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**EUROPEAN LANDSCAPE CONVENTION  
– Florence Convention –**

***FIRST CONFERENCE  
OF THE CONTRACTING AND SIGNATORY STATES  
TO THE EUROPEAN LANDSCAPE CONVENTION***

*Council of Europe, Palais de l'Europe, Strasbourg  
22-23 November 2001  
Room 10*

**REPORT**

*Document by the Secretariat General  
prepared by the Regional Planning and Technical Co-operation and Assistance Division*

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## I. OPENING OF THE CONFERENCE

### 1. Welcoming address by Mr Hans Christian KRÜGER, Deputy Secretary General of the Council of Europe

1. Mr HC KRÜGER, Deputy Secretary General of the Council of Europe, opened the meeting and greeted the participants (the list of participants appears in Appendix 1 to this report).

Mr KRÜGER recalled his presence at the Council of Europe Ministerial Conference in Florence, which had been held to open the European Landscape Convention for signature. He expressed pleasure at the progress achieved since, the Convention having been signed by twenty-two States<sup>1</sup> and approved by Norway on 23 October 2001. He recalled that nature and culture were the two sides of one coin and that the Convention was perfectly consistent with the tasks of the Council of Europe in furthering human rights and finding solutions to major societal problems. He said that the Council of Europe Secretariat took pride in the Convention and was ready to assist governments in the work leading up to its entry into force. He wished those concerned every success in this work, and thanked the participants for their attention.

### 2. Welcoming address by Mr Bendik RUGAAS, Director General of DG IV – Education, Culture and Heritage, Youth and Sport, Council of Europe Secretariat

2. Mr RUGAAS, Director General of DG IV – Education, Culture and Heritage, Youth and Sport with the Council of Europe Secretariat, also greeted the participants and made three observations:

- through the concept of landscape heritage, the themes of natural and cultural heritage are intimately linked and mutually influential;
- the European Landscape Convention makes it possible, in the same way as the UNESCO Convention concerning the Protection of the World Cultural and Natural Heritage, to achieve integration and interaction between nature and culture. The economic and social dimensions are also very prominent;
- the cross-cutting significance of the theme of landscape is reflected in Council of Europe structures, the Convention having been assigned to the Regional Planning and Technical Co-operation and Assistance Division within DG IV, which is moreover expected very shortly to include the word “landscape” in its title for the sake of greater visibility.

(The full text of the address is reproduced in Appendix 2 to this report).

### 3. Election of the Conference Chair

3. The Contracting and Signatory States elected by acclamation Mr Enrico BUERGI, Head of Landscape Division in the Swiss Federal Office of Environment, Forests and Landscape (OFEFP) as Chair of the Conference of Contracting and Signatory States to the Convention, and Ms Bénédicte SELFSLAGH, Chair of the Cultural Heritage Committee (CC-PAT) and Mr Raymond-Pierre LEBEAU, Chair of the Committee for the activities of the Council of Europe in the field of biological and landscape diversity (CO-DBP) as Vice-Chairs.

4. The Chair, on behalf of himself and the two Vice-Chairs, sincerely thanked the participants for assigning them this task. He considered that the first Conference of Contracting and Signatory States to the European Landscape Convention should allow the launch of the Convention as the first

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<sup>1</sup> Belgium, Bulgaria, Cyprus, Croatia, Denmark, Finland, France, Greece, Italy, Lithuania, Luxembourg, Malta, Moldova, Norway, Portugal, Romania, Spain, San Marino, Slovenia, Sweden, Switzerland and Turkey.

and only European treaty instrument devoted to landscape in its entirety as well as to Europe's many landscapes forming a unique European heritage. He stressed that the Convention was eminently comprehensive in terms of the areas encompassed, with all their facets, and in terms of the measures which it recommended, with the blending of the landscape element into all human activities.

He acknowledged the role of the CC-PAT and the CO-DBP, specified in the explanatory report to Article 10 of the Convention, and also expressed great pleasure at the participation of Ms Maria José FESTAS, Vice-Chair of the Committee of Senior Officials (CSO) of the European Conference of Ministers responsible for Regional Planning (CEMAT) of the Council of Europe Member States, as he considered it essential to link spatial planning policies to the theme of landscape.

He was especially gratified that the Conference was attended by representatives of the Committee of Ministers, Parliamentary Assembly and Congress of Local and Regional Authorities of Europe, and by representatives of UNESCO, members of the Council of Europe "Nature" and "Culture" Committees, the Committee of Senior Officials of the European Conference of Ministers responsible for Regional Planning (CEMAT) of the Council of Europe Member States, and by many observers representing governments and governmental and non-governmental international organisations.

He emphasised three points:

- the Convention is not confined to exceptional, rare or significant landscapes but also and most importantly, seeks to encourage more suitable management, indeed revitalisation, of everyday or damaged landscapes;
- the idea is not to perform a task of bureaucratic centralisation but to offer advice and incentive for the organisation of actions at regional level by and on behalf of those genuinely involved, that is the people living in "their" landscape;
- preservation and stewardship of the landscape form a positive contribution to human rights in Greater Europe.

#### **4. Introduction to the Conference**

5. Ms Maguelonne DEJEANT-PONS, Head of the Regional Planning and Technical Co-operation and Assistance Division and Administrative Officer of the Council of Europe Secretariat responsible for the European Landscape Convention, summarised the aims of the Conference, which was to outline the implementation of the Convention in the best possible way. She said she was proud to administer the Convention and to bear the responsibility which devolved on her in this respect, and satisfied with the wide support for the landscape issue which existed among States, non-governmental organisations and partners.

She described the structure of the Conference programme, consisting of three sessions:

- presentation of the European Landscape Convention: from adoption to implementation;
- preparatory work for the Convention's entry into force;
- forms of co-operation and assistance to States regarding the implementation of the Convention and financial aspects.

(The Conference programme appears in Appendix 3 to this report)

**II. FIRST SESSION – PRESENTATION OF THE EUROPEAN LANDSCAPE CONVENTION: FROM ADOPTION TO IMPLEMENTATION**

**5. Introduction to the session by the Conference Chair**

6. The Chair said that the presentations by various personalities during the first session would provide insight into the theme of landscape, also focusing on certain essential points of the Convention's history.

**6. Statement on “The adoption of the European Landscape Convention” by Ms Roberta ALBEROTANZA, Head of the Multilateral Agreements Promotion and Co-operation Section, Italian Ministry of Foreign Affairs**

7. The Chair said that Ms R ALBEROTANZA had headed the Multilateral Agreements Promotion and Co-operation Section in the Italian Foreign Affairs Ministry's Directorate General of Cultural Affairs since November 2000. In January 2001 she had been elected in her official capacity to the Bureau of the Council for Cultural Co-operation (CDCC) of the Council of Europe. Previously, she had been co-ordinator for co-operation with UNESCO, ICCROM and the Council of Europe in the International Relations Department of the Private Office of the Italian Minister for Culture. Speaking for himself and for all present, he was most grateful to Ms Alberotanza for her organisation of the Ministerial Conference at which the European Convention was opened for signature in Florence on 20 October 2000.

8. Ms ALBEROTANZA gave her address on “The adoption of the European Landscape Convention”. After thanking the Council of Europe authorities for organising the current major conference and for inviting her to take part, she described the three different moods that actuated and betokened the Italian Government's commitment to the adoption of the European Landscape Convention and its opening for signature. There was a sense of gratitude towards officials in the various ministries and embassies who, each in his own remit, had done their utmost to secure firstly the adoption of the Convention by the Committee of Ministers of the Council of Europe during the Italian Chairmanship on 19 July 2000 in Strasbourg, then its opening for signature by Member States on 20 October of the same year in Florence. Satisfaction was also felt to realise that a dream had finally come true, since one of the main aims of the Council of Europe was to make legal principles of the ideals underpinning and nurturing European civilisation. Lastly, there was a mood of hope that the Convention would speedily come into force and that the activities for promoting and monitoring the Convention, performed under the supervision of the Council of Europe Secretariat, would continue to meet the expectations of States regarding the inspirations, character and aims of this new European treaty.

Ms ALBEROTANZA specified as follows the guidelines for future work:

- the trans-sectoral, all-embracing and multidisciplinary nature of the Convention's scope;
- the co-ordination necessary in view of the diversity of the scientific disciplines involved;
- the flexibility required of the relevant sectoral policies of States.

(The text of the address is reproduced in Appendix 4 to this report.)

**7. Statement on “The European Landscape Convention” by Mr Benoit CARDON de LICHTBUER, Belgian Ambassador Extraordinary and Plenipotentiary to the Council of Europe, Chair of the Rapporteur Group on Education, Culture, Sport, Youth and Environment (GR-C) of the Committee of Ministers of the Council of Europe**

9. The Chair expressed great pleasure in welcoming Mr B CARDON de LICHTBUER, Belgian Ambassador Extraordinary and Plenipotentiary to the Council of Europe, chairing the Rapporteur

Group on Education, Culture, Sport, Youth and Environment (GR-C) of the Committee of Ministers of the Council of Europe. He said that Mr CARDON de LICHTBUER acted in that capacity as spokesman for the European Landscape Convention vis-à-vis the Committee of Ministers of the Council of Europe and had paid close attention to the drafting work on the Convention. He thanked him for honouring the Conference with his presence.

10. Mr CARDON de LICHTBUER gave his address on "The implementation of the European Landscape Convention". After recalling the origins of the Convention, he explained why a convention on landscape was necessary: as an essential factor of individual and communal well-being and an important part of the quality of life, landscape contributed to human fulfillment and consolidation of the European identity, had an important public interest role in the cultural, ecological, environmental and social fields, and constituted a resource favourable to economic activity, particularly tourism. While each citizen must of course contribute to preserving the quality of landscape, it was the responsibility of the public authorities to define the general framework in which this quality could be secured. The Convention laid down the general legal principles which should guide the adoption of national and Community landscape policies and the establishment of international co-operation in this field.

Mr CARDON de LICHTBUER summed up the objectives and the originality of the Convention, then adverted to the obligations accepted by Contracting Parties (national and international measures) and to the Landscape Award of the Council of Europe.

He regarded this first Conference of Convention Signatory States as a significant opportunity for urging the signature and/or ratification of the Convention in order to hasten its entry into force, for discussing legal assistance to the Signatory States and the Council of Europe Member States invited to sign, and for considering the effective implementation of the Convention after its entry into force. He concluded by saying that the Rapporteur Group on Education, Culture, Sport, Youth and Environment (GR-C) of the Committee of Ministers of the Council of Europe would follow attentively and with a great deal of interest the work conducted under the European Landscape Convention.

(The text of the address is reproduced in Appendix 5 to this report.)

**8. Statement on "The Council of Europe Parliamentary Assembly's commitment in favour of the European Landscape Convention" by Mr Daniel IONESCU, Member of the Committee on Culture, Science and Education of the Parliamentary Assembly of the Council of Europe, Representative of Romania**

11. The Chair warmly thanked Mr D IONESCU, member of the Committee on Culture, Science and Education of the Parliamentary Assembly of the Council of Europe and representative of Romania, for his participation in the Conference.

12. Mr IONESCU gave his address on "The Council of Europe Parliamentary Assembly's commitment in favour of the European Landscape Convention", explaining that everyone in today's constantly and radically changing society needed certain landmarks, enduring reference points on which to retire and replenish our spiritual resources depleted by day-to-day stress. Among these landmarks constituting our shared heritage, landscape had an altogether distinctive role. Indeed, whether natural or fashioned by man, whether farmland, forest, mountain scenery or townscape, the landscape was an essential part of our human environment.

Mr IONESCU said that landscape preservation should be approached in the context of overall sustainable development policy, aimed at securing for future generations the necessary conditions and resources for the progress of mankind. From the outset the Parliamentary Assembly had attached very special importance, and given its political backing, to the initiative of the Standing Conference, later the Congress, of Local and Regional Authorities of Europe to draw up a legal instrument for safeguarding landscapes. Since 1994 the Assembly had taken an active part alongside the Congress in

the work of preparing the Convention. It had adopted a number of texts in support, and had been actively involved in its promotion, particularly during the Campaign “Europe, a common heritage” launched in September 1999 in Bucharest.

The signing of the Convention was nevertheless only a step along the way. It was now important to continue endeavours at all levels – parliamentary, governmental, regional and local – to make the good intentions stated in the Convention materialise in tangible undertakings by States to preserve European landscapes. The effort to raise awareness among Europe’s citizens should also continue, so that they realised our common responsibility towards future generations.

(The text of the address is reproduced in Appendix 6 to this report.)

**9. Statement on “The role of local and regional authorities in the adoption and implementation of the European Landscape Convention” by Mr Moreno BUCCI, Chair of the Committee on Sustainable Development of the Congress of Local and Regional Authorities of Europe (CLRAE)**

13. The Chair introduced Mr M BUCCI as Chair of the Committee on Sustainable Development of the Congress of Local and Regional Authorities of Europe (CLRAE) and President of the Viareggio Nuova district in Italy. He had represented the CLRAE on several occasions at events relating to spatial planning, including the last European Conference of Ministers responsible for Regional Planning (CEMAT) in Hanover in September 2000. He had written several CLRAE reports on environmental topics and was very active in the Congress.

14. Mr BUCCI gave his address on “The role of local and regional authorities in the adoption and implementation of the European Landscape Convention”. He began by conveying his thanks on behalf of the Congress of Local and Regional Authorities of Europe to the representatives of the Member States and of the Secretariat for having made the move to convene the Conference. He viewed this as a ground-breaking initiative to promote the entry into force and implementation of international treaties adopted under Council of Europe auspices.

He recalled that, as the instigator of the European Landscape Convention, the Congress was proud and honoured to be able to maintain its involvement in the related activities and was accordingly prepared, in keeping with the principle of subsidiarity, to shoulder its responsibilities regarding the commitment of Europe’s local and regional authorities to protect, manage and develop the landscapes in which Europe’s citizens lived from day to day and which thus constituted one of the chief factors of their quality of life.

His statement concerned:

- the European Landscape Convention, a proposal originating from the local and regional elected representatives;
- the role of local and regional authorities in activities for implementing the European Landscape Convention at national level.

(The text of the address is reproduced in Appendix 7 to this report.)

**10. Statement on “Provision for landscape in the UNESCO Convention concerning the Protection of the World Cultural and Natural Heritage” by Mr Francesco BANDARIN, Director of the UNESCO World Heritage Centre**

15. The Vice-Chair introduced Mr F BANDARIN as Director of the UNESCO World Heritage Centre and said she was very glad that he could represent UNESCO at the Conference. She sincerely

hoped that co-operation between the Council of Europe and UNESCO on the theme of landscape would develop positively.

16. Mr BANDARIN singled out partnership between the Council of Europe and UNESCO on the theme of landscape, the importance of strengthening it in future, and the need to avoid any duplication. He mentioned the close link between nature and culture and the work carried out by UNESCO on landscapes of world significance, and announced a major event organised in conjunction with the Italian Government to be held in Venice from 14 to 16 November 2002 for the 31<sup>st</sup> anniversary of the World Heritage Convention.

## **11. Questions to the keynote speakers**

17. The representative of Austria observed that it would be advisable to identify and list the obstacles met by governments in ratifying the Convention.

18. The Chair thought that this point could be placed on the agenda for the 2<sup>nd</sup> Conference of Contracting and Signatory States to the Convention. He thanked the speakers most sincerely for their very substantial presentations.

## **12. Statements by governmental delegations**

19. The Chair recalled the Council of Europe Secretariat's request to receive the statements of delegations wishing to speak, to allow them to be reproduced for the Conference. He welcomed Norway's approval of the Convention on 23 November 2001, and gave the floor to the representative of Norway.

20. The representative of Norway said that her country had approved the European Landscape Convention on 23 October 2001, and that she was very glad about the prospective work which could be accomplished to implement it.

21. The Chair announced that the following speakers would be called: the Chair of the CO-DBP, the Chair of the CC-PAT, the Vice-Chair of the CSO-CEMAT, and the representatives of the United Kingdom, the Isle of Man, Germany, Croatia, Belgium, the Holy See and the Bern Convention.

22. The Chair of the CO-DBP reviewed the work conducted by the Committee for the activities of the Council of Europe in the field of biological and landscape diversity (CO-DBP) and by the Council for the Pan-European Biological and Landscape Diversity Strategy (STRA-CO). In this connection, he referred specifically to the Pan-European Ecological Network, the European Diploma for protected areas, and the preparation of the forthcoming Conference on Agriculture and Biodiversity to be held in France in June 2002. He mentioned in addition the organisation in 2003 of the 5<sup>th</sup> Ministerial Conference "An Environment for Europe", expressing the wish that the European Landscape Convention should feature prominently at this event. Further, he stressed the need to co-operate with the European Union and the European Environment Agency.

23. The Chair of the CC-PAT, on behalf of the Cultural Heritage Committee, emphasised the committee's regard for and interest in the European Landscape Convention, as demonstrated during its preparation. She also mentioned its wish to co-operate with the CO-DBP, and the complementarity of the two committees. She drew attention to the scope of the cultural heritage concept and to its evolution over the entire course the 20<sup>th</sup> century, with the allied concepts of industrial, archaeological, architectural and landscape heritage. The Florence Convention thus constituted a framework convention that subsumed the Conventions of Malta and Granada. Furthermore, the entire territory was covered and the concept of quality of life meant that the citizens' role was central to the Convention. The last Conference of Ministers responsible for Cultural Affairs, held in Portoroz in 2001, had accordingly spoken of the values and the role which citizens should have as volunteers. She concluded by saying that the CC-PAT would contribute to activities through the standard-setting

instruments, the HEREIN Programme, and its tools for awareness-raising and technical co-operation and assistance.

24. The CEMAT Vice-Chair said that she greeted this new Convention with satisfaction, and observed that the landscapes question featured in the “Guiding principles for sustainable development of the European continent” adopted in Hanover on 20 September 2001 by the 12<sup>th</sup> Session of the European Conference of Ministers responsible for Regional Planning, as well as in the work programme of its Committee of Senior Officials. In this connection, she mentioned the CEMAT Seminar on “Landscape heritage, spatial planning and sustainable development” organised on 26 and 27 November 2001 in Lisbon.

