, an integrated spatial planning policy for coastal areas is a prerequisite for their sustainable development.

Rural zones are the setting for extremely important primary sector activities such as agriculture and forestry, alongside which some ancillary activities, such as rural tourism, have developed. Rural zones in general have substantial development needs, the common denominator being the need the economic, environmental and social sustainability of economic activities and to improve the living conditions of the inhabitants. Spatial planning at national, regional and local level, with its coordinating function and holistic approach, should, not on its own but together with the various sectoral policies, have a key role in providing solutions to these needs.

River basins, alluvial valleys and flood plains are a particular spatial planning challenge. They include waterways and wetlands with diverse and vulnerable ecosystems. They form landscapes in themselves and are exposed to the extensive impact of human settlement and manifold economic and other activities. They require integrated management that takes account of this complexity.

The **management of landscapes and specific areas** requires particular care. The importance of landscapes, including historic landscapes, has to be respected. The landscape also provides scope for research and helps to shape values. Landscape management requires a consistent methodology with innovative instruments and appropriate databases containing data from various sectors, along with a multidisciplinary and holistic approach. In spatial planning one essential aspect of the evaluation of landscapes and other specific areas still seems to be missing: the evaluation of their economic potential, which determines the feasibility of management policies. This is very important, because the nostalgic approach to landscape management is liable to preclude any action and lead to further deterioration, instead of improving landscapes.

The European Landscape Convention is the first international instrument to be fully dedicated to the protection, management and planning of European landscapes. The principles set out in the European Landscape Convention must be put into practice. They must be reflected in the activities of national, regional and local authorities. Landscape criteria must be integrated into spatial planning and decision-making.

The Seminar highlighted a wide range of problems pertinent to the large areas which were the focus of its reports and discussions drew attention to opportunities for their sustainable development, made it possible to share some valuable experiences and held out the prospect of more efficient approaches to the management of specific large areas. In all cases, such approaches are or should be an integral component of spatial planning and the coordinating and integrating role of spatial planning can add to their efficiency. Considerable hopes have thus been placed in such a strategy.

The Seminar devoted considerable attention to landscapes which have important spatial implications, common to all of the large areas dealt with. There was also a concise but wide-ranging review of spatial development and environmental protection instruments, including legal, financial, social and regional planning and monitoring.

The Seminar provided proof that the considerations that had prompted it were appropriate and that spatial planning has a specific role because it permeates every activity and is a key element in the coordination of the economic, environmental and social aspects of development. The principal points to emerge in connection with the main themes are summed up below.

The Seminar agreed upon the following conclusions:

- spatial planning is *the* tool for managing large areas and should play a key role, and that the solution to the problems facing these areas lies in measures to implement spatial planning, ie in spatial development policies;
- considerable progress has already been achieved through recent activities in the member states and as a result of European integration. Charters, guiding principles, conventions, framework conventions, model acts, national legislation and policies, regional and local initiatives, and transnational co-operation and projects all form an important framework for further progress with efficient spatial planning and spatial development in the form of a number of strategies applicable in various member states and regions;
- of particular importance are democratic policy-making and decision-making procedures and public participation in spatial planning. The role of the latter must be enhanced and fostered, as the point has been made that only spatial planning *for* the people can produce viable results. It should not be forgotten that sustainable spatial development is part of a future in which the young people and children of today will take over the current roles of their parents. It should also be borne in mind that the Brundtland definition of sustainability has to do with future generations. Young people and children should therefore have a special role in these democratic processes;
- some problem areas presented at the Seminar still require broader evaluation, although there is already a wide-ranging consensus not only as to their gravity, but also as to possible solutions. One should not rely too much on generally accepted values; however prevalent they seem and undisputed they are, monitoring is preferable to blind trust, and constant questioning of convention is a pillar of the scientific approach;
- however ambiguous this might seem, the general consensus surrounding the prevailing values could even be a constraint when the management of large zones is incorporated into spatial planning. The latter affects and seeks to reconcile a number of opposing interests and arguments, and ultimately it largely determines how property is managed;
- it should not be forgotten that spatial planning serves no purpose unless it is feasible and unless plans are implemented. In economic and fiscal terms, the implementation of spatial planning may allow land to be used profitably or bring net public benefits, or it may impose a cost on the public, which must be sustainable so that

it can be borne by the taxpayer if it is financial or by the public in general if it is an inconvenience or a burden of some other kind;

- the most important methodological problem to be overcome in the spatial planning of any sensitive area is the “*equal balance*” approach, i.e. an approach that weighs up development on the one hand and the need to conserve and protect specific areas on the other, in which it is assumed that one side can gain only as much as the other side loses. There is only one hypothesis to which the equal balance approach can lead. It is well known and is not always very productive: either we choose development at the expense of conservation, or we choose protection at the expense of development;
- instead of equal balance, a “*mutual added value*” approach should be the basis of spatial planning for a sustainable future. This requires a holistic approach to problems, but also a shift in attitudes. In seeking solutions which will lead to a general, long-term net increase in benefits or a net decrease in cost, inconvenience and other burdens, we should make more use of interdisciplinary methods and set up a multidisciplinary system for the evaluation of spatial phenomena;
- to sum up, economic policies require social and environmental assessment, while environmental protection needs economic and social assessment, just as social measures need economic and environmental assessment. All these assessments should be integrated in spatial planning methods and procedures in accordance with the various countries' legislation and be part of a *territorial impact assessment* of spatial phenomena, i.e. of situations, problems and measures to deal with them;
- a specific (economic, environmental, social *and spatial*) cost-benefit analysis should thus be the basis for the evaluation of any model, policy or measure with spatial development consequences, regardless of the scale of the territory it is to be applied to. Not only the model policy or measure itself but also its collateral implications should be assessed. Last but not least, such an analysis would help to enhance the holistic approach, which is still missing from spatial planning and spatial development.

1.5. International Seminar on “Sustainable spatial development: strengthening intersectoral relations” (Budapest, Hungary, 26-27 March 2003)

The International CEMAT Seminar on “Sustainable Spatial Development: Strengthening Intersectoral Relations” was jointly organised by the Council of Europe – Spatial Planning and Landscape Division – 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 in Budapest. It formed part of the activities of the European Conference of Ministers responsible for Regional Planning (CEMAT). It was also supported by the Council of Europe’s Integrated Project “Making Democratic Institutions Work”, to allow a more detailed discussion on the integrated approach and civil society participation in sustainable spatial development. It was held in Budapest (Hungary), at the European Youth Centre Budapest (Council of Europe) on 26 and 27 March 2003, as the fifth in the series of CEMAT seminars leading to the 13th CEMAT Session, which will take place in Ljubljana on 16-17 September 2003.

The aims of the Seminar were to promote the implementation of Recommendation (2002) 1 of the Committee of Ministers of the Council of Europe to member States on the Guiding Principles for Sustainable Spatial Development of the European Continent (GPSSEDEC-CEMAT) and the resolutions adopted at the 12th CEMAT Session, assist the preparation of proposals for the 13th CEMAT Session, contribute to the implementation of actions identified by the World Summit on Sustainable Development in Johannesburg and enhance the integrated approach to spatial development planning.

The Seminar focused on strengthening interrelations and interdisciplinary and intersectoral co-operation and partnership in the spatial planning field. The issues discussed at the Seminar reflected the special emphasis in the Guiding Principles on promoting horizontal and vertical co-operation and interrelationships, and in particular intersectoral co-operation designed to “create a regionally balanced and sustainable Europe”, all of which are concerned with the common goal of sustainable development, including regional balance.

The question arises as to whether spatial planning is the most appropriate arena for co-ordinating intersectoral relations or whether there are better frameworks for this, and also whether spatial planners are equipped to deal with the complex issues involved, spatial planning agencies can become overall co-ordinators and so on. Increasingly distinctive sectors have specific views of their problems and potential solutions, which makes co-ordination difficult, and there do not appear to be any generally acknowledged tools for reconciling distinctive standpoints. However if it is to fulfil its integrative role, spatial planning should almost certainly not attempt to act as a sector itself, but should provide:

- 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.

The most important tools for intersectoral cooperation seem to be contractualisation, the establishment of co-ordinating bodies and a matrix organisation of planning processes and bodies, and constant evaluation and assessment of the transsectoral territorial effects of sectoral measures. Good territorial governance is necessary at all levels, but particularly the local one. The same applies to a proper examination of public intervention in property rights and markets, and measures to promote equity and efficiency in land use, which are a limited resource but of great public importance.

An intersectoral approach would improve spatial planning without in any way diminishing the role of sectors. Improved sectoral participation would improve the outcome of planning and facilitate the search for sustainability. Intersectoral co-operation helps to achieve synergy. Every sector retains its own responsibility for achieving its goals, but is also responsible for ensuring that they are in accordance with other sectors' goals, as co-ordinated and agreed in the spatial planning process.

Integrated, i.e. intersectoral, spatial planning should pay greater attention to certain major challenges to sustainable spatial development in Europe. A number of existing spatial patterns and trends pose threats to Europe's balanced development and to the political goals of its economic, social and territorial cohesion, creating a need for spatial policies that are more vertically effective and coherent (at European, national, regional and local levels) and more horizontally integrated (coherence and integration of sectoral and spatial policies).

Universal access to essential services constitutes one of the objectives of territorial and social cohesion. There is known to be a variety of efficient organisational and financial arrangements for providing public services and local communities have a key role in this sector, which is particularly suitable for setting up public-private partnerships. Modern public-private partnership schemes have become very sophisticated. Normally, the initiators and principal stakeholders of projects managed in public-private partnerships are public operators, mostly at local and regional level. If they are to work properly, such schemes require specialist training, specific skills and appropriate operational tools, including particular forms of negotiation and agreements, control systems and public-private contractual obligations to ensure that a reliable and high standard of essential services takes precedence over other interests. Using public-private partnerships to achieve access to essential services calls for a new training approach both with and for local authorities, their staff and users. It is important to encourage such training initiatives.

Public participation and the role of non-governmental organisations are of vital importance for sustainability through spatial planning and development. Participation in public decision-making should be treated as a fundamental collective and individual right in modern environmental and planning law, as confirmed, *inter alia*, in the Aarhus Convention and the European Landscape Convention. To ensure that this is an effective, rather than purely formal, process, it is necessary to identify the appropriate stages of the decision-making process where participation is necessary.

Depending on particular societies' culture and traditions, there have been varying degrees of administrative resistance to combining representative and participative democracy. But this difficult task, which requires education, opinion-forming activities, training and help for communities to enable them to fulfil their planning tasks accountably, is essential for integrated spatial planning for sustainable development.

Including the European level in vertical coordination has been discussed, which would require a strengthening of the territorial component when European institutions' policies are revised, combined with national horizontal coordination of the standpoints of individual states in sectoral negotiations on new European policies, to enhance the territorial component's role at national level. An intersectoral approach at national level is a precondition for its European equivalent.

On the other hand it has been widely acknowledged that central governments alone cannot direct Europe's regional and spatial development and that in this field an important part has to be played by local and regional authorities. The latter openly call for an appropriate place in European decision-making, with responsibility shared by all tiers of government. Local and regional authorities can make a substantial contribution to national sustainable spatial development policies and offer good governance in their communities and are key partners in implementing the Guiding Principles for Sustainable Spatial Development of the European Continent.

The main message of the Budapest Seminar can be summarised with reference to its most frequently quoted and meaningful key terms: sustainable development, spatial planning, horizontal and vertical co-operation, intersectoral approach, co-ordination, access to essential services, public-private partnership, participation, local and regional authorities and training. These should also be the key terms used at future CEMAT gatherings.

1.6. International Conference on “Natural disasters and sustainable spatial development; prevention of floods” (Wrocław, Poland, 30 June 2003)

The International CEMAT Conference on “Natural Disasters and Sustainable Spatial Development: Prevention of Floods” was organised in co-operation with the Polish Government Centre for Strategic Studies and the City of Wrocław in the Old Town Hall of Wrocław on 30 June 2003 as the sixth in the series of events leading to the 13th CEMAT session which will take place in Ljubljana, on 16-17 September 2003.

The aims of the Conference were to analyse the reasons for major disasters and the possibilities of the prevention of floods, to promote the implementation of the Recommendation of the Committee of Ministers of the Council of Europe Rec (2002) 1 on the Guiding Principles for Sustainable Spatial Development of the European Continent (GPSSDEC-CEMAT) and Resolutions adopted at the 12th CEMAT Session in Hanover in 2000, to assist the preparation of proposals for the 13th CEMAT Session, 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 aside, it concentrated mainly on the problem of floods. Floods are a natural phenomenon imposing a risk to people which is greater in the areas where the flood zones are settled. They are rare events, limited to restricted areas, and this fact has often led to the loss of awareness of the risk and damage which they cause. But recent flood events have raised public and political awareness to the fact that Europe is exposed to floods as natural disasters, that there is no absolute safety from floods, and that technical measures, however sophisticated and extensive they might be, do not at all grant complete safety.

