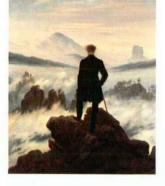
Naturopa 86-1998 ENGLISH

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Landscapes: the setting for our future lives





Naturopa

N° 86-1998

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Planned campaign on "Europe, a common heritage" European parliamentarians in Ukraine

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Next issue's theme: European ecological networks

Since 1993 Naturopa has been printed on chlorine- and wood-free paper.

A selective bibliography on landscape protection is available, free of charge, upon request to the Centre Naturopa.

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Editorial

Such a long story



t is not possible to discuss landscapes, our surroundings of tomorrow, without referring to the past. In our old continent of Europe, human beings have been leaving their mark on their environment for thousands of years, shaping landscapes according to their activities.

The peasant-farmers of Armorica, who cleared the oak forests on the Atlantic coast and erected embankments as far back as the Neolithic, the monks of the Early Middle Ages, who drained the marshes, and the shepherds, whose sheep traced tracks across the Mediterranean mountains, created landscapes which might be described as by-products of their economic activities.

Furthermore, those who built the cities and towns, the cathedrals and castles, the roads and canals, who planted the parks and gardens, often strove to make them things of beauty according to the aesthetic standards of the time.

As a result of our ancestors' unrelenting efforts we have a tremendous variety of types of scenery and landscapes, which many countries envy us.

This diversity is fragile when it is no longer protected.

Disdained because it is not a source of profit, this variety is on the wane as both rural and urban areas are robbed of their originality. All over Europe, the entries to our cities and towns have become identical masses of interchangeable buildings.

Yet this state of affairs is incompatible with the wishes of a growing number of Europeans, who aspire to live and travel in pleasant surroundings.

Apart from the aesthetic and cultural aspect of landscapes, attention must be drawn to the, by nature changeable, biological dimension of their constituent vegetation. Preserving a landscape frequently entails allowing plant life to flourish, while at the same time managing it. For instance, because it is man-made, a hedge that is not pruned will die back. The plant components of landscapes take on all the more importance in that they foster biological diversity. Without the living network of the hedgerows, the wooded banks of the rivers, marshes, grasslands and other types of vegetation, it would be to no avail to seek to preserve much of the biological diversity within our countries, whose land is divided up by many linear infrastructures.

Recombining culture and nature in a sustainable landscapes policy is a challenge to societies which give priority to the short term and to money-making. It is a challenge worthy of the Council of Europe.

Dominique Voynet Minister for Regional Planning and the Environment 20 avenue de Ségur F-75007 Paris

Landscape conservation in Italy



forts to protect the cultural heritage in Italy go back a long way. Specific legislation already existed in the various states that made up the country before it was unified in 1861, although at the time this only covered the protection of cultural property because of its outstanding importance. In the course of the 20th century, however, the interpretation of the cultural heritage has been increasingly refined and the features that make it up have been recognised more effectively.

In 1939, the legislation on the protection of monuments and art treasures was supplemented by specific regulations on the protection of landscapes and environmental assets. Having originally been based on the sole criterion of natural beauty, these regulations have evolved with time and, since 1985, have applied to the protection of landscapes defined as the product of the interaction between human beings and particular territories down through history.

In Italy, responsibility for the protection of landscapes falls to the Ministry for Cultural and Environmental Assets. The purpose of this institutional arrangement is to underscore the fact that Italy's landscapes are a typically cultural phenomenon. In a country that has only a few untouched natural environments, the dominant factor is the role and the quality of human action, which has changed the natural environment and given it its present form. Faced with the reality of this "country-wide museum" made up by Italy's national territory, an approach based merely on administrative safeguards would not, however, be enough to meet the demands of protecting and improving the quality of landscapes.

We therefore greatly appreciate the work done by the Council of Europe with a view to drafting a European landscape convention and we are very keen to see the final text which will emerge from the intergovernmental consultations in Florence in April 1998. In hosting the consultations, Italy wishes to emphasise its support for the European initiative and at the same time highlight – in the framework of an international body of such great competence – the Italian Government's increased commitment to protecting landscapes and improving their quality. At this stage, all countries should pursue the common objective of stressing the importance of using landscapes intelligently and coherently and of playing an active and responsible part in landscape protection and improvement, two key elements of civic and social education for our peoples and, above all, the younger generations.

Walter Veltroni Minister for Cultural and Environmental Assets Via del Collegio Romano 27 1-00187 Rome

Landscapes, projects for a pluralist Europe

Yves Luginbühl

urope is the sum of the diversity of its peoples, the turbulence of its history and the continual population movements which it has experienced. All these events, occurring at countless levels in time and place, have left their imprint, creating an ever-changing kaleidoscope of landscapes which range from the open horizons of the cornfields to the narrow contours of hedges and trees, the limestone cliffs tinged with gold by the Mediterranean sun and the effervescence of working-class neighbourhoods in northern, southern and, indeed, all European cities. It is a shifting kaleidoscope because these landscapes are constantly changing at very different speeds: in just a few months, a suburb may be born on wheat fields or in vineyards, while other landscapes, calm and peaceful, seem timeless.

The imprint of history

There is no one single landscape, but many, the result of an accumulation of historical events, the constantly renewed work of cultivating the land and organising space. The romanticised picture that has been handed down of land patiently farmed by peasants, the relentless work of centuries past, is probably not true: landscapes were created in fits and starts, in conquests or retreats, sometimes in the space of just a few years, and sometimes at a snail's pace, in growing accretions which societies have accumulated on the surface of the earth.

An historical reading of landscapes provides insight into the activities which societies have successively developed on one and the same territory: archaeologists uncover traces of past land registers or large ancient agricultural domains which time has erased, historians try to understand the links which a medieval society established between the mound of a feudal castle and villages that still exist, relying in part on the radial lay-out of their streets, and geographers attempt to interpret the recent succession of settlements, fields and roads as a function of processes of contemporary social change.

Defining the landscape

There exists not only an immense diversity of landscapes due to the variety of interactions

between nature and societies, themselves diverse, but also a multitude of landscapes, because people have never viewed them in the same manner. Landscapes also reflect the many ways of looking at the land and imagining it: a farmer will see in his wheat field the expression of his work, his skills or his profits; for him, a tree has a market value linked to the wood which it provides or an emotional value associated with a personal recollection, whereas a city dweller will see in a wheat field a symbol of mother earth, akin to a Van Gogh painting, and in a tree a symbol of nature. An artist will attempt to reflect the merging of forms and colours in a composition based on his aesthetic vision of the world.

Consequently, defining the landscape is a difficult undertaking which oscillates between the attempt to convey the effects of human activities on a physical and biological substructure with its own capacities for change and the ideas which social groups have of it. There is an ongoing debate among researchers about this definition, which is as varied as the landscapes themselves: for some, the landscape is a tangible and measurable object composed of biological and physical material in flux; for others, it is merely the way people regard nature; for still others, it is the expression of an artist's conception of nature, a countryside or an urban neighbourhood. The landscape, this ambiguous notion, is the reflection of social and natural diversity; today, this ambiguity is perhaps its main asset as a negotiating tool in regional planning activities.

For most Europeans, to talk about the landscape is to talk about the countryside, which is often equated with nature. Yet, strictly speaking, natural landscapes are very rare, because almost all European land has been altered by human agency. Mountain climbers have reached the highest summits, which are sometimes crowned by tourist facilities; the coastal areas have been built up and claimed for tourism. Also, the rural landscape has all too often been wrongly treated as a product of agricultural activity, although today farming accounts for only a very small proportion of the population, and many other activities are taking its place. Cities, on the other hand, are rarely regarded as landscapes, because they are perceived as unnatural, whereas the processes which form them make use of very diverse natural resources, just as much as in the rural areas. Suburban



landscapes are often synonymous with unemployment, crime and social disintegration.

Radical transformation

For a long time, the countryside employed a large part of the European population which, with the beginning of the industrial revolution in the 18th century, gradually began to migrate towards the towns, abandoning entire expanses of land that today has for the most part become woodland. It was then that the interest in the rural landscape began, that it increasingly attracted the attention of the urban populations, starting with the more affluent members, and gradually became a consumer product, a place for recreation and a means of discovering Europe's rural reality.