(The text of the statement appears in Appendix 8 to this report).

25. The representative of the United Kingdom recalled the active contribution to the preparation of the Convention made by his country, which was examining the measures entailed by its implementation before signing. He explained that a whole series of actions had already been undertaken to aid implementation of some of its provisions.

(The text of the statement appears in Appendix 9 to this report).

26. The representative of the Isle of Man described the experience of the Isle of Man and the work accomplished by “Manx National Heritage”, a statutory cultural heritage agency which, through its various actions, had paid special attention to the island’s territory and landscape value.

(A summary of the statement appears in Appendix 10 to this report).

27. The representative of Germany reported on the progress achieved in his country towards early signature and ratification of the Convention. He stressed the importance and relevance of the text.

28. The representative of Croatia emphasised the importance of the landscape heritage and of her country’s wish to contribute actively to the work conducted for the implementation of the Convention. She recalled that her country had already signed it, and mentioned the current work to have it ratified.

(The text of the statement appears in Appendix 11 to this report).

29. The representative of Belgium expressed his country’s interest in the Convention, and its wish to assist implementation materially by means of a voluntary financial contribution. He explained that the Belgian regions were empowered to ratify the Convention and announced that the Walloon Region as an entity will adopt a Decree approving the European Landscape Convention on 20 December 2001. He also made a point of the need to associate the various agencies with the policies introduced in respect of landscapes and the many related dimensions, socio-economic, visual, artistic and ecological in particular. An effort of co-ordination should therefore be made in order to ratify the Convention, and a report on progress achieved could be given at the next Conference.

30. The representative of the Holy See expressed the strong interest of the Catholic Church in environmental protection and preservation of natural assets. He also noted the importance of associating the natural and the landscape dimensions, since man was at once part of the biosphere and arbiter of his own environment. He considered it essential to bring home to individuals the importance of preserving Europe’s natural and man-made landscape heritage and to stimulate citizen involvement.

31. The Chair of the Standing Committee of the Bern Convention on the Protection of European Wildlife and Natural Habitats was pleased to have the support of a sister convention forming a valuable adjunct to the Bern Convention. He also felt that the European Landscape Convention would

allow landscape to be restored to its due place in the Pan-European Biological and Landscape Diversity Strategy.

## **II. SECOND SESSION: PREPARATORY WORK FOR THE CONVENTION'S ENTRY INTO FORCE**

### **13. Introduction to the session by the Conference Chair**

32. The Chair presented the five themes to be addressed individually during the second session. He said that they would be presented as appropriate by an expert or by the Council of Europe Secretariat, and would furthermore be preceded by an introductory statement on the conception and philosophy of the European Landscape Convention.

33. At the proposal of the representative of France, the Conference decided that a governmental representative would give an overview of each of the five themes discussed:

- Theme 1: representative of France;
- Theme 2: representative of Norway;
- Theme 3: representative of Sweden;
- Theme 4: representative of Italy;
- Theme 5: representative of Slovenia.

### **14. Statement on “The conception and philosophy of the European Landscape Convention” by Mr Riccardo PRIORE, Council of Europe Secretariat**

34. The Chair introduced Mr R PRIORE as Administrative Officer in charge of the Secretariat of the Institutional Committee of the Congress of Local and Regional Authorities of Europe (CLRAE), also heading the Congress Secretariat's Unit for Legislative and Regulatory Issues. He referred to the decisive role performed by Mr PRIORE in the work of preparing the European Landscape Convention and in the activities leading up to its adoption, and emphasised his conspicuous dedication to landscape concerns throughout his professional career with the Council of Europe.

35. Mr PRIORE delivered his statement on “The conception and philosophy of the European Landscape Convention”, stressing the importance of the concept of a “territorial pact” founded on landscape. He also highlighted the subject's social dimension, and gave details of the three types of measures required, viz. protection, management and planning

(The text of the statement is reproduced in Appendix 12 to this report.)

### **15. Theme 1: Landscape policies: contribution to the well-being of European citizens and to sustainable development - social, economic, cultural and ecological approaches, presentation by Professor Michel PRIEUR, Council of Europe expert**

36. The Chair said that Mr M PRIEUR had been a member of the Group of Experts responsible for drawing up the European Landscape Convention. He lectured in environmental law, headed a research centre (the CRIDEAU) attached to the French CNRS and INRA, was Director of the *Revue Juridique de l'Environnement* and of the *European Environmental Law Review*, and chaired a scientific NGO, the Centre International de Droit Comparé de l'Environnement.

37. Mr PRIEUR delivered his statement on “Landscape policies: contribution to the well-being of European citizens and to sustainable development – social, economic, cultural and ecological approaches”. He hailed the Florence Convention as a crucial contribution to Europe-wide acknowledgement of landscape as a new kind of common European heritage. States should recognise it in law as an essential component of their people's surroundings for the very good reason that it formed the expression of Europe's natural and cultural heritage and was conducive both to human

well-being and to consolidation of the European identity. The Convention was therefore in the tradition of the main Council of Europe conventions on the various forms of heritage: Paris (1954) on the cultural heritage, Bern (1979) on the natural heritage, Granada (1985) on the architectural heritage, London (1969) and Valletta (1992, revised) on the archaeological heritage.

By furthering sustainable development, the realisation of the new goals of landscape protection, management and planning would enable everyone to live in an unspoiled environment, thus fulfilling aspirations to a human right securing a healthy environment.

The Convention also made for reconciliation of the fundamental rights to property, life and health with the right to quality of life while being founded on the imperatives of information and participation laid down by the Aarhus Convention of 25 June 1998 on Access to Information, Public Participation in Decision-making and Access to Justice on Environmental Matters, which came into force on 30 October 2001.

Mr PRIEUR demonstrated the way in which the countryside was:

- a collective heritage irrespective of its value and location;
- necessarily the object of an *ad hoc* official policy;
- an obvious context of democratic citizenship.

(The text of the statement is reproduced in Appendix 13 to this report.)

38. The participants in the Conference thanked the expert and made various comments and proposals. In connection with theme 1, it was thus considered advisable:

- to take the economic factors into consideration and integrate the economic value of landscapes (examine the question of who derives benefit from quality landscapes and who bears the costs, in order to arrive at a fair division of the advantages gained from landscape);
- to take care nonetheless that “landscape economics” were not confined to its economic value, ie refrain from quantifying everything and bear in mind the psychological and aesthetic considerations associated with the need to have areas for spiritual recuperation, especially at weekends;
- to formulate definite objectives;
- to give thought to the social conception of the countryside and accommodate the process of direct democracy by heeding citizen expertise and holding joint debate, and to address educational issues, associating themes 1 and 3 with this point (landscape should not be the strict concern of certain experts);
- to review the concept of democratic citizenship on the basis of the provisions of the 1998 Aarhus Convention;
- to be mindful nonetheless that awareness and democratisation issues formed a permanent ongoing process and that in spite of everything, action should be placed in an immediate perspective;
- to take into account the distinctiveness of landscape, which could be either concrete or abstract;
- to identify the objectives of landscape quality according to the diversity of landscapes and refer to the concept of “landscape policy” defined in Article 1 of the Convention, in conjunction with the provisions of Article 6 on specific measures which Contracting States undertake to apply, in order to achieve sustainable development;

– to allow for the diversity of situations in the various countries, in an effort to arrive at a principle of coherence.

39. The representative of France, Mr Jean-François SEGUIN, rapporteur, summed up the proceedings:

The presentation of the subject and the ensuing discussion had made it possible to identify the following guidelines:

1) Landscape is a common heritage. This is the quality that links landscape policies with the question of active democracy. In this regard, the Aarhus Convention should bolster the relevant points of the European Landscape Convention.

– As a common heritage, landscape carries rights and also duties for each public authority, private organisation and individual citizen, as specified in the Preamble to the European Landscape Convention.

– Which part should professional experts play in this democratic debate?

2) Landscape is at once concrete and abstract.

– The abstract qualities of landscape (subjectivity, social perception, etc.) should not impede the formulation of landscape policies. How can these qualities be “objectified” without impairing them?

– Landscape policies, since they naturally consort with a sustainable development option, cannot disregard the economic side, not only because landscape “constitutes a resource favourable to economic activity” as noted in the Preamble to the European Landscape Convention, but also because economic activity itself creates and transforms landscape. However, this question of the landscape’s economic value should not be reduced to its exchange value and monetary equivalent.

3) Official policies

The European Landscape Convention will not influence official policies according to a single model. This is precluded by the diversity of situations, for instance in territorial, administrative, political and economic terms, of Member States. It is furthermore the basis of Article 4 of the Convention. On the other hand, the Convention depends on introducing a principle of coherence between landscape policies. To aid the application of this principle, it seems essential firstly to define the concepts embodied in the Convention more clearly and secondly to “bring them to life” in practical examples of action, of “good (or better) practice” which, without being binding, would illustrate the Convention and thus make more readily comprehensible.

#### **16. Theme 2: Landscape identification, evaluation and quality objectives, using cultural and natural resources; presentation by Professor Yves LUGINBÜHL, Council of Europe expert**

40. The Chair said that Mr Y LUGINBÜHL had been a member of the Group of Experts responsible for drafting the European Landscape Convention. He was an agronomic engineer and a geographer, Director of Research at the French National Scientific Research Centre (CNRS), heading the LADYSS laboratory dealing with “Social dynamics and spatial recomposition”, run by the CNRS and the University of Paris 1, 8 and 10, and Director of the Advanced Studies Diploma (DEA) in “Gardens, landscapes and territories” awarded by the University of Paris 1 and the Paris La Villette School of Architecture.

41. Mr LUGINBÜHL made his presentation on “Landscape identification, evaluation and quality objectives, using cultural and natural resources”. Identification and evaluation of landscapes was the

first step facing the competent authorities in the process of planning, protection or management. Any decision liable to affect the future of the landscape was indeed necessarily based on the assessment of a present state or current processes.

Identifying and evaluating landscapes was thus a matter of demarcating the area which presented one or more types of landscape, and of specifying their characteristics both according to their condition at the time of identification and in terms of their dynamics, which meant that the evolutionary processes influencing them should be defined. This work had been done hitherto according to the criteria of orthodox geography, which were based on analysis of uniform criteria establishing that a space with identical visual, structural or organic features could be classed as constituting a certain type of landscape. But over the last twenty years or so, research had brought innovation and perfected new criteria for identification and evaluation, which had been tested through various experiments and had shown their operative validity. Research had in fact sought to highlight the polysemous content of the term "landscape" which forbade adherence to a single method of identifying and characterising landscape and called for the use of other methods. These various criteria were applied through the principles of the European Landscape Convention, by virtue of the recognition given to the specific cultures of Europe's regions, and to the need for participation by the populations concerned.

Social demand for landscape brought out two distinct meanings of landscape, one side of which belonged to the realm of social relations and emphasised the legitimacy of the claim made by the populations concerned to participate in the evolution of their environment. The European Landscape Convention, by stressing the necessary participation of the populations concerned and by placing its objectives in a sustainable development context, was thus consistent with the essential foundations of this social demand.

(The text of the statement is reproduced in Appendix 14 to this report.)

42. The participants thanked the expert and made various comments and proposals recommending the following procedures in connection with theme 2:

- develop a further level of action with regard to landscape, namely creativity (unlike "imitativeness"), giving it a place all of its own;
- develop scientific methods and indicators to assist the technicians required to carry out impact studies, taking account of the various environments (mountain, used for skiing, riverine region, etc.);
- make an initial study of the condition of landscapes (identification and inventories) with reference to both direct and indirect evaluations;
- allow for the variability of the landscape question to keep the subject open-ended and seek innovative methods (use of photographic material; identification and evaluation of what is present without actually having seen it);
- link science with policy-making to attain a practical level of implementation;
- associate local government and citizens with the work conducted;
- draw on the experience gained in CC-PAT activities;
- examine the methodologies being developed, such as ECOVAST (*Landscape identification. A guide to good practice - Preliminary draft, 2001*).

43. The representative of Norway, Ms Kari ØVRELID, rapporteur, summed up the discussions:

In order to protect landscapes in a practical planning context, four pillars were necessary:

- approved policy aims;
- legal recognition thereof;
- certified evaluation methods;
- recommended planning methods.

The workshop on this subject would afford the possibility of examining and trying to interlink two of these. Linkage was important in that the four elements should be co-ordinated if the system was to function properly.

According to experience in the Nordic countries, this four-pillar system was chiefly built on the conception of the “material” factors discovered in the landscape. Little work was done regarding the non-material qualities of landscape.

The European Landscape Convention broke fresh barriers with regard to the non-material aspects of landscape, especially the social aspects, and this was a major source of inspiration.

It was very reassuring nonetheless to see that Mr LUGINBÜHL had indicated such a creative, stimulating approach to these various aspects.

The speaker did not think that an excessively broad field of action was being addressed; it was simply a matter of trying a humble, open-minded approach to things still unknown. A broad view should be taken first, after which priorities could be set.

More specifically, the workshop should accomplish two tasks:

- collecting together national experiences, in particular the work done in the countries whose representatives were present;
- focusing on how this work could be enhanced with regard to the non-material and social aspects introduced by the Convention.

Ms K ØVRELID concluded her report by mentioning one non-material landscape dimension, the “sound of landscape”, which was beginning to emerge.

### **17. Theme 3: Information, awareness raising, public participation and training; presentation by Mr Bas PEDROLI, Co-ordinator of “Landscape Europe”**

44. The Vice-Chair introduced Mr B PEDROLI as Co-ordinator of “Landscape Europe”, an international centre of landscape expertise based in Wageningen (Netherlands). He held a diploma in physical geography and landscape ecology and specialised in river ecology and landscape. He was also an environmental expert with Alterra Green World and, in that capacity, participated in studies on management and biodiversity in the countries of Central and Eastern Europe and the Netherlands. Mr PEDROLI was involved in various governmental and non-governmental activities and in local initiatives for the application of landscape policies. In September 2000 he had been co-organiser of a Conference on the culture of European landscape in Dornach, Switzerland, under Council of Europe auspices.

45. Mr PEDROLI delivered his statement on “Information, awareness raising, public participation and training”. Landscape was an increasingly important concern. He recalled that according to the philosopher HABERMAS, the concept of landscape embraced several levels of reality: *true* landscape, lending itself to cognitive and scientific description and quantification; *adequate* landscape

on which we have opinions and to which we can assign values, and *real* landscape with which we have a personal relationship, always present in the background when speaking of landscape. Awareness-raising was associated chiefly with the third dimension of landscape, real landscape, long neglected by science and policy. The European Landscape Convention dealt expressly with this dimension, starting from objective and inter-subjective concepts. Training and education in landscape evaluation and landscape-related operations should therefore accommodate the three dimensions.

Mr PEDROLI mentioned:

- the power of example. Requirements: to show examples of local communities having taken the initiative of organising the management of landscape, of local agricultural produce and of local traditions; to set up information centres and launch promotion campaigns; to involve the public in landscape maintenance and transformation operations; to present examples of living landscapes thanks to the Landscape Award; to swap experience and ideas between the various initiatives in favour of landscape, on a website for instance; to produce a handbook on landscape management in Europe amply illustrated with examples of successful initiatives;
- the importance of a data base. Requirements: availability of essential data and proper handling of knowledge, also presupposing the existence of an effective central data storage facility; to ensure the applicability of this methodology throughout Europe, while encouraging local diversification;
- proposals concerning training and education. Requirements: devising specialised multidisciplinary training programmes for the landscape sector's future agents; involving governmental and non-governmental organisations; explicit provision for landscape-related values in environmental education syllabi; organising weekends to introduce local audiences to practical landscape management; re-organising academic syllabi and instruction of a technical nature so as to include landscape management and planning questions; preparing quality guides as an aid to such syllabi and instruction; promoting international courses which would enable students to attend lectures and inspect landscape initiatives in a number of countries.

Lastly, he considered that the European Landscape Convention was apparently marked by an inherent paradox in that it laid down common European guidelines for diversified management of European landscapes. It was therefore up to those interested in the future of European landscapes to circumvent this paradox by actively encouraging the authorities to take supporting measures and by promoting grassroots participation.

(The text of the statement is reproduced in Appendix 15 to this report.)

46. The participants thanked the expert and made various comments and proposals recommending the following action in connection with theme 3:

- promote knowledge about the status of natural processes, instruments for protecting ecosystems and biodiversity components among officials required to define landscape quality objectives, with due regard to the essentially interdisciplinary nature of landscape calling for all-round humanist training. In fact not only geography but also history, arts, archaeology, anthropology, sociology and natural sciences are concerned;
- develop the Council of Europe website in order to include examples of good practice as well as outrageous examples, and examples of landscape restoration in various European countries;
- widely circulate the information brochure on the Convention which was in preparation;
- develop links with the Council of Europe Education Committee regarding landscape, with a view to consideration of the subject by the Conference of European Ministers of Education;

- conduct a trans-sectoral project in conjunction with the European Heritage Days for 2003 on the theme of landscape, in order to promote awareness and education;
- pay attention to the territorial culture founded on the relationship between individuals and territory, linking it with the human rights aspect and with the consideration that landscape does not fulfil purely material but also spiritual interests, and try to imbue administrative terminology with these important concepts;
- give very special thought to the current programmes of education directed at local authorities and conducted at postgraduate level;
- acknowledge the established networks and present activities being run by the various international governmental and non-governmental organisations.

47. The representative of Sweden, Mr Ebbe ADOLFSSON, rapporteur, summed up:

It was important to note that people working on cultural heritage questions were key figures, like landscape architects and the associations that held conferences on landscape issues. The schools and the media also had a vital role regarding the interdisciplinary aspects and the humanist dimension. The question of ecosystems and biodiversity should not be forgotten.

Awareness-raising, training and education in respect of landscape were a very complex matter, and must definitely be borne in mind when trying to involve the public and the “public power”.

In presenting “good examples”, it was necessary to determine the reasons for considering them good and, for instance, which “theory” they could be based on.