The main causes of floods are natural water cycle, hydrological regime, topographical and geological conditions influencing river morphology, nowadays possibly influenced by

changes in meteorology due to global warming. Rivers are dynamic systems and above all they need sufficient space to flow away all the water they catch from their basins, not only in normal hydrological conditions, but at times of extreme precipitations as well, when the order of magnitude of their discharge multiplies.

Alluvial plains have primary importance in river management and flood prevention. They are large areas where permeability of soil and retaining capacity of land profile significantly reduce the height and velocity of flood waves. But at the same time, as various examples in Europe show, they are enabling economically sustainable forestry, pasturing, tourism and some other compatible activities.

Flood risk is inevitable but it can be managed and reduced. It has been widely agreed that flood prevention requires integrated approach. In an integrated approach not only the areas directly affected by floods, but also the entire river basins must be considered.

River basin and flood risk management, and flood damage mitigation strategies must be based on serious scientific research. The properties of entire ecosystems of rivers, alluvial plains and the remaining river catchment areas must be analysed. The relations between the natural and man-caused processes in areas adjacent to the rivers, and the peripheral ones, those upstream and the ones downstream should be investigated in depth. And not least the knowledge of meteorological and climatic patterns must be studied in-depth. Scientific approach requires observation, quantification, forecasting and modelling, essentially on the basis of the natural science, which should be undertaken at an adequate scale. Important tasks are open in the field of information and data management. A standardised information system for these purposes is needed most of all.

New approaches in river and flood risk management tend to allow more frequent flooding in the areas where they cause least damages. This is economically sustainable as it is less costly to pay occasional damages – predominantly on agricultural land or forest – than to invest into extensive water construction works or to cover much higher damages in the built environment.

This approach can be implemented either through the preservation and the enlargement of the existing natural water retention areas or through the restoration of natural river morphology and opening new retention areas. Both are ecologically sustainable. Rivers must get much larger space to expand, which can be achieved, through making the floodplains broader and if possible deeper. Working with and not against the natural processes should also include measures for the rehabilitation of the absorption capacity of the soil. But it should be remembered that such measures require a lot of time once they are agreed and adopted.

Spatial planning, including both of its more detailed executive components, i.e. landscape- and urban planning, has a crucial role in sustainable river basin management and flood prevention. The primary task of spatial planning is to direct human

settlement and sensitive land uses away from natural retention areas and zones with enhanced flood risk, and thus prevent greatest damages when flood occur. This strategy should be applied wherever it is possible through historic settlement patterns which could not be changed or improved with reasonable cost.

Landscape planning should allow for preservation and restoration of natural river beds and water retention areas – wet and dry. It should also prevent the reduction of water absorption capacity throughout river catchments, regardless of whether it is caused by human activity or through natural change, for example by the use of sustainable drainage systems that control water as near to its source as possible. Urban planning should allow for sufficient space for rivers in the cities, enabling the compensation of flood waves in enlarged river beds, and should provide safe design of coastlines in the cities at the seaside. The priority for urban development should be given to areas with the least risk. These too are not short-term measures and therefore other actions are equally important.

It has been suggested that development proposals should be accompanied by a flood-risk and drainage assessment, appropriate to the scale and nature of the development and the risks involved. The largely uncertain and possibly increasing flood risk requires a precautionary approach. The principles of sustainable development require that flood risk be avoided where possible and managed elsewhere.

The regional and local authorities have a crucial role and primary responsibility for flood management and spatial planning policy within their areas and the respective planning authorities under assistance from central governments should steer the development in such a way that the risk in areas vulnerable to flooding will be reduced.

River basins and floods, when they happen, extend beyond any administrative borders. Flood prevention and protection thus require interregional, transborder and international cooperation in order to be efficient and sustainable. The recent floods in Europe have broadened this awareness under which new structures of successful co-operations have been set up, noting that some of them already existed before.

The major issues of European cooperation in the field of flood prevention and protection are the questions of solidarity and sustainability which cannot be separated. The damages suffered by the less developed regions of Europe and the poorer inhabitants of our Continent when struck by floods, are much more difficult to mend than in the developed parts, due to lack of financial, material and human resources.

From various points of view – the social one not excluded – considerable attention in the flood management should be given to the basins of border rivers, particularly those connecting regions with considerable development imbalances, whereby three types of European borders should be specially mentioned: the outer borders of the peripheral member states of the Council of Europe, the new outer borders of the enlarged European Union and the borders between the old and the new members of the European Union.

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.

2. Synthesis of national contributions on the implementation of the Guiding Principles

A survey on the implementation of the Guiding Principles has been carried out in the Member States during the first half of 2003. Up to the end of June, 25 replies to the questionnaire were transmitted to the Secretariat. The synthesis of these replies, presented hereafter, is based exclusively on facts and excerpts from the replies. More general aspects and conclusions are indicated at the end of each chapter.

2.1. Ensure sustainable development according to the draft Ljubljana Declaration on the territorial dimension of sustainable development

The Rio Conference of 1992 had important impacts on public policies worldwide. In Europe in particular, the concept of sustainable development entered progressively the legislations and the strategies developed at various levels. The Agenda 21 contributed significantly to the promotion of sustainable development at the local and regional levels.

2.1.1. National strategies for sustainable development

In a number of European countries, national strategies or policies related to sustainable development were elaborated and adopted during the 1990s. This happened for instance:

- in Austria, with the “Austrian Strategy for Sustainable Development” approved in 2002;
- in Denmark, with the “National Strategy for Sustainable Development”;
- in Spain, with the “Spanish Strategy for Sustainable Development” (EEDS);
- in France, with the “National Strategy for Sustainable development”;
- in Moldova, with the “Moldova 21” comprehensive national strategy for sustainable development, identifying the main objectives and orientations for the reform of the whole spectrum of activities, including spatial planning.

These national strategies are rather comprehensive. They pay attention to spatial aspects, but also to numerous other aspects of sectoral policies.

2.1.2 Contribution of national spatial planning policies to sustainable development

The specific role of spatial development and planning policies as a tool for the implementation of sustainable development is being promoted through other instruments and procedures which may coexist with the national strategies for sustainable development and complement them:

a) National spatial planning legislations

In the first place, the spatial planning legislations at national level have to be mentioned. Numerous spatial planning laws were modified in recent years to include the objectives (or the spirit) of sustainable development as well as the related provisions for its implementation. Following examples can be mentioned:

- the Law on Spatial Planning of Bosnia and Herzegovina, recently adopted, ensures planned management, use and protection of space as a particularly valuable and limited good;
- in Bulgaria, the Law on Regional Development (adopted in 1999) and the Law on Spatial Planning (adopted in 2001) promote a sustainable and balanced development of the territory;
- in Croatia, the Spatial Planning Act contains objectives pertaining, among others, to sustainable development planning, rational use and protection of the space;
- in the Czech Republic, a Building Act is being prepared which promotes the principle of sustainable development as the balance of its economic, social and environmental components;
- in Denmark, 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;
- in Finland, the Land Use and Building Act adopted in 2000 contains provisions for the elaboration of National Land Use Guidelines (see below) based on the principle of sustainable development;
- in France, the principle of sustainable development is contained in the name of the “National Law for the Sustainable Planning and Development of the territory”;
- in Germany, the Federal Spatial Planning Act, which was largely amended in 1998, deals in paragraph 1 with the subject of sustainable development;
- in Ireland, under the Planning and development Act 2000, a consolidating Act introduced sustainable development ethos into Irish land use planning;
- in Romania, the National Law on Regional and Urban Planning as well as the Laws enforcing the National Development Plan reflect the spirit of sustainable development and contribute to its implementation;
- in the Russian Federation, the principle of sustainable development is officially prescribed through Art 1 of RF Urban Planning Code defining it as “Development of areas and communities through urban planning activities aimed at providing the population with favourable living conditions, including the limitation of negative impacts on the environment produced by economic and other activities and the rational use of the environment in the interest of present and future generations”;
- in Slovenia, the new Spatial Planning Act (adopted in 2002) aims at ensuring sustainable spatial development;

– in “The former Yugoslav Republic of Macedonia”, the Spatial and Urban Planning Act defines the basic role of the spatial planning system as planning and managing the country’s space so as to provide the conditions for administration, protection and management of the space as a particularly valuable and limited national asset. At the same time, this created conditions for a social and economic development, environmental protection and rational use of natural resources.

b) New types of spatial planning at national level

Spatial planning and development policies are more and more contributing to sustainable development through the elaboration of new types of plans and planning documents at national level. These plans and programmes have generally long-range and comprehensive character and aim at promoting strategic approaches:

– in Armenia, a new national programme called the “General Evolution Project” was adopted by decree in 2002. It is an analytical, constantly working and periodically updated programme document, which indicates 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 to contribute to the balanced evolution of the territory, together with the creation of a favourable living environment, the provision of the preconditions for the sustainable development of settlements and of the natural and cultural heritage;

– the Austrian Spatial Development Concept was revised in 2001. It promotes, among other things, the sustainable use of natural resources and the balanced regional development and social integration;

– in Bosnia and Herzegovina, the Spatial Plan of the Federation for the period 2003-2023 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, the purpose of spatial development, the protection, use and purpose of the space. The implementation of the Spatial Plan will be monitored every two years and adjustments to the implementation system will be made;

– in Bulgaria, on the basis of the Law on Spatial Development and Planning (2001), a National Spatial Planning Scheme has to be elaborated. It will be entirely based on the principles of sustainable development. An interrelation with the National Plan for Economic Development will be looked for;

– in Croatia, the spatial planning documents are adopted at national level: the National Spatial Planning Strategy, the Spatial Planning Programme and the two-year Action Plan for improvement of the space. These three documents, which are derived from the Spatial Planning Act, respect the principles of sustainability;

– in the Czech Republic, the spatial development policy, as a nation-wide document, will be elaborated by the Ministry for Regional Development and approved by the Government. The appointment of a “Governmental Council for Sustainable Development” is being considered;

- in Denmark, the Government's National Planning Report "Balanced Development in Denmark- What needs to be done?" was published in May 2003. Spatial Planning should ensure that the priorities established in the Report contribute to improving the spatial quality of cities and rural districts and promote regional development as a whole. This should be carried out in accordance with the Government's strategy for sustainable development;
- in November 2002, the Finnish Government set the first National Land Use Guidelines. They are a legally binding planning instrument. The Guidelines define nationally and internationally important issues and promote sustainable development. Another main objective is to properly respond to major challenges with regard to land use;
- in Germany, the subject of sustainable spatial development has ever been constantly promoted when designing national spatial planning regulations. While the Federal level only has a frame setting competence, the *Länder* are responsible for regional planning and development with the participation of regions and municipalities;
- in Hungary, the National Spatial Development Concept and the National Spatial Plan both respect the principles of sustainable development. The National Spatial Development Concept (adopted in 1998) 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. The National Spatial Plan (adopted in 2003) 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 development;
- in Ireland, a National Spatial Strategy was recently adopted. 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 ;
- in Luxemburg, the *Programme directeur* was adopted in March 2003. It sets the priority objectives for territorial planning as well as the measures necessary for its implementation. The principle of sustainability is taken into account in such a way that the *Programme directeur* can be considered as a complement to the national plan for sustainable development;
- in Malta, the vision of the emerging new Structure Plan, presently under revision, 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, including and integrating its key components: economic, environmental, social and cultural sustainability;
- in the Netherlands, the National Spatial Planning Policy Document sets out the main principles and guidelines for national spatial planning policy for the medium and long term. The present Fifth National Spatial Planning Policy Document pays large consideration to the principle of sustainability;

- in Romania, the elaboration of the National Plan for Territorial Planning was initiated as early as 1992. This plan is conceived on a flexible approach as a set of legal documents. Up to now, five thematic sections were elaborated and approved (transport, water, protected areas, network of settlements and areas endangered by natural hazards). They are all based on the principle of sustainable development;
- in the Russian Federation, although the term of sustainable development is still of rare use, the General Settlement Scheme which is the basic document drawing guidelines for all spatial activities in the country, reflects a spirit corresponding to that of sustainable development;
- in Slovenia, efforts towards sustainable spatial development will be expressed most explicitly in the Spatial Development Strategy, which is the basic national document to guide spatial development;
- in “The former Yugoslav Republic of Macedonia”, the Ministry of Environment and Physical Planning is preparing a single national strategy of spatial development (Spatial Plan of RM). In addition, a series of thematic sector plans are being prepared. The principles of sustainable development are being respected in these plans;
- in England, the Government 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 largely reflects the various components of sustainable development.