Today, landscapes are undergoing radical transformation as a result of six main trends:

the rationalisation of agricultural landscapes in which the quest for greater agricultural productivity continues, with ever larger property structures and increasing mechanisation;
the reforestation or fallowing of rural land gradually abandoned by agriculture, the continuation of a centuries-old transformation;

 the growth of a dispersed habitat in major communication areas, in particular in large alluvial valleys or on coastlines;

- the extension of the urban peripheries of big cities until they form "metropolises";

- the spread of public transport infrastructures, motorways, high-speed rail track and power lines;

 the expansion of tourist facilities in mountain regions or on coastlines with an increasingly marked propensity to engage in large cultural marketing campaigns at important historic or natural sites.

Thus, we are witnessing a sort of specialisation of landscapes which is taking place at another, the European level. These radical changes have greatly contributed to increasing the interest of the European populations in landscapes in which they often see an expression of their national or regional identity. European landscapes also embody natural or ecological values in the face of the technological risks of modern agriculture and industrial production. Increasingly treated as a cultural heritage threatened by urbanisation or the abandonment of ancient rural practices, they are also cited as an expression of local character, a contrast to the growing mobility of populations and the spread of second homes and tourist centres.

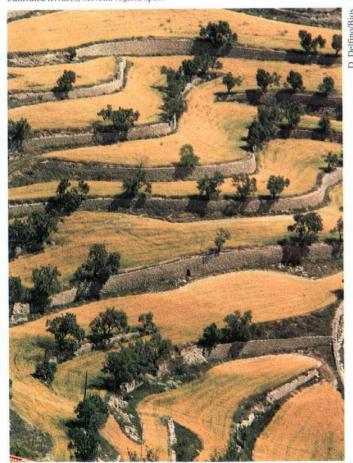
Beyond conventional political solutions

The quest for identity in the population, the adverse effects of the obsession with productivity and urban sprawl have led the public authorities to pay increased attention to landscapes, which today have virtually become a natural part of regional planning. Yet current major political decisions still do not take the landscape dimension sufficiently into account. The European Landscape Convention fills a gap by going beyond conventional political solutions for protecting outstanding landscapes. It gives priority to involving those concerned, whether they be ordinary citizens or the institutions or associations representing them. European landscapes cannot be managed or their future planned or protected unless the populations concerned are made an integral part in an on-going negotiation which enables everyone to play a role in social development and the organisation of their environment and to ensure the renewal of natural resources. By seeking to plan for the landscapes of the third millennium, Europe has a grand project ahead, for its many landscapes are the carefully conceived product of local societies, to which it is time to restore the right to pluralist expression.

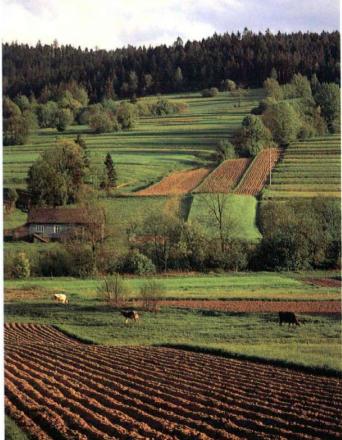
Y. Luginbühl

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Cultivated terraces, Morella region, Spain



Strip meadows, Poland





Towards landscape policies

Michael Dower

Threatened landscapes

The quality and the diversity of Europe's landscapes are at risk. The threats to them may be summarised under three words - development, abandonment and pollution.

Development

Europe is intensely populated, settled and used by mankind. The demands of its population for food, timber, minerals, water supplies, building land, transport systems and other activities must be met on the land, and thus within the landscape. Such demands among previous generations have done much to create the landscapes that we treasure today.

Development, to meet modern needs, can produce landscapes of the same quality. But much modern development is so large in scale, so brutal in design, so dominating in its impact, that it diminishes the quality of the landscape. Modern agriculture has produced a standardised monotony in many arable areas of western Europe and on collective farms further east. In some cities and industrial estates, the use of standardised building materials and architectural styles has destroyed the distinctive character of local landscapes. Many coasts and mountain areas have been degraded by massive tourism development.

Abandonment

6

In other regions, landscapes are suffering through abandonment and neglect. In some peripheral or mountainous regions, the cultivated land has reverted to scrub, the buildings have become derelict and the whole

ts to *Pollution* hree and The third threat comes from pollution of land, air and water. Such pollution is some-

ceased.

times localised, but the sheer quantity of effluents and other toxins entering our natural systems is now so vast that it cannot be contained within localities. Moreover, the flow of air and water can carry pollution across national boundaries. Forests throughout Europe are affected by acid rain; wide landscapes in central Europe are devastated by brown-coal mining; many rivers are heavily polluted.

landscape has deteriorated. Similar decay is

caused by neglect on the edge of some

growing cities or where mineral activity has

Why does this matter?

Landscapes provide the setting for our lives, today and into the distant future. The quality of that setting affects the quality of our lives, whether we live in a city, a town or in the countryside. Every landscape has importance for the people who live in it.

Our concern, therefore, is with all landscapes, the whole territory of Europe, including the cultivated or natural rural areas, and the urban or peri-urban landscapes. This broad view is justified because urban and rural landscapes interlock in complex ways; because most Europeans live in towns and cities, the quality of whose landscapes greatly affect their lives; and because rural landscapes occupy an important place in the European consciousness.

Within this broad view, we must recognise also that landscapes vary both in character and in quality. Some landscapes are so rich in

natural or man-made beauty or cultural interest as to justify concern at more than local level. Many such landscapes are recognised as regional or national parks, or by other designations. Some landscapes, indeed, have such outstanding and universal qualities that they may merit recognition at the European or global scale. Examples might include the puszta of the Hungarian plains, the hills of Umbria and Tuscany, the valleys of the Tarn and Dordogne, or the Lake District of northern England. Such areas have inspired artists, drawn travellers and achieved fame far beyond the immediate locality. If the conservation of Venice, Granada or Prague is a European concern, so should be that of such important landscapes.

The policy to be adopted

This vital heritage of landscapes, and the threats to them, pose a challenge to scientists, policy-makers and practitioners. The issue is not the "freezing" of landscapes at some particular point in their long evolution. The aim should be to manage future change in a way that recognises the great diversity and the quality of the landscapes and that sustains and even enriches that diversity and quality, rather than allowing it to diminish.

First, we need to identify and to record the landscapes that we inherit. There has been a welcome growth in interest in landscapes among scientists and policy-makers. In some countries, such as Sweden, England and the Netherlands, nationwide work has been done to survey and record landscapes. Elsewhere, the research has been more localised.

Second, we need to evaluate the landscapes, from the perspective of all who live in them and who use and value them. This process, which may best be led by local authorities, should include programmes to raise the awareness of the public, elected representatives and associations about the character and importance of landscapes, and the need for care in changing them. This should lead to a clear understanding of what, in each landscape, is valuable and distinctive, and what may need to be improved.

Third, we need to define policies and objectives suited to each landscape, so conceived and implemented that they will gain public support. The action needed is of three distinct kinds - protection, management and planning. The balance between them will depend upon the character and needs of each landscape area.

Protection

Protection is the conscious attempt to sustain the particular character and quality of a landscape which is highly valued by those who live there or by a broader public. Protection may, for example, be the main need in a national park or an area of high cultural interest, but it may also apply to particular features in an area which is otherwise ripe for significant change. Many governments have adopted planning policies which protect large areas of countryside from urban development; have given special measures of protection to areas with a high quality of landscape; or have helped to bring such areas under the protective ownership of public or non-profitmaking bodies, such as the National Trusts in the United Kingdom or the Italian Fondo per 1'Ambiente.