Owing to the system’s complexity, the public should perhaps be taught about it rather than receiving the “data” (theory).

Many organisations were involved with questions relating to the definition of landscapes. It was essential to work together and to further experience by collecting examples and taking a comprehensive view, for instance by means of the existing Internet site.

The work of various organisations such as EAC, ECLAS, ICOMOS and ALTERRA was important, and the Pan-European Biological and Landscape Diversity Strategy should also be taken into account.

#### **18. Theme 4: Innovative tools for the protection, management and planning of landscape, presentation by Mr Andreas STALDER, Member of the Swiss delegation (OFEFP)**

48. The Vice-Chair introduced Mr A STALDER as Head of the “Landscape and Landscape Use” section of the OFEFP Countryside Division. Besides legal training (lawyer), he held a geography diploma. He was currently in charge of implementing the policy on protection, management and development of nature and landscape as part of the sectoral policies governing land use (agriculture, forestry, water and hydroelectricity). The section which he headed accordingly produced position papers on each firm project coming under the authority of the Confederation (for example, land improvement schemes; studies and reports on environmental impact for hydroelectric leases). He was also a member of various working parties on the advancement and implementation of landscape policy which also discussed the definition and actualisation of the concept implied by the term “sustainable landscape development”.

49. Mr STALDER delivered his statement on “Innovative tools for the protection, management and planning of landscape: awareness-raising, training and education”. He explained that his

presentation was intended to make participants think about their own approaches to landscape policy, geared to the characteristics and conditions specific to their countries. The development of innovative approaches to landscape policies and their application in Europe should be in harmony with the diversity of European landscapes and cultures. Thus the Convention could not furnish ready-made instruments; its function was to raise landscape-consciousness and to set policies and processes in motion with the aim of making landscape better understood and appreciated.

Article 5, paragraphs b, c and d of the Convention, together with Article 6 E, concerned landscape protection, management and planning. Implementation through the incorporation of the landscape factor into all policies with possible direct or indirect impact on landscapes was a clear priority (Article 5 d of the Convention).

He went on to discuss:

- integrated landscape policy, calling for a multidisciplinary, even holistic, approach to landscape. This should take in three aspects: the horizontal one, comprising all sectoral policies with direct or indirect effects on landscape; the vertical aspect, deriving from the principle of subsidiarity (incorporating and combining in a master concept the landscape policies applied at each level of government from the central or federal state to the state entities, the regions and the municipalities; the aspect termed “cross-sectoral”, reflecting the fact that the problems of an ever more complex world brought new actors into play (private, non-governmental and semi-governmental organisations and institutions, and ad hoc groupings);
- examples of innovative application of landscape policies (inclusion of landscape policy in sectoral policies using the example of the “Swiss Landscape Design”; the participatory approach, illustrated by the “landscape development concepts”; the “forward planning workshops” and the processes for drawing up local or regional Agenda 21 programmes; the financial instruments, referring to the grant policies and the organisational model of the “Swiss Landscape Foundation”).

(The text of the statement is reproduced in Appendix 16 to this report.)

50. The participants thanked the expert and made various comments and proposals recommending the following approaches in connection with theme 4:

- recognising the subject’s multidisciplinary character and innovative concept, to endeavour to look further into the multiple issues addressed by this theme;
- to define methodologies for putting into practice the principles set out in the Convention (knowing what action to take and how to empower the residents and interpret a landscape);
- to take care in defining the meanings of words so that the various partner groups dealing with the question of landscape would use the same language;
- to take account of the political approach to the subject in an effort to influence possible ways of resolving land use conflicts (transport infrastructures, industrial and business centres, dams, airports, etc.), also in relation to certain particularly sensitive zones (coastal areas, etc) and to promote this “new influence”;
- to reflect further on financial incentives and affirmative methods of encouragement;
- to demonstrate in particular the importance of quality landscapes for short-range tourism, weekend relaxation and sports activities, presupposing that long distances need not be covered to find quality landscapes;

- to apprehend the territory as a whole, including the urban fringe and not only the scenic landscapes;
- to advance the issue of public participation, difficult to establish in certain countries;
- to bear in mind the spiritual dimension of landscape.

51. The representative of Italy, Ms ALBEROTANZA, summed up:

Theme 4 represented, as it were, the end result of any procedure applied at national level to implement the European Landscape Convention. It was thus a very sensitive theme owing to its juxtaposed technical and political dimensions. For that reason, it was felt necessary to invoke the text of the Convention from the outset.

Chapter II of the Convention dealt with “national measures”. In this context, it was important to distinguish the following elements:

- landscape policies (Article 1 b and 5 b);
- integration of landscape into sectoral policies (Article 5 d);
- specific measures, among them the category “implementation” (Article 6 E). This provision stipulates that “to put landscape policies into effect, each Party undertakes to introduce instruments aimed at protecting, managing and/or planning the landscape” – this being the central consideration of the theme under discussion.

Significantly, the Convention laid down no precise obligation for States with regard to policy instruments. This was probably due to the wish of the Convention drafters to avoid interference in the practical rules and present systems in the various countries, a point which had been of genuine concern to several States during the preparatory work for the Convention. The speaker found this a very apt solution though admittedly it could make the workshop’s task more difficult.

In that perspective it might be expedient, over and above the proposals put forward during discussion, for delegations to send the Secretariat information on the various instruments applied in their own countries. The contributions would be considered in the light of Mr STALDER’s statement, particularly with regard to integration of landscape into sectoral policies. They would allow proposals to be worked out in accordance with the different circumstances, thereby complying with the wishes expressed by the various administrations and avoiding duplication, as was fittingly pointed out by the representative of Germany.

Ms ALBEROTANZA concluded her report by saying that man continued to “swallow up” landscapes and that noise ruined them.

## **19. Theme 5: Landscape Award, presentation by the Council of Europe Secretariat**

52. The Chair introduced Ms Marie-Françoise GLATZ, editor of *Naturopa* magazine, a Council of Europe magazine now dedicated to the natural, cultural and landscape heritage in a sustainable territorial development perspective. In 1995 she had co-ordinated the Council of Europe Campaign “European Nature Conservation Year” and had assisted with the preparation of the Campaign “Europe, a common heritage”, in particular by organising the international photography competition.

53. Ms M-F GLATZ presented the “Landscape Award”, explaining that Article 11 of the European Landscape Convention provided for the establishment of the Landscape Award of the Council of Europe. This was directed at local and regional authorities and their groupings for

implementing a policy or measures to protect, manage and/or plan their landscape which had proved lastingly effective and could thus serve as an example to other territorial authorities in Europe, as well as at non-governmental organisations (NGOs). Transfrontier local or regional authorities and groupings of local and regional authorities concerned could apply provided that they jointly managed the landscape in question. Local and regional authorities, their groupings and NGOs could compete through their member government, which should propose only the national winner for conferment of the European Award. Applications for the Landscape Award of the Council of Europe would be transmitted to the committees of experts responsible for monitoring the implementation of the Convention. On their recommendation, the Committee of Ministers would define and publish the conditions of award, adopt the rules of procedure, and make the award. Conferment of the Landscape Award of the Council of Europe was designed to encourage the entities holding it to ensure sustainable protection, management and/or planning of the landscapes in question.

She presented:

- a pilot experiment with a European Landscape Award as part of the Campaign “Europe, a common heritage”;
- examples of other landscape awards (Prix méditerranéen du paysage and UNESCO’s Melina Mercouri International Prize).

In conclusion, she made some proposals on the procedure to be followed for the establishment of the Award.

(The text of the statement is reproduced in Appendix 17 to this report.)

54. The participants thanked the Secretariat and made various comments and suggestions in connection with theme 5 on the expediency of:

- ensuring that the Award was conferred not for plans but for achievements, as with the landscape trophy awarded in France for over three years in order to promote a living good practice guide;
- upholding the distinctive character of the Award, which was meant to be in recognition of efforts made to protect, manage or plan landscape;
- remembering that, during the discussions which had attended the preparation of the Convention, the proposal to make provision for landscapes of European importance had been rejected, and that the Award was a procedure designed to motivate local and regional authorities regarding the Convention’s implementation, cf. Articles 5 and 6 in particular (the Award, being superimposed on to the obligations stipulated by the Convention, forms part of the “awareness-raising” aspect);
- considering the question of the Award’s lasting quality (maintenance through time), avoiding red tape in its organisation, and ensuring the involvement of experts to guard against politicisation of the Award.

55. The representative of Slovenia, Ms Jelka PIRKOVIC, rapporteur, presented a summary of the discussions:

Enduring criteria should be proposed for the conferment of the Landscape Award, taking into account the Convention’s European dimension and scope. It would also be appropriate to levy fees for the work performed in making up application files, and to establish a fund for that purpose. The Swiss Landscape Foundation could be a useful model for this.

## **20. Constitution of the Workshops for the implementation of the European Landscape Convention**

56. The Chair said that it was intended to set up five Workshops, meeting in 2002, on implementation of the Convention in order to continue work on the five discussion topics addressed during the Conference. He drew attention to the clear linkage of the themes, requiring co-ordination between the various agencies concerned by means of a joint meeting of the various experts and rapporteurs.

57. After the various participants had been consulted, the Conference decided that the Workshops would consist of representatives of governments or of governmental and non-governmental international organisations, as follows:

- Theme 1:*      - Azerbaijan  
                   - France (*rapporteur*)  
                   - Hungary  
                   - Netherlands  
                   - Portugal

- Theme 2:*      - Belgium  
                   - Croatia  
                   - Czech Republic  
                   - France  
                   - Hungary  
                   - Norway (*rapporteur*)  
                   - Portugal  
                   - Switzerland  
                   - United Kingdom  
                   - ECNC  
                   - National committee of the International Year of Mountains 2002  
                   - ICOMOS  
                   - PETRARCA

- Theme 3:*      - Belgium  
                   - Portugal  
                   - Sweden (*rapporteur*)  
                   - Holy See  
                   - ECLAS  
                   - ICOMOS

- Theme 4:*      - Hungary  
                   - Italy (*rapporteur*)  
                   - Portugal  
                   - Romania  
                   - Spain  
                   - United Kingdom  
                   - EAC  
                   - ECLAS

- Theme 5:*      - Slovenia (*rapporteur*)  
                   - United Kingdom

**21. Presentation of the exhibition held as part of the Campaign “Europe, a common heritage”**

58. Ms GLATZ described the exhibition held as part of the Council of Europe Campaign “Europe, a common heritage”, organised in 2000 to promote recognition of the natural and cultural heritage.

At the Second Summit of Heads of State and Government in October 1997, the Council of Europe had decided to organise an awareness-raising campaign on Europe's cultural and natural heritage. The Campaign, entitled “Europe, a common heritage” had been officially launched in September 1999 in Romania at Bucharest and Sibiu.

Objectives of the Campaign:

- to create general public awareness regarding conservation, planning and management of the cultural and natural heritage;
- to highlight the human dimension of the cultural and natural heritage and its function of social cohesion;
- to heighten the sense of common affiliation among Europeans by demonstrating the existence of a European lifestyle;
- to emphasise that awareness of a common natural and cultural heritage must play a part in building a wide area of democratic security in Europe.

The spirit of the Campaign was thus to promote an extensive definition of heritage. The fields targeted were therefore the natural and also the cultural heritage: the built environment, art treasures, natural resources, sites (natural, historical, archaeological, etc.), landscapes, and the non-material heritage.

An international photography competition was held in the context of the Campaign, with the co-operation of the European Union. The photos were to reflect the full range of the Campaign by depicting the built heritage, rural, agricultural, coastal and mountain landscapes, gardens of universities, monasteries and manors, the collections of botanical and zoological museums, caves, the tourist heritage and travel, regional nature parks, and every other form of heritage present in Europe.

The competition scored a great success. Over 5 600 entries were received from some forty European States, and prizes were awarded for fifty photographs. The exhibition mounted with these photos was presented at the Conference to open the European Landscape Convention for signature in Florence in October 2000 and at the Campaign's closing ceremony in Riga in December 2000.

59. The Conference expressed interest in the prize-winning photos in the competition held as part of the Campaign, and thanked the Secretariat for the presentation.

**III. THIRD SESSION: IMPLEMENTATION OF THE CONVENTION: CO-OPERATION ARRANGEMENTS**

**22. Presentation of the Programme of Technical Co-operation and Assistance by the Council of Europe Secretariat**

60. Mr José-Maria BALLESTER, Director of Culture and Cultural and Natural Heritage in the Council of Europe Secretariat, presented the Programme of Technical Co-operation and Assistance of the Council of Europe and explained that it extended to fields such as the European Landscape Convention.

The programme offered Member States support for the solution of the complex problems associated with the protection, preservation, enhancement, management, use and re-use of the architectural and archaeological heritage, the protection and development of sites and landscapes, the related town planning problems, and the preservation and restoration of the moveable heritage.

In response to the far-reaching changes in society, the Council of Europe co-operation projects were conceived so as to link cultural heritage protection issues with the sectors of environment, spatial planning and urban planning founded on integrated, sustainable strategies.

The projects carried out under the programme involved a complex political and financial assemblage ensuring their feasibility and the commitment of the national and international partners. They were concrete, spread over comparatively long periods (2-4 years) and relied on local specialists assisted by international experts. Projects were chosen to serve as an example (pilot projects), as a proving-ground for new management methods, and as a framework for devising innovative concepts. They chiefly concerned the preparation of programmes defined on the basis of local characteristics, and framing of strategies and planning of priority action to enhance people's physical surroundings in a perspective of sustainable development at local level.

61. The representative of the Barcelona Convention and the Mediterranean Action Plan said that the first Mediterranean specially protected areas had recently been approved and took account of the landscape criterion. A programme on historical sites relating to areas of cultural importance and including the Mediterranean landscape would also be run. Co-operation could thus be carried on in future with the European Landscape Convention in this field.

62. The representative of Slovenia proposed that case studies be conducted in future in order to find out more about the implementation of the European Landscape Convention.

63. The Conference took note of the above information.

### **23. Presentation of the financial aspects by the Council of Europe Secretariat**

64. Ms M DEJEANT-PONS said that, according to the budgetary estimates made by the Secretary General of the Council of Europe, the budget to be proposed for activities under the European Landscape Convention in 2002 would be in the region of 22 500 €, broken down as follows:

- 6 meetings: 5 thematic workshops (2 days each) and 1 Conference of States (2 days) 19 800 €  
(provision for 4 participants during 2 days for each of the 6 meetings – travel expenses and per diem)
- Consultants 2 700 €

Interpretation expenses for the 12 days of meetings were also expected to be defrayed by the Council of Europe.

On 9 August 2001 the Council of Europe Secretariat had sent a circular calling for voluntary contributions to the members of the CO-DBP and the CC-PAT, together with a memorandum on planned activities under the 2001-2003 work programme of the European Landscape Convention. The work programme might revolve around the various areas of work or "programmes" that follow: thematic workshops; conferences and forums; assessment of the implementation of the Convention; formulation of proposals and policies, adoption of documents; training; technical assistance and co-operation; projects forum; studies; list of experts and specialised centres; information, promotion of activities and website.

The voluntary financial contributions received would be allocated to the following programme-related activities: funding the participation of experts, rapporteurs or governmental representatives from the countries of Central and Eastern Europe for the six scheduled 2 day meetings; commissioning consultants for studies, reports and publications; institutional, technical or legislative assistance to governments; production of a special issue (French/English) of the Council of Europe magazine *Naturopa* about the Convention; production of promotional material (posters, leaflets, maps); support for translation and printing of the Convention and the information brochure in languages other than the Council of Europe official languages; production of an illustrated version of the Convention; setting up the Convention website.

The Secretariat reported that financial contributions totalling 34 275 € from Hungary and Switzerland were being paid in, and that Belgium had also pledged payment of a financial contribution. It sincerely thanked these governments for the contributions, which would allow the work to be carried through.

65. The representative of the CLRAE Secretariat thought it conceivable for the Congress, as a Council of Europe organ, to assist in raising contributions from local and regional authorities.

66. The Chair of the Bern Convention Standing Committee said that associations and foundations might also run projects and provide their own input.