2.1.3. Role of spatial planning and development policies at regional and local levels for sustainable development

At regional and local level, numerous Agenda 21 initiatives were developed in the European countries to promote sustainable development. In addition to this, spatial planning and development policies at regional and local level play a major part in promoting sustainable development.

a) The regional level

The regional level is particularly important in countries with a federal or a strongly decentralised structure:

- in the Walloon region (Belgium), the Regional Spatial Development Plan (SDER) contributes to various aspects of sustainable development (containment of urbanisation, urban-rural partnerships, rehabilitation of derelict sites, improvement of the quality of life and provision of basic services, promotion of economic activities, improvement of accessibility etc.);
- in Germany, the *Länder* are responsible for the spatial development of their respective territory. They promote sustainable development through regional planning acts, regional planning and development programmes and plans and building regulations;
- in Norway, the 19 counties are widely responsible for comprehensive county planning, aiming at coordinating major goals and activities within the county on the basis of sustainable development;

- in the Russian Federation, some of Russia's regions have already included the principle of sustainable development derived from the Guiding Principles in their development concepts or used it as a reference;
- in Spain, spatial planning is a public function entrusted to the regions. All the regions have assumed this authority with full powers: legislative, regulatory and executive. 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 by the European Charter for Regional/Spatial Planning of the Council of Europe. Some aspects of the Guiding Principles are also emphasised in the spatial development activities of the regions, because of their contribution to configure the new framework for Spatial Planning as required by sustainability;
- in Switzerland, the Cantons have wide statutory powers in spatial planning. They elaborate a *Plan directeur* which has to respect the provisions of the Federal Law on spatial planning, reflecting largely the principle of sustainability;
- in Wales (UK), the National Assembly has specific duties regarding sustainable development under the Government of Wales Act (1998). The National Assembly of 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.

Also in countries with a less decentralised tradition, sustainability is promoted by spatial planning activities at regional level:

- in Armenia, the basis of the regional urban-ecology is made by the territorial planning of the individual regions (*marzes* or groups of *marzes*). It takes into account complex interactions between society and nature and covers not only urban settlements and their areas of influence, but also rural areas and recreation zones;
- in Bosnia and Herzegovina, all ten cantons have to make their Spatial Plans, taking over and further elaborating the planning decisions made by the Spatial Plan of the Federation, in accordance with sustainable development and with the prescription to balance economic, social and ecological components;
- in Bulgaria, the regional authorities have statutory powers in the field of the implementation of the spatial planning policy ensuring the sustainability of the national territory;
- in Denmark, the 12 regional planning authorities elaborate regional plans which have to respect the provisions of the National Planning Act. This promotes integrated approaches and sustainability;
- in Finland, regional planning, especially the regional land use plan, is the primary form of planning in making the National Land Use Guidelines concrete. On regional level, the guidelines may be harmonised with regional as well as with local goals;
- in Luxemburg, a need is being felt to create an intermediate planning level between that of the State and that of the municipalities. The regional spatial plan is elaborated by inter-municipal bodies. It integrates options defined at national level

(national spatial programme, sector plans). The integrative approach at regional level is likely to favour sustainability in the future conception of spatial development in Luxemburg;

- in the Netherlands, the regional plan, which is the most important instrument available to the provincial authority for presenting its spatial planning policy, reflects the national planning philosophy which is based on the concept of sustainability;
- in France, the regional authorities elaborate the Regional Planning and Development Scheme (SRADT) along the provisions of the national law on sustainable planning and development of the territory;
- in Norway, comprehensive planning is elaborated at county level which also has to coordinate national policies at that level;
- in England, the existing Regional Planning Guidance will be replaced by statutory Regional Spatial Strategies (RSSs). 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.

b) The sub-regional and local levels

The contribution of sub-regional and local spatial planning to sustainable development is similarly important. Progress is generally achieved through the moving of policy from mere land use control towards more comprehensive strategies:

- in Armenia, a new generation of local plans is under development. Experimental projects for five communities were carried out in recent years. Difficulties are mentioned in relation to serious violations of regulations on urban development;
- in the Walloon region, the regulation applying to land use plans (*Plans de secteur*) was recently modified (1997, 2002) to include provisions aiming at increasing sustainability;
- in Bulgaria, a number of general spatial plans, presently elaborated for large cities (Sofia, Plovdiv, Varna) take account of the principle of sustainability. Another element likely to increase sustainability at local level is the obligation to monitor every year the implementation of the general spatial plan;
- in Croatia, the spatial plans of the regions, which have a comprehensive character, are used as a basis for the preparation of a new generation of spatial plans for towns and municipalities;
- new local development approaches can also be observed in the Czech Republic, where municipalities associate willingly into micro-regions, in the context of which issues of planning, development and investments are solved;
- in Denmark, 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;
- in Finland, the local master plans gain more importance when the National Land Use Guidelines and the regional land use plan are made concrete at the local level;

- in Germany, the municipalities have far reaching independence and responsibility in planning their territory, respectively the objectives of other planning levels, which are elaborated with the participation of all partners from all levels. There are frequent conflicts of interest between the basic ideas of regional planning of the *Länder* and the development conceptions of the municipalities. In the 1990s, a new debate emerged in some *Länder*, regarding new forms of regional cooperation in city-hinterland relationships;
- in Moldova, it is advocated that local spatial planning should have interdisciplinary and integrated character, which contributes to sustainability;
- in Switzerland, a new policy for urban agglomerations is being prepared, which will have a more comprehensive and integrated character;
- in England, the Planning and Compulsory Purchase Bill proposes at local level to replace the various types of development plans which currently exist with one form of plan to be known as Local Development Framework (LDF). LDFs will be spatial in the sense that policies contained within them need not be entirely or directly expressed in land use terms. It is imperative that they conform to Regional Spatial Strategies as well as complementing neighbouring authorities' LDFs in order to ensure that sustainable spatial development objectives are progressed.

2.1.4 Contribution of transnational and cross-border spatial planning to sustainable development

Transnational and cross-border cooperation in the field of spatial planning is gaining significant importance as a factor of sustainability. This evolution has been mentioned in a large number of national reports (Bulgaria, Croatia, Finland, France, Germany, Luxemburg, Moldova, Norway, Romania, Slovenia, “The former Yugoslav Republic of Macedonia”, etc.).

Cross-border and transnational cooperation benefits from the financial support of the EU (Interreg, Phare, Tacis, Espon).

A particularly interesting aspect concerns the transnational pilot projects aiming at implementing the Guiding Principles and at contributing to sustainability in territorial development. Under the umbrella of the Council of Europe, German-Russian cooperation aims 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. Also under the umbrella of the Council of Europe, transnational cooperation has started in the Tisza / Tisa valley and involves 6 countries.

In a number of countries, national strategies for sustainable development were developed. They are rather comprehensive and spatial planning considerations are only a part of the issues tackled. Quite often, these national strategies were elaborated by the ministries responsible for the environment.

The promotion of sustainable development through the policies of spatial planning and development generally has a more long-term and structural character. In a number of countries, the objective of sustainable development was introduced in recent years into the spatial planning legislation. It can be observed that this occurred quite frequently in the countries of Central and Eastern Europe which adopted modern spatial planning legislation during the 1990s. In addition, a number of West-European States amended their spatial planning legislation to introduce the objective of sustainable development. The introduction of sustainable development into spatial planning is accompanied by the emergence of new types of plans, in particular at national level, with long-range and integrative character and promoting strategic approaches. Better integration between spatial planning and regional policy or between spatial planning and environmental protection, as well as the consideration of the territorial dimension of sectoral policies, are characteristic of these approaches which emerge equally in Western and in Central and Eastern Europe.

A similar evolution can be observed in spatial planning activities at regional level, in particular but not exclusively in countries with a federal or a strongly decentralised structure. In numerous countries of Central and Eastern Europe, the regional level still has to be strengthened, which is a condition for an efficient impact of spatial planning policies on sustainable development.

At local level, significant dynamics are developing in numerous countries which aim at moving from strict land use control towards more sophisticated development strategies with sustainable character. The Agenda 21 initiatives had a significant impact on this evolution. More functional approaches at the level of urban agglomerations are being developed.

2.2. Implementation of the Guiding Principles (GPSSDEC-CEMAT)

The general evolution of spatial planning in Europe towards a more substantial contribution to sustainable development is largely being influenced by the adoption of the Guiding Principles by the Member States. In EU countries, the ESDP played also an important part in this evolution.

The implementation of the Guiding Principles in the Member States of the Council of Europe will be examined hereafter more in detail.

2.2.1. Implementation of thematic aspects of the Guiding Principles

a) Promotion of territorial cohesion through a more balanced social and economic development of regions and improved competitiveness

- In Austria, the “Austrian Spatial Development Concept 2001” attempts to promote Austria as a business location in Europe;
- in the Walloon region (Belgium), the objective of SDER is to strengthen structurally weaker regions, in particular those with ancient industries;

- in Bosnia and Herzegovina, the Spatial Plan will support the process of polycentric spatial development which has already begun, place the emphasis on the development of regions (macro-regions; micro-regions) and support the development of under developed regions. Each region (Canton) will articulate its own regional development along the national objectives;
- in Bulgaria, the promotion of territorial cohesion through socio-economic development is one of the main objectives of the Law on Regional Development of 1999. The Law promotes the development of regions facing specific problems: mountain regions, rural areas, border regions, regions in economic reconversion;
- in Croatia, the basic spatial planning principles include, among others, a uniform economic, social, and cultural development of the state's territory, taking special care of and developing regional spatial peculiarities. A specific spatial planning objective is the reconstruction and development of areas affected by war;
- in the Czech Republic, a law was passed in 2000 on the support to regional development, on the basis of which support is granted to economically weaker and structurally handicapped regions. A nationwide document has been elaborated, entitled “Strategy of regional development”, linking with regional strategies;
- in Denmark, the National Planning Report concentrates on balanced development in the country and stipulates that people should be ensured good and equitable living conditions regardless of where they live in Denmark. The Government is attempting to ensure that regional development leads to less inequality in services, employment and economic conditions in Denmark's regions;
- in Finland, the National Land Use Guidelines advocate a well-functioning regional structure and aim at supporting a balanced development of regions by taking advantage of existing structures and individual strengths of the areas;
- in France, the national regional policy promotes the development of a limited number of large regional poles, likely to counteract the growth of the Paris area and to pull the development of their own regions. Instead of spreading uniformly regional incentives to problem regions, present policy supports projects with structuring character originating from the regional or local level;
- in Germany, the Federal Law on Spatial Planning advocates equivalent living and working conditions in all regions. There is a joint regional policy, defined and implemented together by the Federal Government and the *Länder*;
- in Hungary, the Guiding Principles have served as guidance for the elaboration of the National Spatial Development Concept and the National Spatial Plan. The National Development Concept sets fundamental objectives for regional development and provides a framework for the regions, counties, and micro-regions to work out their own development concepts and programmes;
- in Ireland, the National Spatial Strategy includes a spatial planning framework that will support balanced development;
- in Luxemburg, the national *Plan directeur* as well as the sectoral schemes support and contribute to territorial cohesion. The integrated concept “Transport and Regional Planning”, which is being elaborated, will play an important part in a more balanced development;

- in Malta, the Structure Plan addresses the spatial requirements for social and economic development at national level. It promotes an integrated approach which recognises the importance of the territorial diversity. This approach ensures better territorial cohesion and balanced social and economic development;
- in Norway, the government aims at reducing disparities in economic and social development among regions. It 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 the northern part of Troms make up a particular action zone, in which certain benefits to individuals and businesses apply;
- in Romania, the correct implementation of the Guiding Principles, as far as territorial cohesion and competitiveness are concerned, depend upon a good articulation between the spatial development plans and the regional development policy. A good example of inter-ministerial cooperation concerns the implementation of the EU programmes SAPARD and ISPA;
- in the Russian Federation, the General Settlement Scheme addresses disparities between Russia's regions in demographic, social, economic and ecological terms against the background of the transition period (decline of planned economy, geopolitical and political changes, migration and geographical shifts in material production);
- in Slovenia, more balanced development is being promoted through more polycentric spatial and urban development. Particular attention is paid to border regions;
- the Spanish Strategy on Sustainable Development emphasises the consolidation of more balanced territorial structure and dynamics. This consists, among others, of maintaining and improving the quality and attractiveness of the weakest areas (fragile rural areas, peripheral territories);
- in Switzerland, the National Guidelines for the Organisation of the Swiss Territory address, among others, issues related to competition in business location, to regional disparities, to national cohesion. The national regional policy is presently being revised in order to encourage more innovation and business spirit in the regions;
- in “The former Yugoslav Republic of Macedonia”, one of the basic spatial planning principles is a uniform economic, social and cultural development of the national territory, taking special care of and developing regional spatial peculiarities.

