



# Naturopa

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# Naturopa

No 68-1992

Editorial	A. Björck	3
Working for a greener and cleaner Europe	H. Klebes	5
Political initiatives	A. Larcher	6
Information and education	L. Cuatrecasas	9
Legal and administrative framework	P. Hardy	10
Fresh water	C. Pistre	11
Agriculture	S. Lanner	14
Environment and regional planning must go together	V. Ruffy	19
Tourism	O. Feldmann	22
Worldwide approach	W. Blenck	23
Natural and technological catastrophes	J-P. Massué	24
Texts adopted by the Parliamentary Assembly		
The Bern Convention	S. Ercman	28
Mountains of the east	P. Mészáros	29
At the Council of Europe		
		30

## Homage

Most, if not all, of the Council of Europe environmental activities find their origin in the work of its political wing, the Parliamentary Assembly. From this first European parliament came the proposal, back in 1961, that the Council of Europe start caring for the natural environment. It was the beginning of the first such activity on such intergovernmental scale in Europe. It developed into a multitude of activities, from scientific studies on the highest level, through ministerial conferences, to the now well-known Bern Convention.

The impulses from the Parliamentary Assembly keep coming, always interesting, such as the campaign, currently under way, to highlight Europe's problems for a continued supply of clean freshwater.

The Centre Naturopa for its 25th anniversary is happy to have this opportunity to put the spotlight on the Parliamentary Assembly's interest in and care for Europe's nature. Advised by its colleagues of the Assembly's Office of the Clerk, a look back but certainly a look ahead, and a useful bibliography, complete this homage to the work done by the Council of Europe's Parliamentary Assembly.

H.H.H.



## Editorial

In our days a politician is constantly faced with environmental questions, at local level where a lot of concrete action takes place, at national level, where legislation is adapted to new demands, where budgetary resources are allocated and where planning is co-ordinated, and finally at international level, where long-term strategic decisions have to be taken. At the local level a politician often has to tackle with very concrete, and at the same time crucially important matters like waste water purification, control of industrial plants, the setting up of waste dumps, etc. At the national level he or she will have to discuss standards, cost-sharing and administrative questions, often very controversial because of great economic interests involved, whereas at the international level long-term strategy discussion it may seem easier to set up targets and guidelines with nations often competing in showing their readiness to take positive action.

The Council of Europe has a long quite impressive record of actions aimed primarily at arousing awareness of environmental issues and at forestalling environmental damage. More than 200 recommendations and resolutions have been adopted since the Council of Europe started dealing with the environment in the mid 1950s and early 1960s, well ahead of most other international organisations. It will be remembered, for instance, that the first United Nations conference on the environment took place only in 1972.

The Council of Europe was the first organisation to take up air pollution in 1961, protection of international watercourses in 1969 and principles for the protection of soil in 1972. An area of our special interest has been the conservation of European wildlife on the basis of the Bern Convention from 1979 to which we hope all European countries will soon adhere. Another one, arousing awareness, is reflected in the Council of Europe's Centre Naturopa, which celebrates its 25th anniversary, whose actions on a pan-European scale merit special attention.

We now have a very comprehensive approach in our dealings with environmental questions. We include in our agenda such complex

matters as the rural environment, tourism, urbanisation, health and fresh water, with the aim of making Europe a cleaner and safer place to live in.

The UN World Commission on Environment and Development has, after the publication of the so-called Brundtland Commission's Report, launched the idea of a Universal Declaration and a Convention on Environmental Protection and Sustainable Development. It seems quite appropriate to contribute to the achievement of such a lofty goal by acting on the European level. This is why the



Council of Europe

In Europe we now have the special problem of central and eastern European countries with badly damaged environment and with meagre resources to fight further deterioration. At the same time the politico-military detente has progressed so far that large standing armies and huge arsenals of nuclear and other weapons now look obsolete and can be dismantled to a minimum. Resources thus saved must be allocated with great priority to protecting the European environment in the spoiling of which the military have played quite a considerable role. The Council of Europe organised the first pan-European Parliamentary Conference on the Protection of East-West Environment in Vienna in October 1990.

Hungary, the Czech and Slovak Republic and Poland are already full members of the Council of Europe. Bulgaria, Romania, Russia, Estonia, Latvia, Lithuania, Albania and Slovenia enjoy a "special guest" status. That leaves only Andorra and Monaco outside. Hence the Council of Europe is now particularly well-equipped to deal with environmental issues on a pan-European scale. We must of course do it in close co-operation with the Economic Commission for Europe, the European Communities and their Environmental Agency as well as with regional organisations carrying out valuable work for preserving clean environment.

Anders Björck  
Former President of the Parliamentary Assembly of the Council of Europe (1989-92)

Parliamentary Assembly of the Council of Europe has started the preparation of a European Charter and a Convention on the Environment and Sustainable Development because we think that we should aim at a new environmental order first in Europe and later in the entire world. We should render the future Environmental Charter and the Convention basic documents for states', regions' and individuals' behaviour like the European Convention on Human Right or the European Social Charter. Indeed, environment must be seen as an essential element in human rights. We are all entitled to a clean environment where hazards to our health are minimised and where we can enjoy unspoiled nature.



C. Meyer W. Zapinski



On 26 November 1991 the Polish flag was hoisted beside those of the 25 other member States of the Council of Europe.

# Working for a greener and cleaner Europe

*Heinrich Klebes*

Five years ago few people predicted the momentous political upheavals which would fundamentally alter the political map of Europe. Little wonder then, that the pace of events and the prospect of yet further change ahead has caught most of us off our guard.

Five and many more years ago scientists were already warning us about the dangers of environmental abuse which could irretrievably damage the whole of our planet. Surprisingly and paradoxically today we are still a long way from creating the kind of sustainable world that can meet its own needs without preventing our children or grandchildren from meeting theirs.

Everybody knows that environmental problems cannot be solved in isolation. Worldwide responses such as those scheduled for the June Rio de Janeiro UN Conference on Environment and Development are clearly needed. But they will only succeed if individual countries and/or regional groupings such as the 26-nation Council of Europe take the lead.

## **Pioneer**

Alerting opinion makers and getting the environmental message through to the proverbial man or woman in the street has become one of the mainstays of the Council's Parliamentary Assembly. Back in the sixties it was one of the pioneers in arousing public interest in environmental issues to protect our continent's flora and fauna and to forestall depletion of our planet's resources.

The 1970 Nature Conservation Year was a watershed leading to a whole series of initiatives culminating, for instance, in the Bern Convention on wildlife and natural habitats or the development of the activities of the Centre Naturopo which is now playing on the pan-European stage.

If the collapse of the Berlin Wall and the disappearance of the iron curtain has given the Council a new political role, it has also left it with the major task of generating support to enable the ex-communist countries to put their environmental house in order.

The richer west Europeans, whose affluence is at least in part due to past disregard for environmental considerations, should now pay particular attention to such issues when seeking to promote economic development in central and eastern Europe.

Here the Council of Europe Parliamentary Assembly can help in a number of ways. And what is more, we should not forget that this is precisely what parliamentarians from central and eastern Europe want the Assembly to do because from the outset they have always underscored environmental issues as a priority area for co-operation.

The Parliamentary Assembly is particularly well suited to this purpose, because with its Special Guest Delegations it is by far the broadest political forum in Europe, extending to over 30 countries, including the three Baltic Republics, and soon other parts of the former Soviet Union will no doubt obtain Special Guest Status.

This continent-wide geographic spread means the experience gained over the years by the Assembly in areas such as air pollution, protection of seas, shores, rivers, and soil, forestry policy, noise abatement, or waste management and disposal can be shared with the very people who are going to be called upon to take decisions on these matters in their respective parliaments.

Similarly the members of the Assembly from the wealthier industrialised countries can use the experience they gain within the Council to pinpoint needs and stimulate action in their national parliaments.

## **Time to choose**

If the many fine words we can expect to hear in Rio are not matched by action on our own doorsteps we shall be taking a risk whose long-term consequences will no doubt be far more radical than the political tremors we have been living through since 1989.

If in the west we are finding it hard to come to terms with the need to eliminate use of ozone-depleting chemicals or to reduce emissions of sulphur and nitrogen oxides or

carbon dioxide it takes little imagination to realise how much harder it must be in the other half of our continent!

Both governments and the private sector must be encouraged to play a proper role in bolstering Europe's new democracies. Technology transfers could go a long way to saving energy and reducing carbon dioxide emissions while special assistance in modernising powerplants and developing renewable energy sources is of course also needed.

The Parliamentary Assembly, with its continent-wide constituency, can also foster political backing to ensure agreement can be reached in Rio on measures to limit the advancement of climate change and on other issues which coincide with the Assembly's aspirations for its own geographic area.

Finally with public opinion numbed and obsessed with the political aftermath of the ex-communist world the Assembly along with its member national parliaments must once again drum up support for action to stave off the multiple threats to our shared environment.

If we don't heed the scientists' warnings now, five years hence it may be too late. ■

D<sup>r</sup> H. Klebes

Clerk of the Parliamentary Assembly,  
having the rank of Deputy Secretary General  
of the Council of Europe



M. Rautkari/BIOS

# Political initiatives

Alois Larcher

The Parliamentary Assembly of the Council of Europe can certainly claim to be the first European institution to have pointed to the need for concerted European action to protect nature, natural resources and the environment.

It was at the close of a major debate in April 1961 on the protection of nature in Europe that the Assembly adopted its Recommendation 284 "on the establishment within the Council of Europe of a permanent system of co-operation in matters concerning the protection of nature in Europe".

The Assembly's motivation was "the substantial inroads being made on the countryside" and the need to carry out multilateral and joint action designed to preserve this aspect of Europe's heritage. It was only after a hearing of the Rapporteur, Mr Eden, that the Committee of Ministers agreed to the idea, first of setting up an ad hoc committee and then of turning it into a Standing Committee in 1962.

However, the Assembly did not stop at merely launching an idea. Its intention from the

outset was to indicate the broad lines of the Council of Europe's action (protection of landscapes and creation of nature reserves, conservation of natural resources, protection of flora and fauna, legislation, stimulating greater public awareness, etc); it made it clear that it intended to keep a very close eye on the Committee of Ministers' implementation of its proposals.

Thus the Assembly and its various technical committees (agriculture, social affairs, economic affairs, culture and science, local authorities, etc) had begun, on their own initiative, to examine specific aspects of damage caused to natural resources and to the environment and to submit often detailed recommendations to governments through the Committee of Ministers. Recommendations were also addressed to international technical bodies such as the Nuclear Energy Agency, drawing its attention to the dangers of environmental radiation for public health or farm produce, and the OECD and the European Conference of Ministers of Transport (ECMT) in the context of the annual debates on the activities of these organisations.

Having been the instigator of the Standing Conference of Local and Regional Authorities of Europe (CLRAE), the Assembly was keen from the outset to draw its attention to the responsibility of local authorities in the fight against pollution and in educating citizens and alerting their ecological awareness.

## Air

A second area of concern - taken in chronological order - was air pollution.

A first report was submitted to the Assembly in 1961 by Mr Radius, Vice-Chairman of the Social Committee. The recommendation adopted at the close of the debate urged that a European conference on air pollution be convened with the aim of establishing permanent collaboration and organising a public information campaign. This conference took place in Strasbourg in 1964 with more than 300 experts from the various relevant fields participating.

Using the work of the conference as a starting point, and as a response to further Assembly recommendations, the Committee of Ministers decided in 1966 to set up a Committee of Experts on Air Pollution. One of the first fruits of this committee's work was the drafting of a "Declaration of Principles" designed to guide governmental action in air pollution control (Resolution CM (68) 4). In 1969, the Committee of Ministers decided to bring this committee's work to a close. In the years that followed, however, the Assembly nevertheless raised specific aspects of air pollution, such as the reduction of air pollution from motor vehicle exhaust gases in 1972 (Resolution 510), but failed to obtain the support of the Committee of Ministers.

In 1979, the Assembly gave its backing to the work of the United Nations Economic Commission for Europe on long-distance air pollution by appealing to member governments to sign and implement rapidly the United Nations international convention.

The issue of acid rain also mobilised Assembly members and a report on the subject prompted a major debate in January 1984. Governments were invited to follow the

German example and progressively introduce lead-free petrol as one means of reducing air pollution.

## Noise

Noise has been a third preoccupation for the Assembly. In a first report also issued in 1961 and adopted in 1963, the Assembly wished to add its own conclusions to work carried out by a Council of Europe group of experts in the medical field. It stressed the dangers of noise at work and noise due to traffic, particularly aircraft. The Assembly drew the attention of governments to the need to impose regulations on manufacturers limiting noise from civil aircraft to levels acceptable for everyday life. In a new resolution in 1968, the Assembly expressed reservations about supersonic flights over populated areas and thought that grants should be available from public authorities to soundproof homes, schools and hospitals located in the vicinity of airports.

## Water

The Assembly has been particularly sensitive to the problem of water pollution. The first initiatives in the protection of wildlife and natural resources focussed on protecting seas against pollution, particularly oil pollution and a recommendation on "the prohibition of the discharge of waste oil into the sea" was adopted by the Assembly in 1954. This text and the related report echoed each other and supported the work of the London Conference and the draft international convention relating to this ban.

Accidental environmental disasters such as the Torrey Canyon (1967) and the Amoco Cadiz incidents gave rise to a whole series of debates, reports, parliamentary hearings and recommendations which stressed particularly the need for member States to ratify the various international conventions without delay, as well as the need for more effective monitoring of the implementation of these conventions.

In 1970, Commander Jacques-Yves Cousteau spoke to the members of the Assembly at a special meeting of those committees directly concerned by the subject. In a fervent speech, the famous explorer drew attention to the tragic state of the seas and the threat posed by growing pollution to their ecological health and indeed to the survival of mankind.

The importance of ecological considerations when exploring and exploiting the beds of seas and oceans was the focus of an Assembly resolution in 1970.

Another constant preoccupation has been the protection of coastal zones against marine pollution as well as protective measures in coastal zones to prevent pollution of the sea from the land.

On the initiative of the Committee on Agriculture and after organising a scientific colloquy, the Assembly declared itself in favour of conservation of the ocean's fish resources. Other initiatives aimed to protect the Mediterranean, in particular through the organisation of Conferences of Mediterranean Regions, in Marseilles in 1985 and Malaga in 1987, and through the establishment of scientific and technical co-operation in the prevention of and protection against natural risks, which led to the conclusion of a Partial Agreement and the setting up of a very extensive system of scientific and technical co-operation (see article on pages 24-25).