67. The Conference took note and thanked the governments which had made voluntary financial contributions.

#### **24. Conclusions to the Conference and follow-up work, by the Council of Europe Secretariat**

68. Ms DEJEANT-PONS presented the conclusions to the Conference.

The Conference of Contracting and Signatory States:

- sincerely thanked the Italian Government for having organised on 20 October 2000 in Florence the Conference which had made it possible to open the European Landscape Convention for signature;
- elected by acclamation Mr E BUERGI, Head of Landscape Division in the Swiss Federal Office of Environment, Forests and Landscape (OFEFP) as Chair of the Conference of Contracting and Signatory States to the Convention, and Ms B SELFSLAGH, Chair of the Cultural Heritage Committee (CC-PAT) and Mr R-P LEBEAU, Chair of the Committee for the activities of the Council of Europe in the field of biological and landscape diversity (CO-DBP) as Vice-Chairs;
- took note of the statements made by the delegations of Norway, the United Kingdom (cf. Appendix 9 to this report), the Isle of Man (cf. Appendix 10 to this report), Germany, Croatia (cf. Appendix 11 to this report), Belgium, the Holy See, and the Chair of the Bern Convention Standing Committee;
- took note of the statements by the Chair of the CC-PAT, the Chair of the CO-DBP and the Vice-Chair of the Committee of Senior Officials (CSO) of the European Conference of Ministers responsible for Regional Planning (CEMAT) (cf. Appendix 8 to this report), who expressed the interest of the three committees in the European Landscape Convention;
- took special note of the holding of the CEMAT international Seminar on “Landscape heritage, spatial planning and sustainable development” on 26 and 27 November 2001 in Lisbon;
- welcomed the interest in the European Landscape Convention expressed by the Chair of the Rapporteur Group on Education, Culture, Sport, Youth and Environment (GR-C) of the Committee of

Ministers of the Council of Europe, the representative of the Committee on Culture, Science and Education of the Parliamentary Assembly of the Council of Europe (cf. Appendix 6 to this report), and the Chair of the Committee on Sustainable Development of the Congress of Local and Regional Authorities of Europe (CLRAE) (cf. Appendix 7 to this report);

- welcomed the interest expressed by UNESCO's Heritage Director in developing co-operation and partnership with the European Landscape Convention, and the prospects for co-operation with the Barcelona Convention and the Mediterranean Action Plan;
- asked that the European Landscape Convention be included in the agenda of the next Conference of Ministers "An Environment for Europe" to be held in Kyiv in 2003, and asked the Secretariat to make contact to that effect with the Secretariat of the Pan-European Biological and Landscape Diversity Strategy;
- expressed the wish that an art exhibition on landscape be held as part of the European Heritage Days, and that landscape should feature in the Cultural Routes programme;
- stressed the need to co-operate with the Council of Europe Education Committee (CC-ED);
- took note of information concerning the Council of Europe Programme of technical co-operation and assistance;
- took note of the financial aspects of the European Landscape Convention, thanking the governments which had made voluntary financial contributions;
- thanked the experts for their presentation of the themes (cf. Appendices 13-17 to this report), and the five rapporteurs (representatives of France, Norway, Sweden, Italy and Slovenia) for their summary reports;
- asked the participants in the various Workshops to send in their observations, ideas and proposals on the interpretation of the five themes of the proceedings to the Council of Europe Secretariat by *15 January 2002* (written contributions by E mail and printed documents by post), and asked the Secretariat to transmit them for information to the rapporteur and expert of each Workshop;
- decided that a co-ordination meeting between the various experts and rapporteurs to prepare the Workshops for the implementation of the European Landscape Convention would be arranged on *22 February 2002* at the Palais de l'Europe, in Strasbourg. Experts would be invited to put forward points for discussion in the workshops;
- considered that the programmes of the workshops drawn up by the Council of Europe experts on each of the five themes should reach the Council of Europe Secretariat on *15 March 2002* (for translation and circulation to the workshop participants);
- decided that the Workshops for the implementation of the European Landscape Convention – select working groups with the task of enlarging on certain essential aspects of the European Landscape Convention – would meet on *23 and 24 May 2002* at the Palais de l'Europe, in Strasbourg (concurrently, then in working groups) on the five following themes:

*Theme 1 - Landscape policies: contribution to the well-being of European citizens and to sustainable development - social, economical, cultural and ecological approaches;*

*Theme 2 - Landscape identification, evaluation and quality objectives, using cultural and natural resources;*

*Theme 3 - Awareness-raising, training and education;*

*Theme 4 - Innovative tools for the protection, management and planning of landscape;*

*Theme 5 - Landscape Award.*

and considered that the workshops should permit the drafting of five reports which could serve as a basis in due course for the commencement of activities to implement the European Landscape Convention (the reports prepared by the experts, of about twenty pages each, would contain a summary and conclude with proposals and recommendations or guidelines. The reports could be supplemented by appendices);

– decided, after consulting the Conference participants, that the Workshops would consist of the following representatives of governments or of governmental and non-governmental international organisations:

- Theme 1:* - Azerbaijan  
- France (*rapporteur*)  
- Hungary  
- Netherlands  
- Portugal
- Theme 2:* - Belgium  
- Croatia  
- Czech Republic  
- France  
- Hungary  
- Norway (*rapporteur*)  
- Portugal  
- Switzerland  
- United Kingdom  
- ECNC  
- National committee of the International Year of Mountains 2002  
- ICOMOS  
- PETRARCA
- Theme 3:* - Belgium  
- Portugal  
- Sweden (*rapporteur*)  
- Holy See  
- ECLAS  
- ICOMOS
- Theme 4:* - Hungary  
- Italy (*rapporteur*)  
- Portugal  
- Romania  
- Spain  
- United Kingdom  
- EAC  
- ECLAS
- Theme 5:* - Slovenia (*rapporteur*)  
- United Kingdom

and asked the Council of Europe Secretariat, when convening the workshops meeting, to invite the representatives of Council of Europe Member States not attending the Conference to join the various workshops;

- considered that a revised version of the reports reflecting the observations of the workshop members should be submitted by the experts to the Council of Europe Secretariat on *1 August 2002* (for translation and circulation to the participants in the 2<sup>nd</sup> Conference of the European Landscape Convention);
- decided that the 2<sup>nd</sup> Conference of the European Landscape Convention would be held on *14 and 15 November 2002* at the Palais de l'Europe, in Strasbourg, and would provide the opportunity to examine the reports and decide on the appropriate subsequent action.

69. The Chair thanked the participants: governmental delegates, representatives of the Parliamentary Assembly and the Congress of Local and Regional Authorities of Europe and observers, as well as the members of the Council of Europe Secretariat and the interpreters.

## **25. Closure of the Conference by the Council of Europe Secretariat**

70. Mr J M BALLESTER thanked the governmental delegates and the observers for their very active participation in the Conference. He hoped that the Convention would make it possible to stimulate a new momentum, that cross-sectoral action would be developed, and that co-operation would be established. The culture of landscape must be apprehended according to a broad-based approach, and the citizens must take possession of their landscape and be conscious of it at an emotional level. The Convention covered a seminal subject bearing on the values and the common heritage of States. He expressed the wish that the Convention would come into force as rapidly as possible.

## APPENDIX 1

### LIST OF PARTICIPANTS

#### I – CONTRACTING STATES / ETATS CONTRACTANTS

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#### II – SIGNATORIES STATES / ETATS SIGNATAIRES

##### BELGIUM / BELGIQUE

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## APPENDIX 2

### WELCOMING SPEECH

*by Mr Bendik RUGAAS, Director General of DG IV – Education, Culture and Heritage, Youth and Sport, Secretariat General of the Council of Europe*

Ladies and Gentlemen,

I should like to begin by expressing my satisfaction that so many representatives of governments and of governmental and non-governmental international organisations have seen fit to attend this first Conference of the Contracting and Signatory States to the European Landscape Convention.

I intend to make three observations.

The first is to stress that the field of landscape heritage is one in which the themes of natural and cultural heritage are intimately linked and act upon one another.

Europe comprises an infinite variety of landscapes which have formed the identity of regions and of their inhabitants, bearing testimony to their culture, history and skills. The beauty and uniqueness of landscapes provide meaning for us all and afford us pleasure and pride. As the main reference points for the people who live among them, they shape their emotional and aesthetic sensibilities. They express cultural diversity and are a dimension of the cultural heritage which must be protected against the trend towards standardisation and uniformity.

Europe is also rich in an extraordinary biodiversity which mirrors its wide range of geographical features. The soil is a complex and fragile living environment which needs to be nurtured. The decline in biodiversity indicates that limits must be set on human intervention.

My second observation is to point out that the European Landscape Convention, like the UNESCO Convention concerning the Protection of the World Cultural and Natural Heritage, provides a context within which nature and culture can be combined and allowed to interact. The Council of Europe has other specialised conventions relating to natural habitats (the Bern Convention on the Conservation of European Wildlife and Natural Habitats) and to property and monuments (the Granada Convention for the Protection of the Architectural Heritage of Europe and the Valletta Convention on the Protection of the Archaeological Heritage). The European Landscape Convention simultaneously addresses the themes covered by all these instruments; in so doing it becomes a reference framework. It also makes extensive reference to social and economic considerations: the social demands on quality landscapes are very great, and the economic implications of the condition of landscapes, especially in terms of tourism, are self-evident.

Thirdly, I should like to point out that the cross-sectoral nature of the theme of landscapes is also reflected in the organs of the Council of Europe, since responsibility for the Convention has been assigned within DG IV to the Regional Planning and Technical Co-operation and Assistance Division, the title of which should very shortly be expanded in the interests of greater visibility to include the word “landscape”. As the Convention itself recognises, it is essential to care not only for areas of outstanding beauty but also for ordinary, everyday and degraded areas. Many are the rural and peri-urban landscapes which are undergoing far-reaching changes and merit greater official and public concern. Regional planning policies thus have an important role to play.

It is my earnest wish that it will be possible in the future to introduce highly effective measures in response to the ever-increasing pressure of social demands. Landscapes constitute a new sector of activity which remains to be organised. It is also essential, in the context of the Council of Europe, to promote a model for European co-operation in this field.

This conference will consist of three sessions. They will focus in turn on:

- a presentation of the European Landscape Convention and consideration of the stages that lie ahead, from its adoption to its implementation;
- an examination of the preparatory work that needs to be done before the Convention can enter into force;
- the Convention's implementation and forms of co-operation.

### APPENDIX 3

**PROGRAMME OF THE FIRST CONFERENCE  
OF THE CONTRACTING AND SIGNATORY STATES  
TO THE EUROPEAN LANDSCAPE CONVENTION**  
*- Florence Convention -*

*Council of Europe, Palais de l'Europe, Strasbourg  
22-23 November 2001  
Room 10*

#### ***Introduction***

*The European Landscape Convention (Florence) has been signed by 22 States and approved by one of them as of 22 November 2001.*

*In order to take into account all the practical questions related to its implementation, a Conference of the Contracting and Signatory States is being held on 22 and 23 November 2001 in Strasbourg.*

#### ***Objective of the Conference***

*In the perspective of the Convention coming into force, the objective of the Conference is to bring together the Contracting and Signatory States as well as the States invited to sign it.*

*The Conference will enable the:*

- promotion of the signature and / or ratification of the Convention so that it rapidly comes into force;*
- discussion on legal assistance to the Signatory States and to the member States of the Council of Europe invited to sign the Convention;*
- preparation of the implementation of the Convention after it comes into force.*

**THURSDAY 22 NOVEMBER 2001**

- 9.00-9.30 Reception of the participants
- 9.30-9.45 Welcoming speech  
by Mr Hans-Christian KRÜGER, Deputy Secretary General of the Council of Europe
- 9.45-10.00 Presentation of the Conference  
by Mr Bendik RUGAAS, Director General of DG IV – Education, Culture and Heritage, Youth and Sport, Secretariat General of the Council of Europe
- 10.00-10.15 Election of the Conference Chair

**First Session: Presentation of the European Landscape Convention: from adoption to implementation**

- 10.15-10.30 Introduction to the Session by the Conference Chair
- 10.30-10.50 Adoption of the European Landscape Convention  
by Ms Roberta ALBEROTANZA, Italian Minister of Foreign Affairs, General Directorate for Promotion and Cultural Co-operation
- 10.50-11.05 Implementation of the European Landscape Convention  
by Mr Benoit CARDON de LICHTBUER, Ambassador Extraordinary and Plenipotentiary of Belgium to the Council of Europe, Chair of the Group of Rapporteurs on Education, Culture, Sport, Youth and Environment (GR-C) to the Committee of Ministers of the Council of Europe
- 11.05-11.30 Break
- 11.30-11.45 Commitment of the Parliamentary Assembly in favour of the European Landscape Convention  
by Mr Daniel IONESCU, Member of the Committee on Culture, Science and Education of the Parliamentary Assembly of the Council of Europe, Member of the Parliament of Romania
- 11.45-12.00 The role of local and regional authorities for the adoption and the implementation of the European Landscape Convention  
by Mr Moreno BUCCI, President of the Committee on Sustainable Development of the Congress of Local and Regional Authorities of Europe (CLRAE), Secretariat General of the Council of Europe
- 12.00-12.15 The Convention concerning the Protection of the World Cultural and Natural Heritage and Landscape  
by Mr Francesco BANDARIN, Director of the UNESCO World Heritage Centre
- 12.15-12.25 Questions
- 12.25-12.45 Statements by the Governmental delegations<sup>2</sup>
- 12.45-14.00 Lunch

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<sup>2</sup> Delegations wishing to present a short speech are asked to forward it to the Secretariat so that they can be printed for the Conference.

**Second Session: Preparatory work for the coming into force of the Convention**

- 14.00-14.15 Introduction to the Session by the Conference Chair
- 14.15-14.30 Concept and philosophy of the European Landscape Convention  
by Mr Riccardo PRIORE, Secretary of the Institutional Committee of the Congress of Local and Regional Authorities of Europe
- Theme 1:** *Landscape policies: contribution to the well-being of European citizens and to sustainable development – social, economic, cultural and ecological aspects*
- 14.30-14.50 Presentation  
by Professor Michel PRIEUR, Council of Europe expert
- 14.50-15.30 Discussion
- Theme 2:** *Landscape identification, assessment and quality objectives, using cultural and natural resources*
- 15.30-15.50 Presentation  
by Professor Yves LUGINBÜHL, Council of Europe expert
- 15.50-16.30 Discussion
- 16.30-17.30 Presentation of the exhibition produced in the framework of the Campaign “Europe: A Common Heritage” and cocktails

**FRIDAY 23 NOVEMBER 2001**

- Theme 3:** *Awareness-raising, training and education*
- 9.00-9.20 Presentation  
by Mr Bas PEDROLI, “Landscape Europe” Coordinating manager
- 9.20-10.00 Discussion
- Theme 4:** *Innovative tools for the protection, management and planning of landscape*
- 10.00-10.20 Presentation  
by Mr Andreas STALDER, Member of the Swiss Delegation (OFEFP)
- 10.20-11.00 Discussion
- 11.00-11.30 Break
- Theme 5:** *Landscape Award*
- 11.30-11.50 Presentation  
by the Secretariat General of the Council of Europe
- 11.50-12.30 Discussion
- 12.30-12.45 Establishment of the Workshops<sup>3</sup>

12.45-14.00      Lunch

**Third Session: Implementation of the Convention: means of co-operation**

14.00-14.20      Presentation on means of co-operation  
by the Secretariat General of the Council of Europe

14.20-14.45      Debate

14.45-15.00      Presentation on financial aspects  
by the Secretariat General of the Council of Europe

15.00-15.15      Debate

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15.15-15.30      Conclusions to the Conference and follow-up work  
by the Conference Chair

15.30-16.30      Closing of the Conference  
by the Secretariat General of the Council of Europe

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<sup>3</sup> It is envisaged that five Workshops for the implementation of the Convention will be constituted in order to continue work on the five discussion themes raised during the Conference and they will meet in 2002.

## APPENDIX 4

### ADDRESS ON “THE ADOPTION OF THE EUROPEAN LANDSCAPE CONVENTION”

*by Ms Roberta ALBEROTANZA, Head of the Multilateral Agreements Promotion  
and Co-operation Section, Italian Ministry of Foreign Affairs  
Directorate General of Cultural Promotion and Co-operation*

Mr Chairman, Mr Deputy Secretary General, Directors, ladies and gentlemen,

I would firstly express my very sincere thanks to the Council of Europe authorities for organising this major conference and inviting me to take part.

Three different kinds of sentiment inspire what I have to say this morning.

These sentiments reflect the Italian Government’s commitment to the adoption and opening for signature of the European Landscape Convention, now also known as the Florence Convention.

Aware that this achievement is the outcome of a common endeavour, we hope to be able to share these sentiments with you so that European co-operation in this field may gain still more strength in the future.

Firstly, we are actuated by a sense of gratitude towards fellow-officials in the various ministries and embassies who, each in his own remit, have done their utmost to secure firstly the adoption of the Convention by the Committee of Ministers of the Council of Europe during the Italian Chairmanship on 19 July 2000 in Strasbourg, then its opening for signature by Member States on 20 October of the same year in Florence.

As you know, this commitment had a sound basis in the work of the Cultural Heritage Committee and the Committee on Biological and Landscape Diversity. Under their well-balanced guidance, from September 1999 to February 2000 a drafting committee validated the draft convention prepared between 1994 and 1998 by the Council of Europe’s Congress of Local and Regional Authorities of Europe.

Thanks to the constructive spirit of these committees of experts, it was possible to abide by the essential features of the initial draft, which had moreover received initial approval at an informal intergovernmental consultation meeting held in Florence in April 1998.

Our sense of gratitude also extends to the Council of Europe Parliamentary Assembly which, day by day, never withheld the political support needed to carry through the intergovernmental negotiation.

The Council of Europe Secretariat and its network of experts was able to ensure the requisite independence, transparency and expertise all along the way, and did so in the name of the principles now embodied in the Convention. Thanks are also due to it for this.

The second feeling that moves us is one of satisfaction.

Satisfaction is felt at the realisation that, if you will pardon the expression, a dream has finally come true. Indeed, one of the main aims of this Organisation is to make legal principles of the ideals underpinning and nurturing European civilisation.

True, it is not always an easy matter to transform ideas into legal principles, especially considering that an ideal is precisely what exists only in the imagination.

Aware of its role and experience, and secure in its close contact with the citizens, the Council of Europe is constantly at pains to identify the ideals that further the consolidation of the European cultural identity, most of all after the momentous political, social and economic changes which have marked the history of our continent over the last ten years.

In the course of this on-going reflection, the ideal of landscape has been recognised as an essential factor in the quality of our environment and a fundamental component of our multiple identities.

On that basis, the ideal has been translated into legal principles common to all European States, in the framework of a text widely acclaimed for its innovative character which is also due to the democratic methods which attended its preparation. We are convinced that this is an outstanding political achievement on which we may well congratulate ourselves.

This mood of satisfaction is heightened when we realise the complexity of the Convention's subject-matter and the breadth of its scope.

Indeed, during the early years of preparatory work, some opposition was aroused by the conceptual difficulties surrounding landscape and the practical implications associated with the holistic nature of the draft convention's field of application.

This opposition was expressed by certain bodies specialising in nature protection or heritage conservation, which wanted to keep landscape in the closed circuit of their own capacities.

In order to counter these tendencies, while invoking nature and cultural heritage considerations the initial draft of the convention relied on arguments of a social kind, and these are perhaps responsible for its overcoming the conceptual difficulties which arose, on the one hand, from its polysemous and multidisciplinary nature and, on the other hand, from the duality of its subjective and objective dimensions.

Thanks to the persistence of the drafters, who were able to uphold this working basis over the years, it is now possible for the Convention to be founded on a highly innovative conception of landscape, one which is capable of altering the approach to official policies on environment, cultural heritage and spatial planning at the national and European levels.

The Convention in fact stipulates that landscape must receive recognition and legal protection irrespective of the value or quality which it expresses. Hence, not only areas expressing singular landscape value or quality must come under landscape protection; such protection must also be extended to the entire territory of States, especially in relation to ordinary and damaged landscapes.