The main issue in this field is the relationship between the objectives of spatial planning and those of the regional policy. In most countries, these two fields of public policy are under the responsibility of different ministries. There is evidence in a number of countries for convergence in the objectives, a fact which should contribute to stronger territorial cohesion. What is still needed is stronger complementarity and synergy between the respective instruments and measures used to achieve the common objectives. It remains however true that in some countries coherence between both fields of public policies is not yet totally ensured.

b) Encouraging development generated by urban functions and improving the relationship between town and countryside

- In Armenia, the new General Evolution Project promotes a balanced development of the settlement system;
- the Austrian Spatial Development Concept 2001 is in favour of the dynamic development of urban regions and advocates the need for guidance;
- in the Walloon region, the SDER contains several measures related to urban settlements. It advocates the development of urban systems, of urban functions and of networks of cities and towns. It favours the containment of urban sprawl as well as the development of urban-rural partnerships;
- in Bosnia and Herzegovina, the Spatial Plan will ensure better links between urban and rural areas, particularly through planning and improving the existing transport infrastructure. In addition, the Spatial Plans of particular areas will provide the possibility for increases activities in rural areas through the development of tourism, traditional crafts, revitalisation of characteristic rural architecture and creation of new jobs;
- in Bulgaria, a number of general planning schemes are being elaborated for large towns, respecting the recommendations of the Guiding Principles;
- in Cyprus, the Policy Statement for the countryside 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 location policies for a wide spectrum of development types, including residential, commercial, tourist, industrial, agricultural land uses;
- in the Czech Republic, thanks to the settlement density, developed infrastructure and good transport accessibility, the difference between the city and the countryside is not felt to be a large problem. Within the context of market economy, regional differences become intensified, but not in any drastic form;
- in Denmark, the National Strategy for Sustainable Development advocates that towns and cities must secure a framework for continued growth and they must provide attractive locations 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. 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 towns and villages;
- in Finland, the National Land use Guidelines propose to develop urban regions as balanced entities and city centres as areas of diversified services, living and recreational uses and to promote the development of the networks of villages and the diversification of business, industry and other activities in the countryside;
- in France, in addition to the promotion of a limited number of regional economic poles mentioned above, there is a national priority aiming at developing inter-municipal cooperation at the level of agglomerations and within the countryside. This should favour polycentricity and strengthen the functions and competitiveness of urban settlements ;

- in Germany, the polycentric development of the settlement system has a long tradition. In the 1990s, a new debate emerged in some *Länder* regarding new forms of regional cooperation in city-hinterland relationships;
- in Hungary, the national objectives of spatial planning policy advocate the reduction of the over-centralisation of the capital region of Budapest and the development of regional centres. In addition, the technical conditions should be created for inter-settlement relations and cooperation opportunities;
- in Ireland, the national Spatial Strategy promotes 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 over the urban and rural areas they influence and support more balanced patterns of development nationally;
- in Malta, 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 the improvement of living and working conditions of local communities. In this regard, the review process of the Structure plan has addressed issues connected with the creation of better neighbourhood places, the development of integrated transport strategies, the encouragement of appropriate economic development in historic urban centres, the encouragement of social and community facilities in suitable locations and the upgrade of key employment areas. Rural and urban areas are increasingly becoming interdependent, particularly in view of the multifunctional role of rural areas and opportunities connected with farm diversification. Opportunities for rural communities include improvement of farmer's 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;
- in Norway, measures are being developed to revitalise declining settlements and contain the land consumption. In its report "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 Romania, the National Plan of Territorial Planning comprises a Section IV on the network of settlements (already approved by law) which promotes of hierarchical settlement system, indicating for each category the required level of services and the conditions of development and competitiveness. The plan promotes harmonious relationships between the settlement centres and the rural areas;
- in the Russian Federation, the national spatial planning policy advocates the revival of medium-sized and small towns, especially in Central Russia, and the formation of an integrated settlement system;
- in Slovenia, the application of the Guiding Principles leads to the development of rural areas and to their interconnection with urban areas. It is considered as 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. Harmonious spatial development should be ensured 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;

- in Spain, the national strategy for sustainable development advocates the need to promote a more balanced spatial settlement pattern;
- in Switzerland, the Confederation supports, through the Guidelines for the organisation of the Swiss territory, the development of a network of cities, towns and rural areas, in order to reduce the regional disparities within the country, as well as disparities between cities and the countryside and between centres and the periphery. With the cooperation of the Cantons and large Cities, the Confederation encourages a new policy at the scale of agglomerations which should facilitate polycentricity, limit the extension of urban sprawl and promote cooperation between towns in order to develop synergies. The limitation of traffic congestion in cities is also an objective which should contribute to increasing their competitiveness.
- in England, the Planning Policy Guidance 1 recommends to use already developed areas in the most efficient way, whilst making them more attractive places in which to live and work. PPG 3 (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. PPG 6 promotes sustainable town centres.

In a large number of countries of Western as well as of Central and Eastern Europe, there is a clear evolution towards a more balanced and polycentric settlement structure and towards better functional integration between urban and rural areas. It is considered essential to avoid over-concentration of population and activities in very large metropolitan areas at the expense of medium-sized towns. On the other hand, efforts are made to define planning areas which encompass both urban, suburban and rural zones in order to promote more sustainable forms of development.

c) Promoting more balanced accessibility

- In the Austrian Spatial Development Concept 2001, the intensification of flows of goods and people is considered as a threat, Austria being an important transit country. Although transport and mobility are important elements of economic development, more environmentally-friendly solutions, based on multi-modal systems should be encouraged;
- in the Walloon region, the objectives concern better integration of Wallonia into the pan-European networks and Eurocorridors. Small and medium-sized towns should be better connected to major axes. The environmental impacts of transportation should be reduced, in particular through the development of multi-modal solutions;
- in Bosnia and Herzegovina, the objectives of the Spatial Plan concern the development of connections between the different regions as well as the development of major corridors of importance for the Federation. There are two major corridors of

strategic importance for the Federation: an East-West corridor between Western Europe and the eastern Balkans and Greece and a north-south corridor between Central Europe and the Adriatic coast. The connection to the Zagreb-Belgrade highway is being constructed;

– in the Czech Republic, there was in the former regime, a developed system of public transport (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 which generates pollution. As far as roads are concerned, not their density, but their technical condition and capacity represent the major problem. The network of motorways and highways is to be completed in the direction west-east (Olomouc-Ostrava) and in the north-south direction (Prague-Linz);

– in Finland, the National Land Use Guidelines advocate to develop traffic systems as entities encompassing different modes of transport, to reduce the need for traffic and transport and improve traffic safety. Communication routes should be primarily improved on the basis of existing main traffic axes and networks. Possibilities should be safeguarded to develop nationally important roads, rail lines, harbours, airfields and border crossing places;

– in France, at the interface between spatial planning and the sector of transportation, two *Schémas de services collectifs* were adopted: one for freight and another one for passenger transportation. Both are based on the principle of multimodality and on the principle of sustainability. Environmentally-friendly transport modes should be promoted (railways, inland navigation and maritime transport, public transportation). Transport policy should contribute to the economic strengthening of metropolitan areas and of peripheral areas. Multimodal corridors of European significance should also contribute to European polycentric development, while limiting their environmental impacts;

– in Hungary, the objectives of the National Spatial Plan advocate 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 structure; to make steps for a more purposeful integration into the global and European communication systems and to create conditions for parity of access to infrastructure services throughout the whole country;

– in Ireland, the National Spatial Strategy emphasises the important role played by effective transport and communications in making places attractive to people and investment. The Strategy 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;

– in Luxembourg, transport issues are treated in the Transport Sector Plan elaborated in connection with the spatial *Programme directeur*;

– 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. 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;

- in Norway, 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 the 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;

- in Romania, Section 1 of the National Plan for Territorial Planning is devoted to transportation. The objectives are a balanced transport infrastructure at national, regional and local levels as well as the integration of transport links with the main European network;

- in the Russian Federation, the main priority is the development of new transport links connecting western and eastern parts of Russia;

- in Slovenia, the priorities concern the development of the motorway system, so as to connect Slovenia to European corridors X and V and to contribute to a more balanced regional spatial development through the linking of medium and small-size Slovenian towns. Another objective is the development of environmentally-friendly transport systems including the promotion of public passenger transport together with accelerated development of a modern railway network. A special emphasis is placed 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;

- in Switzerland, the priority is one of sustainable mobility, enabling the access of regions to major transport infrastructure and supporting the development of intermodal and combined transport. Close cooperation between the spatial planning policy and the transport policy is encouraged. To this end, a transport sector plan is being elaborated and concerns mainly transport infrastructure. The aim is to coordinate the integration of railway and road transport into the overall transport policy;

- in England, one of the priorities of PPG1 is to shape new development patterns in a way which minimises the need to travel.

In the field of a more balanced accessibility, a number of priorities emerge which are common to most countries. The first is the need for better and more efficient connections with the Transeuropean Networks and major corridors. This is considered by numerous countries as an important prerequisite for European integration and economic prosperity. The second common priority concerns the potential impacts of the development of corridors and trunk connections on the development of the regions concerned. This is an important task for spatial planning and development policies. The third common priority is the shift of transport flows onto more environmentally-friendly transport modes (maritime, rail and inland navigation) and the development of multimodality. It is however recognised that a number of economic and geographical factors act as a constraint in this field.

d) Developing access to information and knowledge

- In the Walloon region (Belgium), the priorities of SDER concern the provision of information access to all regions, the promotion of interfaces between information providers and users and the development of research and innovation, in particular in the regional poles and in Walloon Brabant;
- in Bosnia and Herzegovina, the occurrence of the new information society is one of the phenomena which have important influence on the country. Telecommunications are developing fast on a commercial basis. More and more spatial planning institutions use the GIS. A database was established in 1998 the purpose of which is to gather at one place all information relevant for space and environment. It will be used both for the development of the Spatial Plan and for the monitoring of its implementation;
- in the Czech Republic, the telephone and computer networks are quickly developing on a commercial basis;
- in France, two *Schémas de services collectifs* concern the access to information and knowledge: the first is related to university education and research. It promotes a more coherent and balanced organisation at national scale. The second is related to information and communication. It promotes the development of the information society on a democratic basis. The issue of access to high-capacity and broadband telecommunication networks is at the heart of issues of territorial development;
- in Malta, 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.
- in Slovenia, the objective concerns the introduction of electronic commerce and the provision of information at all levels and in all areas;
- in Switzerland, the Federal parliament has defined in 1997 the universal service in the field of telecommunications. According to this, there will be uniformity on the whole Swiss territory in terms of price and access to phone, fax and Internet access. Quality criteria are also considered;

- in “The former Yugoslav Republic of Macedonia”, one of the basic spatial planning principles is the establishment of a spatial information system for the purpose of spatial planning, use and protection of the territory.

Better access to information and knowledge is considered by numerous countries as an important prerequisite for economic prosperity and for territorial cohesion. While market forces play an important part in the development of these activities, they are also likely to generate new regional imbalances. Only few countries refer to the need for universal services as an important element of present and future spatial development policies. More and more countries are using the information and communication technologies to improve and modernise the systems and methods of spatial planning, in particular through the increased use of geographic information systems and interactive data collection systems.

e) Reducing environmental damage

- In Armenia, the ecological situation is considered as acute. New methods are being developed to cope efficiently with the severe environmental issues;
- in Austria, both the Austrian Spatial Development Concept 2001 and the Austrian Strategy for Sustainable Development devote specific attention to prevention and reduction of environmental damages;
- in the Walloon region (Belgium), environmental issues are tackled in the SDER in various sectors: protection of the population against natural and technological risks; rehabilitation of derelict urban and industrial sites, containment of urban sprawl; modal transfer in transportation. The land use plans also integrate specific provisions ensuring the environmental quality;
- environmental protection gains importance in Bosnia and Herzegovina. In this sense, in addition to the adoption of a set of environmental laws, BiH has signed more than 20 international conventions. 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, to identify and analyze all major problems, to give clear and detailed 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, to ensure financing from own sources, from donors and foreign partners;
- in Croatia, one of the basic spatial planning principles concerns the protection and improvement of the environment;
- in the Czech Republic, the environment is being continuously improved, as far as the purity of atmosphere and rivers is concerned. It is due to desulphurization of thermal power plants, and building of sewage plants;
- in France, the reduction of environmental damages is a joint horizontal priority for all *Schémas de service collectifs*;
- in Luxemburg, environmental issues are treated in two national sector schemes (Seveso industrial plants and waste disposal) which are linked to the national *Schéma directeur*;

- in Malta, 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;
- in the Russian Federation, one of the main objectives of regional development is the elimination of the consequences of large-scale technological disasters and the ecological improvement in industrial areas;
- in Slovenia, the main environmental objectives of the spatial development policy are 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. 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: the impacts on regional and urban development, the environmental impacts, the economic investments, the technological features and the social acceptability. The Government's decision is therefore based on a comprehensive assessment of the planned facility's impacts;
- in Switzerland, the environmental policy is a key element of the policy of sustainable development. The main aspects of this policy are: the limitation of the environmental impacts of freight transportation by trucks, the application of the polluter-payer principle to polluting industries and the acceptance of social and economic constraints in the environmental policy. There is a close relationship between the environment and the spatial planning policies. Residential areas are being protected against various types of impacts: air pollution, noise etc.