In 1988 and 1990 the Assembly was keen to support efforts to limit pollution in the North Sea. It therefore addressed a series of recommendations to North Sea states and to the Ministerial Conference on the Protection of the North Sea.

It may appear paradoxical that the pollution of freshwater in rivers and lakes should have come to the attention of the members of the Assembly relatively late on. It was in 1963 that the Cultural and Scientific Committee was instructed to study the matter and that a joint working party was formed for this purpose.

Subsequently, this sector gave rise to a great number of reports, colloquies and proposals addressed to governments and local authorities. It was in this freshwater sector that the Assembly went to great lengths to find European solutions to the problem by drawing up a draft international convention, with the help of experts, in 1967-69 (see article page 11).

The protection of nature, landscapes and wildlife has frequently prompted the Assembly to adopt a position and react to topical issues. This was the case in 1970 for the policy concerning crossborder nature reserves, in 1971 for the protection of coastal areas, and in 1974, 1978, 1983 and 1988 for the Alps and Alpine regions or for mountain regions in general.

The problem of the gradual contamination of soils was identified very early on by the Committee on Agriculture, which pointed to the dangers of pesticides and agricultural fertilisers very often present together with domestic or industrial wastes.

## Broadening the debate

One of the Assembly's aims from the outset has been to broaden the debate, to encourage co-operation, and to get the ecological message across to other categories of decision-makers, both in international organisations and in national administrations.

As was mentioned earlier, the newly-created European Conference of Local Authorities was urged to participate in action to protect nature and the environment and this action has been supported by the CLRAE unceasingly over the years.

However, it was also the Assembly which, in its stock-taking report on the Conference and European Conservation Year in 1970, pressed for a ministerial conference to coordinate the activities of the various international organisations and give them guidelines for environment policy and management of resources.

In his fight for the health of the planet's seas Commander Jacques-Yves Cousteau has been one of the many guests of the Parliamentary Assembly



Council of Europe



Balaes/Pluriel

M. Gunther/BIOS

Noise is a modern major polluter.

In the context of its statutory links with the Organisation for Economic Co-operation and Development (OECD), the Assembly took advantage of the annual debate to make regular suggestions to this organisation for ecological considerations to be borne in mind when formulating principles for action in the economic field in general, and in the industrial sector in particular.

Similarly, the Assembly's regular contacts with the European Conference of Ministers of Transport (ECMT) have been turned to account. In its working relations with this organisation, the Assembly initially stressed the need to incorporate communications infrastructure policy into an overall European spatial planning strategy such as was developed – again on the Assembly's initiative – by the European Conference of Ministers responsible for Regional Planning (CEMAT).

It was between 1970 and 1974 that the Assembly noted with satisfaction the ECMT's declared willingness to consider transport policy from a plurimodal point of view and to take account also of quality of life and environmental quality by concentrating primarily on reducing noise from transport vehicles and pollution from urban traffic.

In recent years, the Assembly has drawn the ECMT's attention to the problems caused to the Alpine environment by traffic transiting by road, and to the need to achieve greater energy savings in transport, and to transfer goods from road to rail or waterways as a means of contributing to the health of the environment.

Working relations have also been forged with the European Parliament through the two committees responsible for environmental matters. Joint meetings have been organised and European Parliament representatives have been regularly invited to colloquies and conferences on environmental themes.

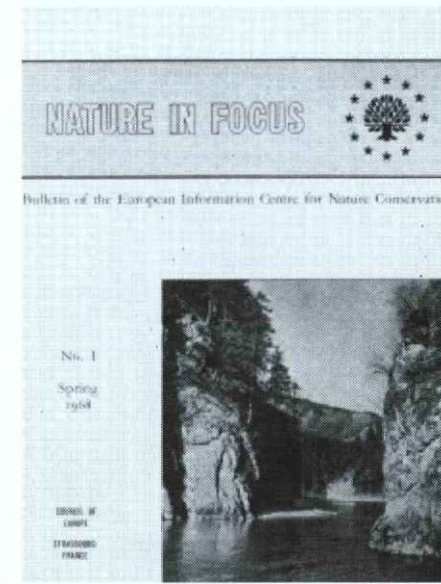
Aspects affecting human health have been frequently studied in co-operation with specialised international organisations such as the World Health Organisation (WHO). Technical colloquies between parliamentarians and health experts have been held, and the concept of environmental health is now part of parliamentary vocabulary.

This review of Parliamentary Assembly initiatives, despite their diversity and maybe their complexity, is not exhaustive, but it is enough to satisfy the reader of the enormous

mass of energy and interest invested in this sphere by the Council of Europe's Parliamentary Assembly for over thirty years. However, a rapid analysis of the Council of Europe's intergovernmental activities reveals that a only meagre proportion of the Assembly's recommendations have been adopted and implemented by governments. Nevertheless, the Assembly has been, as in many fields, the conscience and precursor of a new and ecologically rehabilitated Europe. ■

D<sup>r</sup> A. Larcher

Secretary of the Committee on the Environment, Regional Planning and Local Authorities



## Information and education

Llibert Cuatrecasas

The need to make the public more aware of the major problems facing Europe has been considered by the Assembly – since it first met – as a priority action of the Council of Europe. This is true of for the new sector of nature protection and combating nuisances, launched by the Assembly back in 1961. Recommendation 284 – which intended to give rise to lasting co-operation mechanisms and set out initial guidelines for work in this field – dwells on the need to “create in the mind of the public a greater sense of awareness of the existence of these problems...” and, in another recommendation, also adopted in 1961, for convening a European Conference on air pollution, the Assembly gave as one of its objectives that of “organising a publicity campaign on the growing dangers of air pollution” (Recommendation 290).

The same is true of water pollution: in its first recommendation on fresh water pollution control, in its action plan the Assembly declared that it was “convinced of the urgent need for each citizen to be confronted with his responsibilities” and “for governments to alert public opinion to the seriousness (...) of pollution...”. It went on to propose in the same document a “Water Charter” as a powerful instrument for an information and awareness campaign to be mounted as soon as possible.

Through a Directive adopted in 1967, the Assembly instructed the Cultural Committee and the Joint Working Party on fresh water pollution control to participate in arrangements for a ceremony at which the Water Charter would be promulgated and prepa-



F. Vidal/BIOS

ring its launch campaign. The Assembly also called on all its members to take part in their home countries in circulating the Water Charter.

In its regular debates held every two to three years since 1970 on European environment policies, the Assembly has regularly stressed the role played by education as a prerequisite for an effective environment policy. On this score, it repeatedly called for an increase in the working budget of the “Naturopa” European centre set up within the Council of Europe whose original name was European Information Centre for Nature Conservation. Naturoopa was entitled Nature in Focus (Naturopie in French).

Unfortunately, it has to be said that none of these many urgent recommendations has had the desired effect whether it be with the Committee of Ministers or with the successive Secretaries General of the Council of Europe. Therefore, the Council of Europe has failed in one of its main missions, that of making the European public aware of one of society's most crucial problems at the eve of the third millennium.

### Necessary education

In 1982, the Assembly held a special debate on the role of education in environmental protection on the basis of a report presented by a British member, Edward Garret. In a recommendation adopted at the end of this debate, the Assembly considered that “environmental education should be fully integrated into the educational process in all the member countries”. It was around this time, in fact, that the Parliamentary Assembly changed the name of one of its committees from “Committee on Regional Planning and Local Authorities” to “Committee on the Environment, Regional Planning and Local Authorities”, to make the public awa-

re of its commitment to deal with environmental problems.

In 1984, it held a debate on ecologist movements across in Europe and stressed their importance especially for forming an ecological conscience and making the public aware of man's attacks on the environment (Resolution 817).

Education still has a lot of work to do in Europe. Its importance is realised by politicians every time that important decisions are to be taken introducing legislative or regulatory measures for protecting nature or reducing nuisances. Politicians also very often come up against the fact that the public – or citizens – are not (yet) ready to accept certain constraints that they or many of their fellow citizens would have to accept. The “Bern Convention” is a case in point. Some of our fellow parliamentarians have explained that their countries could not, for the time being, accept some of the obligations arising from this convention because a very large number of their fellow citizens were fond of hunting or catching birds, activities that are incompatible with the Bern Convention. Prior to acceptance, the public had to be educated and informed about this particular aspect of environmental protection.

Of course, this is just one example among many. But there is no doubt that good education and public information must come before any major political measure designed to improve and protect our environment. ■

L. Cuatrecasas

Chairman of the Committee on the Environment, Regional Planning and Local Authorities

## Legal and administrative framework

Peter Hardy

The Assembly began investigating the various administrative and legal arrangements for environmental protection and nature conservation when it reviewed European Conservation Year (1970).

In so doing, the Assembly emphasised the European or even global significance of most environmental problems and upheld common guiding principles and common standards which might take the form of conventions, but also stressed the crucial role of national, regional and even local authorities to protect the European environment. This decentralised, multilevel approach to environmental protection is perhaps the most original feature of the conservation theory evolved by the Assembly and the Council of Europe.

With regard to the necessary structures, as long ago as 1970 the Assembly spoke out in favour of a specific ministerial conference or even a "High Commissioner for the Environment" as European authorities responsible for guiding and co-ordinating activities at European level. The first part of this recommendation was carried into effect, and a European Ministerial Conference on the Environment met for the first time in 1973 in Vienna. It was followed by other ministerial meetings, most recently in October 1990 in Brussels, with the next to be staged in Vaduz (Liechtenstein).

The Assembly also called for the establishment of "a clear ministerial responsibility at national level" in Recommendation 603 (1970) and 659 (1972), a plea which has had but indifferent success!

The same texts highlighted the leading part to be played by local and regional authorities in the campaign for a better environment and stressed the Council of Europe's unique role as a forum bring together not only local, regional and national political representatives but also the representatives of the various national administrations convened in a number of different technical committees.

In order to polarise the action of the various bodies involved and to provide the requisite co-ordination and alert public opinion to the problems, the idea of a charter was put forward. Thus, in 1965 the draft for a "Water Charter" was presented in an Assembly recommendation. Subsequently, charters were proposed on other subjects including soil protection and air pollution.

In the same vein, the Assembly presented the "principles of a national environmental policy" in Recommendation 659 (1972). The provisional outcome at Assembly level was the adoption of a draft "European Charter and Convention on Environmental Protection and Sustainable Development" in 1990.

The intergovernmental technical committees have relied heavily on these models and drawn up other charters as a means of disseminating a number of principles which are not binding but can guide administrations and public opinion; special reference is made to the 1984 European Regional/Spatial Planning Charter and the 1990 European Conservation Strategy.

### Conventions

In order to give these obligations general European effect, the preparation of conventions was proposed by the Assembly as from its earliest move in 1961 to introduce a permanent system of co-operation. The scheme of activities to be conducted includes a recommendation to "maintain an up-to-date record of legislation already in force, at national and international level, relating to these matters, and prepare further conventions and legislation where deemed necessary" (Recommendation 284 (1961)).

A convention was also proposed that year in the recommendations on air pollution (Recommendation 290 (1961)), and with the assistance of experts the Assembly itself prepared a draft convention on fresh water which was presented to the governments in 1969 (Recommendation 555). Assessing the first ministerial conference in Vienna, during which an Assembly delegation had held a colloquy with the Ministers, the Assembly recommended that the governments "define a coherent policy for the Protection of wildlife, with a view to establishing European regulations – if possible by means of a convention...".

Whereas all previous initiatives had failed, this one at least was to result in the Bern Convention (see article).

At the same time, the Assembly repeatedly called for the ratification of other European or international conventions by the member States (Ramsar and Washington Conventions, Geneva Convention on long-range transboundary air pollution and also conventions for the protection of the marine environment). In addition, it urged its mem-

bers to speed up the ratification procedures in their national parliaments.

Having observed that the governments were generally disinclined to subscribe international conventions, the Assembly also issued recommendations to take effect to seek to ensure that national legislation would incorporate legal rules for environmental protection founded on the "polluter pays" principle, or alternatively introduce the concepts of the polluter's criminal liability or the administrative liability of authorities.

After a number of sectoral proposals in 1975, the Legal Affairs Committee presented a report on liability for damage caused to the environment and invited the Committee of Ministers to "conduct a comprehensive study of civil, criminal and administrative liability for damage to the environment" and to "examine the possibility of creating a European legal instruments which might, if appropriate, be an outline convention, setting out the principles and conditions governing liability for the various forms of transfrontier pollution" (Recommendation 753 (1975)). This proposal gained ground, albeit very slowly, and received strong support from the Conference of European Ministers of Justice at their meeting in Istanbul in June 1990. After affirming the necessity of developing criminal law on the environment, the conference invited the Committee of Ministers to draw up common guidelines in the form of a recommendation or a convention as appropriate.

At present, a committee of experts has prepared a draft "Convention on civil liability for damage resulting from activities dangerous to the environment". One hopes that this will be adopted by the Committee of Ministers in the near future. ■

P. Hardy

Member of the Committee on the Environment, Regional Planning and Local Authorities



## Fresh water

Charles Pistre

Freshwater pollution captured the Assembly's attention at a comparatively late stage and in any case long after marine pollution, an evident paradox.

Marine pollution accidents, oil spills in particular, were sensational mishaps which prompted commitments as early as 1954 (Rec. 68), then in 1967 with the "Torrey Canyon". Not so the Rhine; it runs close by the doorstep of the Palais de l'Europe, but its pollution only began to alarm European parliamentarians as from 1963.

A first report tabled for debate in the Parliamentary Assembly in 1965 nevertheless set out to make the protection of fresh water against pollution a major Council of Europe operation. The drafting preparations had been on an exceptionally large scale, the Rapporteur in charge having sought the advice of an independent expert and three Co-Rapporteurs from other Assembly committees. They formed a joint working party which met on several occasions in 1964 and 1965 and held a consultation meeting with independent experts. The Rapporteur also visited most of the relevant international organisations and commissions, together with several national water authorities.

The purpose of the consultations was not only to collect all possible information on the real situation of rivers and lakes in Europe, but also to seek suggestions for the framing of coherent national and European policies. The report was not finalised until a last consultation meeting had been attended by some 30 experts representing the international organisations active in this field. The resultant conclusions were submitted to the

Assembly in October 1965 by the Rapporteur, Senator Housiaux (Belgium). In adopting Recommendation 436, the Assembly advocated a Council of Europe action programme in three directions:

- alerting public opinion and the media;
- perfecting legislative and administrative provisions;
- scientific and technical action.