The Council of Europe has thus succeeded in democratising landscape by providing governments with a key to open up a new field of public action bearing on the inhabitants' quality of life and applying to the entire territory of our States.

The setting in which people live is indeed not always one that embodies exceptional landscape values, yet all citizens are entitled to a good-quality landscape and not only those privileged to inhabit or have contact with landscapes of exceptional value.

The third feeling that inspires us, Mr Chairman, is hope. The political importance of the European Landscape Convention was not lost on our governments who, through their representatives, have decided to sign it. However, as we are well aware, signature basically constitutes no more than a promise.

To make sure that the promise is kept and that the Convention does not remain ineffectual, the bodies responsible for incorporating international treaties into the domestic legal systems of States should now finish the work begun with intergovernmental co-operation.

The response made by the Council of Europe must also be equal to the political success of the treaty which it has brought into being. Its response must therefore take into account the expectations of governments which, by virtue of the Convention, have confirmed de jure and de facto the Council's exclusive role regarding landscape protection in Europe.

From this standpoint, it is desirable that the activities for promoting and monitoring the Convention performed under the supervision of the Council of Europe Secretariat should continue to meet the expectations of States regarding the inspirations, the character and the aims of this new European treaty.

Our authorities are gratified on that score because, relying on acknowledged legal and technical skills, the structures of the relevant directorate were recently adapted in order to secure:

- the cross-cutting, comprehensive and multidisciplinary character of the Convention's field of application;
- the necessary co-ordination in view of the diversity of the scientific disciplines involved;
- the flexibility required by the relevant sectoral policies of States.

We feel that these constitute the guidelines for future work, Mr Chairman.

We are convinced that compliance with these principles will make it possible for the landscape ideal which underpins the Florence Convention to continue radiating its spiritual power as an irreplaceable resource and guide for the success of our joint activities.

## APPENDIX 5

### ADDRESS ON “THE IMPLEMENTATION OF THE EUROPEAN LANDSCAPE CONVENTION – FLORENCE, 20 OCTOBER 2000”

*by Mr Benoit CARDON de LICHTBUER,  
Belgian Ambassador Extraordinary and Plenipotentiary to the Council of Europe,  
Chair of the Rapporteur Group on Education, Culture, Sport, Youth and Environment (GR-C)  
of the Committee of Ministers of the Council of Europe*

#### 1. Origins of the Convention

On the basis of an initial draft prepared by the Congress of Local and Regional Authorities of Europe (CLRAE), the Committee of Ministers decided in 1999 to set up a select group of experts responsible for drafting a European Landscape Convention, under the aegis of the Cultural Heritage Committee (CC-PAT) and the Committee for the activities of the Council of Europe in the field of biological and landscape diversity (CO-DBP). Pursuant to the work of this group of experts, in which the principal governmental and non-governmental international organisations participated, the final text of the Convention was adopted by the Committee of Ministers on 19 July 2000. The Convention was opened for signature in Florence, Italy on 20 October 2000 in the context of the Council of Europe Campaign “Europe, a common heritage”.

As at 23 November 2001, 22 States have signed it and one, Norway, has approved it. The Convention will come into force once it has been ratified by ten Signatory States.

#### 2. Why a convention on landscape?

As an essential factor of individual and communal well-being and an important part of people's quality of life, landscape contributes to human fulfilment and consolidation of the European identity. It also has an important public interest role in the cultural, ecological, environmental and social fields, and constitutes a resource favourable to economic activity, particularly tourism.

Now, the advances of production techniques in agriculture, forestry, industry and mining, together with the practices followed in town and country planning, transport, networks, tourism and recreation, and more generally the global economic changes, have in very many cases led to degradation, debasement or transformation of landscapes.

While each citizen must of course contribute to preserving the quality of landscape, it is the responsibility of the public authorities to define the general framework in which this quality can be secured. The Convention lays down the general legal principles which should guide the adoption of national and Community landscape policies and the establishment of international co-operation in this field.

#### 3. The objectives and originality of the Convention

The object of the Convention is to further the protection, management and planning of European landscapes, and to organise European co-operation for these purposes. Today it represents the first international treaty wholly devoted to the protection, management and enhancement of the European landscape.

Its scope is very extensive: the Convention applies to the entire territory of the Parties and relates to natural, urban and peri-urban areas, whether on land, water or sea. It therefore concerns not just remarkable landscapes but also ordinary everyday landscapes and blighted areas. Landscape is henceforth recognised irrespective of its exceptional value, since all forms of landscape are crucial to the quality of the citizens' environment and deserve to be considered in landscape policies. Many

rural and urban fringe areas in particular are undergoing far-reaching transformations and must receive closer attention from the authorities and the public.

Given the breadth of scope, the active role of the citizens regarding perception and evaluation of landscapes is another essential point of the Convention. Awareness-raising is thus a key issue, in order that the citizens participate in the decision-making process which affects the landscape dimension of the territory where they reside.

#### **4. Undertakings of the Parties**

##### *National measures*

In accepting the principles and aims of the Convention, the Contracting Parties undertake to protect, manage and/or plan their landscapes by adopting a whole series of general and specific measures at national level, in keeping with the subsidiarity principle moreover. In this context, they undertake to encourage the participation of the public and of the authorities – those at the most immediate tier – in the decision-making processes that affect the landscape dimension of their territory.

The Contracting Parties undertake to implement four general measures at national level:

- legal recognition of landscape as constituting an essential component of the setting for people's lives, as reflecting the diversity of their common cultural and natural heritage and as the foundation of their identity;
- framing and implementation of policies to protect, manage and plan landscapes;
- procedures for participation by the general public, local and regional authorities and other parties interested in the formulation and implementation of landscape policies;
- accommodating landscape in town and country planning policies, cultural, environmental, agricultural, social and economic policies, and any other policies which may have direct or indirect impact on the landscape.

The Contracting Parties further undertake to implement five specific measures at national level, to be applied consecutively:

- awareness-raising: improving appreciation by civil society, private organisations and public authorities regarding the value, function and transformation of landscapes;
- training and education: providing specialist training in landscape appraisal and landscape operations, multidisciplinary training programmes on landscape policy, protection, management and planning, aimed at professionals in the private and public sector and at interested associations, and school and university courses which, in the relevant subject areas, cover landscape-related values and questions of landscape protection, management and planning;
- identification and evaluation: mobilising those concerned in order to attain better knowledge of landscape, and guiding the work of landscape identification and evaluation through exchanges of experience and methods arranged between the Parties at European level;
- setting landscape quality objectives: defining quality objectives for the landscapes which have been identified and evaluated, after consulting the public;
- implementation of landscape policies: introducing policy instruments for the protection, management and/or planning of landscapes.

### ***International measures: European co-operation***

The Contracting Parties undertake to co-operate at international level in catering for the landscape dimension in international policies and programmes, and to recommend as appropriate the inclusion of landscape considerations in these policies and programmes. They accordingly undertake to co-operate in respect of technical and scientific assistance and exchange of landscape specialists for training and information, and to exchange information on all questions covered by the Convention.

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

### **5. Landscape Award of the Council of Europe**

The Convention provides for the conferment of a "Landscape Award of the Council of Europe". This constitutes an acknowledgement of the policy or measures applied by local and regional authorities or by non-governmental organisations to protect, manage and/or plan their landscape, which have proved lastingly effective and can thus serve as an example to other territorial authorities in Europe.

The award thus helps to stimulate local agencies in encouraging and acknowledging exemplary landscape management. It is to be made by the Committee of Ministers at the proposal of the committees of experts responsible for monitoring the implementation of the Convention.

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Contemporary lifestyles are such that people aspire more and more to rediscover an unspoiled setting and to preserve their natural as well as cultural heritage. By means of this growing social demand, landscape gains or regains prestige and begins to be perceived as a major component of environmental policies. It also represents a major asset for regional development in the tourist sector. The Convention raises great hopes on the issues of recognising the importance and value of landscapes and reconciling the right to achieve profitability with the right to enjoy well-being, health and scenic beauty.

This first Conference of Convention Signatory States represents a significant opportunity for urging the signature and/or ratification of the Convention in order to hasten its entry into force, for discussing legal assistance to the Signatory States and the Council of Europe Member States invited to sign, and for considering the effective implementation of the Convention after its entry into force.

The Rapporteur Group on Education, Culture, Sport, Youth and Environment (GR-C) of the Committee of Ministers of the Council of Europe will follow attentively and with a great deal of interest, the work conducted under the Convention.

## APPENDIX 6

### **ADDRESS ON “THE COUNCIL OF EUROPE PARLIAMENTARY ASSEMBLY’S COMMITMENT IN FAVOUR OF THE EUROPEAN LANDSCAPE CONVENTION”**

*by Mr Daniel IONESCU, Member of the Committee on Culture, Science and Education of the Parliamentary Assembly of the Council of Europe, Representative of Romania*

Mr Deputy Secretary General,  
Honoured government delegates,  
Ladies and gentlemen,

As a member of the Committee on Culture, Science and Education of the Parliamentary Assembly of the Council of Europe, I am pleased to have this opportunity to greet on behalf of the Assembly the participants in this first Conference of Signatory States to the European Landscape Convention.

I also wish to convey the apologies of Ms Giovanna MELANDRI, former Italian Minister for Culture and now a member of the Italian delegation to the Assembly, who was to have represented the Parliamentary Assembly at this Conference. Many of you now devotedly Ms MELANDRI and the Italian Government have backed the Convention. It is a great pity that she has had to cancel her participation in this Conference owing to her parliamentary commitments.

In today’s constantly and radically changing society we all need certain landmarks or enduring points of reference on which we can retire and replenish our spiritual resources depleted by day-to-day stress.

Among these landmarks, which constitute our shared heritage, landscape has an altogether distinctive role. Indeed, landscape, whether natural or fashioned by man, whether farmland, forest, mountain scenery or townscape, is an essential part of our human environment.

It is so closely associated with the image which we have of our daily surroundings that we often forget to pay attention to the beauty of the landscapes around us. We also forget that they are unfortunately very vulnerable and extremely difficult to restore.

Human activities aimed at turning natural resources and the cultural heritage to account are in fact bringing ever stronger pressures to bear on the environment, European landscapes included. The pressure of the consumer and business society tends to sacrifice environment and landscapes too readily for the sake of a certain profit! This is liable to cause – and does cause – deterioration and disfigurement of what constitutes our shared wealth.

This being the position, it has become urgent to reconcile the often contradictory needs of our evolving society. The protection of landscapes should therefore be placed in the context of the overall sustainable development policy whose aim is to secure to future generations the necessary conditions and resources for the progress of mankind.

That is why, from the outset, the Parliamentary Assembly attached very special importance and gave its political backing to the initiative of the Standing Conference, later the Congress, of Local and Regional Authorities of Europe to draw up a legal instrument for safeguarding landscapes.

Since 1994 the Assembly has taken an active part alongside the Congress in the work of preparing the Convention. It adopted a number of texts in support, and was actively involved in its promotion, particularly during the Campaign “Europe, a common heritage” launched in September 1999 in Bucharest.

We therefore have every reason to be both happy and proud that our efforts, combined with the efforts of the Congress of Local and Regional Authorities of Europe and the efforts of many Governments, culminated in the signing of the European Landscape Convention a year ago in Florence.

However, the signing of the Convention is only a step, doubtless important but by no means sufficient, along the way to preservation of our common landscape heritage. At this stage it is important that the Convention should come into force and be implemented.

We must therefore persevere in endeavours at all levels – parliamentary, governmental, regional and local – to make the good intentions stated in the Convention materialise in tangible undertakings by States to preserve European landscapes.

The effort to raise awareness among Europe's citizens should also continue, so that they realise our common responsibility towards future generations.

The preamble to the draft European Landscape Convention reads: "the landscape is a key element of individual and social well-being; its protection, management and planning entail rights and responsibilities for everyone".

This sentence encapsulates an entire programme of action for every citizen of Europe.

In this connection I should like to recall the words of the great French writer Antoine de Saint-Exupéry when he said, concerning the heritage, that we do not inherit it from our ancestors, we borrow it from our children.

## APPENDIX 7

### STATEMENT ON “THE ROLE OF LOCAL AND REGIONAL AUTHORITIES TOWARDS THE ADOPTION AND THE IMPLEMENTATION OF THE EUROPEAN LANDSCAPE CONVENTION”

by Mr Moreno BUCCI, President of the Committee on Sustainable Development  
of the Congress of Local and Regional Authorities of Europe (CLRAE)

Mr Chairman, Ladies and Gentlemen,

By means of an introduction, I should like to convey the warmest thanks of the Congress of Local and Regional Authorities of Europe to the representatives of the Member States and to the Secretariat-General of our Organisation for having taken the initiative to organise this Conference and to have succeeded in doing so quickly, in spite of the limited means at their disposal.

In our opinion, the quality of this event represents an appropriate response to the enthusiasm manifested by our Member States upon the signature of the European Landscape Convention in October 2000.

This Conference equally constitutes an innovative initiative towards promoting the entry into force and the implementation of the conventions adopted under the auspices of the Council of Europe.

Having been at the origin of the European Landscape Convention, the Congress is at the same time proud and honoured to be able to continue to contribute to your activities in this field.

Respecting the principle of subsidiarity, it is ready to assume its responsibilities concerning the commitment of European local and regional authorities to protect, manage and plan landscapes within which our citizens live on a daily basis, and which for this reason, represent one of the main factors of their quality of life.

#### I. The European Landscape Convention: a proposal from local and regional elected representatives

In March 1994, a few weeks before the first plenary session of the Congress of Local and Regional Authorities of Europe, the Standing Conference of Local and Regional Authorities of Europe, its predecessor, adopted Resolution 256 (1994) on the 3<sup>rd</sup> Conference of Mediterranean Regions. In this text, the Standing Conference invited the Congress “to draw up, on the basis of the Mediterranean Landscape Charter” – adopted in Seville by the Regions of Andalusia (Spain), Languedoc-Roussillon (France) and Tuscany (Italy) – “a framework convention on the management and protection of the natural and cultural landscape of Europe as a whole”.

One year later, in response to the First Conference of European Environment Ministers (held in Dobriš in June 1991), the European Union's European Environment Agency published *Europe's Environment: The Dobriš Assessment*, an in-depth analysis of the current situation and prospects for the environment in a “Greater Europe”. Chapter 8 of the Assessment deals with landscapes, and in its conclusions it formulates the wish that the Council of Europe should take the lead in drawing up a European convention on rural landscape.

In 1995, the IUCN published “Parks for Life: actions for protected areas in Europe” with the support, *inter alia*, of the Swedish Agency for Environment Protection, the Dutch Ministry of Agriculture, Regional Planning and Fisheries, the Norwegian Ministry of the Environment, the British Countryside Commission, the German Ministry of the Environment, Nature Conservation and Nuclear Reactor Safety,

the French Ministry of the Environment and the World Wildlife Fund (WWF). This text recommends the implementation of an international Convention on Rural Landscape Protection in Europe, which would involve the Council of Europe.

In view of these recommendations, but also of the motivations now expressed in the Explanatory Report of the Convention, the Congress decided to draw up a draft European Landscape Convention to be adopted by the Council of Europe's Committee of Ministers. In order to draw up this text, in September 1994 the CLRAE set up an ad hoc Working Group, which was composed of members of the CLRAE's Chamber of Local Authorities and Chamber of Regions and met for the first time in November that same year. In accordance with the principle of consultation and participation, several international, national and regional bodies were invited to take part in the work of the Group. Among these were the Parliamentary Assembly and the Cultural Heritage Committee of the Council of Europe, the Council's Committee for Activities in the Field of Biological and Landscape Diversity, the UNESCO World Heritage Centre, the IUCN, the Committee of the Regions and the Commission of the European Union, the Bureau for the Pan-European Biological and Landscape Diversity Strategy and the Regions of Andalusia, Languedoc-Roussillon and Tuscany.

In view of the complex scientific nature of this subject and its varied treatment in national legislation, the Working Group drew up, as preparatory documents, a full version of the draft convention in non-legal language and a comparative study of European landscape laws. The study was prepared so as to clarify the legal situation and practices relating to landscape protection, management and planning in the Council Member States.

In addition, the Working Group constantly referred during the course of its work to legal instruments which already exist in this field at national and international level. These include the UNESCO Convention on the Protection of the World Cultural and Natural Heritage, the Convention for the Protection of the Architectural Heritage of Europe, the Convention on the Conservation of European Wildlife and Natural Habitats, the European Convention for the Protection of the Archaeological Heritage, Committee of Ministers Recommendations 95 (9) on the integrated conservation of cultural landscape areas as part of landscape policies and 79 (9) concerning the identification and evaluation card for the protection of natural landscapes, the Mediterranean Landscape Charter, the EC Regulation on agricultural production methods compatible with the requirements of the protection of the environment and the maintenance of the countryside, the EC Directive on the conservation of natural habitats and of wild flora and fauna, the EC Directive on the assessment of environmental effects, and other important legal instruments from national, Community and international sources.

Given the need for democracy and the specific nature, variety and scope of landscape values and of demands in this area, the working group organised two special hearings in Strasbourg, in November 1995 and March 1997, as part of its programme of consultation on the draft convention. The first, held on 8-9 November 1995, was attended by interested national and regional scientific bodies, both private and public, as well as European non-governmental organisations; the second, held on 24 March 1997, was destined for interested international organisations and regional authorities.

Following these hearings, at its 4<sup>th</sup> plenary session (Strasbourg, 3-5 June 1997) the CLRAE adopted the preliminary draft convention in its Resolution 53 (1997). The draft convention in non-legal language and the comparative study of European landscape laws mentioned above were included as appendices to the Resolution's explanatory memorandum.

On the same occasion, in Recommendation 31 (1997) the CLRAE requested the Council's Parliamentary Assembly to examine the preliminary draft convention as contained in Resolution 53 (1997), to give an opinion and, if possible, to express its support. The same request for an opinion and support was made to the EU Committee of the Regions.