There is a strong interface between sustainable spatial planning and environmental protection. Activities in this field are both preventive and operative. On the one hand, the long range vision and structural character of spatial planning should prevent the emergence of land use conflicts, the degradation of sites and the deterioration of the quality of life of the population. On the other hand, there are numerous areas, both in Western and in Central and Eastern Europe, where the environment has to be rehabilitated through active measures (derelict urban, industrial and military sites). A number of countries are progressing along these two ways.

f) Enhancing and protecting natural resources and the natural heritage

- In Armenia, various projects regarding the protection and enhancement of natural resources are launched, such as the sustainable development programme of the river Hrazdan, the restoration of the ecological balance in Dilijan, the elaboration of an integrated development plan for the catchment area of the lake Sevan;

- the Austrian Strategy for Sustainable Development pays attention to the preservation of the diversity of species and landscapes;
- in the Walloon region (Belgium) , the SDER contains priorities related to the protection of sites with great biological interest, to the enhancement of the natural heritage and to the protection of water resources;
- in Bosnia and Herzegovina, 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 respective Ministries. During the process of developing the Spatial Plan of FBiH, the existing national parks will be valorized and new will be delineated, as well as the areas with special natural values – parks of nature and other protected areas;
- in Bulgaria, in recent years, various activities were carried out in order to enhance and protect the natural heritage: strategies and management programmes for the catchment areas of the largest rivers, for the coastal areas and for the mountain areas. Activities aiming at protecting biodiversity were undertaken in mountain areas (Central Balkan, Strandja, Pirin). Concrete programmes were elaborated for the management of natural parks (Strandja, Rila, Vitocha, Pirin etc.);
- Croatia has a long tradition in the protection of natural resources. Aiming at conserving the natural diversity of Croatia and in compliance with the provisions of the Nature Protection Act, 8 national parks and 10 nature parks were designated. These protected areas cover about 11 per cent of the total surface area of Croatia. For the purpose of implementing the European Landscape Convention of the Council of Europe, the Ministry of Environmental Protection and Spatial Planning launched a pilot project “Identification of the Makarska Landscape”;
- in Cyprus, the Policy Statement for the Countryside has designed areas of special or exceptional natural or environmental value;
- the Czech Republic possesses a developed system of nature protection. There are four national parks, 24 protected areas and some hundreds of natural reserves. Spatial plans include the delineation of territorial systems of ecological stability;
- in Finland, the objectives of the National Land Use Guidelines are to secure the availability of natural resources for future generations, to contribute to the preservation of the national cultural heritage, to promote the preservation of the diversity of valuable and sensitive nature areas, to promote the preservation of ecological corridors between protection areas;
- in France, the *Schéma de services collectifs* on natural and rural areas promotes two main principles to enhance and protect the natural heritage: sustainable development and multifunctionality of the areas concerned (agricultural and forestry production, natural resources, biodiversity, recreation and landscapes). Its objective is to combine economic development, satisfaction of social demand in terms of quality of life and products and protection of the environment;
- in Hungary, the objectives of the national spatial documents concern the special protection of the national ecological network, the maintenance and expansion of forests, the adaptation of land use to the capacity and sensitivity of the environment;

- in Luxemburg, the objectives for the protection and enhancement of the natural heritage are contained in the national sector scheme on the preservation of large landscape and forestry entities. Natural parks are managed by the Ministry responsible for Spatial Planning, because they correspond to an objective of both economic development and nature protection;
- in Malta, 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 cooperation 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 cooperation with other organisations responsible for the quality of particular natural resources like groundwater;
- in Romania, Section 2 of the National Plan of Territorial Planning addresses the issues of water resources and Section 3 the issues of protected areas;
- in the Russian Federation, the General Settlement Scheme addresses the issues of landscapes, land resources and their quality, land use, water resources, forest resources, ecological situation;
- in Slovenia, the main objectives of nature protection and enhancement are to preserve continuous forests, areas of highly preserved nature, habitats of special significance, areas with a wealth of species, surface 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. 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;
- in Switzerland, the policy of the Confederation concerns the protection of water resources, as well as the protection and enhancement of the diversity of landscapes, species and biotopes. The Cantons are responsible for the implementation of the protection and enhancement of natural resources. The Confederation supports them and has elaborated a conception called "Swiss landscapes". In addition, the Confederation has carried out numerous inventories and surveys of the various natural resources;
- "The former Yugoslav Republic of Macedonia" has a tradition in the protection of natural resources. The area of the Ohrid Lake was designated as a protected area and is on the Unesco World Natural Heritage List. Aiming at conserving the natural diversity of Macedonia and in compliance with the provisions of the Environment Protection Act, 3 national parks (Pelister, Mavrovo and Galichica) and 49 monuments of nature were designated in Macedonia;

The issues of natural resources and natural heritage are multi-dimensional in character. The most obvious task of spatial planning policies is to strictly protect and preserve the areas with very valuable flora and fauna, biodiversity and species. To this end, numerous national and nature parks were designated, both in Western and in Central and Eastern Europe. It has been however recognised in numerous countries that the sustainable management of these parks often requires substantial resources and, on the other hand, that protection is not always incompatible with certain types of economic activities (soft tourism, environmentally-friendly agriculture and forestry, etc.). More mixed strategies are presently being developed in a number of countries. The protection of cultural landscapes also requires approaches combining economic, social and ecological factors. There is a clear trend showing that this has been recognised.

g) Enhancing the cultural heritage as a factor of development

- In Austria, issues related to the protection and enhancement of the cultural heritage are addressed in the Austrian Spatial Development Concept 2001;
- in the Walloon region (Belgium), the objectives contained in the SDER concern the selective protection and rehabilitation of the built heritage, the enhancement of heritage in economic development and tourist poles, the integration of the landscape dimension in the practice of spatial planning, the enhancement of landscapes;
- 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 modern time. 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;
- in the Czech Republic, there is a dense network of historical cities, castles and châteaux. Eleven historical monuments, among which the city cores of Praha, Český Krumlov, Telč, have been entered on the list of the Unesco. The care of historical monuments is being realized in co-operation by 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;
- in France, the *Schéma de services collectifs* on culture recognises the strong dynamics existing in the sector, but also the regional inequalities in access to cultural goods and in cultural practice. Its main objectives concern the maintaining of the cultural diversity, the reduction of inequalities in access to cultural goods and the need to re-balance the regions. The cultural policy has to integrate into the same approach modern architecture and (material and immaterial) heritage. The architectural and heritage dimension has to be considered in the strategies of agglomerations and rural areas;

- in Hungary, the objectives of the national spatial planning documents refer to the protection and enhancement of the cultural heritage, the special control of land use in heritage sites, the protection and enhancement of the identity of settlements;
- in Malta, 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 cooperation 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;
- in Norway, 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 and improve the management of cultural heritage through amendments in the Planning and Building Act. The Ministry of the Environment is also preparing a separate report to the Parliament on policies regarding cultural heritage, due in the autumn 2003;
- in Slovenia, a national priority is that the cultural heritage needs to be integrated with the European network of cultural trails;
- in Switzerland, the protection and enhancement of the cultural heritage has a strategic role due to the cultural diversity of the country. The Cantons are mainly responsible for these activities;
- in the UK, protection and enhancement of the cultural heritage are objectives of strategic importance in the spatial planning policy.

The enhancement of cultural heritage for economic purposes is becoming a booming activity overall in Europe. This is an important task for spatial planning activities. A number of countries are confronted with the fact that tourism related to cultural heritage is not well distributed over the territory. There is strong concentration in the most attractive places, while other regions hardly benefit from it. There is therefore a need for spatially more balanced enhancement of the cultural heritage. Another important task for spatial planning is the integration of various types of heritage (ancient and modern, material and immaterial). The trend is towards more sophisticated forms of cultural products for promoting both identity and attractiveness, in which the built heritage is only a part.

h) Developing energy resources while maintaining safety

- In the Walloon region (Belgium), the objectives of the SDER concern the development of renewable energy sources, the limitation of energy consumption (rational use of energy, modal transfer in transportation, more appropriate location policy), a better integration of energy transport infrastructure;

- in Bosnia and Herzegovina, 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;
- 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;
- in Finland, the National Land Use Guidelines prescribe to satisfy the national needs for energy supply and to promote the possibilities of utilizing renewable energy sources;
- in France, the *Schéma de services collectifs* on energy policy provides tools for developing the territorial dimension of energy policy: better exploitation of local energy sources, in particular the renewable ones, more rational use of energy in transportation, industry, residential and tertiary functions;
- in Malta, 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 cooperation with other organisations;
- in Slovenia, the national spatial planning objectives related to energy are to promote the use of renewable power sources (including the exploitation of wind power) and to upgrade the existing power networks and to ensure the safe disposal of radioactive wastes and the safe decommissioning of the Krško nuclear power plant when it ceases to operate;
- in Switzerland, hydro-electricity plays a major part (58 % of national production). However the remaining 40 % originate from nuclear power plants. Long term solutions have to be looked for, both for the operation of these plants and for the elimination of nuclear waste. The energy policy has two main objectives: the more rational use of energy, in particular in transportation, and the development of renewable energy sources. Innovation in this field is promoted by the State.

Most countries develop simultaneously various types of activities for securing energy sources in a sustainable way. It has generally been recognised that more rational use of energy, in particular in transportation and heating, is a necessary objective. This has important implications for spatial planning (reduction of traffic flows and of their environmental impact through alternative location policies and transport modes; more energy-saving forms and techniques of buildings and housing). In addition to this, there is a wide recognition of the need to develop renewable energy sources (solar energy, wind energy, biomass, hydro power etc.). This also has important consequences for spatial planning. A further issue is the future of nuclear power plants (waste storage and treatment; dismantling of obsolete plants, etc.).

i) Encouraging high quality, sustainable tourism

- In the Walloon region, the objectives of the SDER related to tourism concern the increase of tourist activities based on the cultural heritage, the limitation of tourist mobility through better location of tourist sites and facilities, the rehabilitation of deteriorated tourist sites;
- in Bosnia and Herzegovina tourism has not yet reached the desired level of development, which it could reach, having in mind broad possibilities in terms of natural and cultural heritage. The policy of spatial planning promotes 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;
- in the Czech Republic, the Ministry for Regional Developments elaborated a 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 for wider tourist frequentation and evaluates the tourism potential all over the CR-territory;
- in Finland, the National Land Use Guidelines advocate 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 develop shore-based recreational housing so as to safeguard the preservation of shore areas with natural values as well the pleasantness of holiday housing;
- France has the largest international tourist frequentation in the world. This creates pressure on the most attractive areas (mountain and coastal zones). The objective is to spread more tourist flows over a larger number of sites and over a larger period of time every year and to develop more sustainable forms of tourism;
- in Malta, 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;
- in Slovenia, the objectives of sustainable tourism are to improve spatial conditions for the development of tourism in individual locations, and by developing the unspoilt environment to promote the tourist image of Slovenia as a green, forested European oasis and to emphasize the offering of tourist services as part of the European flows at the boundary between the sea and the Alpine region (EU-Alps-Adriatic);

- in Switzerland, tourism has a long tradition. The objective is to promote qualitative tourism, taking into account the importance of landscapes and of the environment. Demand for nature-related tourism is growing and supply has to adapt. The role of the confederation is to encourage territorial evolution respectful of the environment.

While tourism remains in numerous countries and regions a significant source of wealth, important changes can be identified in the strategies pursued. There is at first a shift from the provision of accommodation towards the upgrading of products, in particular in areas with a long tourist tradition. The second trend is about the development and promotion of soft and more sustainable tourism, better spread among the seasons and the regions. The third trend is about stricter protection of nature areas in the most attractive tourist regions. These are largely shared evolutions among the Member Countries.

j) Limitation of the impacts of natural disasters

- In the Walloon region (Belgium), the objectives of the SDER concern the protection of the population against natural and technological risks. Endangered areas have to be identified; flood prevention activities have to be carried out. Urbanization in endangered areas has to be restricted;
- in Bosnia and Herzegovina, 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;
- 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) ;
- in France, a new law on the prevention of natural and technological risks is in the process of adoption. It addresses the causes of risks, the development of a new culture of risks within the population and the development of public tools to prevent and reduce risks;
- in Malta, 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;
- 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.);

- in the Russian Federation, a number of issues related to natural disasters are treated at regional level. These include areas of extreme seismic activity, areas of frequent floods, avalanches, mudflows, glaciers and sandstorms;
- in Slovenia, 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;
- in Switzerland, natural hazards are frequent, in particular snow slides and flooding. While the identification of endangered areas has been made in the case of snow slides, mapping of other endangered areas (flooding, earth slides, mudflows, stone falls etc.) still has to be made. Prevention methods have to be developed. Forests play an important part in the limitation of natural hazards. They have been protected for more than one century.