With public opinion in mind, the group of Rapporteurs had prepared a draft "Water Charter" which the Committee of Ministers adopted, after finalisation by its committee of experts, at a ceremonial sitting in May 1968. The proclamation of this text was also the signal for the launching of an extensive campaign for freshwater conservation conducted in the Council of Europe framework by its new Centre Naturopa with close co-operation and active support from the Assembly. This initial publicity campaign conducted by the Council of Europe made a considerable impact on public opinion and the media.

The discussions concerning the Water Charter were the starting point for more stringent European regulations to protect fresh water against pollution. The Assembly's joint working party, assisted by legal experts, accordingly put forward a catalogue of "Guiding principles applicable to fresh water pollution control" and subsequently a draft European Convention. This text, together with a comprehensive report, was adopted by the

Parliamentary Assembly in 1969 (Recommendation 555). It was a first attempt to find a common legal solution to the problem of water pollution, especially the pollution of transfrontier waterways such as the Rhine, Danube and Rhone rivers.

For over 15 years, governmental procrastination over this draft European Convention caused deep disappointment among the Assembly members. The scope of the Convention was reduced by the government experts, there were repeated parliamentary interventions in the form of oral or written questions or even further recommendations to the Committee of Ministers, but despite all this the representatives of the governments were neither determined enough to push the Convention through nor courageous enough to relegate it to the role of a mere historical reference.

A European Symposium on the Organisation of the Protection of Fresh Water in October 1974 was principally intended to maintain or revive government leaders' awareness of water problems and of the need for European regulations, while taking stock of the often alarming situation of certain European watercourses, the Rhine in particular.



Friess-Irmann

### The Rhine, a problem river

The critical problems of Rhine pollution were therefore on the agenda of a parliamentary hearing organised in Strasbourg in 1979 by the Assembly Committee on Regional Planning and Local Authorities and aimed once again at alerting political decision-makers to the problem of the Rhine, "Europe's dustbin" according to some critics. In a survey report submitted to the Assembly in October 1979, governments were urged to implement forthwith the two conventions signed in Bonn in 1976 to protect the Rhine against chemical pollution and chloride pollution. They were also invited to adopt measures severely restricting the use of phosphates both in washing products and in agricultural fertilisers, and of course there was a further appeal for the speedy conclusion of work on the European Convention on the Protection of International Watercourses against Pollution. Similarly, in 1987 the Assembly was presented with another report on pollution of the Rhine following the severe pollution caused by fire in the warehouses of the Sandoz company in Basle. This accident gave the Assembly occasion to reiterate its previous recommendations advocating Europe-wide protection of fresh water and to make a forceful demand for the introduction of a system of international liability in relation to disasters of this kind. The final stipulation was for a European Convention on the Protection of the Environment, providing effective international control and stating strict rules to secure the right to a healthy environment (Rec. 1052).

Concurrent action by the Assembly as from 1971 addressed a specific aspect of the pollution of water resources in the Rhine valley, namely underground water or the water-table. Oddly enough, the question of groundwater pollution had long evaded the attention of politicians and even ecologists even though this water resource makes up a large proportion of Europe's drinking water supply (up to 90% in Italy, 70% in Belgium and Germany, and about 50% in France). In its 1971 recommendation, the Assembly

points out that "the Rhine valley water-table is not only the most important freshwater reservoir in Europe but also the indivisible asset of a number of European countries". It observes that pollution, though not immediately apparent to the public, increasingly threatens this vital freshwater reservoir, and invites governments to institute effective co-operation to control the various forms of pollution affecting this common resource (Rec. 629).

Without waiting for the governments to react, the Assembly itself, at the instigation of its Committee on Science and Technology, convened a scientific working party on the Rhine valley groundwater whose assignment was first to make an inventory of the aquifer, define the relevant pollution problems and then devise practical pollution prevention and control methods. The group of scientists issued a handbook on the various cases of oil pollution and ways of dealing with them, followed by composite maps of water quality in the Rhine valley and the state of pollution of its groundwater (salinity maps, etc). Its work formed a scientific and practical basis for the preparation of a proposal for a directive by the Commission of the Communities in 1978. Only after the accident at the Sandoz plant and the serious pollution of the Rhine in 1987 was it possible to apply the European scheme for periodical monitoring of the quality of surface and underground water in the Rhine basin which the working party had put forward in 1980.

It is beyond doubt that the inaction of the Committee of Ministers on the numerous Assembly proposals for European regulations and monitoring or surveillance systems ultimately dampened the Assembly's ardour and commitment as regards this important sector of our environment.

Despite the discouragement and the uncertainty surrounding the reactions of the governments, we felt that the problem of fresh water, and more specifically its quantitative aspect as a scarce albeit renewable resource, could no longer be viewed with unconcern by European parliamentarians like ourselves.

*The Rhine, canalised to the utmost like many other rivers, is now flanked only by reaches cut off from the main stream. The purifying properties of riparian forests have since been recognised. Much restoration work has been undertaken to give back to the water some of its lost dynamic so that the groundwater can be renewed and the wildlife return.*

In this frame of mind, we tabled a new proposal in January 1990 for wide-ranging action on the preservation and management of freshwater resources in Europe.

Our initiative received some early encouragement from the Assembly in June 1991 with the adoption of an order instructing its committee for environment questions to organise a pan-European interparliamentary conference to examine water resources, which would be attended by representatives of the local and regional authorities, the specialised organisations and the economic agencies concerned.

A second proposal calls for a large-scale campaign to stimulate public opinion and media awareness so that citizens throughout Europe may appreciate the seriousness of the problem and the responsibility for better management of a resource which may fail tomorrow's Europe unless care is taken. ■

C. Pistre

Member of the Committee on the Environment, Regional Planning and Local Authorities

## In water's name

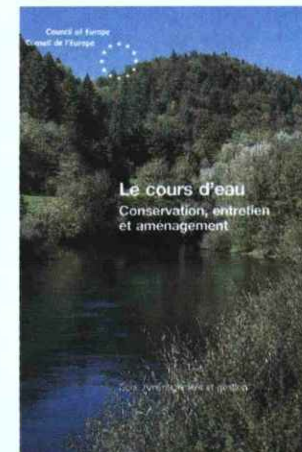
The Council of Europe wishes to call upon the representatives of local and regional government, on industry, on the specialists and non-governmental organisations concerned by the problems of water in Europe to initiate activities which can contribute to discussion on this theme and help to arrive at conclusions.

These conclusions are intended to provide input to a pan-European parliamentary conference which will be asked to put forward guidelines for political action to be submitted subsequently to governments and to the European institutions.

The Council of Europe also proposes making provision for action to increase public and media awareness in order to bring home to every one of Europe's citizens both the seriousness of the situation and his or her personal responsibility for preserving an asset which, though natural, is not inexhaustible.

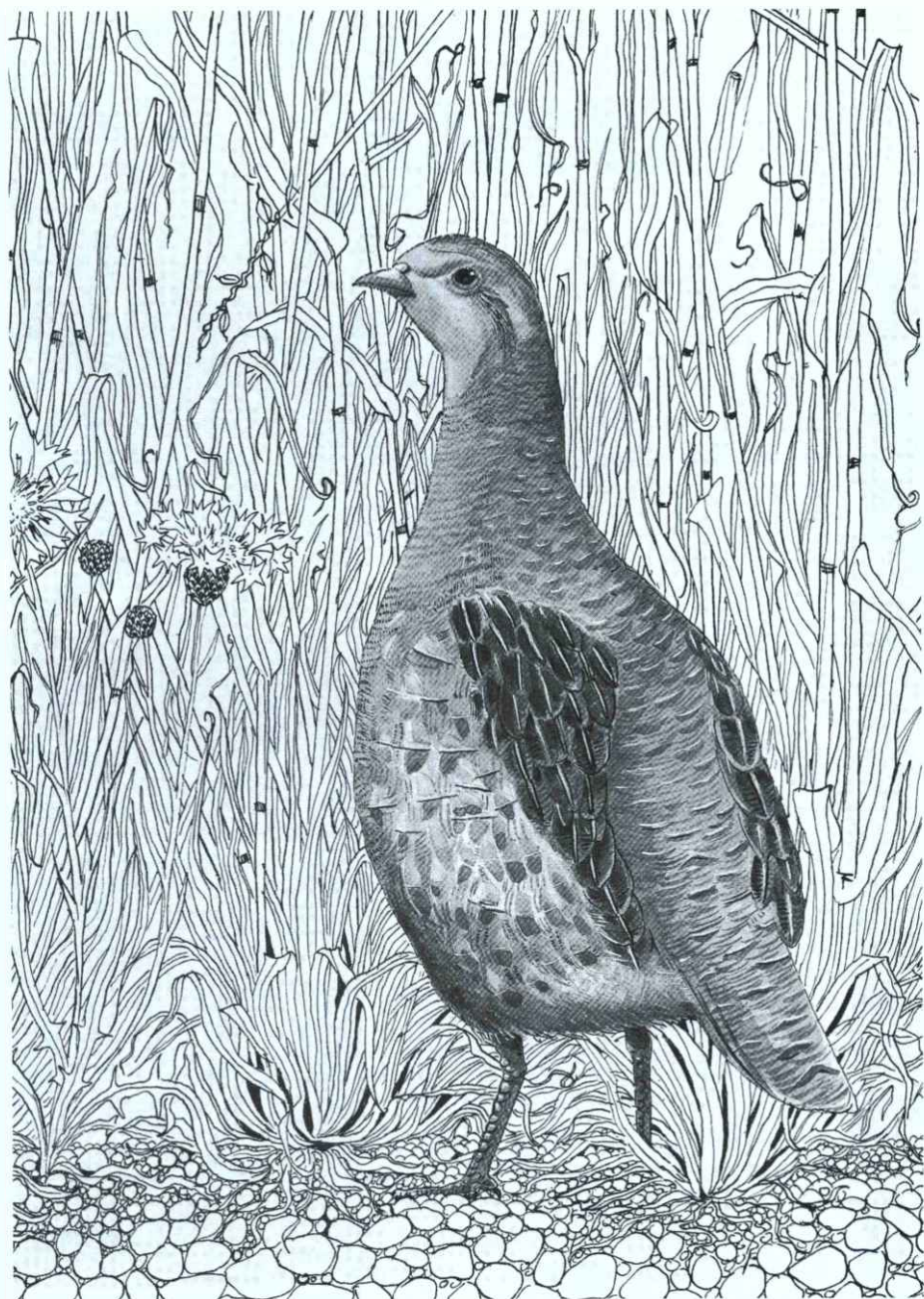
This issue of *Naturopa* forms part of this action with the above logo.

# FRESHWATER EUROPE



"Watercourses", a recent Council of Europe study, presents modern methods and environmentally benign techniques which maintain the biodiversity of rivers.

The grey partridge was the symbol of the Centre Naturopo's "Farming and agriculture" campaign in 1987.



# Agriculture

Sixtus Lanner

Farmers, fishermen and hunters have basically for centuries lived up to the philosophy of being entrusted with the sustainable management of the earth's renewable resources. The increasing world population and the considerable advancement in agricultural and fishery technology have destabilised this equilibrium. The result has been severe over-exploitation of renewable resources. This has led to soil erosion, desertification and other natural disasters. Many marine species of fish and mammals have been harvested to the brink of extinction and intensive farming methods have resulted in serious negative effects on wildlife and the environment.

The Committee on Agriculture of the Parliamentary Assembly has, since it started its work in 1949, given particular attention to

the relationship between agriculture (including forestry and fisheries) and the environment. This article aims at presenting the historic development of the Committee's work and some of the political initiatives taken over these years.

## Achieving food security in Europe

One of the main problems in Europe after the second world war was to make sure that Europeans had enough to eat. Promotion of food production was therefore given the highest priority in agricultural policies. The Committee during these years concentrated its work on policy measures which could enhance production such as improvement and easier access to input factors: seed, fertilisers, pesticides and mechanisation, for example.

The Committee also gave its strong support to the promotion and improvement of agricultural education and training. It took the

initiative in the 1950s, together with the Organisation for Economic Co-operation and Development (OECD) to recommend the creation of an International Centre for Advanced Mediterranean Agronomic Studies with a view to strengthening agriculture in this less developed region. The Centre was formally set up in 1962.

The intensification of farming resulted in many people leaving the profession and the countryside to seek employment in urban centres with resulting social problems. This was another priority area of the Committee's work during its early period of existence and the Committee in particular took the initiative to improve the social situation of farmers, farmworkers and their families.

## Europe can feed itself

This production-oriented agricultural policy gave its well-known results. Europe's agriculture could produce enough food at reason-

able prices for its population. The Committee therefore changed its focus and increasingly looked at the health of food and various consequences arising from the use of intensive farming methods. It produced reports on chemical residues and additives in foodstuffs, the use of pesticides in agriculture etc. It also studied the problems of animal welfare. This work has resulted in the conclusion of three European Conventions. The first which was signed in 1968 concerned the protection of animals during international transport, the second signed only in 1976 established rules for the protection of animals kept for farming purposes and it was followed three years later (1979) by a third one covering the protection of animals for slaughter.

## Agricultural surpluses

The continued emphasis on production in agricultural policies has evidently led to important surpluses in certain products. The Common Agricultural Policy of the European Community also contributed to this development in an important way. Certain market regulations made it possible to further intensify meat production with the cheap import of animal feed. The balance between offer and demand had been upset, and the soil was used to its limits. The use of input factors as well as the geographical concentration of intensive animal farming started to have serious effects on the environment: intoxication of soil, pollution of water and air. Agriculture had also become a threat to wild animals and plants by removing or damaging their natural habitat.

Society's increasing dependence on fossil fuels to satisfy its need for energy and raw materials for industry was, however, the ma-

nor cause of environmental destruction. The Committee has on the one hand looked at possibilities of restoring a sound relationship between agriculture and environment, and on the other hand studied opportunities to replace fossil fuels by agricultural raw materials which would not cause pollution. A multifunctional agricultural sector is the only guarantee for the preservation of a living countryside with benefits for all citizens.

## A challenge

The new and explosive changes in central and eastern Europe have prompted an immediate response by the Council of Europe. New agricultural policies are urgently needed in these countries in order to safeguard social peace and consolidate the democratic process. It is important that the ongoing reforms of the agricultural and food sector should lead to a lasting satisfactory food supply. The Committee has, against this background, initiated a Europe-wide debate on the policy changes required to safeguard food supply in central and eastern Europe and for the preservation of a living countryside with a healthy environment and a sound agricultural sector. The first of these debates took place in Igls (Austria) in 1990 and the Second European Agricultural Forum will be organised in Switzerland in 1992. Participating in these debates are representatives of the farming sector, parliamentarians and members of governments. Important new concepts linking principles of nature conservation to trade in agricultural commodities were developed during the first Forum and it is expected that the second Forum will break new ground for the implementation of sustainable management policies regarding natural resources.