Furthermore, before recommending the adoption of the convention to the Committee of Ministers, the CLRAE decided, again in Resolution 53 (1997), to consult the representatives of the national ministries

concerned. It therefore requested the working group to organise a Consultation Conference on behalf of those same ministerial representatives and major international and non-governmental organisations with technical expertise in landscape affairs.

Further to the invitation by the Italian Ministry of Cultural Heritage and Environmental Assets, this important conference took place in Florence (Italy) on 2-4 April 1998. The Tuscany Region also contributed to its organisation with the participation of the Florence Municipality.

The CLRAE succeeded, by means of this Consultation Conference, in bringing about constructive dialogue with the national authorities responsible for landscape affairs in the Council of Europe Member States. More particularly, thanks to this open informal exchange of views between, on the one hand, the working group members and experts assisting them in drawing up the draft convention, and, on the other, representatives of the ministries responsible for landscape affairs, the CLRAE was able to gain an understanding of these States' requirements regarding the establishment of common rules on the protection, management and planning of their landscapes through international law.

On the basis of very encouraging results from the Florence Conference and the very positive opinion of the international bodies concerned<sup>4</sup> on the preliminary draft Convention, and taking account of the proposals put forward at the aforementioned Hearings, the working group drew up the final draft European Landscape Convention for the Congress' approval in the form of an official recommendation. This recommendation [40 (1998)] has been adopted by the CLRAE at its 5th plenary session (Strasbourg, 26-28 May 1998).

In particular, this text recommends that the Committee of Ministers:

- examine the draft European Landscape Convention prepared by the Congress with a view to adopting it as a Council of Europe convention if possible during the Common Heritage Campaign decided by the Heads of State and Government at their 2nd Summit held in Strasbourg in October 1997, taking account of the draft explanatory report on the draft convention, which is appended to the present explanatory memorandum;
- in view of the multidisciplinary nature of the subject matter of the draft European Landscape Convention, as part of the intergovernmental process of evaluating the draft convention, refer it concurrently to the Cultural Heritage Committee and to the Committee for the Activities of the Council of Europe in the Field of Biological and Landscape Diversity;

Recommendation 40 (1998) also calls on the Parliamentary Assembly of the Council of Europe to support the draft European Landscape Convention with a view to its adoption by the Committee of Ministers.

In accordance to the Congress Recommandation 40 (1998), with a view to examining the above mentioned draft, the Committee of Ministers referred it concurrently to the Cultural Heritage Committee and to the Committee for the Activities of the Council of Europe in the Field of Biological and Landscape Diversity.

In this framework, on the basis of the positive opinion of these committees, an intergovernmental drafting group – including representatives from the Parliamentary Assembly and the Congress – was entrusted by the Committee of Ministers with the preparation of the final version of the draft Convention on the basis of the Congress' initial draft.

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<sup>4</sup> The Council of Europe's Parliamentary Assembly and Cultural Heritage Committee, the European Union's Committee of the Regions, UNESCO's Cultural Heritage Committee, the World Commission on Protected Areas and the Commission on Environmental Law of the World Conservation Union (IUCN) presented their official opinion at the Florence Conference. On this occasion, a number of non-governmental organisations technically qualified in landscape issues also gave a favourable opinion on the preliminary draft Convention.

Further to last formal modifications, the final version of the draft convention has been adopted by the Committee of Ministers on 19 July 2000. The European Landscape Convention was then officially opened for signature of the Council of Europe's Members States in Florence, Italy, on 20 October 2000.

## **II. The role of local and regional authorities in the implementation of the European Landscape Convention at national level**

The main conceptual basis of the European Landscape Convention, is that, where landscape is concerned, the public authorities's primary task is not to recognise the significance or beauty of a particular landscape, but to acknowledge, and consequently protect, a complex asset, namely every citizen's need to: establish a tangible and feeling relationship with the land, derive spiritual and physical benefits from this relationship, take part in determining the landscape features of the area they live in. This complex "landscape asset" thus consists in subjective terms of people's capacity to establish a tangible and feeling relationship with the land and in objective terms of the areas perceived through this relationship.

Landscape must thus become a legal concern primarily because of the relationship it generates between people and territory. Further to the entry into force of the convention, national laws will have to empower all citizens to establish this kind of relationship with the areas they live in. Then, once this relationship has been identified, recognised and protected, the law will have to protect those areas on the basis of the value assigned to them by the people who have formed the relationship. The level of legal – and therefore practical – protection (protection, management and/or planning) granted to these areas in landscape terms will have to be democratically decided with the population's aspirations in mind.

On the basis of this very innovative conception, public authorities' responsibilities in the field of landscape are multifaceted and refer to different layers of governments and administrations.

As set forth by the Convention, State authorities have the responsibility to recognise landscape in law as a public interest and therefore adopt general principles, strategies and guidelines that permit the taking of specific measures aimed at the protection, management and planning of the landscape dimension of the entire national territory. These principles, strategies and guidelines should take the form of national landscape policies which, on the basis of the subsidiarity principle<sup>5</sup>, should be implemented at regional and local and regional level. In other words, landscape policies will have to be translated into specific measures which should be adopted at the level closest to the citizen wherever possible.

With this in mind, the role of local and regional public authorities in the field of landscape is of a paramount importance. However, the role of these authorities is not merely to implement decisions taken at a higher level.

Landscape quality became one of the main preoccupations of local communities as landscape represents the setting of people's everyday lives. Landscape is recognised by local communities as a key factor in the quality of local life and as an essential component of peoples' identities and of their cultural, social and economic development. Local communities therefore attach a growing importance to their surroundings. These can no longer be determined by a form of economic development that remains oblivious to the appearance of the areas it affects: they must at last reflect the real aspirations of the people who inhabit them. The quality of people's surroundings depends, among other things, on the feelings they derive from contemplating the landscape. People have come to realise that the

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<sup>5</sup> This principle is indirectly defined by the Council of Europe's European Charter of Local Self-Government, which provides in Article 4.3 that "Public responsibilities shall generally be exercised, in preference, by those authorities which are closest to the citizen. Allocation of responsibility to another authority should weigh up the extent and nature of the task and requirements of efficiency and economy".

quality and diversity of many landscapes are dwindling under the impact of a wide range of factors and that this trend is adversely affecting the quality of their daily lives.

This situation should allow local and regional authorities to play an active role when implementing national policies. The above authorities have the duty to inform and educate people on landscape values, to encourage them to *see* and *recognise* "their" landscape, *enjoy* it and, through local consultation procedures, *take part* in decision-making on how to protect it in reality. Each local community must be asked by the competent local authorities to decide about its own landscapes so that landscape throughout Europe can be protected according to its particular significance.

The form and degree of protection decided by local and regional authorities will vary considerably because it will have to allow for the type of landscape in question and for the citizens' democratically stated preferences. In this respect, one can conclude that landscape is really a matter for every citizen and lends itself to democratic treatment, particularly in terms of local and regional democracy.

Apart from the limits imposed by national policies and laws, the only limitation to the decision-making of local and regional authorities refers to landscapes representing a national or European interest. In this case, the competent local and regional authorities have to respect the decisions already taken at national or European level and cannot intervene on the landscape concerned without a specific authorisation by the higher competent authorities.

In particular, regions, in their position of intermediary authorities between local and the State authorities, should try to make the necessary co-ordination between national landscape policies and the very different measures implemented by towns and cities at local level in the field of spatial planning. Without this regional co-ordination, many local interests would conflict with the principles, strategies and guidelines set forth by the State authorities at national level.

## APPENDIX 8

### STATEMENT

*by Ms Maria José FESTAS, Vice-Chair of the Committee of Senior Officials  
of the European Conference of Ministers responsible for Regional Planning (CEMAT)  
on behalf of the Committee of Senior Officials  
of the European Conference of Ministers responsible for Regional Planning (CEMAT)*

On behalf of the Committee of Senior Officials of the European Conference of Ministers responsible for Regional Planning (CEMAT), let me congratulate you, Mr President, for your election as President of this Conference.

Although not involved in the preparation of the Landscape Convention, the Committee of Senior Officials welcomes its approval, and hopes this Conference will contribute to its implementation.

Cultural landscapes have a specific mention in the “Guiding Principles for Sustainable Spatial Development of the European Continent”, adopted at the 12<sup>th</sup> Session of CEMAT, held in Hanover on September 2000.

For this reason I would like to present very briefly present these Guiding Principles, as well as the proposed work Committee’s programme for the next two years.

The Guiding principles are a policy framework defining spatial policy actions and a coherent strategy for integrated and regionally balanced development of Europe, aiming at creating good living conditions in all Member States of the Council of Europe. They also emphasize the spatial dimension of human rights and thus contribute to social cohesion.

The Guiding Principles constitute a vision or concept for sustainable development across Europe; they acknowledge the new challenges and prospects of spatial development in Europe, propose a set of measures for different types of European regions, and stress the need for co-operation between Member States, as well as for participation of the regions, municipalities and citizens to attain these goals. The Guiding Principles are not legally binding and their acceptance is based on voluntary co-operation.

In Hanover two resolutions were adopted:

- The first, “A ten-point programme of work for greater cohesion among the regions of Europe”, by which the Member States agreed on the objectives and areas of activity for ensuring greater cohesion among the regions of Europe”, and
- Resolution No. 2, “Organization of the 13<sup>th</sup> CEMAT”, to be held in Ljubljana, in September 2003, that sets the theme for this 13<sup>th</sup> Conference “Implementation of strategies and visions for sustainable spatial development of the European Continent” and instructed the CSO to work towards this.

As a result, the proposed work programme of the CSO for the next 2 years, will include:

- 1) the implementation of the Guiding Principles, through:
- the realisation of studies, CEMAT publications in the Regional Planning series of the Council of Europe, and CEMAT brochures;

- the adoption of codes of good practices, guidelines or recommendations, concerning in particular rural regions, mountain areas and river basins;
  - the establishment of an information exchange system on national policies, through the CEMAT Council of Europe CEMAT website;
  - the establishment by the Council of Europe of an institutional, technical and legislative assistance to governments requiring it (CEMAT Model regions and Transboundary agreements of co-operation);
  - the establishment of a training programme to help regional and local planning authorities in this field.
- 2) the organization of CEMAT seminars, as an effective forum for exchanging experience, provide access to knowledge and draw-up proposals for joint actions (for instance, the next CEMAT seminar will be held next week in Lisbon, under the theme “Landscape heritage, spatial planning and sustainable development”, one of the priority themes decided by the CSO).
- 3) the development of co-operation with other activities or bodies related to sustainable development. This will be achieved through the participation, whenever possible, of representatives of the CSO in the activities undertaken at the international level in the framework of the United Nations’ Commission on Sustainable Development, of the Ministerial Conferences such as “An Environment for Europe”, of international conventions and other networks, such as the Network of Spatial Research Institutes, and of course, in European Union programmes.

Within these activities, the Landscape Convention has a special meaning for its relation to spatial planning and what is stated in the Guiding Principles; that is why we consider the importance and the need to follow the implementation of this Convention.

The landscape has a particular role and significance in spatial planning policy; cultural landscapes are a significant part of the European heritage and, in their diversity, a witness of the past and present relationships between man and his natural and built environment, that shaped the Europe we see today.

Landscape is an image, a resource a potential for development, that has to be protected, properly managed and enhanced by appropriate measures, specially because of the on-going transformation resulting from the impact of economic development. As a result, it is also a great challenge, meaning there is a real need for co-operation and integration of sectoral policies affecting it, that can best be achieved in the framework of spatial planning policy.

## APPENDIX 9

### STATEMENT OF UNITED KINGDOM

*by Mr Graham FAIRCLOUGH, Head of Monuments and Countryside Protection Programmes,  
English Heritage*

1. The United Kingdom took a constructive role in the development of the Convention, but wishes to look closely at the details of implementation before deciding to sign it, particularly to understand the range of actions that will be necessary to enable full compliance. An assessment of the Convention's requirements in relation to current and future UK regulatory processes is being carried out.

2. Current philosophy and practice in the UK, is already aligned with the Convention, notably:

- the concern for democratic participation and involvement in attaching value to landscape and determining its future;
- knowledge of the need to pursue sustainable policies in order to achieve social, environmental and economic health;
- knowledge of the rich contributions that landscape can make to quality of life, sense of place, human health and economic prosperity;
- the value of a comprehensive, all-inclusive and non-selective, approach to valuing and managing all of the landscape in a territory, not only outstanding areas.

3. The UK already has in place procedures for delivering the Convention's requirements, for example those under Article 5 and 6, through its spatial planning system and in other spheres of environmental management.

4. In particular, the UK is well advanced in creating the assessments that are required by article 6C of the Convention (Identification and Assessment). This work (using England as the main exemplar; the other three countries of the UK have parallel and similar work underway) includes:

- A national “Countryside Character” map and related descriptions, produced by the Countryside Agency, which subdivides England into c160 discrete character areas, on the basis of the landscape’s appearance, natural characteristics and cultural aspects;
- A national landscape character typology, a more recent, more detailed foundation for Countryside Character;
- An Atlas of Rural Settlement Diversity, prepared by English Heritage, adding at least a 1,000-year perspective to an understanding of the current landscape. More detailed regional projects are also underway.
- Visual landscape assessments at county and district level, producing local Character Areas, sponsored by the Countryside Agency. Almost half of the country is now completed,
- Historic Landscape Characterisation at county level, an English Heritage programme producing GIS-based understanding of the present-day landscape’s historic and archaeological dimensions, again almost half completed across the country.

5. In relation to the Convention's Articles 7 and 8, English Heritage is involved in staff exchanges and expertise-sharing with other European countries, for example in the EU Culture 2000

three-year programme “European Pathways to the Cultural Landscape”. EPCL has 12 partners in 10 countries from Ireland to Estonia and from Sweden to Italy ([wwwpcl-eu.de](http://wwwpcl-eu.de)). Its aims, in areas selected because they are under-studied and under-appreciated areas of cultural landscape, are:

- to promote better understanding of cultural landscape, develop new methodologies, and understand and record people’s appreciation of their landscapes;
- to communicate understanding and awareness to wider audiences;
- to identify ways to improve the long-term management of cultural landscape with particular reference to sustainability, and to expanding its social, economic and cultural contributions to society.

The EPCL programme is being guided by the principles of the Convention, notably its broad definition and focus on democratic participation in evaluation and decision-making.

## APPENDIX 10

### **SUMMARY OF THE PRESENTATION OF THE REPRESENTATIVE OF THE ISLE OF MAN “THE STORY OF MANN” - A MODEL IN EUROPE**

*by Stephen HARRISON, Director of Manx National Heritage*

#### **Isle of Man**

Manx National Heritage, the Isle of Man's statutory cultural heritage agency, is the first museum organisation to win the prestigious “British Museum of Year Award” twice.

Awards from the European Museum of the Year, the Gulbenkian Foundation, the Isle of Man Tourist Authority and the Civic Trust have also made their way to the Isle of Man in recent years, consolidating the organisation's reputation as a leading exponent of multi-disciplinary landscape and museum interpretation in Europe.

In the last five years, representatives of over fourteen different European countries have visited the Isle of Man to see the work of Manx National Heritage. They are particularly attracted by the way formal museums, monuments, natural sites, and initiatives within the local community are brought together by Manx National Heritage to create the possibility of an interpreted historic landscape extending over 227 square miles (580Km<sup>2</sup>).

This model for co-ordinated cultural interpretation is perhaps particularly significant at a time when the Government's heritage, museum and archive provision in the UK is shifting to strongly emphasise regionally inspired strategic partnerships, providing synergy and economy within the museum sector. It is an approach which will not admit the “curse of departmentalism”. For those who wish to clearly define the cultural territory in which they operate, the Isle of Man would seem to be a model which is a very efficient and significant way to harness the increasingly scarce resources for heritage management.

The clear definition of the territory and community which a museum serves does not have to depend upon being surrounded by water. It is a fundamental criteria for adopting an holistic view to presentation and interpretation within the community and for creating an enhanced “sense of place” to stimulate the interest of visitors from outside the area.

Publicly promoted as “The Story of Mann”, this is an all-Island strategy. The emphasis within the strategy is on exploring the buildings and countryside outside as well as inside the formal museum presentations. A sort of “*come in and go forth !*” philosophy.

#### **Manx National Heritage as a Model in Europe**

Manx National Heritage has, over recent years, developed a concept which is increasingly being seen as important in Europe in terms of providing the “threshold interpretation” of a wide range of historical and natural sites within the countryside, co-ordinated with a series of central presentation sites.

This strategy was acclaimed in the 1993 European Museum of the year Award when the judges commented:

*“Now and again one comes across an achievement which is truly revolutionary and which is capable of having a great influence on developments elsewhere in Europe. The Isle of Man decided to put the whole of its national heritage – museums, historic monuments, environmental resources – under the*

*same management. The Isle of Man has become an essential place to visit for anyone who wishes to see how to do the job better”.*

## **The Results**

### **– International Partnerships**

A significantly increased list of international connections and partnerships have resulted. Recently the Isle of Man’s international award winning service has been involved in detailed promotional work with more than a dozen countries in Europe promoting at the same time, a very prestigious image of the Isle of Man through the communication of its heritage achievement. Specifically, partnerships with Norway and EU Member partners to develop heritage and tourism linkages across the European Viking landscape has led to the Isle of Man being included in the Council of Europe’s “*Follow the Vikings*” cultural routes portrayal.

### **– Local Community Identity**

Essentially, the new developments by Manx National Heritage are an exercise in the presentation of local identity – “Manxness” – in a way which has great local significance.

It has also been a very successful exercise in bringing the community together to consider the importance of its own identity at a time of significant social change. The process has concluded with a new enthusiasm about the potential of museums to reflect and respond to the changing needs of the community while providing a constant reminder and protections for the aspects of the heritage which are valued.

### **– Tourism and Local Economy**

The strategy of heritage promotion and development has also met the aspirations of the “cultural tourism industry”. The style and structure of the tourist industry in the Island has changed to one which is much more focussed on the cultural and natural heritage of the place.

The stimulus of new heritage promotions and developments in areas all around the Island have won the support and respect of local politicians and businesses, partly because of the tangible economic benefits which have resulted.