Management

Management is that process of deliberate stewardship which is needed in order to maintain the quality and diversity of each landscape and to prevent its erosion by abandonment, neglect and abuse. It may be provided by farmers, foresters or road engineers, through their normal work. But action by government may also be needed, for example to promote the survival of those cultures which have created distinctive landscapes. Terraces, drystone walls, even whole villages or small towns will collapse if they are not maintained; their vitality is in the way of life that created them. The challenge may be to enable the way of life to continue, not with hardship but at a viable standard of living. For example, some governments are helping to maintain landscape features and to sustain farming communities by making payments to farmers under agri-environment schemes.

Planning

Planning is the formal process of planmaking, design and construction by which fine new landscapes may be consciously created. This is most needed where landscapes have been ruined or heavily compromised, for example by mineral working or by major roadworks and other infrastructure. In England, large areas of despoiled countryside around the industrial cities are being transformed into new distinctive landscapes through the creation of Community Forests.

A challenge to people and governments

Every citizen has a stake in the landscape, because it is the setting for all our lives. Everyone can contribute to the protection, management and planning of the landscape the householder painting his house, the farmer repairing his hedge, the schoolchild planting a tree. But the framework of care for the landscape must be set by government, at national, regional and local level.

Governments should set in hand the identification, recording and evaluation of their landscapes. They should encourage local authorities to develop objectives and policies for protection, management and planning of landscapes. They should ensure the systematic inclusion of landscape in town and country planning policies; in cultural, environmental, agricultural, social and economic policies; and in any other sectoral policies which may have direct or indirect impact on landscape.

Actions of this sort are already being taken by many European governments. It is the purpose of the proposed European Landscape Convention to encourage widespread adoption of such policies throughout the continent.

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Example of the management of landscape features: protection and upkeep of drystone-walling, Peak District National Park, England





ak District National Par



Tools for protection policy The case of the protected zone of Patara

Ergün Ergani and Nevzat Ağaoğlu

urkey's administrative system has been highly centralised since the Ottoman Empire times. During the last decade there have been some attempts to strengthen local authorities because of the enormously high population numbers moving from coastal areas to major cities. In spite of such attempts and approaches, the national administrative structure has remained almost unchanged. Instead, some new governmental bodies have been created and relevant legislation was made in order to overcome growing environmental problems. The Authority for the Protection of Special Areas (APSA) was established in 1989 as a central agency responsible for management and protection of specially protected areas (SPAs) in Turkey. There are 12 SPAs in the country, ranging from wetlands and historical sites to wilderness.

The Patara Specially Protected Area (193 km²) has a unique natural and cultural heritage and outstanding landscapes and is situated on the south-west coast of the Turkish peninsula. It possesses nine villages on highly fertile soil, a sizeable river, two lakes and a 12-km long beach where sea turtles hatch.

Land-use planning in SPAs

When an area is declared as an SPA by the Council of Ministers, all construction rights are cancelled until the revision or remaking of the land-use plans by the APSA. Physical land-use plans have been a prime instrument of the APSA for implementing its policy to protect the environment in SPAs. For instance, pressure from tourism and housing development is controlled by enforcing landuse plan decisions. The APSA prepares and puts into effect the 1/25 000-scale master plans and approves general principles concerning the rational use of land. The research phase of the master plan is handled with a multidisciplinary approach in order to balance ecology with social and economic development.

To make applicable and rational land-use plans, the current situation of the sectors and the requirements of social and economic development have to be well defined. Besides this, ecological values should be defined in zones with their rules and regulations. The local people should be taken into account when making protection programmes. Otherwise, they will start to be alienated from their own nature and they will not willingly participate in the conservation programmes and projects. The success of land-use plans depends on whether the sensitive balance between nature conservation and social development is achieved.

Preparation of a management plan

The Patara SPA has remained relatively undeveloped despite rapid economic growth and tourism development along Turkey's south-west Mediterranean coast. However, a number of factors indicate that this favourable setting for conservation may be coming to an end. These factors includes growing investments in agriculture and tourism; increase in population; greater number of visitors; and infrastructure projects that will provide easy access to the Patara SPA. In the absence of careful management, these development trends will increasingly put pressure on the area's fragile natural and cultural resources.

Though the powers for planning and development control in the region are vested in the APSA, a range of plans and programmes made for Patara according to national laws and international agreements are to be implemented through different central and local agencies. Under the circumstances, it was suggested that a conservation management plan could help co-ordinate a range of stakeholders and integrate environment and development in decision-making.

The management plan is prepared for Patara region by a multidisciplinary consultant team under the co-ordination of a regional planner. Experts within the team prepared individual reports covering the following themes: agriculture; archaeology; biodiversity; economic structure; environmental structure; land-use and planning; legal and institutional setting; sociology and demography; and vernacular architecture.

The overall goal of the study is to provide guidelines to decision-makers at the national and local levels for the conservation of crucial and irreplaceable natural ecosystems and the archaeological, cultural and architectural heritage, while assisting in creating an ecologically and economically viable future for the area's human population. More specifically, the study has three main objectives:

- conservation and management of the area's ecosystems and habitats, and animal and plant populations;

- conservation and management of natural resources (landscape, water, etc) in a sustainable context. This implies the conservation of biodiversity and archaeological and architectural heritage while meeting the needs of the local population and their economic base (agriculture and tourism); and

- evaluation of development schemes from the perspective of conservation and sustainable development, ie reviewing economic viability, social impact and environmental implications.

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Nature-friendly farming Shelter-belts in Poland

Lech Ryszkowski

he tradition of landscape management aiming at the integration of agriculture with nature protection has a long history in Wielkopolska, the bread-basket of Poland. In the 1820s, General Dezydery Chlapowski, promoting advanced agriculture, introduced in his Turew estate not only crop rotations improving soil fertility and new achievements in agrotechnology, but also planted mid-field afforestations (shelter-belts) on an area of 10 000 ha in order to modify micrometeorological conditions, as well as to provide refuges for wildlife survival. Shelterbelts became elements of everyday life for farmers in this region.

Based on this tradition, during the last 40 years studies were carried out by the Research Centre for Agricultural and Forest Environment on the ecology of mosaic agricultural landscape. Disclosure of these research results to farmers and administrations not only enhanced the existing natural heritage, but also resulted in the organisation of the Agroecological Landscape Park in December 1992. An essential element in the Landscape Park's organisation was the involvement of the local community in the activities for its development. This can be seen in the financial support for the founding of a museum to show ecological guidelines for agricultural landscape management, exhibition of rare or protected species of plants and animals in the area and establishment of an excursion trail across the Park.

Pollution and erosion control

Very important is widespread readiness to release - even for free - parcels of land necessary for the introduction of new shelter-belts in order to create a network of such belts to control ground water pollution and wind erosion and to provide shelter for game. During the last four years, under the supervision of the Research Centre, new shelter-belts were planted having a total length of 26 km and crossing small and large private farms. More than 8 km of these shelter-belts have 7 to 11 rows of trees, making ecological corridors connecting larger wooded areas. Thus, over the Agroecological Park area of 17 000 ha, the old network of shelter-belts is supplemented by the new ones, enhancing the protective capacities of the landscape. As a result of investigations carried by the Research Centre, the importance of so-called biogeochemical barriers composed of shelterbelts, meadow strips, mid-field water ponds or patches of swampy vegetation for control of ground water pollution was shown. Thus, for example, very high concentrations of nitrates in the ground water in some cultivated fields of up to 50 mg of N-NO3 per litre could be detected, while in the stream draining this watershed, the average concentration of N-NO3 over a period of many years was only 1.5 mg N-NO3 per litre. The influence of biogeochemical barriers on the control of chemical compounds output from the watershed is essential. But one has to keep in mind that the holding capacity of each biogeochemical barrier could be saturated after some time and then a discharge of chemical compounds would appear. Therefore, a network of biogeochemical barriers within the watershed is needed for secure control of water pollution; management of barriers by man is also needed in order to maintain their controlling efficiency.