## Examples of required policy reforms

The following section will give a few examples of the Committee's work on different aspects of the relationship between agriculture and the environment. The examples have been chosen to illustrate the enormity of the problem and how important the Committee considers it to be to pay much more attention to environmental parameters when drawing up policies in several sectors, including agriculture.

### 1. Importance of healthy soil

The Committee's particular concern for the preservation of clean soil was taken up in two reports. The most dramatic of these was the one dealing with lessons from the Chernobyl nuclear disaster. A more comprehensive study of the consequences for agriculture of current soil degradation analysed the problem from two aspects:

- "the irreversible consumption of land by converting it to other uses such as housing, industry and roads; and

- the deterioration of the land by various forms of pollution and soil erosion".

More stringent soil protection policies giving equal emphasis to these two sides of the problem were called for in the Council of Europe area. Proposals made included:

- keeping good agricultural land off-limits for non-agricultural conversion;

- more prudent use of fertilisers, herbicides etc;

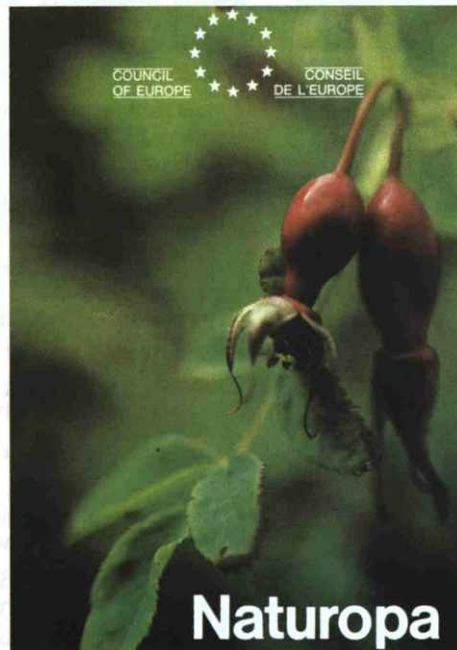
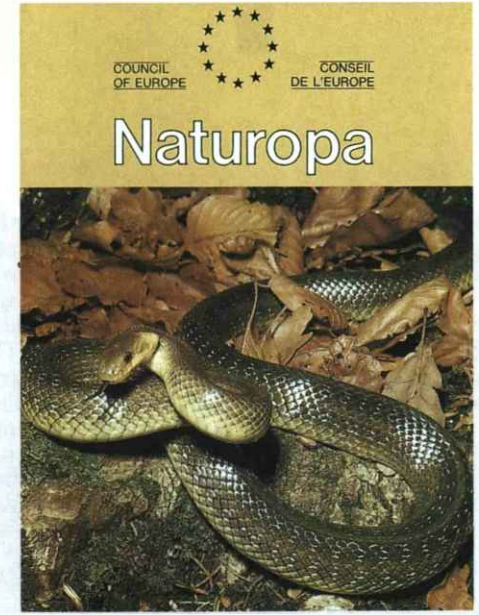
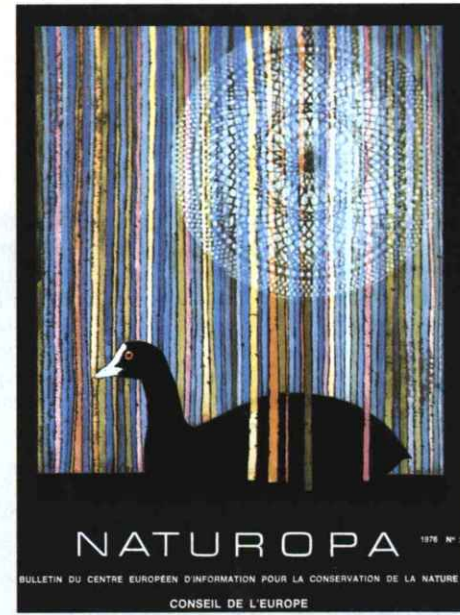
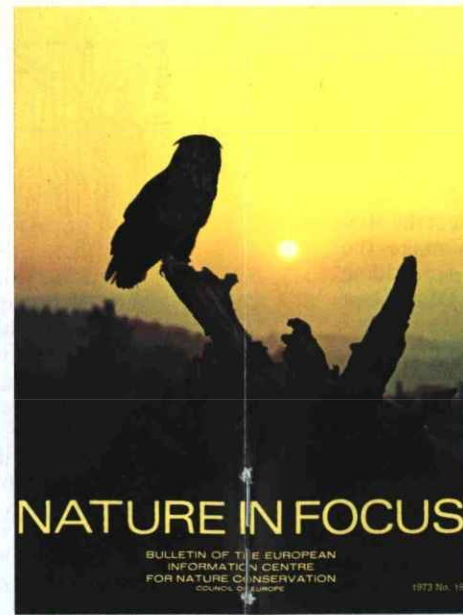
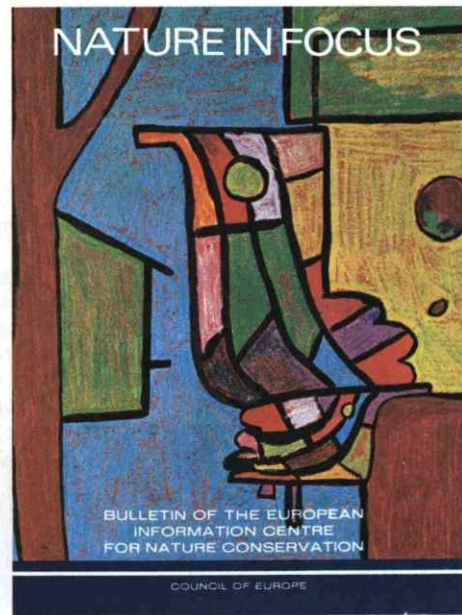
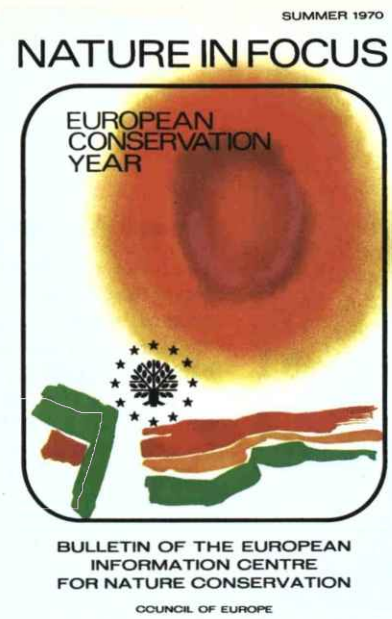
- abandonment of monocultures in favour of crop rotation from one year to another;

- a stimulation of an agriculture more attentive to environmental considerations and quality of production.

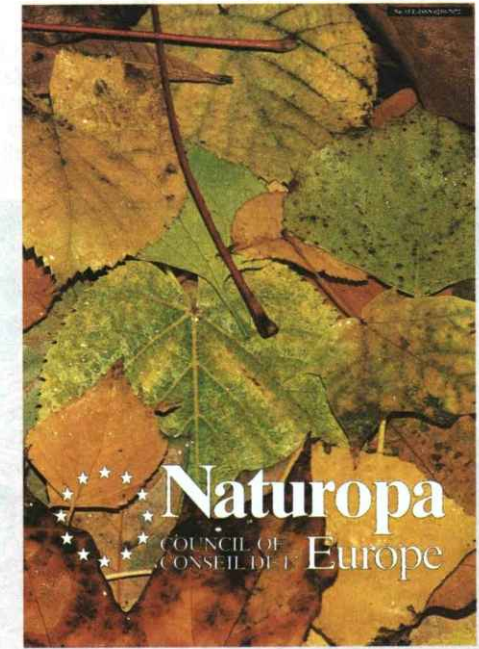
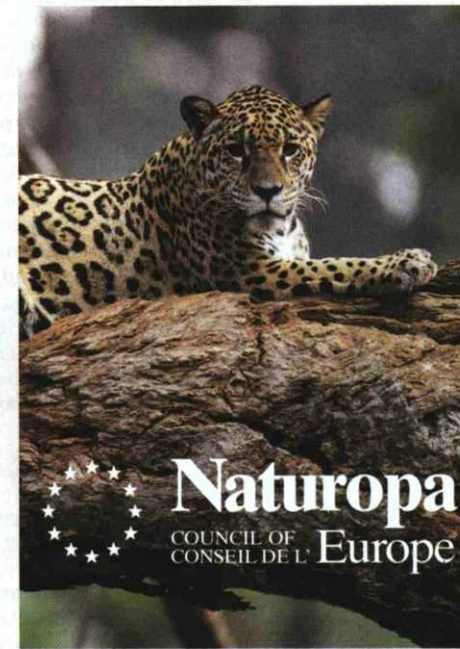
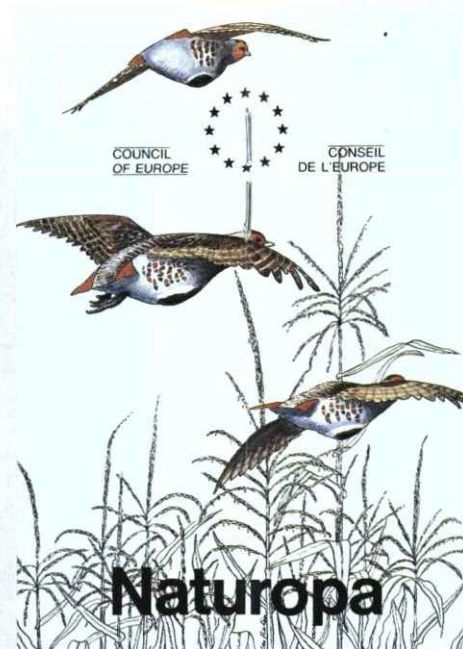
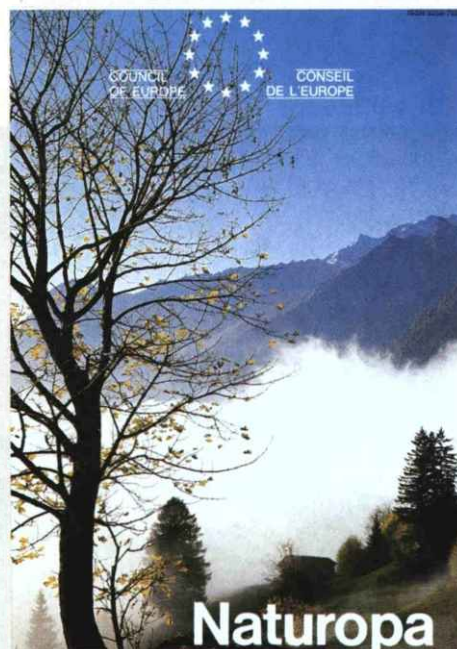


J.-P. Delobelle/BIOS





Free access to objective information is the basis of every activity in the European democracies. Over the past 25 years the Council of Europe's Centre Naturopa has worked in this direction principally through its publications and information campaigns, in order to inform Europeans about the state of their natural environment.



Finally, the Council of Europe was called upon to draw up a European Convention for the protection of the soil, building on previous achievements in this field. We must make sure, the report concluded, that we do not "leave to our children and grandchildren a soil which they cannot or dare not use, a land derelict and deserted".

The Council of Europe, as suggested by the Assembly, presently works with the drawing up of a Convention on soil protection.

#### 2. Agriculture can produce clean energy and reduce industrial pollution

The Committee organised in May 1991 a hearing on agriculture's contribution to enhancing energy security. This hearing clearly showed that the use of agricultural land for the cultivation of biomass for energy production would:

- reduce, and in the longer term possibly eliminate, the contamination of soil and the pollution of air and water stemming from the burning of fossil fuels;
- increase energy security in Europe as well as in many developing countries with positive effects on the economies and on employment;
- give a new production task to agriculture and in an important way contribute to the revival of the countryside, to an increase in rural employment and to the development of a new clean industry;
- reduce agricultural subsidies and strengthen farmers' income.

The large-scale use of biomass in a renewable energy strategy is of particular importance because it can be introduced faster on the market than other renewable energies, which are used mostly for electricity production, whereas biomass can also replace fossil fuels.

An earlier report on European agriculture as a supplier of raw materials and energy to industry also considered the energy sector as a natural market for agricultural products but it stressed the important industrial uses of cultivated plants. The use of wood in the construction industry would reduce excess carbon-dioxide in the air since trees absorb and bind CO<sub>2</sub> during their growth process. The use of natural products in packaging material and in the chemical industry would result in less pollution and eliminate for example non-degradable plastic bags.

#### 3. Animal husbandry and the environment

Intensive animal husbandry has resulted in considerable environmental problems caused by the large amounts of manure which has been spread on the land or drained into rivers. The Assembly on the basis of a report on the manure problem recommended to member governments and to the European Community:

"to establish satisfactory rules and legislation which can guarantee that the storage, handling and application of animal manure on farmland do not result in any degradation of food quality or of the environment but rather improve soil and soil fertility. This implies setting maximum limits on the quantities applied according to the soil, cultivation methods and manure quality (mineral, nitrate, phosphate, etc. content), fixing quality norms (including sanitary standards) and establishing rules for storage, application periods and application technology in accordance with geography, climate and habitation. Particular emphasis should be given to the reduction of nitrates, phosphates, heavy metals, methane and ammonia, unwanted organic contents and chemical additives, by modifying animal feed, if necessary, while respecting the European Convention for the Protection of Animals kept for Farming Purposes:

to adopt measures, in order to meet the above requirements, designed to make the maximum number of animals per holding dependent on locally available land, to adapt the feed composition and improve systems for the handling and processing of manure. These measures may require the introduction of manure accountancy and a manure tax (the polluter pays)".

#### 4. Global responsibility

Pollution does not respect national borders and major environmental problems in one part of the world often have consequences for other regions of the globe. The major global problem given special attention by the Committee has been how to feed the world's increasing population. It has therefore set up a Sub-Committee on World Food Problems to study food security strategies and suggest improvements in food aid policies. The pressure of poor people on natural resources for their survival needs is so important that many resources are being depleted with lasting environmental damage as a result.

The Assembly in its resolution on food aid and food security policies with regard to the world food situation and the environment asked member governments in their food aid and development policies:

"to do their utmost to ensure that development projects will preserve the environment and not lead to soil erosion, desertification, air, soil and water pollution, unwanted deforestation and loss of biodiversity".