### **– Physical and Intellectual Access to Heritage**

The exercise has also broadened the concept of “interpretation” within the Island to encompass a number of physical and intellectual areas which were not previously considered as connected or important. General public participation in this 580 square kilometre landscape- museum concept is encouraged by marketing the interdisciplinary mix under the title “*The Story of Mann*”.

The subscription level of membership of Manx National Heritage has doubled.

### **– Education and Research**

History, culture and language of the Isle of Man are now formal parts of the school educational curriculum.

This all-embracing approach to the preservation and interpretation of the cultural landscape has also stimulated a new energy for high-level academic research into the Island’s history. A new five-volume history of the Island has been researched and published through Manx National Heritage and a consortium of Universities within a new “Centre for Manx Studies”, established as a partnership between Manx National Heritage, the Department of Education and Liverpool University.

For the first time, students living in the Island can study their own history to degree level without having to leave the Island.

– **Political Support**

The work of Manx National Heritage is now seen as providing equal benefits to the community throughout its defined territory, providing a prestigious image of the Island internationally, with a proven record of delivering high-quality products on time and on budget. Political support for the work of the organisation is consequently very strong.

## APPENDIX 11

### STATEMENT OF THE REPRESENTATIVE OF CROATIA

*by Ms Mirna BOJIC, Ministry of Environment Protection and Physical Planning of Croatia*

Mr Chairman, your Excellencies, distinguished Delegates, Colleagues, Ladies and Gentlemen,

We wish to express our appreciation of the invitation and the privilege to participate in the first Conference of the Contracting and Signatory States to the European Landscape Convention.

Recognising the importance of landscape heritage, we wish to stress that the Republic of Croatia signed the Convention in Florence last year. The ratification of the Convention is under way and is included in the programme of work for next year, when it will be adopted by the Parliament.

Since Croatia is undergoing a process of amendment of its entire legislation, we have had the opportunity to already integrate the issues governed by this Convention into the new laws, that is, the Law on Nature Protection and the Law on Physical Planning. We wish, however, to emphasise that through the Law on Nature Protection landscape conservation in Croatia has been implemented for 50 years now.

Taking into consideration Croatia's wealth in terms of landscape diversity, as well as our responsibility for its preservation, we have particular interest, among the themes of this Conference, in landscape identification and qualification, public participation in its evaluation, and legal regulations. We do hope that the work of this Conference will help us to reach our objectives as soon as possible.

In this regard Croatia is determined to undertake every further effort, together with other member countries, in order to set up successfully and within the shortest possible time the basis for the conservation of European landscapes.

Thank you, Mr Chairman.

## APPENDIX 12

### ADDRESS ON “THE CONCEPTION AND PHILOSOPHY OF THE EUROPEAN LANDSCAPE CONVENTION”

*by Mr Riccardo PRIORE, Secretary of the CLRAE Institutional Committee  
Council of Europe Secretariat*

Mr Chairman, ladies and gentlemen,

I firstly wish to convey my sincere thanks to the organising authorities for inviting me to this event.

For the European Landscape Convention, this Conference represents its first public airing on the international scene after being opened for signature.

Its philosophy and conception, but also its texture and structure, will thus begin to be put to the test, to be brought face to face with a reality that is complex because of the differences present in Europe as regards landscape and its perception, protection and enhancement.

The Convention provisions concerning definitions, scope, official functions, public participation, identification techniques and means of action may already be under close examination by the national administrations represented here.

This examination is likely to help stimulate research and exchange of information, adaptation of certain rules, enactment of new legislation, evolution of existing practice, and framing and implementation of strikingly innovative national policies and measures.

On the other hand, the Convention provisions may be interpreted in the light of the needs raised by the different situations. This is the basis on which activities for promoting and monitoring the implementation of the Convention can and must evolve, in order never to lose sight of the problems which they set out to solve.

Having said that, the European Landscape Convention can already be regarded as a living thing composed of organs capable of continually vitalising it so that it does not come to nought like a series of good intentions without effect.

So that this living being may grow in strength and vigour, the responsible entities at the national and European levels are required from the outset to display open-mindedness and flexibility in a resolutely cross-disciplinary manner. To ensure fundamental compliance with the spirit of the Convention, a deeply inspired political resolve based on a change in perspective will also be necessary.

This change must find its conceptual basis in the actual text of the Convention. With the adoption of this new European treaty, landscape in fact ceases to be regarded as the poor relation of the family formed by environmental interests.

A new legal interest is at last created, one which is now recognised and protected by international law, and protected irrespective of the values inherent in the various component parts of landscape. The representatives of the European States have formally acknowledged that it was no longer conceivable to recognise and protect landscape strictly according to its special values. For this purpose, the Convention does not refer to specific landscapes but to a new conceptual category which is transformed into a definite right.

The philosophy sustained by the Convention thus prompts national legislators to recognise and protect landscape in the same way as any other environmental asset necessary to life, such as water and air.

The law recognises and protects these elements even when polluted or considered ordinary, and not only when they are of exceptional value and quality. Nobody has ever proposed to protect water and air only when they are completely pure.

And yet, where landscape is concerned, just this has actually been proposed and extensively applied, often on the strength of arbitrary judgments by a few circles of knowledgeable people secure in the conviction that they represent the will of the entire population.

Acceptance of this new conception of landscape on the legal plane has had very significant consequences.

The first consequence is evident in the scope of the Convention, which applies to the whole of the territory of the Council of Europe Member States. The second relates to the need to *democratise* landscape.

The amplification of the Convention's scope has in fact extended to the entire population the right to benefit from good-quality landscapes. This right is no longer confined to those possessing the means to inhabit or be in regular contact with landscapes of outstanding beauty.

Individuals are secured the right to establish a spiritual relationship with the territory, to benefit physically and mentally from this relationship, and to participate in public decision-making on the product of this relationship, which is the landscape itself.

In adopting this conception of landscape, the Committee of Ministers of the Council of Europe has grasped the strategic importance of landscape as a new key to urban and spatial planning policies and to the sustainable development of a Europe which is still looking for genuine values with which to resist the disastrous levelling and the worsening loss of identity caused by mismanaged globalisation processes.

By virtue of its markedly subjective and identity-building character, landscape constitutes a profoundly sensitive and attractive component of the environment, capable of galvanising the interest of a large part of the population, raising a strong social demand, and spurring politicians to react appropriately.

Thus, the European Landscape Convention, without interfering in the traditions and practices of States, seeks to set this dynamism in motion where not already present or to accentuate it where already in evidence. It can become a frame of reference for public authorities which, each at its own level, immediately aspire to devise and implement a new territorial pact founded on landscape.

At a practical level, the activities carried on in accordance with the new conception of landscape can vary with the types of landscape under consideration.

In that respect, the Convention proposes a typology of differentiated operations falling into the categories of *protection, management and planning*. This typology, precisely defined by the Convention, will need to be applied separately or in combination depending on the features of the landscape units dealt with.

Likewise, institutional functions will invariably be adapted to the value assigned to landscape within the national territory.

The central authorities of States will in fact be able to identify landscapes of national interest. Failing such identification, the subsidiarity principle is to be invoked in making local authorities responsible for protecting their own landscapes in line with national, or if required regional, landscape policies.

For these everyday landscapes, local authorities should engage in a series of concomitant operations, the first of which is educating the public to appreciate the values, advantages and problems of their landscapes.

Once suitably educated, they will be able to express themselves publicly on the outcome of the *identification and evaluation* of the municipal territory's landscape units, this outcome being achieved thanks to the assistance of experts from the various scientific disciplines concerned.

Having regard to the aspirations voiced by the public, local authorities should set *landscape quality goals* and introduce *protection, management and/or planning* activities by means of suitable *policy instruments*.

It is clear that public involvement, first of all through assertive and constant stimulation of people's awareness then through their active involvement in official decisions relating to landscape, constitutes the central feature of the European Landscape Convention. Without this involvement, landscape would probably lose its principal function and become either the expression of decay and ugliness for the many, or an artificial paradise for a privileged few.

## APPENDIX 13

### **PRESENTATION OF THEME 1 LANDSCAPE POLICIES: A CONTRIBUTION TO THE WELL-BEING OF EUROPEAN CITIZENS AND SUSTAINABLE DEVELOPMENT – SOCIAL, ECONOMIC, CULTURAL AND ECOLOGICAL ASPECTS –**

*by Michel PRIEUR, expert of the Council of Europe*

The Florence Convention of 20 October 2000 makes a vital contribution to Europe-wide recognition of a common European heritage of a new kind: the landscape.

The reason why States are being led to acknowledge legally that the landscape is an essential component of their populations' daily environment is that the landscape is an expression of European natural and cultural heritage and contributes to both human fulfillment and the strengthening of European identity.

This convention is therefore the latest in the line of major Council of Europe conventions on various forms of heritage:

- Paris (1954), cultural heritage;
- Bern (1979) natural heritage;
- Granada (1985), architectural heritage;
- London (1969) – Valletta (1992, revised), archaeological heritage.

As a contribution to sustainable development, the introduction of new objectives in protecting, managing and developing landscapes will make it possible for all individuals to live in an unspoilt environment, thereby answering their aspirations to a human right to a healthy environment.

The convention is a means of reconciling fundamental rights to property, life and health with the right to quality of life, while building on the requirements for information and participation set out in the (UN-ECE) Aarhus Convention of 25 June 1998 on Access to Information, Public Participation in Decision-making and Access to Justice in Environmental Matters, which came into force on 30 October 2001.

#### **1. The landscape is a collective heritage whatever its value or location**

The convention defines the landscape in all its aspects but makes no value judgments, in other words, it does not consider that only outstanding landscapes are worthy of interest. According to Article 1a, “Landscape” means an area, as perceived by people, whose character is the result of the action and interaction of natural and/or human factors”. The territorial scope of the convention is therefore extremely wide, as it applies to the whole territory of States parties, covering urban and suburban areas as well as natural and rural areas. Inland and marine waters are also included. The convention does away with all elitist visions of the landscape and clearly states that it covers not only outstanding landscapes, but also ordinary landscapes, even including spoiled or “ugly” landscapes. As such, the convention is a vital contribution to regional planning policies. The landscape is an important component of people's daily environment and quality of life and, as stated in the preamble, it also contributes to the formation of local cultures and consolidation of the European identity.

But the landscape is not merely a cultural and ecological heritage, it is also an economic heritage. In its preamble, the convention emphasises that the landscape constitutes a resource favourable to economic activity and that its protection, management and planning can contribute to job creation. Sustainable tourism as an economic activity contributing to local development cannot do without the landscape, as it is the capital that it has to make yield a profit.

## **2. The landscape must be the subject of an *ad hoc* public policy**

One of the most important provisions of the Florence Convention is that States must undertake to establish and implement landscape policies (Article 5b). According to Article 1b, landscape policy “means an expression [...] of general principles, strategies and guidelines that permit the taking of specific measures” concerning the landscape. In parallel with this specific policy, it is essential that the landscape be integrated into other policies, just as the environment must be integrated under principal 4 of the Rio Declaration of 1992, in order to achieve sustainable development (Article 5d of the Convention).

What attitude should be taken when applying landscape policy? Until now, only protection was considered appropriate. Naturally, protection is important in order to preserve whatever is significant or characteristic, but landscape policy can no longer be restricted to the idea of conservation alone. This is why the threefold notion of protection, management and planning set out in Article 1d, e and f is stressed throughout the convention. The landscape is not unchangeable, it must be maintained in order to keep pace with developments in its environment, or even to precede them by creating new landscapes.

The convention adds the innovating concept of “landscape quality objectives” to landscape policy instruments. States undertake to define these landscape quality objectives (Article 6D). The objectives must set out the management, maintenance and protection measures required to give a specific landscape particular features in a particular place (Article 1c). These quality objectives are to be incorporated in the various land-use plans and must be treated by private or public individual activities as constraints in the public interest. They should reflect the public’s aspirations and should therefore be drawn up in close collaboration with the public.

## **3. The landscape must be a place of democratic citizenship**

The landscape must no longer be something to which people are “subjected” as it has sometimes been in the past, an area reserved exclusively for experts or an elite. It is the Council of Europe’s intention to make the landscape more democratic in order to contribute to the acknowledgement of the right to the landscape as an inseparable aspect of human beings’ right to a quality environment.

The preamble refers to everyone’s right to a landscape. In its decision of 11 March 1985 in the case of *Muriel Herrick v. United Kingdom* (application No.11185/84), the European Commission of Human Rights noted with regard to the protection of Jersey’s landscape, which, it was claimed, infringed property law, that areas of landscape interest may be protected by monitoring development to the benefit of inhabitants as well as visitors, without violating either property law or the right to a home and private life. Monitoring spatial planning in order to protect landscapes is a legitimate goal in the public interest and recognised as necessary in a democratic society.

In order to make exercising power in landscape matters more democratic, the European Landscape Convention, in the light of the principles set out in the 1998 Aarhus Convention<sup>6</sup>, makes several references to keeping inhabitants informed and encouraging their participation.

Responsibility for the landscape does not necessarily have to be national and centralised. Under Article 4 of the convention, States are free choose the appropriate level at which policy and administrative decisions are to be taken, respecting the principle of subsidiarity and the European Charter of Local Self-Government of 15 October 1985. Furthermore, under Article 5c of the convention, States undertake to establish procedures for the participation of the general public, local and regional authorities, and other parties with an interest in the definition and implementation of landscape policies. Finally, local partners must, in particular, be closely involved in identifying the

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<sup>6</sup> The Aarhus Convention, special edition of the *Revue Juridique de l’Environnement*, 1999.

landscape and defining landscape quality objectives (Article 6-C-1 a, d 6-D). The public must naturally play an active role in measures to protect, manage and develop the landscape.

This, the first regional convention of the 21<sup>st</sup> century, will, we hope, enable tomorrow's landscape to continue to be society's mirror, enabling future generations to see their reflection for evermore.

## APPENDIX 14

### **PRESENTATION OF THEME 2 LANDSCAPE IDENTIFICATION, ASSESSMENT AND QUALITY OBJECTIVES USING CULTURAL AND NATURAL RESOURCES**

*by Professor Yves LUGINBÜHL, Expert of the Council of Europe*

The task of identifying and classifying landscapes is the first challenge facing institutions and organisations responsible for landscape development, protection and management. This is because all decisions relating to the future of landscapes are necessarily based upon an assessment of the *status quo* or changes in progress.

Landscape identification and assessment entails determining the boundaries of zones in which one or more types of landscape can be found and describing them in terms both of their condition at the time of identification and of the changes they are undergoing. Until recently this task was performed along the lines of the traditional geographical procedure of analysing homogenous features, as a result of which it could be concluded that the zone in question exhibited identical visual, structural or compositional features which were the hallmarks of a certain landscape type. However, over the past twenty years research has moved on and has established new identification and assessment criteria which have been subjected to various tests and have proved to work. Research has sought to bring out the multiple connotations of the term "landscape", as a result of which, rather than this single approach to identifying and characterising landscapes, it has become necessary to apply other methods too. Through the various principles which it contains, the European Landscape Convention makes provision for these different criteria, and in so doing it offers recognition for the specific cultures of European regions and the need for participation on the part of the populations concerned. The methods in question, both traditional and new, are as follows:

1. Identification and assessment by means of an on-site landscape analysis which consists in determining and marking out the boundaries of "landscape units". These units are not zones of identical land use. Instead they go beyond the notion of land use and provide a territory-specific tool for establishing the exceptional characteristics of a landscape in order to raise awareness among decision-makers and other interested parties of the resources and potential of existing features.
2. Identification and assessment of controlled landscapes – in other words, those which are already subject to a specific protection or management procedure and therefore enjoy a certain status in the eyes of society. These are usually marked out and easy to identify.
3. Identification and assessment of landscapes which have been recognised in one way or another by writers or artists and have thereby become part of the national or regional cultural consciousness.
4. Identification and assessment of landscapes prized at local level. Different criteria operate in this respect. At the local level, recognition for landscapes is usually strongly influenced by local community history and, more particularly, by social ties which have contributed historically to shaping landscapes as they now appear, in which local communities see the reflection of their own traditions of spatial planning. The local level is also that at which the collective imagination is expressed, which enables the population concerned to attach significance to certain landscapes.

These different methods of identifying and classifying landscapes can be approached in one of two ways:

- The static approach involves describing and classifying landscapes at a fixed point in time in terms both of their composition and structure and of their emotive significance. By this means,

account can be taken of the community's attitude towards them. This approach may make use of many of the same sources as the methods of identification and assessment outlined above, but it includes both objective and subjective criteria ranging from the analysis of relief forms shown in geological and geomorphological data to the study of works by authors and artists who have described or depicted the landscapes in question, to consideration of the views of local populations.

– The dynamic approach describes changes in progress and measures their extent. A variety of sources are used, including statistics relating to changing patterns of land use (such as the balance of agriculture and settlements and the development of economic activity) and social sources containing information on plans laid by various interested parties (whether individuals or public or private consortia) to make more or less lasting landscape changes.

There is still room for these methods to be developed and improved. Their strength is that they take account of the various meanings attached to landscapes – especially by giving a hearing to the populations concerned – or that they assess landscapes from the point of view of the transformations they are undergoing, which alter the use of cultural and natural resources in the zone under consideration. Social demands on the landscape are made in two dissimilar areas which are nonetheless bound by complex ties. On the one hand, communities view the concept of landscape as an ideal for a society's relations with its spatial surroundings and as a means of valuing its existence and history – in this respect landscapes are a physical manifestation of social harmony. On the other hand, landscapes provide confirmation that a society is capable of successfully managing and renewing cultural and natural resources and ensuring that they are used equitably.

Society's demands on landscapes thus highlight two connotations of "landscape". Firstly, there is the field of social relations, which promotes the legitimacy of communities' insistence that they participate in determining the future of their surroundings – not just as a space in which they live their everyday lives but also as a space into which they project their desire for a shared "community life" for the resolution of social tensions. Secondly, the landscape embodies a different social demand which focuses more on the question of access to resources and their renewal for future generations – the role of the communities concerned is not to manage a formal environment but to be able to ensure the sustainability of resources by sharing them equally among members of society and avoiding placing too great a burden on existing strengths. In this way, landscapes enable a link to be forged with environmental concerns, which certain experts would like to leave out of the equation (which of course is not the same as saying that landscapes and the environment are strictly identical in meaning).