Furthering biodiversity

In agricultural landscapes with a rich network of shelter-belts, biodiversity is high. Thus in the Turew landscape over 80 species of birds were found during the breeding period and their nesting density was to 140 pairs per km2. It was found that the biogeochemical barriers in agricultural landscapes provide refuge even for large mammals, such as wild boar, red deer, badgers and foxes, and enable the colonisation of the landscape by rare birds such as raven, little owl, great grey shrike and crane. The diversity of insect communities and their abundance are also 20 to 50% higher in the mosaic Turew agricultural landscape than in the uniform area of cultivated fields. Plant diversity is also high, reaching more than 800 vascular plant species, among which 21 species are rare or protected on nature conservancy lists.

Created in the neighbourhood of Turew, the Landscape Park plays an important role as a regional model to introduce principles of sustainable development of the countryside, in which historical and cultural elements can exist in harmony with modern nature-friendly agriculture.

.. Ryszkowski

Research Centre for Agricultural and Forest Environment Polish Academy of Sciences 19 Bukowska Street PL-60-809 Poznań

During the last four years, 26 km of shelter-belts composed of different tree species have been planted



The community forest programme in England

Deborah Cassell

o many people the word "forest" conjures up an image of dense, closely grown trees stretching as far as the eye can see. 800 years ago, in medieval times, it meant something quite different. The great forests of England were not only trees, but a mix of woods, heaths, farmland, wetlands and settlements where people lived and worked. Today, community forests are breathing new life into this ancient meaning of the word.

The community forest programme is an ambitious effort to create vibrant new landscapes around 12 of England's major towns and cities. Initiated by the Countryside Commission and the Forestry Commission, the programme has developed into a wide partnership. This includes 58 local authorities, groups from the private and voluntary sectors, and solid community support. Because of their location in and around densely built-up areas, they are bringing benefits to half of England's population. The programme has a long (30 to 50 years) timescale consistent with the nature of change to be realised.

Inspired by the *Stadtwälder* in Germany and the Netherlands, for example, the Amsterdam Bos, the community forest programme strives to fulfil a national need to diversify the use of England's rural land, particularly through the encouragement of multi-purpose forestry. This will:

- add to the national supply of timber;

- offer an alternative to agricultural use of land;

- contribute to rural employment;

- create attractive sites for public enjoyment;
- enhance the natural beauty of the country-side; and

- create wildlife habitats.

However, the forests will not be continuous plantings of trees. They will be a rich mosaic of well-wooded landscapes and land uses, combining landscapes for wildlife, work and education, with new opportunities for leisure. They allow a degree of integration between environmental enhancement and community benefits that defines landscape planning at its broadest.

12 forests for the community

The first three community forests, Thames Chase to the east of London, the Forest of Mercia in southern Staffordshire and the Great North Forest in south Tyne and Wear and north-east Durham, received government



South Yorkshire Forest

approval in August 1993. A second tranche of nine further community forests received government approval at the end of March 1995. These forests are:

- Cleveland Community Forest;
- South Yorkshire Forest;
- Mersey Forest;
- Red Rose Forest in Greater Manchester;
- the Greenwood north of Nottingham;
- Marston Vale to the south of Bedford;

- Watling Chase in south Hertfordshire/north London:

- the Great Western Forest around Swindon; and

- the Forest of Avon.

The community forests range in size from over 9 000 to 92 000 ha, and total more than 450 000 ha. This is approximately 3.6% of all land in England, and is equivalent to about half the combined size of all the National Parks. Existing tree cover within the 12 forests averages 6.9%, and it is proposed to increase this to about 30% over about 30 years.

In each of the 12 community forests the Countryside Commission and the Forestry Commissions, in partnership with the local authorities, have appointed project teams to prepare and implement strategic forest plans. These are non-statutory documents which describe the proposals for developing each community forest over the next 30 and more years, and are based on research and public consultation. All plans are now complete and approved. The forests are well into implementation, with a monitoring programme tracking their progress.

Local involvement

Creating the forests is not dependent on large-scale changes in land ownership. The aim is to encourage farmers, landowners and businesses to take up the opportunities which the community forests present, while at the same time recognising the essential role that farming will continue to have for the landscape, wildlife and recreation. Significant progress is also being made in integrating the aims of community forests with local planning frameworks.

Finance comes from a number of sources. Grants from government bodies help with planting, management, restoration of derelict land and with the provision of facilities for sport and recreation. Further money comes from local government, the voluntary sector and industry. Private investment is increasing and the new Landfill Tax is opening up opportunities for a number of forests.

Most important is the element of community involvement. Each forest encourages local people to take part in activities such as tree planting, in the recognition that they are creating substantial new landscapes for people to live in and enjoy.

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Modern agriculture can contribute positively to the citydweller's environment.

The City-Landscape A new planning vision in the Netherlands

Niek Hazendonk

S ome years ago in the Netherlands, the landscape planners of the Ministry of Agriculture and Nature Conservation presented a new vision on the planning of landscape development in regions becoming urbanised, the so-called City-Landscapes Vision.

The message of this vision can be summarised as follows: in the future, where urbanisation is taking place in the Netherlands, spatial developments can only lead to a high quality landscape when the policies and planning of city and countryside are more tuned in to each other. City and countryside must be seen more as coherent parts of a unity, a City-Landscape.

A City-Landscape is an area where urban processes play a positive role in landscape development, next to the forces of the natural landscape and the rural landscape.

Lack of coherence

On the threshold of the 21st century urbanisation is accelerating in the Netherlands. This means increasing competition for space. In addition to this, the differentiation between city and countryside is disappearing more and more and the physical border between both is becoming more diffuse:

- the population and other urban functions spread over the countryside, mostly to suburban environments;

 business-parks and industries settle away from the city centres linked to the main highways;

- the countryside is becoming urbanised and the total built-up mass increases.

In brief, urbanisation in the Netherlands does not lead to compact, high-rise built-up areas in a further undisturbed countryside. On the contrary, we see a mingling of rural and urban functions spreading over almost the entire Dutch landscape. Everywhere we perceive the influence of urban use and processes such as residential use, industry, recreation, traffic, drinking water extraction, mining, waste disposal etc. Only the degree of influence on the spatial structure of the landscape differs from place to place.

But is all this really a problem ?

The dispersal of urbanisation is a problem indeed if we want to guarantee the quality of the living and residential environment in the Netherlands. This quality is under pressure: open spaces get cut up and "silt up", nature values disappear, public green spaces are squeezed out, cities and landscapes lose their identity. The unbuilt environment in and outside towns is becoming increasingly smaller, whereas functional and quality demands on the same areas are increasing. So the functionality of this unbuilt environment has to be optimised. It is a prerequisite that in landscape and physical planning, all possible functions and meanings of an area are taken into account, both of urban and of rural character.

We can observe that most of the time in physical planning, urban and rural areas are treated separately. Often there is no fully balanced analysis of processes, demands and possibilities formulated from the city as well as from the countryside.

Specific regional solutions

The City-Landscapes Vision promotes a new approach to policy and planning. This approach looks at developments in urban and rural areas and their mutual coherence. The planning tasks for city and countryside are analysed and solved in an integrated way. The Vision does not mean the promotion of unbridled sprawl of urban functions over the countryside, but it tries to make possible well-based choices for specific regional solutions that will influence for good the urban and landscape diversity.

In the end the goal of the approach is the increase of the landscape quality of urbanised regions in the ecological, economic as well as the aesthetic sense. To reach that, the Vision proposes new ideas and strategies. The Ministry of Agriculture invited all involved in the planning, construction and management of urban and rural areas to give their contributions to the introduction of the new approach. In a discussion paper on City-Landscapes, the planners of the Ministry gave their own six strategies.

Two strategies are of a general and integral planning character: ecology-inclusive planning of City-Landscapes, and design of City-Landscapes. The other four strategies have a more functional point of view. They elaborate the two general strategies for certain green compartments of the City-Landscape:

- realise a robust green network;

- optimise the public green spaces;
- further urban agriculture;
- further new estates and country-seats.

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Denmark: a comprehensive regional approach

Ove Nissen

f the 43 000 km² that make up the Kingdom of Denmark, 62% are under plough, 12% forests, 14% built-up or consolidated areas, and the remaining 12% are uncultivated land.