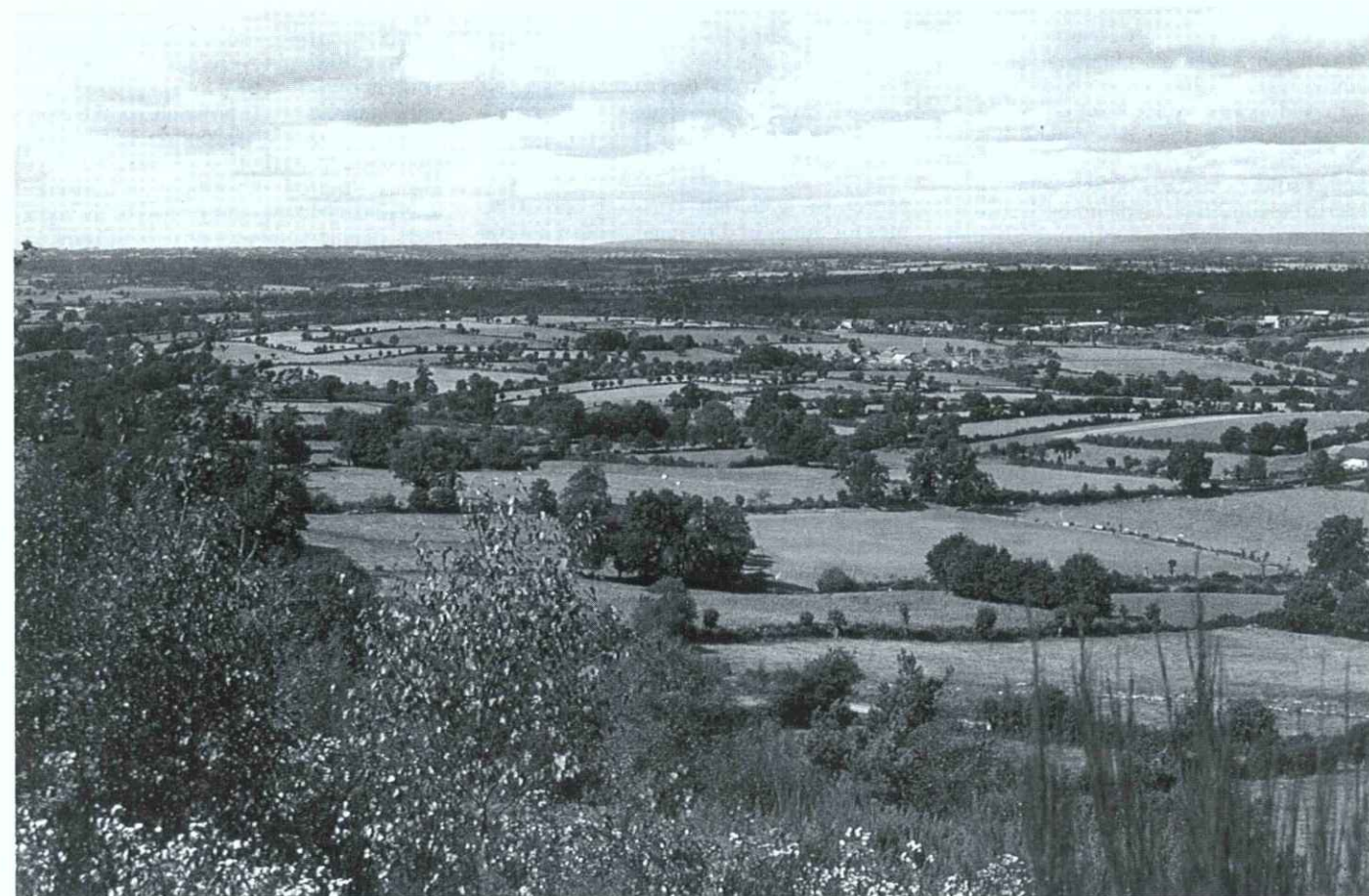
#### Tomorrow's European countryside

The enormous challenge facing our society is to maintain a healthy environment for future generations. Farmers and fishermen used to be the stewards of our land, forests, rivers and seas and they must be given the possibility of continuing this important function in addition to producing healthy food. A well managed and maintained countryside has become increasingly important as a place of recreation for millions of city-dwellers. The variety of the European countryside, its many beautiful landscapes and its cultural diversity, must be defended by all means. A viable agriculture is fundamental for the preservation of a living countryside. Agricultural and rural development policies must imperatively take account of the multiple functions of farmers and their families and such considerations must also find a place in trade policies. This article has aimed at illustrating how the Committee on Agriculture is trying to analyse the global task of farmers in a future European society. ■

S. Lanner  
Chairman of the Committee on Agriculture



J. Frebet/BIOS



A. Beignet/BIOS

## Environment and regional planning must go together

Victor Ruffy

The 1980s saw recognition of the ecologist movement and the first signs of getting to grips with environmental protection proposals.

For perfectly laudable reasons – and some less laudable ones – environment policy began to gain the upper hand over spatial planning.

A monitoring campaign was mounted to provide essential data about developments in the natural environment; prevention measures were rushed in to avoid the repetition of major accidents and primarily speculative development programmes were

questioned. Because of this it was not difficult to justify initially a shift in emphasis towards environmental strategies. But it cannot be denied that the circumstances were exploited by some politicians in order to postpone necessary planning measures on the grounds that they were ecologically unsafe.

Yet the scene was set for further commitment to reasonable land-use management, controlled urban construction and urban planning that respected minimum standards even in suburban areas.

The economic difficulties most European countries went through in the early 1980s did the rest. Restrictive regulations and land-use provisions, together with hold-ups caused by co-ordination work, all seemed at odds with the need to boost the economy and the prevailing ideological mood in favour of "less government". Deregulation – and the loop-holes that go with it – began to sweep across regional planning.

Professionals and politicians alike – convinced that their approaches dove-tailed and their objectives were one and the same – strove to stamp out the slightest suggestion of competition and to work in synergy.

The strongly held belief that the findings of research into the environment would help to bolster the need to organise land-use and be spatially organised according to new values has now been vindicated.

Because of the fragility of the environment, no further development can be conceived without fundamental, overall consideration of the spatial aspect.

#### The 1990s – a planned meeting-point comes true

However spatial planning is envisaged, its links with environment protection must come to mind. Even if it is seen as judicious use of land, regional planning cannot be trea-

ted in a way that fails to respect the living environment. A fortiori, programmes for coastal or upland regional planning, or those aiming at a reduction in regional disparities, can no longer be undertaken unless attention is first paid to the environment. It is increasingly commonplace for the findings of impact studies carried out for planned projects to have an effect on planning decisions. Whether they are individual projects or part of region-wide operations, considerations prior to any political decision have without the shadow of a doubt been enriched in comparison with the approach taken 20 years ago, thanks to environmental specialists.

On the other hand, there is no denying that spatial planning is the area where environment policy can be applied. As a result of its co-ordination, synthesis and instrumentation role, it can often help to turn policy into reality.

Safeguarding bio-diversity, managing natural resources or even improving the quality of life are first and foremost general political objectives which can only take shape by means of inventories, threshold-values and,

above all, measures connected with spaces or environments found in plans: in a nutshell, spatial planning. Whether protection is absolute or adaptable, whether it concerns one or more human activities, its transcription into space is a sine qua non for its effectiveness.

Moreover, generally speaking, programmes for integrated management of natural resources give rise to instrumentation concerning various levels of competence. If the neatly succinct and frequently quoted slogan "Think globally, act locally" is to be honoured, dialogue between partners from different institutional tiers must be stepped up. How is it possible to work other than on the basis of reference documents such as maps and plans?

Of the many components of environment protection, reducing traffic levels is a fine example of both convergence and the meeting-point between this field and spatial planning. As its aim is to improve residents' well-being standards, improve air quality and lower noise levels, reducing traffic is up to local inhabitants and can be regulated through planning decisions.

"Just as in the case of problems relating to construction (use, size, distances, appearance, etc), the right to reduced traffic levels tends above all to be a local right, undoubtedly inspired by the principles of the aforementioned general legislation, but basically coming about on the basis of the sensitivity of local authorities, inhabitants and citizens if they manage to put their views to the architects, planners and specialists in this new discipline."

Although essential for applying certain elements of the joint policy of environmental protection and spatial planning, the local scale is incapable of righting all the imbalances in the relationship between mankind and the environment. When it launched its "Campaign for the Countryside", the Council of Europe laudably set out to alert both politicians and the public to the cumulative hazards of people deserting the countryside coinciding with purely profit-motivated world strategies which were likely to wipe out whole swathes of the countryside, in western, eastern and central Europe alike. By pointing out the need to work out corrective measures should world-level negotiations succeed, the Council of Europe brought out

the links between economics, ecology, regional development and regional planning. This campaign was just one more action in a range of work and reports proving that the Council of Europe pays close attention to the environment and regional planning.

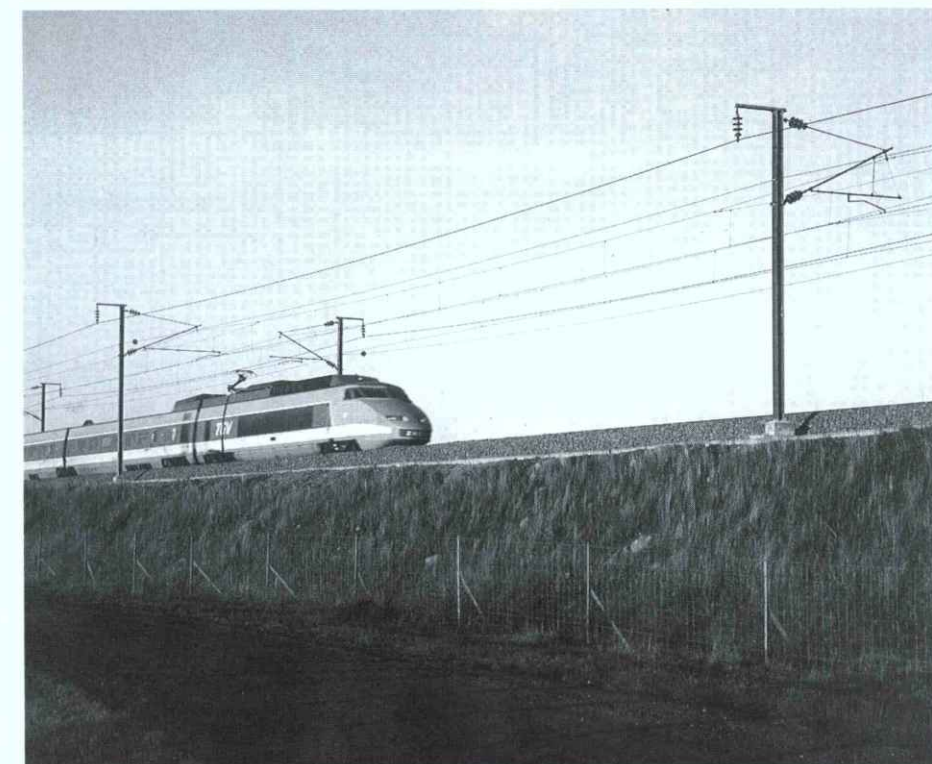
### A political forum and ideal think-tank for a rediscovered Europe

The Council of Europe's general philosophy has helped to define human rights and see their observance as a litmus-test of political régimes when welcoming central and eastern European countries in its midst. It therefore has its finger on the pulse when it comes to defining the relationship man should have with the very source of his existence, the Earth, and norms to be respected with regard to it in order to ensure its survival. What good are human rights if man's behaviour condemns him through an irremediable degradation of the environment? But for apparently unsurmountable legal obstacles, the Convention on Human Rights would already contain articles relating to the right to a healthy environment.

But in addition to this vital approach, the Council of Europe has also acted through the application of the Convention on the Conservation of European Wildlife and Natural Habitats, or Bern Convention. With the European Regional/Spatial Planning Charter (Torremolinos Charter, 1983) and the document for the European Conservation Strategy, adopted by the Ministerial Conference on the Environment, which met in Brussels in 1990, the Council of Europe has demonstrated its desire to forge closer links between development, environment protection and spatial planning all rolled into one concrete policy.

The Standing Conference of Local and Regional Authorities of Europe (CLRAE), an indispensable extra forum and secular arm of the Council of Europe on planning issues, has repeatedly called for priority to be given back to spatial planning, stressing that "decentralisation, giving more power to the regions, especially in the field of spatial planning, makes it more necessary than ever to contemplate spatial planning in overall European terms" (Resolution 188 on regional policy and regional planning policies in Europe, 1988). Through its Resolution 170, passed in 1986, on "Transport planning - How to strike a balance between economics and ecology", it examined one of the problems of spatial organisation where, as has already been mentioned, the areas are most obviously linked.