The multiplication and intensification of natural disasters in the past decade has generated stronger awareness on the relationships between the intensity of damages and activities with spatial character. There is now a general recognition of the fact that preventive spatial planning measures can significantly reduce the intensity of potential damages. This is why a significant number of countries have introduced into their spatial planning activities various types of measures likely to prevent natural hazards or, at least, to reduce their impact. Spatial planning will be confronted, in future, with a larger diversity of issues related to natural hazards. The identification of endangered areas will have to be made and appropriate measures to be taken.

2.2.2. Horizontal and vertical co-operation

- In Austria, a significant key element for the coordination of spatially relevant policies in Austria, which is not regulated by law, 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;
- in the Walloon region (Belgium), both the law and the regional spatial plan SDER contain provisions for cross-sectoral cooperation in the field of spatial planning. The territorial impacts of sectoral policies have to be taken into account. In the field of vertical relationships, there is a strong hierarchy of spatial plans;
- in Bosnia and Herzegovina, 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 the preparation of Spatial Plan of FBiH, which will include: line Federation ministries, 10 cantonal ministries, non-governmental organizations, as well as representatives of local communities. This

is the way in which one wants to contribute not only to harmonization 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 is a result of harmonized 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 harmonization with the document concerning a wider area – the Spatial Plan of FBiH. The Cantonal Spatial Plans must in turn result from harmonized positions of all local communities (municipalities) in the canton;

– in Bulgaria, at each level, there is a body responsible for the cross-sectoral cooperation related to spatial planning activities (National council of Regional Development at central level; Regional Councils for Regional Development and Municipal Development Councils). The experience shows that cross-sectoral cooperation is more efficient at the lowest level. At central level, a number of problems still have to be solved;

– in Croatia, 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 harmonization 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. The Spatial Planning Act has also provided for the mutual vertical harmonization 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;

– in Denmark, 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. The content of the co-operation will vary depending on the region. 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;

– in France, at central level, the *Schémas de services collectifs* play an important part in cross-sectoral cooperation since they provide the territorial translation of sectoral policies. In the field of vertical cooperation, a number of tools were developed at various scales. They mainly consist in contracts between two or three different levels

(regions/state, agglomerations/state/region; rural area/state/region). Horizontal cooperation between territorial administrative entities is being developed in the case of agglomerations and rural areas (*pays*);

– in Germany, in order to harmonize 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. Horizontal and vertical cooperation in the field of spatial planning in Germany is characterized by three basic means of sustainable spatial development, the *Gegenstromprinzip* (Principle of Countervailing Action), the *Subsidiaritäts-prinzip* (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.

– in Hungary, the elaboration method of the National spatial Plan was of innovative importance in the history of Hungarian practice, characterised by intensive professional and inter-sectoral 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;

– in Ireland, 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 ;

– in Malta, the establishment of an integrated spatial planning system relies upon effective cooperation 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 cooperation 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 ;

- in the Netherlands, 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. At the national level, the National Spatial Planning Commission is the most important coordinating body in the field of spatial policy. Vertical cooperation is ensured by a hierarchy of plans and by specific procedures;
- in Norway, 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. 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. 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;
- in Romania, it is observed that the implementation of the Guiding Principles will be really efficient only when cross-sectoral cooperation will be effective, which is not yet the case;
- in Slovenia, the spatial planning system is oriented to ensure the harmonization of various policies and interests at the national, regional and local levels. This predominantly enables cooperation 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. At the level of vertical harmonization, cooperation 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 harmonization 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;

- in Spain, 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;

- in Switzerland, according to the federal law on spatial planning, the Confederation, the Cantons and the municipalities have to coordinate their activities with territorial relevance. To this end, the Confederation elaborates conceptions and sector plans. A specific body, the Conference for the Organization of the Territory of the Confederation, which groups twenty federal offices with territorial incidence ensures horizontal coordination. At the level of the Cantons, the *Plan directeur* is the main instrument ensuring both horizontal (cross-sectoral) and vertical (with the confederation and the municipalities) coordination;

- in “The former Yugoslav Republic of Macedonia”, the specific function of spatial planning lies in the co-ordination of functions among sectoral policies and activities with considerable spatial impacts. For that reason various sectors participate in the 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 building permit issuance, and through approving the main project during the procedure of the building 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 harmonization 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 harmonization 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;

- in the UK, the new spatial development strategies being developed will provide a framework for sectoral policies with territorial impacts.

Horizontal and vertical cooperation in the context of spatial planning activities are progressing along various ways. As far as cross-sectoral approaches are concerned, an

important evolution can be identified in the elaboration of the territorial dimension and impacts of sectoral policies at an appropriate scale which makes possible the identification of potential incoherence or synergy. In a number of countries, inter-sectoral bodies have the task of harmonising the sectoral policies with the objectives of spatial planning. It has been recognised, however, that cross-sectoral integration is presently more efficient at a decentralised level.

Vertical coordination is ensured in some countries by the existence of a reference plan, often at regional level, which is the real basis of coordination for national, regional and local activities. Vertical cooperation progresses however more along less rigid and more process-oriented approaches where the principles of subsidiarity and reciprocity play an important part. This is particularly important for the countries of Central and Eastern Europe where bottom up approaches are progressively being substituted to top down approaches.

2.2.3. Participation of the civil society

- In Austria, the issue of stronger partnership with civil society is dealt with in the Austrian Spatial Development Concept 2001 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;
- in the Walloon region (Belgium), the Spatial Planning Law prescribes specific procedures of public information of the population in the case of the preparation of the SDER and specific procedures of consultation of the population in the case of the land use plans (*plans de secteur*). In the case of strategic projects, the information and consultation procedures are widened;
- in Bosnia and Herzegovina, the new legislation prescribes the obligation of offering all planning documents for public discussion, and this is to be done twice, one in the form of a draft, and a second time when the document is in the form of a proposal. This process means full public involvement. Considering that the new methodology for development of the Spatial Plan of the Federation of BiH is currently in the form of a draft, the obligation of having the public involved in all stages of development of the plan documents will be prescribed, 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. An experiment of public participation has been carried out at regional level (Canton of Tuzla);
- in Bulgaria, the involvement of the civil society in activities of spatial planning is increasing, in particular at the local level, where specific procedures are prescribed concerning the elaboration of municipal plans. The creation of citizen fora is a relatively widespread practice which emerged in the context of the development of sustainable development initiatives (Agenda 21). The draft regional plans are also subject to the consultation of the population. This involvement of civil society is however facing shortcomings because of the lack of experience in this field. Artificial conflicts may result from this;

- Croatia strives for all 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 (development 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;
- in Cyprus, 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 councilors 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;
- in France, the involvement of civil society takes place at various levels. At local level there are Development council in the case of agglomerations and rural areas (*pays*) which represent the citizens, the enterprises, the trade unions, the development operators, the cultural associations etc. At regional level, the “Regional Conference for the Development and Spatial Planning of the Territory” is composed of representatives of the State, of Officials and of civil society. At the central level the National Commission for Spatial Planning (CNADT) also represents civil society through the trade unions, national, regional and local politicians, employers organizations etc.;
- in Luxemburg, the *Programme directeur* indicates that it is necessary to define a communication policy to obtain the comprehension of the wider public and the active participation of potential stakeholders;

- in the Netherlands, civil society may intervene at various levels in the process of spatial planning, at central level, the Advisory Council for Housing, Spatial Planning and the Environment 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. At provincial and local level, there are also procedures for the information and consultation of the population in the context of the elaboration of spatial plans;
- in Norway, 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;
- in Romania, the involvement of civil society in the process of spatial planning is still modest. There are however various associations which have gained influence (national association of municipalities, association of the chief architects of the districts, association of urban planners, etc...);
- in the Russian Federation, 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 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 “favorable 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.;

- 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 organizations 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 organization 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 reorganization of certain public enterprises allowing the participation of a certain share of private capital;
- in Spain, 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 on spatial planning programmes. Co-ordination will take place within the “Spatial and Urban Planning Commissions”, regional bodies in which the different Public Administrations are represented;
- in Switzerland, the Federal Law on Spatial Planning contains provisions for the information of the population on spatial planning activities. Specific laws at federal and cantonal level in sectors with territorial impacts also contain provisions for the information and consultation of the population. The Federal Law on Spatial Planning also provides for the possibility given to the population to participate to the elaboration of plans. Federal as well as cantonal laws prescribe a procedure of public presentation of draft plans, during which the citizens are empowered to formulate observations and suggestions;
- in “The former Yugoslav Republic of Macedonia”, 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 (development and building permits), but to a lesser extent (neighbours). There is also the right of appeal, 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 makes this field of activity (cooperation with the public) very successful. It can even be noted that the increased popularity of the environment, the development of an attitude towards it, the increase of public environmental awareness, the access to and availability of environmental information can be attributed to the activity of this Centre.

Participation of the civil society in the spatial planning and development process is rapidly developing, in particular in the countries of Central and Eastern Europe. The new legislations contain provisions for information and consultation of the population on the draft plans and public planning initiatives. In West European countries, there are more institutionalised forms of participation at the national and regional levels, than in the countries of Central and Eastern Europe, where participation of the civil society seems to concentrate more on the local level. The issues related to public-private partnerships were mentioned by a very limited number of countries. There does not seem to be enough awareness about the real potentialities in this type of development tool.

3. Contribution of spatial development policies to sustainable development

3.1. Sustainable development: an overarching paradigm generating world-wide consensus

Since its launch with the World Conservation Strategy sustainable development has steadily risen in status, assuming a central position in writings and discussion throughout the 1990s and into the 21st Century. The paradigm was re-introduced by the World Commission on Environment and Development (WCED) in “*Our Common Future*” (1987), often referred to as the Brundtland Report which provided the well-known ubiquitous and influential definition: “Humanity has the ability to make development sustainable to ensure that it meets the needs of the present without compromising the ability of future generations to meet their own needs”. It also stated that sustainable development is not a fixed state of harmony, but rather a process of change in which the exploitation of resources, the direction of investments, the orientation of technological development and institutional change are all made consistent with future as well as present needs.

The Secretary General of the Johannesburg World Summit on Sustainable Development (2002) summarised the concept and its evolution as follows: “Since the Rio Earth Summit in 1992, sustainable development had emerged as a new paradigm of development, integrating economic growth, social development and environmental protection as interdependent and mutually supportive elements of long-term development. Sustainable development also emphasises a participatory, multi-stakeholder approach to policy making and implementation, mobilising public and private resources for development and making use of the knowledge, skills and energy of all social groups concerned with the future of the planet and its people. Sustainable development, as a complex process with many interacting factors, requires the participation of all members of society, as public policy makers, producers, consumers, scientists, engineers, educators, communicators, community activists and voters”.

The Johannesburg Summit reaffirmed sustainable development as a central element of the international agenda, broadening and strengthening the concept in confirming the need to ensure a balance between economic development, social development and environmental protection as interdependent and mutually reinforcing pillars of sustainable development. It recognised that good governance is essential for sustainable

development and gave prominence to the views of civil society in recognition of the key role of civil society in implementing the outcomes.

As a global political theme, comparable with concepts such as democracy and human rights, sustainable development has scaled the agenda in national, regional and local politics and within supra-national institutions.

3.2. Operationalising the concept of sustainable development: an open question

Extending beyond economics to encompass ethical, societal, institutional and environmental dimensions, sustainable development is very difficult to concretise in simple terms. Its initial appeal has been attributed to both its breadth and its vagueness. The differing interpretations reflect the wide-ranging variety of aspirations or visions people have for the future.

Fundamentally, sustainable development is perceived as process-oriented, and within that process, as progressing towards a specific goal. Sustainable development is people-centred in that it aims at improving the quality of human life and it is conservation-based in that it is conditioned by the need to respect nature's ability to provide resources and life-supporting services. In this perspective, sustainable development means improving the quality of human life while living with the carrying capacity of supporting ecosystems.

The paradigm of sustainable development is generally considered to have three components: those of economic sustainability, environmental sustainability and social sustainability. Economic sustainability encompasses growth, development, productivity and trickle-down effects; environmental sustainability includes ecosystem integrity and attention to carrying capacity and biodiversity; and social sustainability includes variables such as equity, empowerment, accessibility and participation.