The pressure on land and landscapes is high. The Danish countryside is a battlefield between nature protection, recreational demands and the economic interests of a highly productive agriculture.

Agriculture is still the dominant factor, but a more ecological approach to landscape management is gaining ground, based on a sustainable exploitation of nature's resources. There is a general acceptance of the need for measures to improve the quality of lakes and rivers, and to overcome the threats to the ground water, which has up to now been pumped directly to the consumers' taps everywhere in the country.

Protective legal framework

1992 saw a new Danish Nature Protection Act. Its main instruments are general protection of a number of habitat types and their surroundings; public access to the shores, forests and uncultivated land; a possibility of imposing individual conservation orders on landscape areas against compensation to the owner, and of taking measures to maintain a landscape in a given shape or to restore landscape features. Other essential legal instruments in managing the landscape are the acts on planning and environment protection. Furthermore, there is a general safety net under the entire countryside: building in the landscape is - unless it is necessary for agriculture or fishery - possible only subject to permit by the county council.

The general protection is unique in its character: all heaths, bogs, fresh or salt marshes, swamps, coastal meadows, humid permanent grasslands and uncultivated, dry meadows of more than 2 500 m², natural lakes of more than 100 m², certain rivers, ancient monuments, stone and earth walls are protected. Zones 150-300 m deep along coasts and rivers, and around lakes and forests are also protected. The protection is valid irrespective of ownership and no compensation is paid.

The counties' new role

Since the 1970s the regional level of government in Denmark, the 14 counties, has had the key responsibilities for planning and managing the countryside. The elected county councils act within the legal framework set up by parliament. 80% of county activities are financed out of taxes, fixed and levied by the county councils.

In the last decade, the role of the counties has developed from being administrators and protectors of the landscape into being strategic nature and landscape managers. Comprehensive regional planning balances the interests and sets the priorities for action in the field.

The counties used 14 million ECU on active nature and landscape protection measures in 1996, costs of administration of the legislation and of county staff not counted:

- 9.5 million ECU went towards care and restoration of landscape elements. 100 ha of new lakes and 400 ponds were established. Threatened biotopes were reestablished and ancient monuments restored;

- the remaining 4.5 million ECU were spent on restoration of riverbeds, recreational facilities, information and nature guides.

Trends

Nissen

Several trends in recent years have had a marked influence on the Danish landscape.

The number of farms has been more than halved from 150 000 in 1970 to 60 000 in 1996. The holdings are bigger and agricultural production highly specialised with obvious consequences for the landscape. The European Union agricultural policy has over the years been a decisive factor in this development.

The demand for fallow and the subsidies for extensive agriculture in environmentally sensitive areas are more recent facets in the EU agricultural policy with more positive effects on the landscape.

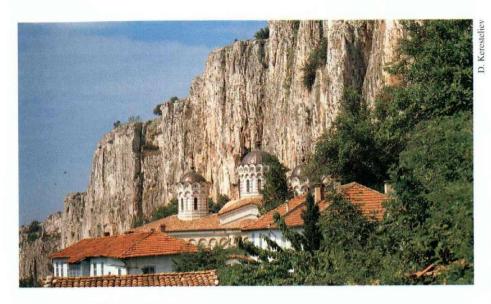
In Denmark, the counties are responsible for administering subsidies for extensive agriculture, making it possible to concentrate on areas where ground water interests or valuable landscape elements will benefit from sensitive farming.

The counties look on these tools and on the signals for a revised EU agricultural policy as described in the Commission's Agenda 2000 as essential elements in the future management of landscape and nature in Denmark. With two-thirds of the country under plough, agriculture must be won as an ally in a sound landscape policy.

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The new law of 1992 enables measures to be taken to preserve the landscape as it stands.





The Bulgarian landscape: issues and hopes

Maria Samardjieva

The landscape as a complex concept became popular in Bulgaria around the middle of the 1960s, at a time when a hundred or so park designers and landscape architects were working on the subject. A decade later, there was a veritable boom in specialised publications discussing the nature, use and management of the landscape.

Unlike some Slavic languages, Bulgarian does not have an equivalent of the word "landscape". Foreign terms have consequently always been used - firstly the French word *paysage*, and then the German word *Landschaft*. Meanwhile, the concept of landscape has been extended to incorporate not just nature, but also the urban environment.

Divergent definitions

Among the various interpretations of the term "landscape", the Union of Bulgarian Park and Landscape Specialists (UBPLS) defines it as the visible part of the biosphere. It is made up of terrain, land area, features of the Earth's surface (land: rocks, soil, sand, etc.; water: lakes, ponds, watercourses, etc), vegetation and man-made objects (fauna is only a decisive factor in certain cases). The landscape is shaped by geographical location, climate, geology, soil, hydrography and human activity. Its value lies in its harmony with nature, its contribution to environmental and human health, its scenic qualities and its and cultural significance. historic Outstanding landscapes serve as models, while others demonstrate the environmental damage caused by human beings in their desire to improve their standard of living.

This conception differs from that expressed by the terminology of the two statutory texts on the landscape of 1988 and 1989, which define it in strictly geographical terms. Moreover, most of the terms used in those texts do not distinguish landscape from environment.

Legislative shortcomings

Bulgarian legislation has protected the beauty of its national parks and regions since 1936, but the term "landscape" did not appear until 1960. Landscape planning is progressing, even though no reference is made to the landscape in the legislative acts (laws and decrees) currently in force with regard to town and country planning. The current legislative situation has consequently prompted the UBPLS to urge that a specific landscape bill be drafted. Its efforts are backed by ecological NGOs, 36 of which signed a declaration two years ago expressing their concern that the landscape, along with urban green areas, should be taken into consideration in national ecological policy.

Initiatives

The future European Landscape Convention may provide a stimulus. Information on its preparation has already led to new initiatives, such as:

- drafting of a Landscape Planning Charter (financed by the Regional Environmental Centre for Central and Eastern Europe and the Ministry for Regional Planning and Public Works);

- the UBPLS project on participation by local authorities and citizens in ecological approaches to the urban landscape (financed by the PHARE Programme through the Foundation for the Development of Civil Society).

Preparation of the UBPLS project has highlighted a need to educate local authority representatives about the environment and the landscape. Precisely because of their lack of knowledge in this area, members of the capital's municipal council decided that 2.4 ha of beautiful landscape in the Southern Park - currently the best-known green area in Sofia, whose vegetation forms a visual link between the city and Vitosha Mountain (the first national park in the Balkan peninsula, created in 1934) - should be destroyed in order to build a Hilton hotel (with a loan from the International Financial Corporation-World Bank Group). Ecological NGOs are urging that the hotel be built elsewhere.

A number of issues

The main landscape issues in Bulgaria concern:

- Standardisation and a loss of diversity. Housing complexes - prefabricated monsters which have sprung up around towns over the past 40 years (mostly on farmland) - create identical landscapes in every town. Exclusive planting of Austrian black pines (*Pinus nigricans*) has a similar effect on the forest landscape.

- The loss of character and identity, in particular owing to the introduction of foreign species. The planting in towns and woodlands of trees-of-heaven (*Ailanthus glandulosa*), an aggressive species which drives back indigenous species, evokes landscapes typical of other parts of the planet. The planting of Austrian pines is also changing the nature of deciduous forests.

- Degradation of aspects of the landscape. Quarrying of building materials is destroying its very foundations, and mass culling of poplar and willow curtains along watercourses is resulting in the disappearance of woody plants from farmland.

The transition from a command economy to a market economy has the effect of intensifying the threats to the Bulgarian landscape, especially around towns, on farmland and in valleys. Nonetheless, Bulgaria still has some wonderful landscapes which seem to have been forgotten by time and consumerism. They deserve our total dedication.