By emphasising the need for participation by the populations concerned and formulating its aims in the context of sustainable development, the European Landscape Convention provides a response to the essential basis of social demands. The presentation to be made in the course of this workshop will address these points at greater length.

## APPENDIX 15

### PRESENTATION OF THEME 3 AWARENESS-RAISING, TRAINING AND EDUCATION

*by Mr Bas PEDROLI, "Landscape Europe, Coordinating manager"*

#### **1. Landscape, a growing concern**

History of art shows that landscape has been a beloved subject of pictorial study since the renaissance. But the awareness that landscape is something that needs care has only recently developed. The self-evidence of the landscapes as depicted by painters until the 20<sup>th</sup> century has given way to a growing public concern for the quality of our European landscapes that do not develop any more in a self-evident way. How can this concern be transformed into activities contributing to a responsible planning and management of landscapes?

Following the philosopher Habermas, the concept of landscape includes several layers of reality.

- The *true* landscape as object can be described and quantified in a cognitive and scientific way. It is the domain of geographers and landscape ecologists, integrating a wide range of natural sciences, and of civil engineers using this objective knowledge to guide their construction and management activities in landscape.
- The *right* landscape is the inter-subjective landscape on which we have opinions and to which we can attribute values. It is beautiful or degraded, depending on the criteria as agreed upon within specific groups related to the landscape. In fact the word landscape in its German (*Landschaft*) or Dutch (*landschap*) expression refers to the organisation of a group of inhabitants. The right landscape is the domain of action groups and NGO's, but also of politicians. It is studied by social scientists and forms the arena for those developing the social constructions that determine the future of the landscapes.
- The *real* landscape is the subjective landscape with which we have a personal connection, and which always plays a role on the background when speaking about landscape. It is the landscape of our youth or holidays, or the landscape for which we are ready to invest our spare time in practical involvement. It is described by painters and historical geographers, but is also the basis for our personal behaviour in landscape and for the artistic design of landscape architects.

Awareness raising primarily concerns the third dimension of landscape, the real landscape, which has long been neglected in science and policy. The European Landscape Convention addresses explicitly this dimension, taking objective and inter-subjective concepts as starting points. Training and education in landscape appraisal and operations should consequently address all three dimensions.

#### **2. The power of examples**

Many examples already exist where local communities have taken initiative to organise landscape management. Region-specific products of agriculture and local traditions appear to enhance the identification of inhabitants with their landscape. Visitor's centres and promotion campaigns attract tourists and thus enhance the economic basis for landscape development. But most effective is still the involvement of citizens in the operations of maintenance and transformation of landscape. Increasingly, these citizens will have an urban style of life and feel responsibility for the development of landscape in a non-conventional way, since the traditional agricultural basis of landscape formation has over large parts of Europe lost its effectiveness.

In awareness-raising, attention for the effects of landscape degradation should always be accompanied by examples of how landscapes can develop their identity as living landscapes with region-specific values, carried by local communities. The Landscape Award should play an important role in identifying such examples. But also exchange of experiences and ideas between landscape initiatives, for example by setting up a web site of active landscape groups, would enhance the success of campaigns for informing and educating the public. It would be desirable to develop a well-illustrated handbook on landscape management in Europe, on the basis of examples of successful initiatives for landscape management.

### **3. Basic information needed**

Knowledge management and availability of basic data (including an efficient clearing house function) are not only a prerequisite for awareness-raising, but also crucial for education and training in landscape appraisal and operations. Only based on good information is it possible to develop methodology for landscape typology, management and planning. Special attention should be devoted to methodology that allows for European compatibility and at the same time encourages local diversification. In many countries methodology development has already started and it would be good to co-ordinate these developments as far as possible under the umbrella of the European Landscape Convention, to allow common objectives of education and training to be defined.

### **4. Training and education**

On the basis of co-ordinated information on landscapes, programmes for multidisciplinary and specialist training are to be developed for those expected to be active in the field of landscape. Although some training programmes may be available already for this purpose, exchange of experiences between the different countries and between the different levels of scale (national, regional, local) may strongly improve the effectiveness of such programmes. Both governmental and non-governmental organisations should have a function, starting from the already existing programmes. Especially environmental education programmes may be adapted to specifically include landscape values, and practical landscape management weekends for the local public may serve as good examples already. But also existing academic curricula and courses on technical level should be adopted for landscape management and planning. There exists a large need for good handbooks for such curricula and courses. Some international courses are available already with NGO's and universities, where students follow lectures and visit landscape initiatives in several countries.

### **5. The European Landscape Convention, a paradox?**

The Landscape Convention seems to be characterised by the inherent paradox of providing common European guidelines for a diversified management of European landscapes. It is a challenge for those concerned with the future of the European landscapes, to bypass this paradox by strongly encouraging facilitation from above and by enhancing involvement from bottom-up:

- base targets for landscape development on natural processes: know your *true* landscape;
- develop awareness that landscape identity is and should be a reflection of current cultural processes: discuss the *right* landscape in the local community;
- achieve quality in the landscape by public involvement: act in your own *real* landscape on the basis of co-ordinated personal concern.

## APPENDIX 16

### **PRESENTATION OF THEME 4 INNOVATIVE TOOLS FOR THE PROTECTION, MANAGEMENT AND PLANNING OF LANDSCAPE**

*By Mr Andreas STALDER, Member of the Swiss delegation (OFEFP)*

#### **1. Introduction and framework of the theme as defined by the convention**

The purpose of this presentation is to encourage the conference participants to reflect on their own approaches to landscape policy, which are geared to the characteristics and conditions specific to their countries. The development of innovative approaches to landscape policies and their practical implementation in Europe should take account of the diversity of Europe's landscapes and cultures. The convention cannot provide ready-made tools: its role consists in raising awareness of landscape and launching policies and processes with a view to increasing understanding of landscapes and capitalising on them.

Article 5, paragraphs b, c and d, and Article 6 (E) concern the implementation of the convention through tools for the protection, management and planning of landscape. Implementation through the integration of landscape considerations into all sectoral policies with a direct or indirect impact on landscapes is a priority (Article 5, paragraph d).

#### **2. Towards an integrated landscape policy as the first innovative tool**

In complete harmony with the concept of landscape established under the convention, an integrated policy, which is central to present theme, demands a multidisciplinary or, indeed, holistic approach to landscape and hence also to each national landscape policy. It should also be noted that every innovative tool necessarily depends on other approaches to landscape, in particular landscape research, information and training, the latter two of which involve emotional understanding of landscape. The goal that seems most important to me and is already innovative in itself is therefore to achieve an integrated landscape policy.

This integrated policy would have to take account of three aspects:

- The horizontal aspect, involving all sectoral policies that have a direct or indirect impact on landscape.
- The vertical aspect, which derives from the principle of subsidiarity. It incorporates and combines the landscape policies of all tiers of government in a genuine policy strategy stretching from central or federal government through any constituent States to regions and local authorities.
- The “cross-sectional” aspect, which takes account of the fact that the problems of an increasingly complex world involve new players such as private, non-governmental or semi-governmental organisations and bodies, as well as more spontaneous groupings. This growing number of players and types of players is beginning to have an increasing impact on the development of modern civil society. At the same time, the ideas and activities of these new groups offer huge innovative and creative potential.

### **3. Some examples of the innovative implementation of landscape policies (already implemented or in progress)**

- The integration of landscape policy in sectoral policies - the example of the Swiss Landscape Concept** (see description in the magazine *Naturopa* No 86)

The basic principle of the Swiss Landscape Concept is illustrated by its slogan “Partners for Landscape”. The aim is to foster dialogue between landscape users and nature and landscape conservationists in the context of implementation of public policies by the relevant authorities. A Swiss government order issued in 1997 requires the federal authorities responsible for 13 policy areas that have an impact on spatial planning and hence on the landscape to take account of objectives and landscape measures specific to each policy area. These objectives and measures were negotiated in close co-operation between the Swiss Agency for the Environment, Forests and Landscape and the federal government departments and agencies responsible for the various policies. They are based on a system of strategic objectives for the management of nature and landscape, which takes account of the three pillars of sustainable development.

- The participatory approach - the example of Landscape Development Plans**

Landscape development plans outline the desired development objectives for given landscapes on the basis of scenarios worked out in close co-operation by all interested parties. They therefore involve a comprehensive approach to landscape. The central element of landscape development plans is the bottom-up process involved in devising them. The aim here is to bring together all the players that actively influence the area concerned along with the people who live there and other representatives of public and private interests. The discussions are chaired by professionals with no personal ties in the area, which guarantees the quality and success of the process. Having a landscape development plan can be most useful when it comes to defining criteria or, indeed, priorities for implementing specific policies at local level, for instance with regard to how limited public funding can be allocated (in particular, direct payments under the legislation on agriculture).

Similar approaches are found in the “future workshops” and local and regional Agenda 21 processes.

- Financial tools - funding policies and the Swiss Landscape Fund model**

Funding grants are among the most important tools at the government’s disposal. In Switzerland, they account for over 60% of the expenditure budgeted for by the Confederation, broken down into hundreds of widely varying fields and interacting closely with a host of other policy instruments. Maintaining the coherence of the system is therefore a very ambitious undertaking: it requires tools for checking consistency between policies in the various sectors and the arrangements for implementing them. This objective can be achieved more easily if the relevant authority takes account of the know-how of specialist environment agencies in each specific case. However, the instruments available must be supplemented with new financial incentive tools for active management geared towards sustainable landscape development.

The **Swiss Landscape Fund** ([www.flc-sfp.ch](http://www.flc-sfp.ch)) is involved in conserving, maintaining and restoring traditional rural landscapes and their natural habitats. It can make financial contributions to information and training activities. It only becomes involved when no other body can help, for instance because of a lack of funds or because of legal hurdles. The funding provided can take the form of non-repayable grants or interest-free loans. The beneficiaries can be private individuals, associations or foundations, as well as municipalities and regions. The Fund provides financial incentives for individual and voluntary initiatives to enhance the landscape. This increases local and regional bodies’ willingness to take initiatives themselves. At the same time, it fosters synergy between farming, tourism, the construction sector and traditional crafts and trades. Through its financial assistance, the Landscape Fund provides welcome regional economic aid that helps create

employment in disadvantaged areas. The funding often has a snowball effect and encourages investors to put much larger sums of money into the regions concerned.

## APPENDIX 17

### PRESENTATION OF THEME 5 THE COUNCIL OF EUROPE LANDSCAPE AWARD

*by the Regional Planning and Technical Co-operation and Assistance Division,  
Secretariat of the Council of Europe*

#### 1. The Award in the European Landscape Convention

Article 11 of the European Landscape Convention provides for the setting up of a Council of Europe Landscape Award. This award may be conferred on local and regional authorities and their groupings and on non-governmental organisations (NGOs) that have instituted a policy or measures to protect, manage and/or plan their landscape, which have proved lastingly effective and can thus serve as an example to other territorial authorities in Europe.

Transfrontier local and regional authorities and groupings of local or regional authorities may apply provided that they jointly manage the landscape in question.

Local and regional authorities, their groupings and NGOs should apply through their member state, which will only put forward the national winner as candidate for the European award.

Applications for the Council of Europe Landscape Award are to be submitted to the committees of experts responsible for monitoring the implementation of the Convention. Following proposals by the committees of experts, the Committee of Ministers determines and publishes the selection criteria and the rules governing the Landscape Award, and designates the winner.

The granting of the Council of Europe Landscape Award is to encourage those receiving the award to ensure the sustainable protection, management and/or planning of the landscape areas concerned.

#### 2. Pilot project of a Landscape Award as part of the “Europe, a common heritage” Campaign

In 2000, as part of the “Europe, a common heritage” Campaign, the Council of Europe set up a Landscape Award to help promote European landscapes.

All local and regional authorities and NGOs in the Council of Europe Member States were invited to take part. The first stage of the selection process was to choose the national candidates, one NGO and one local or regional authority, for the award. The national authorities then passed on the best initiatives to the Council of Europe Secretariat to compete for the Council of Europe Landscape Award.

The award was intended to recompense specific, practical initiatives - either fully completed or sufficiently well under way - in the field of landscape quality in one of the three following categories:

- public awareness, education and participation;
- scientific and technical activities;
- protection, management and planning.

Thirteen projects were submitted by the following countries: Germany, Austria, Croatia, Spain, Estonia, the Russian Federation, Hungary, Latvia, Poland, the Czech Republic, Romania, Turkey and Ukraine, five of them in the NGO category.

An international jury of five members met on 21 November 2000.

The winner in the “Local and regional authorities” category was the Welsh county Vale of Glamorgan.

The award in the “NGOs” category went to the Ecological Institute for Sustainable Development of Miskolc, Hungary, for its project in the “sustainable village” of Gömörszolos, a typical village in the north of the country.

The Czech project “The garden of Europe” in the “Local and regional authorities” category and the Polish project “Garden city” by the Friends of Podkowa Lesna in the “NGOs” category were both highly commended.

The awards, diplomas of symbolic value only, were conferred by the Deputy Secretary General of the Council of Europe, Mr Hans Christian Krüger, at the closing ceremony for the Campaign in Riga, Latvia, on 8 December 2000.

### **3. Other landscape awards**

Some examples of existing landscape awards are worth mentioning:

#### *The Mediterranean Landscape Prize*

The Mediterranean Landscape Prize was organised for the first time in 1999-2000 by 15 Regions of Spain, France and Italy with the support of the Council of Europe and the Italian Ministry of Cultural Assets and the Environment. It is awarded under the Interreg programme on the Western Mediterranean and Latin Alps. The fifteen regions that took part were: Andalusia, Basilicata, Calabria, Languedoc-Roussillon, Latium, Liguria, Lombardy, Murcia, Umbria, Piedmont, Provence-Alpes-Côte d’Azur, Sardinia, Sicily, Tuscany and Val d’Aosta. Each region drew up a list of applications for projects within its boundaries.

The aim of this prize is to help draw the attention of society in general and political leaders in particular to the landscape and the importance of quality requirements. It is to be awarded every three years.

Any private individual or public or private legal entity may submit an application. There were three categories for this first edition:

- Category A: contemporary work on historic and heritage sites;
- Category B: projects to transform or create landscapes or rehabilitate sites;
- Category C: planning (land development).

An extremely detailed application form must be submitted. A Regional Selection Committee chooses three applications from among all those received for projects within its boundaries. An International Selection Committee then chooses a maximum of nine or ten applications from among the projects forwarded by the regional committees to be submitted to an international panel. The international jury of seven members visits each of the selected sites.

The various stages in the scheme were co-ordinated by a transnational committee comprising Sardinia, Andalusia and Languedoc-Roussillon and the Languedoc-Roussillon Region provided the secretariat services.

The 1999-2000 Mediterranean Landscape Prize was awarded to Impruneta (Florence) in November 2000 after six applicants had reached the international selection stage.

### *The Unesco Melina Mercouri Prize*

The “Melina Mercouri International Prize for the Safeguarding and Management of Cultural Landscapes (UNESCO/Greece)” is named after the famous Greek artiste who was also her country’s Minister for Culture and one of the precursors of integrated conservation and sustainable development.

The prize is awarded every two years for outstanding schemes to safeguard and enhance the world’s great cultural landscapes.

It was set up in response to the need – highlighted by the World Heritage Committee at its 16<sup>th</sup> session in Santa Fe in 1992 – to protect cultural landscapes, a far wider notion than the traditional one of monuments and sites. It was awarded for the first time in 1999.

The prize may be awarded either to an individual or to a group of persons, working in a personal capacity or as staff member(s) of a private or public institution responsible for protecting or managing a cultural landscape in one of three categories defined by the World Heritage Committee. Applications must be submitted by a member state or an NGO officially recognised by Unesco.

The prize is awarded by the Director General of Unesco on the recommendation of an international jury of five members: three specialists in the environmental field and the heritage, the Permanent Delegate of Greece and a representative of the Director General of Unesco.

In 1999, the prize, which was worth \$30 000, was awarded to three laureates: the *Valle de Viñales* (Cuba), the Open-Air Art Museum at Pedvale (Latvia) and Elishia's Park in Jericho (Autonomous Palestinian Territories). Three “Honourable Mentions” were given to China, Spain and Germany and Poland and a “Special Mention” was awarded to Greece.

In 2001, the prize, which was worth \$20 000, was awarded to two laureates: the *Djebel Murdjadjо*, the forest and the old town of Sid Houari in Oran, Algeria, and the Heathland Centre at Lygra, Norway. No honourable mention was given this year.

The next edition will be organised in 2003.

#### **4. Proposals on the approach to be taken**

Existing experience should be used as a starting point for discussions on the Council of Europe Landscape Award and proposals on the procedure to be set up.

The aim of the Council of Europe Landscape Award is to stimulate a process that could be launched by States throughout Europe to encourage and acknowledge outstanding landscape management. The Landscape Award could be the highest reward in a process involving national competitions and national support for the local and regional authorities concerned.

Local and regional authorities, their groupings and NGOs could compete for a national award granted each year on the same date in every European country (1 October, for example) at the highest level. The Contracting Parties to the convention would assess the applications for national awards and could put forward the national winner as a candidate for the European award. These national awards could be conferred on the same day, which could be designated “Landscape Day” when the prize is awarded for the first time.

The projects of the national award winners would then be forwarded to the Council of Europe’s committees of experts, and the Committee of Ministers would confer the Council of Europe Landscape Award on the basis of the committees’ recommendations.

Press conferences could be held at the Council of Europe and in the capitals of the participating countries, which could publish the results of their national competitions.

The machinery for launching the award must be carefully studied and would include, in particular, guidelines on:

- the jury (number of members, chair, etc);
- the arrangements concerning the award (how often it is to be conferred, selection criteria, applications, selection procedure, drawing up of the rules, and so on).