No consensus has yet emerged on a single, practical definition of tools for implementing sustainable development. The Johannesburg World Summit mentioned in this respect two possible approaches: "good governance" and the role of "civil society", two concepts which remain as abstract as the concept of sustainable development itself. While the success of the paradigm of sustainable development rests on its ubiquitous character, there is definitely a need for gaining broader consensus on the ways to achieve it.

3.3. Spatial development policies: outstanding tool for implementing sustainable development

The role of spatial development policies for achieving sustainable development objectives is obvious. In their Declaration "Towards sustainable improvement in living conditions in the ECE region in the 21st Century" (2000), the UN-ECE Ministers addressed the following issues: sharing experience of good urban governance;

promoting an integrative planning approach at all levels; promoting urban renewal and revitalisation; improving environmental performance to resolve conflicts between development and the need to protect natural resources, the countryside and the cultural heritage; the promotion of housing reform and finance mechanisms, and striking a balance between the public and private sectors and achieving a framework of land and property rights as a basis for sound land administration and developing housing markets.

Spatial development policies are an outstanding tool for achieving the objective of sustainable development because:

- they have a trans-sectoral and integrative character. Integration is the main feature of efficient spatial development policies. The Guiding Principles did not consider only the three classical components of sustainable development (economic, social and environmental). They added a fourth component which is gaining increasing recognition in comprehensive spatial development policies: the cultural dimension. Cultural sustainability is related to the need to preserve and promote cultural identities, to enhance the cultural heritage, to support cultural creativity in the shaping of the living environment. Trans-sectorality in the context of spatial development policies is related to the fact that all public policies with territorial impacts have to be scrutinised and assessed so as to strengthen inter-sectoral co-operation in order to increase synergies and sustainability;
- they are conceived and implemented in a context of multi-level governance. Spatial development policies are being operated simultaneously at various levels: local, regional, national and trans-national. Their content and priorities largely depend upon the level at which they are formulated. Coherent and complementary approaches are aimed at. The Guiding Principles stress the principles of subsidiarity and reciprocity as two complementary pillars of spatial development policies. While subsidiarity reflects an increasing trend towards decentralisation of power and helps to reinforce transparency and local responsibility, reciprocity allows the mitigation of bottom-up and top-down approaches enabling the consideration of large-scale priorities even at a lower level;
- they are increasingly based on the involvement of the civil society. Good territorial governance entails a combination of social and economic forces which goes well beyond the limit of the public sector. It implies a commitment to a shared vision of spatial change and combines public, private and voluntary sector action. In turn, the use of local capabilities, as well as of the skills, values and beliefs of stakeholders enhances democratic accountability and leadership. Local partnerships are carried out, in the context of spatial development policies, as a tool for providing an integrated approach involving citizens, local authorities, national governments, the private sector as well as voluntary bodies.

Another factor advocating the essential function of spatial development policies in achieving sustainability is the fact that inefficient and ill-conceived spatial development policies are a significant threat to sustainability. Various examples from past experience may illustrate this:

- insufficient inter-sectoral co-operation between policies enabled the exponential development of motor car and lorry traffic generating suburbanisation, congestion, pollution while spatial development policies attempted to contain urbanisation, to promote environmental protection and inter-modal solutions. Instead, 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;
- while the old, top-down system of planning for development has proved unable to cope with rapid and unpredictable patterns of change, consumerism and large-scale production and distribution methods continue to encourage unsustainable patterns of consumption and production. This is a major challenge for sustainability, particularly in the area of planning for physical development where the demands of individual households and companies can pose threat. More integrated forms of spatial development policies in urban areas, taking into account the revitalisation of brownfield sites, would instead be less detrimental to sustainability;
- numerous coastal areas in Europe were considered in the past decades as attractive locations both for tourism and other economic activities. In a number of regions, coastal municipalities were competing to attract investors until the whole coastal strip was developed and built up, thus damaging not only invaluable natural resources, but also the attractiveness of the regions concerned. Instead, the application of integrated coastal management principles in the context of inter-municipal co-operation would have produced more harmonious and lasting forms of development.
- neglecting the promotion of indigenous resources and the emergence of local development initiatives in a number of remote rural areas has led to significant out-migration flows of young active people which in turn resulted in ageing and devitalisation, in the dismantling of basic services, in the deterioration of rural landscapes and in the reduction of attractiveness for rural tourism. When the process of decline is sufficiently advanced, it proves extremely difficult to curb it down and to launch a process of rural regeneration. Instead, support to small and medium-sized towns as service and production centres in rural areas as well as to local development initiatives in rural tourism, handicraft, small industries, enhancement of landscape and cultural heritage etc. would have maintained vitality and attractiveness in these rural areas.

In addition to unsustainability, inadequate spatial development policies generate in the long range additional costs and a lesser amount of benefits because of insufficient synergies.

3.4. Forthcoming challenges to sustainability and the role of spatial development policies

Both the European society and the European territory are subject to forces and influences from internal or external origin which induce processes of change. A number of on-going or foreseeable changes represent significant challenges for sustainability. Spatial development policies have the task of meeting these challenges and to provide adequate solutions, enabling lasting harmonious development of the European society and of its territorial environment. Significant challenges to sustainability can be expected in the years to come in the following fields:

a) Globalisation and the scale enlargement of European integration

With the emphasis on growing competition and competitiveness in an increasing globalised economy, some regions and cities may win out at the cost of others. People and wealth could continue to flow from remoter rural areas to the urban centres and from isolated and/or declining regions to the “knowledge-rich” European core area. A number of countries of Central and Eastern Europe have remote, low income rural regions, as well as old industrial cities that need to adapt to a more globalised economy. This, added to the wider geographical scope of European integration increases the size on which regional entities have to be organised to remain competitive. Integration at continental scale brings the need of wider regions, requesting stronger co-operation between present regional entities, quite frequently also across national borders. Only at such a scale, territorial co-operation will be likely to generate powerful strategies and to counteract decline and marginalisation in a number of less competitive areas. New types of territorial strategies will have to be conceived and implemented.

b) Preventing damages caused by natural hazards

Natural hazards occurred more and more frequently and with increased intensity throughout the European continent in recent years, endangering human life and generating horrible damages. A large part of natural hazards is related to climate change, in particular flooding and hurricanes. While the possibility to curb down in the short term the intensity of climatic change is rather unrealistic (the implementation of the Kyoto Protocol is a long-term task), appropriate spatial development policies are likely to prevent and reduce the potential damages of natural hazards. This is explicitly mentioned in the Guiding Principles: “Preventive measures should be taken in the context of spatial development policies aimed at limiting the extent of damage and at making the settlement structure less vulnerable. This should include for example measures in the field of land use and building”.

c) Local development for income generation and the reduction of social exclusion

European countries need to avoid the risk of a two-speed economy in which social inequalities continue to be accentuated, generating exclusion, vandalism and insecurity. Although European countries implement a wide array of policy measures to tackle social exclusion, an important dimension to a people-based approach to regional balance and human settlement issues is capacity building for partners in local development. Spatial development policies have to provide support to civil society, in particular in backward and deprived urban and rural areas in order to generate initiatives, self-confidence and income. Support of income generation by families, such as small loans to micro-enterprises, which have proved successful, should be further strengthened.

d) Strengthening the vitality and quality of rural areas

A number of poor and remote rural areas are still losing inhabitants as well as economic substance and services. The great numbers of smaller European cities and settlements are particularly important as gateways for servicing rural areas. Maintaining and strengthening the polycentric urban system in Europe should increasingly be pursued as an aim in the European spatial development policy. Furthermore, networking offers economic advantages by sharing functions and drawing on economies of scale. Smaller European cities operating in partnership with one another are likely to increase their competitiveness, in particular through more strategic co-ordination in the development activities.

Further, the increasing adoption of large-scale, industrial methods of farming and the transformation processes threaten the traditional rural landscape and way of life, as well as natural resources. This may generate conflicts with the protection and promotion of rural heritage which is essential for tourism development. In a number of European rural regions, rural tourism already exceeds agriculture in its importance to the economy. Making the best of rural development presents major challenges for territorial planning.

e) Revitalising cities and containing urbanisation

Urbanisation in Europe is not a finished process. There is a continuing exodus from the remoter and poorer rural areas, as well as from the poorer to the more wealthy urban areas. International migration also has important impacts on the urbanisation process.

Major urban challenges in Europe are increasingly complex interlinkages between different types of deprivation, low income, unemployment, poor educational and skills levels, sub-standards housing and inadequate urban fabric and facilities. In numerous European cities, homelessness and deficiencies in housing supply are likely to persist. The deterioration of the existing, sometimes poorly constructed and environmentally inefficient housing fabric will bring continuous pressure for improvements in housing conditions and quality of life. Local imbalances in economic wealth and municipal financial capacity often occurs.

It is therefore important that broad ranging co-ordinated policies for the revitalisation of declining inner city areas are widely adopted and implemented. Generally, the recycling of brownfield sites must not just address the physical and environmental characteristics of an area, but also the economic and social resources of the residents. Approaches incorporating housing provision and improvement within more integrated area-based participatory regeneration programmes will be essential elements of spatial development policies in urban areas. Mixed use is favoured over single-use in urban redevelopment, because a mixture of uses is more flexible in meeting changing needs. It also helps the social interaction, which is so critical to sustainable urban communities.

The enhancement and recycling of brownfield sites has become a central policy objective also because it can significantly reduce the amount of new land required for urban development. Urban sprawl is considered by European countries as a source of inefficiency in transport and energy networks as well as consuming land and natural resources. As land is a virtually finite resource, ensuring the best use of land is necessary to secure the effective containment of urban Europe.

f) Managing flows of goods and people

In most parts of Europe, there is still an intensification of flows of people and goods, happening between and within urban areas, as well as between urban centres and their hinterland, although increasing information flows may substitute to a certain extent human mobility. In addition to counteracting agglomeration benefits, congestion also leads to deteriorating environmental conditions, particularly associated with air quality, noise and the visual intrusion of motor vehicles. This makes it urgent to implement strategies that seek to maximise the social benefit and minimise the social impact of such flows.

Against the background of moves towards the increased use of renewable energy resources and cleaner fuels and technologies, the focus should be placed on public transport and environmentally-friendly multi-modal solutions. Additional advantages are that the emission of greenhouse gases can be tackled and energy resources can be conserved, while reducing the need to travel is more and more considered as a valuable policy objective.

g) Promoting cultural identity and enhancing cultural heritage

Many of the collective traditions of European urban and rural living remain under threat. Cultural identity depends both on the mix of people and on the physical character of the place where they inhabit. With their long urban history and wide range of settlement types, the European countries have a rich architectural and landscape heritage. While official monuments help support a thriving tourist industry and are usually well preserved, many other historic areas of towns and cities remain threatened by development pressures. In poorer cities and towns as well as in backward rural areas, it is economic decline that causes the physical decay of such districts. Policies for the revitalisation and restoration of historically important areas will need to achieve a balance between preserving the existing cultural heritage, attracting new investments and economic activity and supporting existing living and working communities.

h) Towards stronger partnerships with civil society

Efficient territorial governance depends on a change of political and administrative culture. This should take place in particular along two major channels corresponding to stronger partnerships with civil society: the development of public-private partnerships and stronger citizen participation. In future, partnerships will be more and more used as a tool for providing integrated approaches involving citizens, local and regional authorities, national governments, the private sector as well as voluntary bodies.

The liberalisation of protected sectors, such as transport, energy, water, garbage disposal etc. enhances entrepreneurship. The private sector is becoming increasingly involved in tasks which were previously the privilege of the public sector. The experience of privatisation has so far produced mixed results. There needs to be more evaluation of the experience of regulatory frameworks for private service provision and of good and bad practice in the area of public-private partnerships. Stronger involvement of the private sector in territorial development strategies requires an increased public capacity for assessment and regulation.

Large-scale citizen's involvement increases equity, transparency and accountability. It also enhances local capabilities through information, participation and debate. A prerequisite for people-centred territorial policies is for them to involve a representative range of views from citizens. Another challenge is reconciliation of broadened citizen participation with the long-term and larger scale public interest. Ways of achieving a balance between participatory and partnership-based approaches and representative democracy and its institutions at the local, regional, national levels in conceiving and implementing spatial development strategies, have to be further explored.