M. Samardjieva President of the Union of Bulgarian Park and Landscape Specialists Macedonia Bd 19-A BG-1606 Sofia



Philippe Lamour School, Nimes, France (Architects: Cusy and Maraval; Landscape architect: TER agency)

France: the Landscape Prize A reward for innovative work

Gui Jourdan and Sylvie Groueff

The importance of viewpoint

very region always abounds with andscapes that are known, identified, marked off, listed and inevitably pointed out to satisfy the heavy demands of tourism. They are given the indisputable label "truly beautiful". Very close to these prestigious sites, knights so-called because of inherited grandeur, indicative of a noble past, are scattered with the increasing speed of the spasmodic transformations, isolated fragments of spoiled, distorted landscapes, solitary embodiments of celibate objects, allegiance to the conditioning of assimilating, uniform progress. Sometimes harmony is established as a result of chance encounters. At best, it conjures up a new interpretation of the nascent world, a new point of view, a feeling combining the possible with the utopian. Usually, however, it is a question of individualisms placed side by side. Hence diverse forms of landscape ideology seem to confront each another according to the observer's point of view. Subjected to these increasing, sometimes contradictory transformations, our landscapes and people's perceptions of them are changing. True indicators of different societies' lifestyles and philosophies, they are now the hallmark of a living heritage which must be viewed with neither a mummifying form of nostalgia nor an amnesia fearful of creativity.

A garden kept at a fair distance for the benefit of the passer-by, the tourist and the person whose look gives a universal meaning to the image of the restructured horizon, or an adventure playground constantly turned upside down and reshaped every day by those who inhabit it here and now? The landscape issue at stake today is rather that of the look which establishes it. "The quality of what is being observed is of lesser importance than that of the look itself" said André Gide. Learning to see is a way of understanding, but from where should one look and in which direction?

A rediscovered connection

By drawing attention to unusual work, the Languedoc-Roussillon Landscape Prize points out possible destinations; methodological landmarks in the fabric of a regional landscape. For every project awarded the prize, which was organised in 1994 and 1996, one could sense the feeling that a connection had been rediscovered between the landscape itself and its surrounding environment.

And it is precisely this mutual enrichment, achieved by a process of coupling, or better, of hooking up (as Le Corbusier described the Acropolis "hooking up the sky to the darkness of the earth"), which is reviving this search for harmony between environments subjected to undifferentiated development and projects rooted in the heritage of a particular culture.

Some outstanding small landscapes

The building of a school on the edge of Nîmes has again raised the issue of urban boundaries, the amenities that are packed into urban areas, the roads that irrigate them and link them to their outskirts. The strength of this new development lies in the subtle combination of distinctly urban buildings and the rurally attractive spaces in between. Horizontally attached to the town and to its urban and functional demands, it nonetheless has the same cultural vocation as the Mediterranean gardens which make up the surrounding countryside. Here rest and meditation meet speed and intercommunication.

In Lastours, on the one hand there is a Cathar site pledged to its raging floods of tourists, on the other a village wounded by the departure of the area's only industry. The local councillors have decided to give life, links and direction back to these two signs of the times. A simple footpath, soberly and correctly laid, connects and gives order to the viewpoints looking out over nearby landscapes, telling the stories that go with them.

At Caylar, a motorway maintenance centre with an adjoining rest area is re-directing perceptions of the landscape not only for passing motorists who, thanks to the unrestricted road network, can keep driving as far as the nearby village which has become an attractive part of the landscape, but also for local inhabitants who rediscover in the new development the conviviality of former shops and public places now closed down in the village centre.

These projects reveal new ways in which natural and human environments can work together by simply moving or re-adjusting people's views and hence their points of observation.

The fundamental purpose of this prize is to create the desire to give back to the landscape that common sense of a re-united, interactive area, the exclusive property of nobody and simply situated for the purposes of... a different view.

G. Jourdan, architect S. Groueff, public relations officer College régional des CAUE Languedoc-Roussillon 19 rue St-Louis F-34000 Montpellier

Further information

The prize is organised by the Regional College of Councils for Architecture, Urbanism and the Environment (CAUE), the Mediterranean Environment Agency and the Regional Directorate for the Environment. It has enabled innovative, forward-looking work to be publicised while those responsible for initiating such projects have received recognition and encouragement, support has been given to skilled professionals and people have been offered the chance to help build a cultural and technical heritage. An initial selection is carried made by a committee representing regional administrations and professionals. An independent jury visits each of the selected sites and chooses a winner.

For further information contact:

Collège regional des CAUE Languedoc-Roussillon,

tel. 33-4 67 58 05 40 Agence Méditerranéenne de l'Environnement, tel. 33-4 67 22 81 24

A challenge for Hungary

Leonóra Becker

he very word "landscape" is of particular pertinence in the Hungarian language as it is a composite of two other words -"land" and "picture" (in Hungarian taj + kip = tajkip). This one word, therefore, contains reference both to the natural environment and to our visual experience of it. Perhaps, to the layman, the phrase "landscape protection" means protecting such places as proffer a profound visual experience faced with a harmonious landscape of outstanding beauty, but landscape is much more than this, being also the residue of nature we may sometimes find in our towns and cities, and the nonnatural landscape of agricultural land and man-made forest.

The Hungarian laws of environmental protection of 1996, and of the protection and development of the built environment of 1997, in part, deal with the protection of landscape. It is questionable how much time will be needed for these new laws to have an impact and for the concept of the necessity of the protection of the landscape to become engraved in our pattern of social awareness. In my opinion, the solution to the problem depends more on the forming of public responsibility than on the speed of implementing laws. This process requires time.

The effects of democracy

Hungary's villages (75% of the country) have been self-sufficient throughout the centuries. Bad politics, harassment of the peasant, forced industrialisation and the vilification of ethnic minorities which followed the second world war left an indelible stamp on the Hungarian landscape. The peasant became a low-paid labourer who, within the needs of the socialist planned-economy, worked in the nearest big city. He no longer taught his offspring to work the land, as the sense of purpose of the village was lost. Public administration, the work place, government finance, even individual thought, were all centrally controlled.

This state of affairs existed for going on 50 years. With the first democratic elections of 1990, the villages regained their right to self-determination with the new local-council structure and with it a new heavy responsibility was placed on the shoulders of the local communities and their leaders. The villages, following their 50-year slumber, had to wake up to the fact that they were no longer the Sleeping Beauty that they once were as, in the meantime, everything had changed. Freemarket economy, a passport to the world, Home Office reform, government compensation bills, privatisation, inflation and unemployment, which were all previously

unthought of, became actual with an explosive suddenness. The then democratic Hungary was rather like a new-born baby who had no time to slowly learn to develop, crawl and gurgle, but had to immediately learn to walk, talk and work.

Prospects

Given such a background, how far down the list comes the question of landscape protection? 70% of the villages were without purified drinking water, 100% of them were without telephones and sewage disposal and the road system was obsolete. Whilst everyone understood the need for infrastructural development, only the few realised the importance of aesthetics and ecology in planning. I am thinking here of the forests of telephone and electricity pylons, water towers which resemble UFOs constructed from the cheapest of materials, the huge antennae placed on our hilltops to relay our mobile phone messages, peasant houses hidden by the shadows of satellite television disc antennae and new roads coloured by giant advertising hoardings. The cheap, undemanding solutions have in many places caused irreparable damage, as the provision of services at any price was the imperative.

In such a quickly changing climate it is not enough to know what is the task of correctthinking local councils and of the government. Time is needed, and money. I am a supporter of those European tendencies, of which the European Landscape Convention is an example, as they may play a leading role in popularising and developing Hungary's landscape and landscape protection's political and financial structure.

Our country is rich in natural treasures. Perhaps we can be thankful that the previous regime's non-caring attitude towards the countryside left much of it untouched and thus unspoilt. It would be particularly healthy if we were to learn from the mistakes of others and not destroy our irreplaceable national environmental treasures.

L. Becker Mayor of Palkonya Fö u. 79 H-7771 Palkonya

A landscape is also the residue of nature we may sometimes find in our towns and cities, agricultural land and man-made forest.