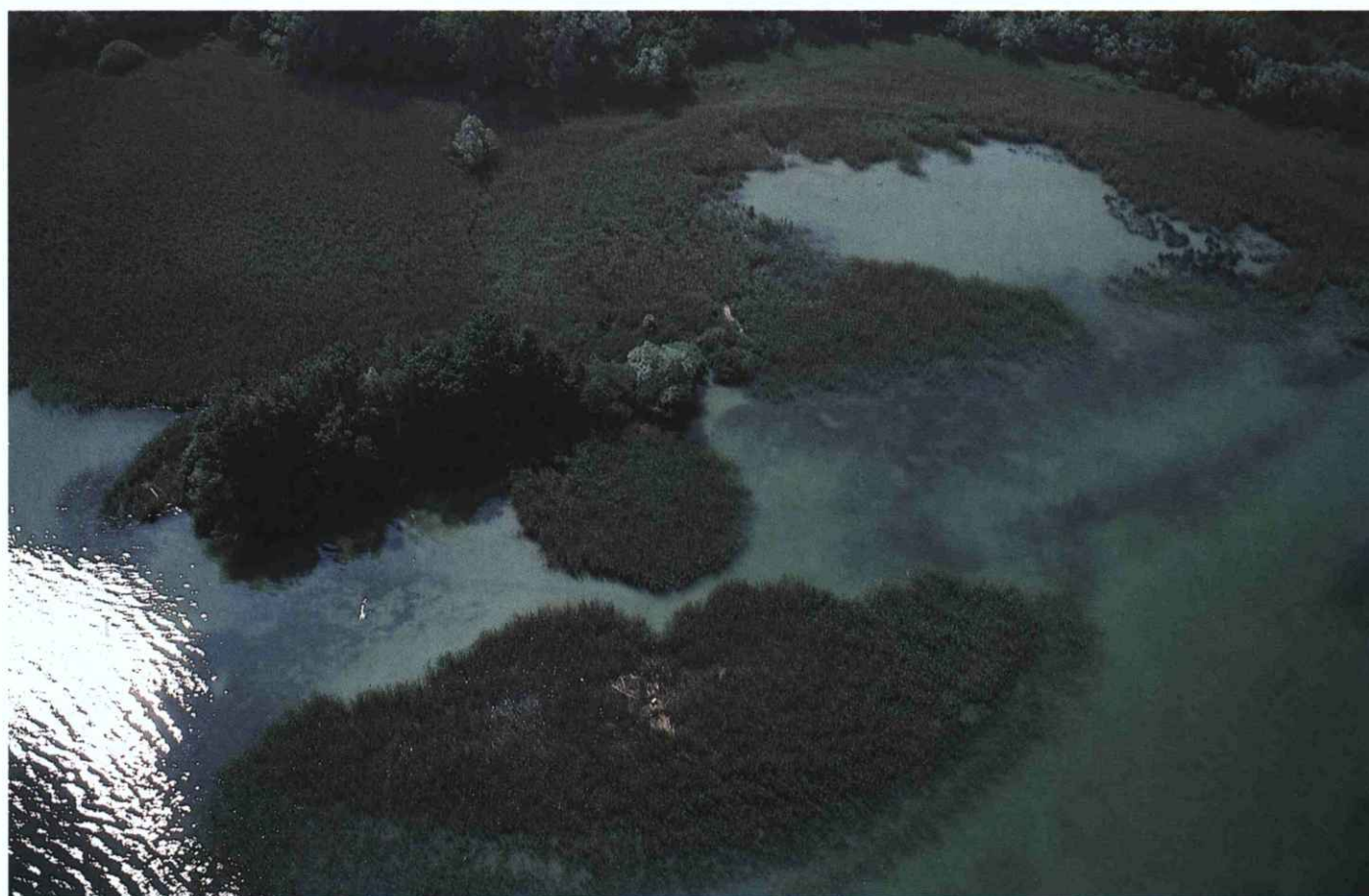
Very recently, at the 9th European Conference of Ministers responsible for Regional Planning, held in Ankara in November 1991, the Norwegian Minister for the Environment presented a report entitled "New prospects for regional/spatial planning at European level", stressing the concept of sustainable development and the consequences that might imply for regional plan-



The train is the modern means of transport which takes up the least space. However, its impact on the environment must be taken into account, notably in order to avoid fragmentation of biotopes.

A. Bouche/Pluricel

The southern shores of Lake Neuchâtel are of international importance, also for birdlife. They have been the subject of detailed studies, an intercantonal plan and the resumption of protection measures in municipal land use plans.



Service cantonal vaudois d'aménagement du territoire

ning in a forward-looking perspective and for a rediscovered Europe now including the countries of central and eastern Europe.

Declarations made on that occasion, the forthcoming publication of the European planning strategy herald the inevitable comeback of spatial planning as an indispensable integration tool, both for European spatial integration allowing for the consequences of a now major east-west axis, and integration whereby the demands of economic development, protection of the environment and human ecology are made coherent.

With regard to both basic considerations and instrumentation, the Council of Europe has the precious means to implement an integrated policy for organising European spatial organisation. To drop the idea now is almost inconceivable and would mean squandering energy and disappointing the newest members whose expectations are great. It would also be an unforgivable neglect of responsibilities which any other institution would be hard put to take over.

We feel that, at present, an enlightened political will that meets the requirements of current reality would make use of the publication of the European planning strategy to open a debate on its basic elements, to decide how well they are founded and how they might be implemented.

With this in mind, there is no option but to follow Recommendation 1108 (1989) on 20

years of regional planning in Europe and to "set up a single steering committee or council for problems relating to living conditions and the natural environment in Europe, which would be responsible for planning and co-ordinating the work of technical committees or rapporteur groups working in fields which have been unduly compartmentalised hitherto, such as spatial planning, environmental management and conservation of the historic heritage". By deploying a small team that could gather basic information from member countries and distribute it, the Council of Europe would be showing its desire to adapt its administrative structures to the times. It would also be creating a think-tank made necessary by the new European architecture.

V. Ruffy

Deputy Chairman of the Committee on the Environment, Regional Planning and Local Authorities

# Tourism

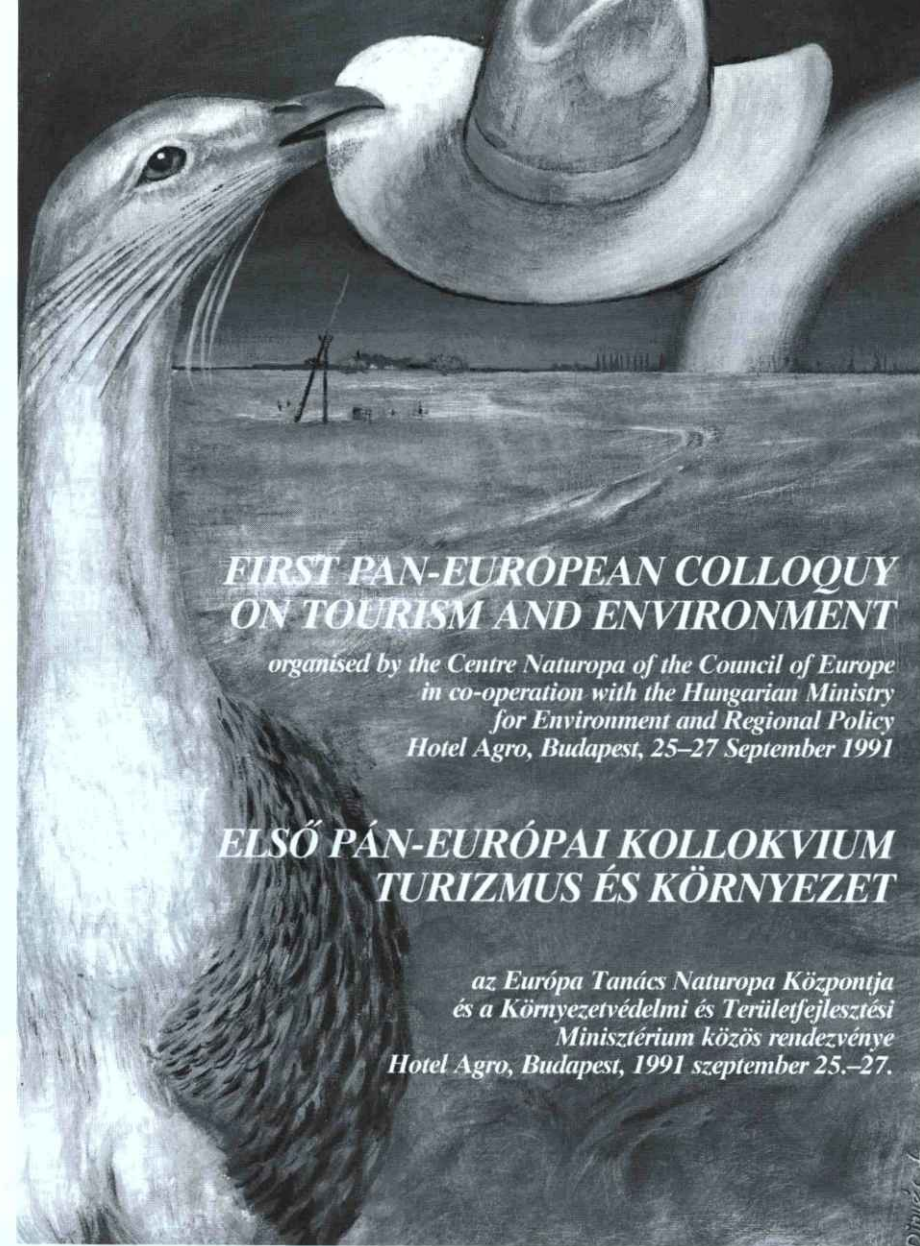
Olaf Feldmann

Tourism has become a key sector of the economy and a significant factor in growth and development. Tourism creates jobs and wealth, generates investment and regional development. It is a complex, intersectoral activity. Unfortunately the economic, social and cultural importance is often poorly understood and therefore underestimated.

The cultural aspects of tourism should be integrated in tourism policies. The negative effects of mass tourism on the cultural heritage should be registered as well as the cultural attractions. The objectives of tourism should be differentiated and planning adjusted accordingly. Attention should be given to education and preparation, but also to widening access. Greater attention should be given to combining tourism with the promotion of culture. Its potential for increasing understanding between people depends upon recognition of tourists as individuals.

Awareness of the major environmental problems and growing concern for healthier lifestyles have generated an increasing need for leisure activity closer to nature and restful.

Unfortunately, mass tourism has evolved into an insufficiently controlled phenomenon



## FIRST PAN-EUROPEAN COLLOQUY ON TOURISM AND ENVIRONMENT

organised by the Centre Naturopa of the Council of Europe  
in co-operation with the Hungarian Ministry  
for Environment and Regional Policy  
Hotel Agro, Budapest, 25-27 September 1991

## ELSŐ PÁN-EURÓPAI KOLLOKVIUM TURIZMUS ÉS KÖRNYEZET

az Európa Tanács Naturopa Központja  
és a Környezetvédelmi és Terülefejlesztési  
Minisztérium közös rendezvénye  
Hotel Agro, Budapest, 1991 szeptember 25.-27.

non which endangers landscapes and environment.

The European Community has proclaimed 1990 as the European Tourism Year. Now we have to find new opportunities to concentrate the scattered and fragmented activities in tourism politics. The Council of Europe and the governments of the member States should define general aims and common goals for a concerted European tourism policy.

The Centre Naturopa has recently proposed that a group of specialists be formed in order to study the increasingly serious problems concerning tourism development and the respect for nature.

The European Parliament, in its resolution of 13 July 1990 has identified many of the key problems caused by mass tourism and called for action in the field of environmental protection. The Assembly has called the governments of all member States to apply, where applicable, the measures contained in the European Parliament resolution.

For example, the Assembly recommends that the Committee of Ministers moves beyond the stage of scattered achievements and has proposed a meeting at the all-

European level for the various bodies involved in tourism. However, one should be aware that the major decisions for tourism policy must take place in the tourism regions themselves. A major task is to coordinate the various incentives of the member States.

In this context I should like to highlight the series of colloquies of the Council of Europe's Centre Naturopa which started in October 1991 in Budapest. Under the title "Tourism and environment", it is intended to organise one colloquy per year in a different country in east and central Europe as a very important contribution to both these countries' development and the safeguarding of their natural environment. An interesting declaration on general principles was the result of the first colloquy which will be followed, in September of this year in Bucarest, by the second one aimed at major river deltas and underlining the unique values of the delta of the Danube.

D<sup>r</sup> O. Feldmann

Member of the Committee on the Environment, Regional Planning and Local Authorities

## Worldwide approach

Wolfgang Blenk

Since the beginning of the 1970s, the Parliamentary Assembly has regularly examined the problem of ecological risks at national and international level. With its resolutions and recommendations calling for account to be taken of and priority to be given to the ramifications for the environment of all major technical and economic decisions, in retrospect the Council of Europe has played a pioneering role in heightening international awareness of environmental problems.

The high-point of these activities over the years was undoubtedly the organisation, in co-operation with the Canadian Parliament and Government, of the Ottawa Conference in June 1990, with as its central theme the role of science and politics in confronting the threats facing the world environment.

Scientists, politicians and economists from Europe and America, as well as the third world and eastern Europe, exchanged ideas and drafted recommendations with a view to adopting a joint and concerted approach to reduce, combat and ward off threats to the environment, a growing danger to the equilibrium and survival of our societies.

Discussions were based on a set of four established facts:

- the obvious uncertainty and general imprecision of all scientific conclusions as to the real causes of the complex changes to the world environment (eg the hole in the ozone layer, climatic changes, deforestation, a rise in sea-levels, acid rain and forest death, the greenhouse effect, the dramatic extinction of animal and vegetable species);



Many animal and plant species are disappearing because of the overexploitation of tropical forests.

- widespread concern in international economic circles over the unpredictable consequences of the vital re-orientation of economic policy (the catch-phrase being "new growth model");

- wavering or even visible feet-dragging by political leaders over the need to make radical transformations;

- growing public distrust, signs of which can be found in nearly every country, towards politicians, scientists and the media because of their obvious inability to join up and find a solution to all these problems.

Science, technology and research alone cannot offer a cure. A way needs to be found to reconcile the urgent need for sweeping protection and restoration of the environment with market economy mechanisms. Nothing will be achieved, in any case, unless scientists, politician, economists, educationalists and the media put their heads together and take joint action.

Discussions and reflections led to the following conclusions: the interactions at play in the dramatic degradation of the world's environment are so complex that it is almost impossible to be certain how far and in what direction changes must be made. Tiny differences in the initial conditions can often be enough to trigger off unpredictable upheavals in eco-systems, apart from the fact that many phenomena have yet to be explained scientifically. The only political conclusion to be drawn is that it is better to act fairly well in time than very well too late.

### Indispensable dialogue

Dialogue between scientists and politicians must be stepped up. To this end, politicians need the means to be constantly informed of scientific and technical progress, while scientists and researchers must present their

findings to the public and politicians in a comprehensible and persuasive way.

We must realise that in our threatened world the role of technological innovation will reach its limits unless there is a change in the collective mentality, a sharper awareness of problems and a change in every aspect of man's behaviour. This means that the new technical processes and solutions prescribed by scientists must not tempt us to give in blindly to technology and stick to traditional practices.

Finally, there is a fundamental link between worldwide environmental upheaval and the worldwide energy problem, especially in third world countries.

In its draft recommendation, the Parliamentary Assembly calls on member States to step up co-operation on all levels - local, regional, national and international - in order to draw up an exhaustive list of problems. From the micro- and macro- economic points of view, State and company accounting must allow for the cost of conserving and restoring the environment and the fact that dwindling natural resources are being used up. The proposal for heavier tax on acts against the environment based on the "polluter pays" principle is a response to the desire to encourage technological changes; the aim is gradually to reduce the consumption of resources and bolster a feeling of responsibility in ecological matters.

The Committee on Science and Technology of the Parliamentary Assembly has been charged with making a top priority of drafting a list of scientific and technological measures with a view to concerted action for solving international environmental problems.