Conclusions

Since the adoption of the Guiding Principles in September 2000, the transnational activities of CEMAT significantly contributed to confronting points of views and experiences and formulating advises and recommendations likely to strengthen the role of spatial development policies in implementing the objective of sustainable development. The series of transnational seminars and conference organised, already addressed several of the above-mentioned forthcoming challenges to sustainable development. The Thessalonica Seminar (June 2001) took account of the significance of Greater European Spaces and of the related need to increase transnational co-operation, acknowledging the fact that scale enlargement in European integration definitely also requires a scale enlargement for spatial development policies. The Lisbon Seminar (November 2001) emphasised the role of spatial development policies for the protection and enhancement of the landscape heritage, attesting that efficient spatial development policies are an invaluable tool for the implementation of the recently adopted Landscape Convention. The Dresden Conference (May 2002) and the Budapest Seminar (March 2003) both addressed issues related to the implementation of the principle of subsidiarity and of the objective of stronger involvement of civil society in spatial development policies. The Sofia Seminar (October 2002) addressed the issue of differentiating spatial development policies according to the specific characteristics of particular types of European areas. The Wrocław Conference (June 2003) underlined the importance of spatial planning for flood prevention.

All these activities significantly contributed to the message that the CEMAT Ministers are delivering at the 13th CEMAT in Ljubljana. Considering the universal character of the sustainable development objective, but also the on-going and forthcoming challenges to sustainability which can be observed and anticipated, the CEMAT-Ministers, in firmly presenting spatial development policies as an essential tool for the achievement of the sustainable development objective, significantly contribute to the world-wide debate on how to implement this objective.

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AGENDA

TUESDAY 16 SEPTEMBER 2003

08:30 – 10:00 Registration of participants

10:00 – 10:30 13th Session of the European Conference of Ministers responsible for Regional Planning

OPENING SESSION

Opening of the Conference by **Mrs Maud de BOER-BUQUICCHIO**, Deputy Secretary General of the Council of Europe

Address by **Mr Borut PAHOR**, President of the National Assembly of Slovenia

Election of the Chair of the Conference

Adoption of the Agenda [*13 CEMAT (2003) 1*]

Statements by:

Mr Ambassador Joseph LICARI, Vice-Chairman of the Ministers' Deputies, Representative of the Committee of Ministers of the Council of Europe, Permanent Representative of Malta to the Council of Europe

Mr Peter SCHIEDER, President of the Parliamentary Assembly of the Council of Europe

Mr Keith WHITMORE, Chairman of the Committee on Sustainable Development of the Congress of Local and Regional Authorities of the Council of Europe (CLRAE)

Mr Krzysztof NERS, Vice-Governor of the Council of Europe Development Bank (CEB)

Mr Erwan FOUÉRÉ, Ambassador, Head of the EC Delegation in the Republic of Slovenia

10:30 – 11:00 Coffee break

11:00 – 12:00 PRESENTATION OF ACTIVITIES

General overview of the results of the Activities 2000 - 2003

Mr Janez KOPAČ, Minister of the Environment, Spatial Planning and Energy of Slovenia

Promotion and implementation of the Guiding Principles for Sustainable Spatial Development of the European Continent at:

- National level
 - National contributions [13 CEMAT (2003) 2 rev. and 2 add. bil.]
 - International level
 - Conclusions of CEMAT Seminar and Conferences [13 CEMAT (2003) 3]
 - European Rural Heritage Observation Guide – CEMAT [13 CEMAT (2003) 4]
- transnational, transfrontier and interregional level:
Experimental implementation of the CEMAT Guiding Principles for Sustainable Spatial Development in some regions of Russia (transnational co-operation between the Russian Federation and Germany) [13 CEMAT (2003) 5 and 5 add.]
- Alpe-Adria Initiative (interregional co-operation) [13 CEMAT (2003) 6]
 - Co-operation for the Sustainable Spatial Development of the Tisza/Tisa River Basin (transfrontier co-operation: Hungary, Romania, Slovak Republic, Ukraine, Serbia and Montenegro) [13 CEMAT (2003) 7 rev. 2]

Presentation of the draft Resolutions [13 CEMAT (2003) 8 rev.]

- Draft Resolution n° 1 on public-private partnerships in spatial development policy
- Draft Resolution n° 2 on the training of authorities responsible for sustainable development
- Draft Resolution n° 3 concerning the prevention of floods and better co-ordination of all activities designed to minimise the risks and the consequences of disastrous floods
- Draft Resolution n° 4 on the terms of reference of the Committee of Senior Officials of the CEMAT and of its Bureau
- Draft Resolution n° 5 on the organisation of the 14th Session of the European Conference of Ministers responsible for Spatial Planning

Introductory speakers:

“Spatial planning as a tool to develop Europe in a balanced and sustainable way”

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

“Co-operation between the Council of Europe and UNITAR on training for sustainable spatial development”

Mr Marcel BOISARD, Executive Director of UNITAR, UN Assistant Secretary-General

“The importance of the participation of the civil society in Spatial Planning”

Mr Claude ROUGEAU, Representative of IFHP and of the NGO Liaison Committee of the Council of Europe

Discussion

12:00 – 13:00 **Presentation of the draft Ljubljana Declaration on the territorial dimension of sustainable development and of its explanatory document [13 CEMAT (2003) 9 rev. and 10]**

Mr Janez KOPAČ, Minister of the Environment, Spatial Planning and Energy of Slovenia

Introductory speakers:

“Towards the implementation of the Ljubljana Declaration”

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

“Implementing territorial cohesion at the scale of the European Continent”

Mr Nicolas JACQUET, Delegate for Spatial Planning and Regional Action of France

Discussion

12:45 – 13:00 **Signature of the document concerning the Sustainable Spatial Development of the Tisza/Tisa River Basin by the representatives of the concerned States and adoption of the Draft declaration on co-operation concerning the Tisza/Tisa River Basin**

13:00 – 14:30 Luncheon hosted by the Deputy Secretary General of the Council of Europe in honour of Ministers and Heads of delegation

Luncheon hosted by the Slovenian Ministry of Environment, Spatial Planning and Energy, for other participants

14:30 – 16:00 **WORKING SESSION I – EUROPE IN THE WORLD AND THE INTEGRATION OF THE CONTINENT**

Introduction to the discussion

Introductory speakers:

“On the path towards sustainability, from small factors to global community”

Mr Ivo BANAC, Minister of Environment Protection and Spatial Planning of Croatia

“The Ljubljana Declaration, some lessons to be learned”

Mr Lars Jacob HIIM, State Secretary of the Ministry of the Environment of Norway

“The development of the European transport network, a way to an integrated sustainable development”

Mrs Ileana TUREANU, Secretary of State of the Ministry of Transport, Construction and Tourism of Romania

“Territorial integration in Europe”

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

“CEI co-operation towards a Wider Europe”

Mr Leonardo BARONCELLI, Deputy Director General of the Central European Initiative (CEI) Executive Secretariat

Discussion

15:30 – 16.00 WORKING SESSION II – IMPLEMENTATION OF THE PRINCIPLES FOR SUSTAINABLE TERRITORIAL DEVELOPMENT

Introduction to the discussion

Introductory speakers:

“A more balanced accessibility for transportation systems”

Mr Mensur ŠEHAGIĆ, Minister of Spatial Planning, Construction and Environment of Republic of Srpska, Bosnia and Herzegovina

“Implementation of the Principles for Sustainable Territorial Development”

Mr Martin CULLEN, Minister for the Environment, Heritage and Local Government of Ireland

“Implementation of the Principles for Sustainable Territorial Development”

Mr Arunas KUNDROTAS, Minister of Environment of Lithuania

16:00 – 16:30 Coffee break

16:30 – 17:30 CONTINUATION OF THE WORKING SESSION II

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

Mr Dragoslav ŠUMARAĆ, Minister of Urbanism and Building of Serbia and Montenegro

“The Sustainable Spatial Development”

Mr Moritz LEUENBERGER, Federal Councillor, Head of the Federal Department of Environment, Transport, Energy and Communications of Switzerland

“Crucial points in the Principles for sustainable territorial development from a regional point of view”

Mr Wolfgang SOBOTKA, Minister for Finance, Environment and Spatial Planning of the regional Government of Lower Austria

“The Guiding Principles for Sustainable Spatial Development of the European Continent and the Hungarian National Spatial Development Plan”

Mr Péter SZALÓ, Vice President of the National Office for Regional Development of the Prime Minister’s Office of Hungary

“Implementation of the Principles for Sustainable Territorial Development”

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

“The role of spatial planning for sustainable development in Ukraine”

Mr Sergiy ROMANYUK, Deputy Minister of Economy and European Integration of Ukraine

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

Mrs Lisette SIMCOCK, Office of the Deputy Prime Minister of the United Kingdom

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

Mr Alexander FROLOV, Head of Central Board of Architecture and Urban Development of Russian Federation

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

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

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

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

Discussion

18:00 – 19:00 City tour (optional)

20:00 – 22:30 Gala Dinner for all participants hosted by Mrs. Danica SIMŠIČ, Mayor of the city of Ljubljana

WEDNESDAY 17 SEPTEMBER 2003

9:00 – 10:45

**WORKING SESSION III –
TRANS-EUROPEAN CO-OPERATION**

Introduction to the discussion

Introductory speakers:

“Germany’s contribution on strengthening transeuropean cooperation”

Mr Tilo BRAUNE, State Secretary of the Federal Ministry of Transport, Building and Housing of Germany

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

Mrs Ruzanna ALAVERDYAN, Deputy Minister of Urban Development of Armenia

“Territorial dimension – contribution to competitive and sustainable Europe”

Mrs Zdenka KOVAČ, Minister without Portfolio, Responsible for Regional Development, Office for Structural Policy and Regional Development of Slovenia

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

Mr Robert ZMIEJKO, Vice-President of the Government Centre for Strategic Studies of Poland

“The necessity to look further on governance issues and new public management for the implementation of the Guiding principles”

Mr Hubert HEISS, Federal Chancellery of Austria, Head of Section IV – Co-ordination

“The activities of ESPON”

Mr Jean-Claude SINNER, Senior Officer of the Government Luxembourg

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

Mrs Elena SADOVNIKOVA, Member of the Russian Delegation, Expert and Consultant

“Cross-border and interregional co-operation”

Mr Valerio PRIGNACHI, Member of the Committee on Sustainable Development of the Congress of Local and Regional Authorities of Europe (CLRAE)

Discussion

10:45 – 11:00 Video connection with the Side Event on the “*Consequences of the EU enlargement*” in Maribor

11:00 – 11:30 Coffee break

11:30 – 12:30 **CLOSING SESSION**

Invitation to the 14th Session of the European Conference of Ministers responsible for Spatial Planning by **Mr Paulo TAVEIRA DE SOUSA**, Secretary of State for Spatial planning, Ministry for the Cities, Spatial Planning and the Environment of Portugal

Adoption of the final Declaration and Resolutions

Closing remarks by **Mr Bendik RUGAAS**, Director General of Education, Culture and Heritage, Youth and Sport, Council of Europe

Closing statement by **Mr Janez KOPAČ**, Minister of Environment, Spatial Planning and Energy, Slovenia

followed by

Press Conference

13:00 Buffet lunch hosted by Mr Janez KOPAČ, Minister of the Environment, Spatial Planning and Energy, Slovenia

LIST OF DOCUMENTS

- Draft Agenda of the Conference (*13 CEMAT (2003) 1*)
- CEMAT National contributions (*13 CEMAT (2003) 2 rev. and 2 add. bil.*)
- Conclusions of CEMAT Seminar and Conferences 2001-2003 (*13 CEMAT (2003) 3*)
- European Rural Heritage Observation Guide – CEMAT (*13 CEMAT (2003) 4*)
- Experimental implementation of the CEMAT Guiding Principles for Sustainable Spatial in selected Russian Regions (*13 CEMAT (2003) 5 and 5 add.*)
- Alpe-Adria Initiative (*13 CEMAT (2003) 6*)
- Co-operation for the Sustainable Spatial Development of the Tisza/Tisa River Basin (*13 CEMAT (2003) 7 rev. 2*)
- Draft Resolutions (*13 CEMAT (2003) 8 rev.*)
 - Draft Resolution n° 1 on public-private partnerships in spatial development policy
 - Draft Resolution n° 2 on the training of authorities responsible for sustainable development
 - Draft Resolution n° 3 concerning the prevention of floods and better coordination of all activities designed to minimise the risks and the consequences of disastrous floods
 - Draft Resolution n° 4 on the terms of reference of the Committee of Senior Officials of the CEMAT and of its Bureau
 - Draft Resolution n° 5 on the organisation of the 14th Session of the European Conference of Ministers responsible for Spatial Planning
- Draft Ljubljana Declaration on the territorial dimension of sustainable development (*13 CEMAT (2003) 9 rev.*)
- Basis for the Ljubljana Declaration on the territorial dimension of sustainable development (*13 CEMAT (2003) 10*)
- List of participants (*13 CEMAT (2003) 11*)
- List of documents (*13 CEMAT (2003) 12 rev.*)

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