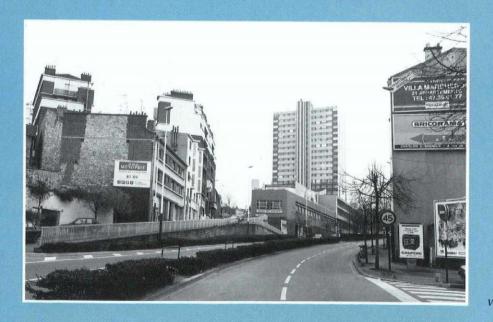




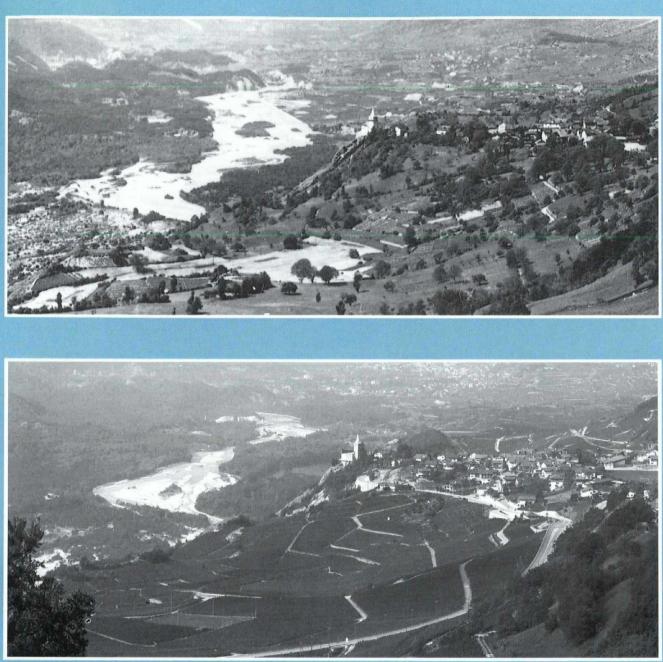
Vanves (France), 1910

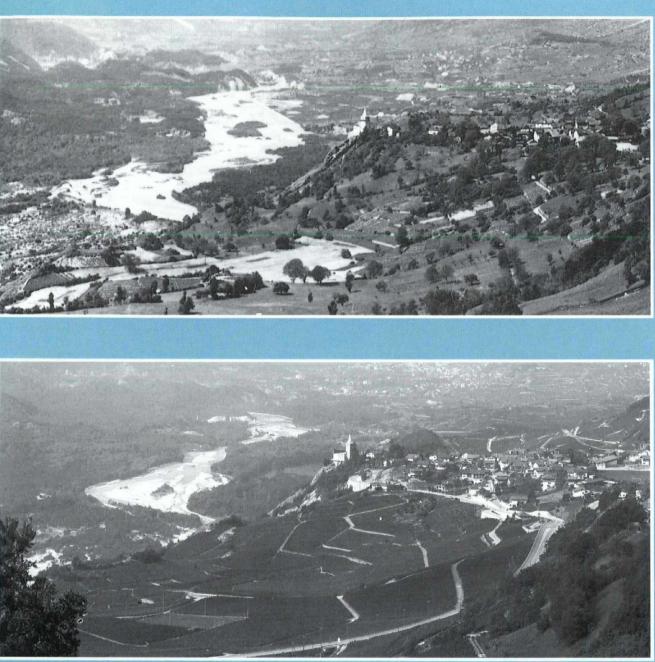


Vanves, 1970



Vanves, 1993





Observing changes in the landscape as a basis for informed decision-making: that is the aim of the French Ministry of Regional Planning and the Environment in running its programme Observatoire photographique du paysage, which assembles series of photographs showing how the landscape has changed over sometimes more than a century.

The photographs demonstrate that, contrary to widely held belief, rural landscapes can alter completely as at Loèche (see above). They also show that the most spectacular changes in towns have taken place since the 1970s (see opposite).

The forecasting side of the programme takes the form of "contemporary photographic monitoring": 600 views divided up into 15 routes across France are re-photographed each year. The findings of the programme are reported by the annual journal Séquences-Paysages published by Hazan.

The "Swiss Landscape" concept A partnership for nature and landscape

Philippe Roch

he "Swiss Landscape" concept aims to reconcile the use and conservation of nature and the landscape through a nonaggressive and sustainable management system. The decision to implement the concept, which is binding on the federal bodies, was taken by the Swiss Federal Council in December 1997. It was developed through a concerted approach involving all the relevant services of the Swiss federal government and cantons, thereby ensuring that the concern to preserve nature, the landscape and the cultural heritage is directly and effectively incorporated into the policies pursued in different sectors and taken into account in the framework of federal activities that have a spatial impact.

Keeping to the same course

Under a law passed in 1966, the Swiss federal authorities have an obligation to ensure that the decisions they take and the tasks they perform on behalf of the Confederation serve to enhance nature, the landscape and the architectural heritage, or to preserve them intact should conservation prove to be more important. This obligation applies to infrastructure projects, particularly federal construction work and installations and railway infrastructure, to national defence, to agriculture and to grants for forestry work, for example, or for the improvement of watercourses. In Switzerland, the interests of nature and landscape conservation considerations have been taken into account in national sectoral policies, as required under Action Theme 2 of the Pan-European Biological and Landscape Diversity Strategy, for more than 20 years past.

In recent years the decision-making bodies, working in close co-operation with the Office fédéral de l'environnement, des forêts et du paysage (OFEFP), have issued various instructions and guidelines setting out the requirements that projects must meet in terms of nature and landscape conservation. As a result, the quality of projects has improved markedly.

Thanks to the commitment, not only of the federal authorities, cantons and municipalities, but also of the private sector, nongovernmental organisations and private individuals, results have been encouraging. Examples include the restoration of watercourses and the creation of special landscape protection and conservation zones in the context of major infrastructure projects.

Agreeing on priority objectives

In spite of these successes, the past 20 years or so have seen a decline in species diversity in Switzerland. There has also been an increase in harm done to the natural environment and rural landscapes which characterise certain Swiss regions. For as long as the policy of dialogue focuses on isolated projects, its effectiveness is bound to be limited. Admittedly, some progress has been made, but protecting nature and landscape is a factor that still receives too little attention when the authorities assess the different interests at stake prior to taking any decision. It was against this background that the Federal Council commissioned the preparation of a special landscape "concept"

Implementation of the "Swiss Landscape" concept is based on four principles designed to ensure that better account is taken of nature and landscape conservation interests. These four principles are:

- Co-ordination of a nature and landscape conservation policy that is binding on the authorities. The policy must identify the main lines to be pursued, such as sustainable, nonaggressive management of the landscape in the context of all activities with a spatial impact. These policy lines must apply to all areas of activity (eg decision-making in connection with projects, drafting of legislation, information policy, etc).

Definition of objectives and associated measures, based on consensus between all the interested parties. Negotiation and awareness-raising take a long time.

- Definition of medium- and long-term objectives which will serve as reference points for administrative decisions. A phased schedule will be needed, based on realistic and practical measures whose effectiveness can be monitored.

Stepping-up of dialogue between the different players involved. Provided the interests of nature and landscape conservationists and users are clear and are taken into account sufficiently early in the project planning process, projects can be optimised, procedures streamlined and costs reduced.

Improving biological and landscape diversity

The "Swiss Landscape" concept sets specific targets for improving biological and landscape diversity in 13 sector-based policies. Examples include:

- Agriculture: thanks to agricultural policy incentives, 10% of the agricultural land currently farmed in the lowlands will gradually be turned into ecological compensation areas, thereby helping to preserve biological diversity in Switzerland.

- Tourism: an effective and persuasive information policy will encourage the Swiss people to behave in ways which avoid harming nature and the landscape. Mechanical transport installations in landscapes of exceptional value are to be avoided. In regions that are still unspoilt and in the high mountains, such installations will only be tolerated in areas that are considered particularly suitable.

- Transportation: the use of public transport, cycle tracks and footpaths will be promoted. Efforts will be made to attenuate the biologically divisive effect of transport systems by constructing ecological bridges and underpasses, particularly for batrachians. Furthermore, steps will be taken to develop ways of making sure that optimum account is taken of nature and landscape conservation when planning, building and maintaining transport installations, for example by creating special crossings for wild animals.