D<sup>r</sup> W. Blenk

Chairman of the Organisation Committee of the 7th Parliamentary and Scientific Conference of the Council of Europe, Ottawa, Canada, June 1990



F. Tondre



Sygnia

If earthquake forecasting, such as for that which hit Satchkhere in Georgia (1991), is still illusory with current knowledge, everything possible must be done to prevent major accidents like the one at Chernobyl nuclear power station.

# Natural and technological catastrophes

Jean-Pierre Massué

The Parliamentary Assembly of the Council of Europe has for a long time now been taking an interest in the problems of prevention of and protection against major risks. Since 1970, the Parliamentary Assembly has adopted recommendations or resolutions (see pages 26-27) relating to European solidarity in cases of catastrophe.

As a result of the initiative by the Member of the Academy, J. Soustelle, President of PACT (European network on science and technology put to the service of the cultural heritage set up as part of the Assembly's scientific co-operation) and President of the European University Centre for the cultural heritage, Ravello, Italy, a series of informal meetings of Ministers from southern Europe were held in 1985 and 1986. At their session in December 1986, in Istanbul, Ministers asked the Committee of Ministers of the Council of Europe to set up an Open Partial Agreement on major catastrophes. For its part, the Parliamentary Assembly in its Recommendation 1036 (1986) backed this proposal. In 1987 the Committee of Ministers authorised the creation of an Open Partial Agreement on the prevention of, protection

against, and organisation of relief in major natural and technological risks based on Resolution (87) 2.

## Open Partial Agreement

The aim of this Agreement is to examine, from a multi-disciplinary point of view, the means of co-operation for prevention, protection, and organisation of relief.

The member states are Algeria, Belgium, Spain, France, Greece, Italy, Luxembourg, Malta, the Principality of Monaco, Portugal, the Republic of San Marino, Turkey and the USSR. The Commission of the European Communities, the World Health Organisation (Regional Office for Europe) and Unesco also take part in the Agreement.

Training and research activities are undertaken from the network of European centres of the Partial Agreement, including the following centres:

- European centre for disaster-medicine, San Marino (RSM);
- European University Centre for the cultural heritage (CUEBC), Ravello (I);
- European training centre for natural disasters (AFEM), Ankara (TR);

- European centre on prevention and forecasting of earthquakes, Athens (GR);
  - European centre on geodynamics and seismology, Luxembourg (L);
  - European Mediterranean Seismic Centre, Strasbourg (F);
  - European Mediterranean centre on marine contamination hazards, Valletta (Malta);
  - European centre for information to the public in the event of disaster situations, Madrid (E);
  - European observatory of oceanology: prediction of major risks and environment regeneration, Monaco, Principality of Monaco;
  - European centre for non-linear dynamics and theory of seismic risk, Moscow, (Federation of Russia);
  - European centre on the legislative aspects of disasters, Brussels (B);
  - European centre on major industrial disasters, Aveiro, (P).
- At the ministerial meeting of the Agreement in Ankara (9-10 July 1991), the Ministers pointed out the importance they attached to the contribution of the Open Partial Agreement to the United Nations International

Decade on Natural Disaster Reduction (IDNDR).

The Open Partial Agreement's contribution to the IDNDR fell mainly in the following areas:

- earthquake prediction based on:
  - the Strasbourg Conference on Earthquake Prediction: State-of-the-Art (October 1991);
  - the code of European social ethics on information of earthquake prediction;
  - the draft joint research programme on earthquake forecasting methods;
- informing the public about what to do in case of natural disasters, using teaching materials and those based on games;
- compiling an atlas of Mediterranean seismic systems possibly based on programmes undertaken as part of the Open Partial Agreement.

On the other hand, concerted European programmes are already under way and deal for example with "follow-up of the Chernobyl disaster from the health point of view". This project is intended to set up a system:

- of computerised epidemiological monitoring, with checks on people in the irradiated areas, to bring out the ramifications of the Chernobyl accident on the health of local residents;

- for assisting medical decision-making for treating those people affected.

The project would begin working as of January 1991 in the following disaster-struck areas: Ukraine, Byelorussia and the Russian Federation, the Black Sea region of Turkey.

There is also a project for conservation of coral eco-systems whose objectives are: implementing measures for conserving the coral eco-systems in the Gulf at risk from pollution and a drop in the sea temperature (in Winter 1991). These measures include sampling the coral eco-systems and growing the samples at various key points (Monaco, Sicily and Saudi Arabia) before replanting them in the Gulf once the causes of their destruction no longer exist.

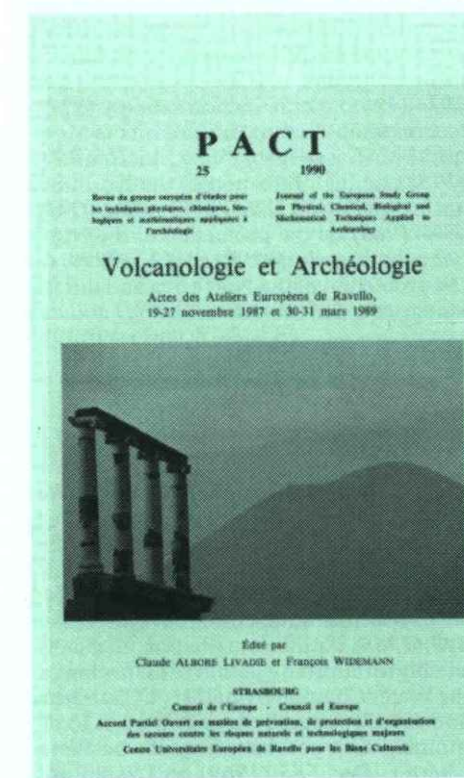
J.-P. Massué  
Executive Secretary  
Open Partial Agreement of the Council of Europe on Major Disasters

## The European warning system

In the event of a major seismic incident (magnitude equal or greater to 6 on the Richter scale) the EMSC informs the Council of Europe "in times of potential emergency", the latter immediately informing the Permanent Correspondents of the Open Partial Agreement in order, by means of a teleconference, to make a concerted response to the immediate demands of the affected State or States.

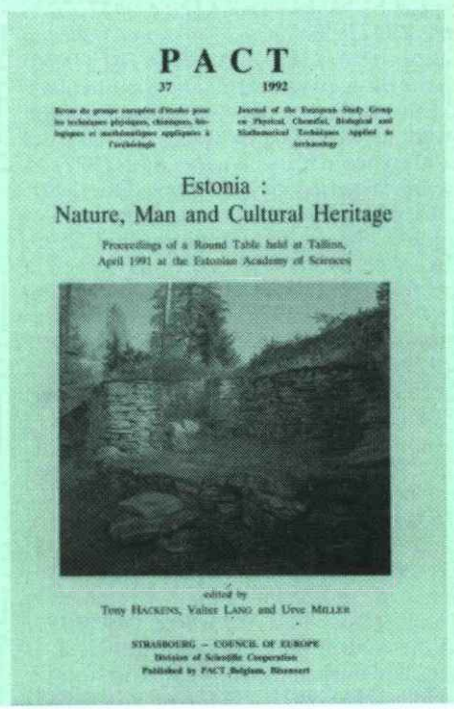
For example, the Alert was activated in the event of the earthquake in Georgia which registered 6.9 on the Richterscale, followed by a teleconference to co-ordinate aid, from the member States of the Open Partial Agreement on major disasters of the Council of Europe, to the affected regions of Georgia.

This European warning system was again set in motion by the earthquakes in Erzincan (Turkey) on 13 and 15 March 1992. Two teleconferences from the Council of Europe helped to rationalise the assistance offered by European states to the stricken country.



## PACT Journal

The European network of scientific co-operation (PACT-Sciences and techniques applied to cultural heritage) issued about 40 top scientific publications on various themes.



# Adopted texts

## General policy, nature, wildlife and environment

**Rec. 284 (1961)** on the establishment within the Council of Europe of a permanent system of cooperation in matters concerning the protection of nature in Europe (Doc. 1266, CC). **Rec. 438 (1965)** on the first Council of Europe programme on public health (Doc. 1960, CS). **Rec. 586 (1970)** on the Council of Europe activities on nature conservation and the protection of amenities (Doc. 2704, CA). **Rec. 603 (1970)** on the European Conservation Conference (Doc. 2758, CA). **Resolution 445 (1970)** on the action to be taken following the European Conservation Conference (Decision to organise periodically a "European Policy" debate). **Rec. 659 (1972)** **Res. 509 (1972)** on environmental policy in Europe (Doc. 3080, CA). **Rec. 660 (1972)** on the impairment of the environment and its effects on human health (Doc. 3061, CSS) (Reference to the 2nd Colloquy of parliamentarians specialised in public health matters, Stockholm, July 1971). **Rec. 699 (1973)** on environmental policy in Europe (Doc. 3226, CA). **Rec. 720 (1973)** on the results of the European Ministerial Conference on the Environment (Vienna, 28-30 March 1973) (Doc. 3338, CA). **Res. 570 (1974)** on the European function of the Alpine regions (Doc. 3447, CA). **Rec. 752 (1975)** on environmental policy in Europe (Doc. 3530, CA). **Rec. 783 (1976)** on the protection of birds and their habitats in Europe (Support to the draft convention "wildlife" launched by the 2nd Ministerial Conference in Brussels). **Rec. 800 (1977)** on environmental policy in Europe (Doc. 3907, CA). **Rec. 825 (1978)** on the protection of wildlife and on seal hunting (Doc. 4095, CA). **Rec. 845 (1978)** on Europe's need in the field of remote sensing (Doc. 4196, CST). **Rec. 846 (1978)** on energy and the environment (Doc. 4215, CST). **Res. 687 (1979)** on European regional planning and the role and function of Alpine regions (Doc. 4274, CA). **Rec. 851 (1979)** on environment policy in Europe in 1977-78 (Doc. 4267, CA). **Rec. 910 (1981)** on environmental policy in Europe (Doc. 4658, CA). **Rec. 911 (1981)** on the impact on the environment of major industrial installations (Doc. 4641, CA). **Rec. 937 (1982)** on the role of education in the protection of the environment in Europe (Doc. 4822, CA). **Rec. 949 (1982)** on the concentration of industrial installations and nuclear power stations in frontier regions (Doc. 4871, CA). **Rec. 958 (1983)**

on environmental policy in Europe (Doc. 5010, CA; 5015, Opinion CST). **Res. 817 (1984)** on ecologist movements in Europe (Doc. 5157, CA). **Rec. 1036 (1986)** on prevention action land protection against natural hazards in the Mediterranean Basin (Doc. 5585, CA) (Partial Agreement). **Res. 882 (1987)** on the importance of shooting for Europe's rural regions (Doc. 5745, CAG). **Rec. 1078 (1988)** on environment policy in Europe (1984-87) (Doc. 5880, CE). **Rec. 1084 (1988)** on the situation of zoos in Europe (Doc. 5903, CE). **Res. 929 (1989)** on the future of whaling (Doc. 6093, CAG). **Rec. 1128 (1990)** on the state of Europe's freshwater fish population (Doc. 6207, CAG). **Rec. 1130 (1990)** on the formulation of a European charter and a European convention on environmental protection and sustainable development (Doc. 6286, CE). **Rec. 1131 (1990)** on the environment policy in Europe (1988-1989) (Doc. 6281, CE). **Rec. 1133 (1990)** on European tourism policies (Doc. 6270, CQD; 6273, CAG; 6282, CE). **Rec. 1145 (1990)** on the protection of East-West environment (Doc. 6371, CE).

## Air

**Rec. 290 (1961)** on air pollution—Radius report (Convocation of a European Conference). **Res. 243 (1963)** giving the Opinion of the Assembly on Res. 27 (1962) of the CPLRE on the participation of local authorities in the clean air campaign (Doc. 1530, CP). **Rec. 402 (1964)** on the European Conference on Air pollution (Doc. 1349, CS). **Order N° 221** on the preparation of the Conference. **Res. 510 (1972)** on the reduction of air pollution from motor vehicle exhaust gases (Doc. 3074, CA). **Rec. 867 (1979)** on long-range transboundary air pollution (Doc. 4368, CA). **Order 387 (1979)** on the Parliamentary Hearing "Cars and the environment". **Res. 733 (1980)** on the prohibition of the use of chlorofluorocarbons and on other measures to preserve the ozone layer (Doc. 4558, CST). **Rec. 977 (1984)** on air pollution and acid rain (Doc. 5158, CA; 5118, Opinion CAG; 5168, Opinion CST; 5160, Opinion CCE). **Rec. 1006 (1985)** on measures to combat the effects of air pollution (Doc. 5361, CA). **Rec. 1101 (1989)** on the protection of non-smokers (Doc. 5984, CSS). **Res. 926 (1989)** on the danger of climatic changes and the protection of the ozone layer (Doc. 6110, CST; 6112, Opinion CA).

## Seas and shores protection

**Rec. 68 (1954)** on the prohibition of the discharge of waste oil into the sea (Doc. 310, CQE). **Written question (Doc. 1150)** on the ratification of the 1954 Convention (pollution by hydrocarbons). **Order 259 and 260**

(1967) **Res. 345 (1967)** **Rec. 494 (1967)** on the consequences of the wreck of the "Torrey-Canyon". **Rec. 585 (1970)** on legal problems raised by the pollution of the sea—consequences of the wreck of the Torrey-Canyon (Doc. 2697, CQJ). **Res. 429 (1970)** on the exploration and exploitation of the seabed and the ocean floor and the sub-soil thereof (Doc. 2686, CQJ). **Written Declaration N° 4 (1970)** on the exploration and exploitation of the seabed. **Rec. 625 (1971)** on the exploration and exploitation of the seabed and its subsoil (Doc. 2895, CQJ). **Rec. 626 (1971)** on the legal aspects of marine pollution (Doc. 2896, CQJ). **Rec. 627 (1971)** on the protection of Europe's coastal areas (Doc. 2901, CA). **Res. 645 (1977)** on the organisation of a Colloquy on the Conservation of Living Resources of the Seas (Doc. 3904, CAG). **Rec. 687 (1972)** on the carriage of dangerous goods at sea (Doc. 3191, CQJ). **Rec. 713 (1973)** on the Law of the Sea (Doc. 3335, CQJ). **Rec. 798 (1977)** on the conservation of the living resources of the sea (Doc. 3904, CAG). **Rec. 847 (1978)** on European action to prevent oil pollution of waters and coasts (Doc. 4199, CA). **Rec. 946 (1984)** on liability for damage due to marine pollution from offshore platforms (Doc. 4804, CQJ). **Rec. 997 (1984)** on regional planning and protection of the environment in European coastal regions (Doc. 5280, CA). **Rec. 1003 (1985)** on marine pollution and fisheries (Doc. 5323, CAG). **Rec. 1015 (1985)** on protection of the Mediterranean environment (Doc. 5463, CA). **Rec. 1036 (1985)** on prevention action and protection against natural hazards in the Mediterranean Basin (Doc. 5585, CA). **Rec. 1079 (1988)** on the protection of the North Sea against pollution (Doc. 5881, CE). **Order 438 (1988)** on the protection of the North Sea against pollution. **Rec. 1132 (1990)** on the protection of the North Sea and the Atlantic Seaboard (Doc. 6282, CE).

## Fresh water

January 1963 Draft recommendation on freshwater pollution control in Europe (Doc. 1547). **Rec. 436 (1965)** on freshwater pollution control in Europe (Doc. 1965, CCS) (with draft Water Charter). **Order 246 (1965)** on freshwater pollution control. **Rec. 493 (1965)** on the contribution of the Assembly to the promulgation and launching of the Water Charter (Doc. 2211, CCS). **Order 258 (1967)** Assembly's contribution to the promulgation and launching of the Water Charter. **Rec. 555 (1969)** on Draft Euro-

pean Convention on the protection of fresh water against pollution (Doc. 2561, CA). **Rec. 629 (1971)** on the pollution of the Rhine valley water-table (Doc. 2904, CA). **Opinion 67 (1975)** on the draft European Convention on the protection of international watercourses against pollution (Doc. 3443, CQJ; 3448, CA). **Res. 560 (1974)** on the organisation of a European Symposium on the protection of fresh water (Doc. 3379, CA). **Rec. 754 (1975)** on the results of the European Symposium on the organisation of the Protection of Fresh water (Doc. 3545, CA). **Rec. 772 (1975)** on European cooperation in specific scientific fields: the Rhine Valley groundwater (Doc. 3656, CST). **Rec. 847 (1978)** on European action to prevent oil pollution of waters and coasts (Doc. 4199, CA). **Rec. 1052 (1987)** on pollution of the Rhine (Doc. 5686, CE). **Rec. 1157 (1991)** **Order 462 (1991)** on the preservation and management of freshwater resources in Europe (Doc. 6452, CE).

## Forestry policy

**Rec. 135 (1957)** on forestry situation (Doc. 625, CAG). **Rec. 579 (1970)** on the state of forestry in Europe (Doc. 2690, CAG). **Rec. 691 (1973)** on the situation of Mediterranean forest (Doc. 3217, CAG). **Res. 700 (1979)** on the situation of forestry in Europe (Doc. 4363, CAG). **Rec. 977 (1984)** on air pollution and acid rain (Doc. 5158, CE; 5118, Opinion CAG; 5168, Opinion CST; 5160, Opinion CCE). **Rec. 978 (1984)** on forestry in Europe and the world (Doc. 5148, CAG). **Rec. 1045 (1986)** on combating forest fires in Europe (Doc. 5639, CAG; 5640, Opinion CE). **Rec. 1060 (1987)** on protecting forest (Doc. 5748, CE).

## Fight against noise

**Rec. 341 (1963)** on the Anti-Noise Campaign (Doc. 1535, CS). **Rec. 383 (1968)** **Rec. 538 (1968)** on aircraft noise abatement (Doc. 2436, CSS). **Res. 512 (1972)** on repercussions of supersonic civil flights on human and natural environment (Doc. 3071, CSS). **Rec. 875 (1979)** on public participation in decision-making on aircraft noise matters (Doc. 4375, CSS).

## Soil protection (Agriculture)

**Rec. 543 (1969)** on the uses of pesticides in agriculture (Doc. 2502, CAG). **Rec. 577 (1970)** on a European Agriculture Charter (Doc. 2689, CAG). **Rec. 745 (1975)** on methods and trends of organic farming in Europe (Doc. 3524, CAG). **Rec. 823 (1977)** on the potential dangers of the use of chemical herbicides (Doc. 4067, CAG). **Rec. 859 (1979)** on land use (Doc. 4315, CAG). **Rec. 966 (1983)** on heavy metals in agriculture soil (Doc. 5075, CAG). **Rec. 977 (1984)** on air pollution and acid rain. **Rec. 1048 (1987)** on the consequences for agriculture of current soil degradation (Doc. 5664, CAG). **Res. 936 (1990)** on the consequences of set-aside programmes in agriculture for rural areas (Doc. 6159, CAG 6162, Opinion CQD).

## Wastes

**Res. 587 (1975)** on problems connected with the disposal of solid urban and industrial waste (Doc. 3546, CA). **Rec. 943 (1982)** on the recovery of non-biodegradable waste (Doc. 4821, CA). **Res. 797 (1983)** on the destination of the dioxin from Seveso (Doc. 5060, CSS). **Rec. 1115 (1989)** on transfrontier movements of toxic waste (Doc. 6114, CE).

## Nuclear energy

**Rec. 140 (1957)** on nuclear and thermonuclear test explosions "radiation hazards" (Doc. 677, CPL). **Res. 139 (1957)** on European cooperation in the field of nuclear energy (radio-activity and agricultural products) (Doc. 712, CPL). **Res. 259 (1963)** in reply to the 5th annual report of the European Nuclear Energy Agency "great significance of levels of environmental radioactivity from the public health point of view" (Doc. 1631, CEC). **Rec. 846 (1978)** on "energy and environment" (Doc. 4215, CST). **Rec. 949 (1982)** on the concentration of industrial installations and nuclear power stations in frontier regions (Doc. 4871, CA). **Res. 847 (1985)** on radioactive waste management (Doc. 5413, CST; 5448, Opinion CAG). **Order 429 (1986)** on the consequences for public health and the environment of accidents involving radioactivity (Doc. 5594, CSS; 5596, Opinion CE). **Rec. 1068 (1988)**, **Res. 888 (1988)** on nuclear accidents (Doc. 5764, CSS; 5751, Opinion CST; 5805, Opinion CE; 5769, Opinion CAG).

## Domestic animals

**Res. 134 (1957)** on the regulation of the export of live horses and livestock for slaughter (Doc. 740, CAG). **Rec. 180 (1958)** on the marketing of livestock and meat (Doc. 854, CAG). **Rec. 287 (1961)** on the international transit of animals (Doc. 1340, CAG). **Rec. 514 (1968)** on the problems raised by industrial stock-breeding (Doc. 2317, CAG). **Rec. 603 (1970)** on the European Conservation Conference (Doc. 2758, CA). **Rec. 621 (1971)** on the problems arising out of the use of live animals for experimental or industrial purposes (Doc. 2874, CST). **Rec. 641 (1971)** on animal welfare in intensive rearing (Doc. 2976, CAG). **Rec. 709 (1973)** on slaughter methods for meat animals (Doc. 3305, CAG). **Rec. 860 (1979)** on the dangers of overpopulation of domestic animals for the health and hygiene of man, and on humane methods of limiting such dangers (Doc. 4309, CAG). **Rec. 923 (1981)** on the ill-treatment of horses during international transport (Doc. 4758, CAG).

## Abbreviations used

CA	Committee on Regional Planning and Local Authorities
CAE	Economic Affairs Committee
CAG	Committee on Agriculture
CC	Cultural Committee
CCE	Committee Culture and Education
CCS	Cultural and Scientific Committee
CE	Committee on Environment, Regional Planning and Local Authorities
CEC	Economic Committee
CP	Political Committee
CPL	Committee on Local Authorities
CQD	Committee on Economic Affairs and Development
CQE	Committee on Economic Questions
CQJ	Legal Affairs Committee
CS	Social Committee
CSS	Social, Health and Family Affairs Committee
CST	Committee on Science and Technology
Rec.	Recommendation
Res.	Resolution

Certain committees have changed their title:  
 CP became CA in 1968 then CE in 1986  
 CEC became CQE then CQD  
 CC became CCS then CCE  
 CAE = CQE



# The Bern Convention

sembly affirmed Resolution No. 2 of the Second Ministerial Conference but also recommended that the Committee of Ministers promptly set up a committee of experts with the task of preparing a draft convention on the conservation of wildlife in time for the Third European Ministerial Conference on the Environment. The attention of the members of the committee of experts was drawn to the principles set out in the recommendation. Moreover the draft should contain a clause enabling any state outside the Council of Europe to accede to the Convention.

Subsequently in June 1976 the Committee of Ministers decided to create an ad hoc Committee for the Protection of Wildlife to draft a legal instrument on the conservation of wildlife based on the general principles and special provisions suggested by Resolution No. 2 of the Second Ministerial Conference on the Environment on the Protection of Wildlife.

The text of the draft Convention was submitted to the Committee of Ministers on 19 December 1978, was adopted in June 1979 and opened to signature on 19 September 1979.

## Progress

The 1973 and 1976 Recommendations were not the only efforts of the Parliamentary Assembly for the sake of nature conservation. Members of this organ persistently tried to draw the attention of the public to the importance of nature conservation. Reference can be made, among other texts, to Recommendation 825 (1978) on wildlife protection and seal-hunting.

Similarly as also underlined by its Recommendation 1033 (1986) one should not underestimate the influence exerted by the Parliamentary Assembly within both international and national parliaments for the ratification of the Convention and its effective incorporation into national legislation.

The devotion of the Parliamentary Assembly to nature conservation could not come to an end with the Convention on nature conservation, its leading advisory role should be recognised in the implementation of this important text.

This could best be realised by a dialogue between the members of the Parliamentary Assembly and the Standing Committee (organ entrusted with the implementation of the Convention). Thus, closer co-operation between these two organs in the field of nature conservation would be achieved. This should also meet the need to safeguard the flexibility of the Convention which would mean its adaptation to changing moods.

Question No. 257 tabled by Peter Hardy to the Committee of Ministers and Recommendation 888 (1980) constituted the basis of closer co-operation.

The Committee of Ministers having recognised the significant role so far played by the Parliamentary Assembly in promoting a genuine European co-operation policy in the fields of nature conservation agreed that the Parliamentary Assembly should be accorded a status enabling it to participate informally in the meetings of the Standing Committee.

## What are the effects of this?

Of course, not all the actions of the Parliamentary Assembly, whether through its Recommendations or through its guidance in the Standing Committee meetings, have been wholeheartedly welcomed by all the member States of the Council of Europe. Protests by the Parliamentary Assembly against seal-hunting and its interventions in the Standing Committee against the capture of sea turtles and their destruction as a result of the expansion of tourist facilities were practically in vain.

## Should we give up?

Despite some frustration, the Parliamentary Assembly has proved through its action that it has a continuing role in creating a political and public awareness in matters of environment and nature conservation. Successful conservation requires effective motivation, the raising of public awareness and effective communication.

There is no doubt that the Parliamentary Assembly's serious activities have helped to achieve these goals. ■

S. Ercman

Directorate of Environment and Local Authorities  
Council of Europe



A. Pons/BIOS

The otter is the symbol of the Bern Convention.

## Sevine Ercman

The Parliamentary Assembly, a sounding and initiating organ aiming to satisfy the needs of the citizens of the Council of Europe member States, has been involved in nature and environment conservation as long ago as 1961. Nature conservation gradually became a very important matter for the politicians of the Council of Europe, resulting in the setting-up and development of a significant forum.

On 28 September 1973 (15th sitting) the Consultative Assembly recommended that the Committee of Ministers "define a coherent policy for the protection of wildlife, with a view to establishing European regulations – if possible by means of a convention – and involving severe restrictions on hunting, shooting, capture of animals needing protection, fishing and egg-collecting, and the prohibition of bird netting" (cf Rec. 720 (1973) on the results of the European Ministerial Conference on the Environment).

In its Resolution No. 2 based on a report on "the protection of wildlife", presented by the Swiss Government, the Second European Ministerial Conference on the Environment (Brussels, 23-24 March 1976) recommended the Committee of Ministers to:

1. ...
2. set up within the Council of Europe an ad hoc committee of experts, with instructions to draft a legal instrument on the conservation of wildlife, with particular reference to migratory species and natural habitats in Europe, which would obviate the difficulties encountered in the implementation of existing conventions; the text to be submitted as soon as possible to the Committee of Ministers of the Council of Europe, who would examine the most expedient procedures for the final adoption of this instrument, preferably by the convening of a conference of government plenipotentiaries".

This recommendation was followed by a number of guidelines set out by the Parliamentary Assembly for the elaboration of such an instrument in particular by Rec. 7823 (1976) on the protection of birds and their habitats in Europe. The Consultative As-

## Mountains of the east

Péter Mészáros

Mountain meadows, plateaux, pastures, junipers, beech forests, karstic springs. Pictures like these and similar ones are waiting for us in the mountain regions of central and eastern Europe. The joining process of the countries of the region to the European organisations, so thus to the Council of Europe, has a favourable coincidence with the placing on the agenda of the subject "Safeguarding of the European mountain regions" at the Parliamentary Assembly of the Council of Europe. The task of the mountain regions is not a pure nature preservation problem, but a complex package of social, economic, spatial, transport, tourism and ecological factors.

Here, we could learn from each other, referring at this point to the alpine countries, having a significant tourism, with the attached

infrastructure, with its tensile effects, drawbacks, at the same time with a considerable inhabited character of the mountain regions and the keeping of traditional mountain forms of farming and forestry.

In the mountains of the central and eastern European region we would like to avoid the mistakes at the development of the infrastructure, having already been made in western Europe, we could learn in the safeguarding of the traditional farming forms and we could support the soft, rural ways of tourism instead of the mass one.

The regional and transfrontier co-operation is very important and in the central and eastern European region is at an initial stage, similar to the environmental effects, the mountain regions have often transfrontier character, their management, discovery, development is possible on a joint way.

The central and eastern European mountain regions represent a particular value for Europe, since numerous nearly untouched regions, countrysides of unique characters, rich flora and fauna is going to get in the spectrum of the attention and interest.

Characteristic geographic units of unique value are the mountains

– of medium height – at the border of the northern high-mountain and the southern sub-mediterranean zone, with the mountain meadows, rock-grass, plateaux, steppe-meadows, mosaic-like karstic scrub forests. This fauna has a high diversity, giving living-space for about 30,000 species. Our task is the safeguarding of this diversity, so the prevention of the succession, the reafforestation of the mountain meadows, grasslands, the compensation of former faults – eg afforestation by foreign species.

The safeguarding of these regions is a complex task, as its result is various as well, in one respect, the preservation of the biodiversity, the traditional landscape as natural resources, the conservation of the renewable resources in connection with the mountain regions, on the other hand, the implementation of social, recreational and economic functions. ■

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