- Improvement of watercourses: steps will be taken to promote the development of comprehensive anti-flood strategies, the restoration and re-introduction of the natural diversity of watercourses that have been straightened or covered over, and environmental maintenance.

- Forests: they will be worked and maintained according to the principles of ecological management based on respect for the natural environment. Forest fringes, which are particularly valuable, will be maintained and enhanced. Where forest ecosystems exist on a sufficiently large scale, their conservation will be guaranteed through the creation of nature reserves and quiet zones.

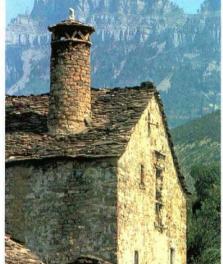
More than 100 measures are planned and scheduled for implementation by 2005. They will be carried out by federal services within the limits of their existing budgetary and human resources. In this way Switzerland is stepping up its contribution to implementation of the Pan-European Biological and Landscape Diversity Strategy and the United Nations Convention on Biological Diversity.

P. Roch

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Bibliography The "Swiss Landscape" concept is available on request from OFEFP, CH-3003 Bern.





The transboundary cultural landscape of the Pyrénées-Mount Perdu (France/Spain)

The World Heritage Convention

Mechtild Rössler

he World Heritage Convention, adopted by Unesco's General Conference in 1972, established a unique international instrument recognising and protecting both the cultural and natural heritage of outstanding universal value. Although the convention's definition of heritage provided an innovative opportunity for the protection of landscapes, it was only in December 1992 that the World Heritage Committee adopted revisions to the cultural criteria in the operational guidelines for the implementation of the World Heritage Convention. With this decision the convention became the first international legal instrument to identify, protect, conserve and transmit to future generations cultural landscapes of outstanding universal value.

Three categories of cultural landscapes were defined:

- the clearly defined landscape designed and created intentionally by man. This embraces garden and parkland landscapes;

- the organically evolved landscapes, resulting from social, economic, administrative, and/or religious imperatives which have developed in association with and in response to their natural environment. They fall into two sub-categories:

. a relict (or fossil) landscape is one in which an evolutionary process came to an end at some time;

. a continuing landscape is one which retains an active social role in contemporary society closely associated with the traditional way of life;

- the final category is the associative cultural landscape justifiable by virtue of the powerful religious, artistic or cultural association with the natural elements.

Consideration was also given to the need to recognise the associative values of landscapes to indigenous people and to the importance of protecting biological diversity through cultural diversity within cultural landscapes.

Worldwide identification

Within the global strategy for a representative and balanced World Heritage List, regional and thematic expert meetings were held on cultural landscapes to develop comparative studies and thematic frameworks for the identification and evaluation of cultural landscapes: European cultural landscapes of outstanding universal value (Austria 1996), Asian rice culture and its terraced landscapes (Philippines 1995), Asia-Pacific workshop on associative cultural landscapes (Australia 1995), heritage canals (Canada 1994), routes as part of the cultural heritage (Spain 1994), cultural landscapes of outstanding universal value (Germany 1993) and cultural landscapes (France 1992).

Since 1993 cultural landscapes were inscribed on the World Heritage List: the associative landscape of Tongariro National Park in New Zealand, Uluru Kata-Tjuta National Park in Australia, as living and associative cultural landscape of the traditional owners and the rice terraces of the Philippine Cordilleras. A number of European cultural landscapes are also included on the World Heritage List: the cultural landscape of Sintra (Portugal), the Lednice-Valtice cultural landscape (Czech Republic), the Hallstadt Dachstein/Salzkammergut cultural landscape (Austria), the Costiera Amalfitana, Portovenere, Cinque Terre and the Islands of Palmaria, Tino and Tinetto (Italy), and the transfrontier mountain landscape of the Pyrénées-Mount Perdu (France/Spain).

The European example

It is evident that World Heritage conservation can perform a leadership role in the protection of Europe's diverse landscapes. The expert meeting on European cultural landscapes noted in 1996: "Whilst it is recognised that there is a strong political imperative to ensure the balance of the World Heritage List by not including too many more European properties or cultural landscapes in the World Heritage List, Europe is particularly well endowed with cultural landscapes. Only a selection of these landscapes can be inscribed in the World Heritage List. Cultural landscapes of European, national or regional value will need to be protected by other means, including additional national legal protection".

Encourage other initiatives

The Unesco World Heritage Centre provided advice with the experience gained with the World Heritage Convention when the Draft European Landscape Convention was prepared by the Council of Europe and the World Heritage Committee welcomed this initiative. The synergy of efforts and opportunities for collaborative approaches to cultural landscape conservation such as the proposed European Landscape Convention and other European legal instruments have to be further encouraged.

The inclusion of cultural landscapes on the World Heritage List provided new opportunities for the protection of the "combined works of nature and of man" as defined by the convention. The World Heritage Committee has also ensured a new approach towards the recognition of the interaction between people and their environment. It is now up to States Parties to identify and protect this threatened heritage of humankind and to ensure that cultural landscapes receive appropriate recognition and at the national and international level.

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The draft European Landscape Convention...

Pierre Hitier

n Resolution 256 (1994), the former Standing Conference of Local and Regional Authorities of Europe invited the Congress of Local and Regional Authorities of Europe (CLRAE), the body which succeeded it at the Council of Europe and now represents over 200 000 local and regional authorities in Europe, to draw up a framework convention on the management and protection of the natural and cultural landscape of Europe as a whole.

A year later, following the first Conference of European Environment Ministers (Dobříš, June 1991), the EU's European Environment Agency suggested, in its report "Europe's environment, the Dobříš assessment", that the Council of Europe might take the initiative of drafting a European landscape convention. This wish was repeated by the IUCN (World Conservation Union) in its European action plan for protected areas.

A task for elected representatives

As a body representing the interests of European local and regional authorities, the CLRAE is aware of the importance which the public attach to the landscape as part of their everyday living environments. It realises that they now want policies which may change the shape of the landscape to take account, in a fully democratic manner, of their demands regarding the environment. At the same time, the CLRAE has also recognised the importance of the role of landscapes in strengthening regional identities, and the part they play in helping human beings feel at ease with their environments.

In the light of these recommendations and considerations, the CLRAE has decided to prepare a draft European Landscape Convention, with a view to having it adopted by the Committee of Ministers of the Council of Europe and opened for signature as an international legal instrument.

In so doing, the CLRAE has both shouldered a responsibility and taken up a challenge. The local and regional councillors who sit in the CLRAE are directly responsible for running their towns and regions. Their political activity is therefore aimed at improving the quality of life of the citizens of these towns and regions. This depends on a variety of material and spiritual factors, of which the living environment is a key element, as it has a decisive impact on the quality of the relationship between people and the areas where they live. The term landscape is often used in connection with these living environments today. The CLRAE's initiative responds to the need to offer the European public an international legal guarantee that their demands concerning the environment and landscapes will be satisfied. It is aimed at filling the legal vacuum caused by the absence, at European level, of a specific, comprehensive reference text devoted entirely to the conservation, management and improvement of European landscapes in the international legal instruments on the environment, regional planning and the cultural heritage. The existing legal instruments often have a limited geographical scope, apply to only some aspects of the landscape or approach it from the angle of protecting and managing other features of the areas concerned.

A comprehensive and flexible legal instrument

The future convention should cover both outstanding and ordinary landscapes. This is because all landscapes help determine the quality of Europe's living environments, and landscape protection measures should not be confined to outstanding sites and landscapes. The CLRAE's choice is thus in line with the democratic and social values defended by the Council of Europe.

Ambrogio Lorenzetti, The results of good government (1338-1340), detail, Palazzo Pubblico, Sienna



Moreover, the CLRAE believes that a European landscape convention must be a flexible legal instrument that can be applied to landscapes whose specific features will necessitate diverse action ranging from strict conservation through protection, management and improvement to actual creation.

With its initiative, the CLRAE wishes to break with the traditional distinction between "natural landscapes" and "cultural landscapes". It would be wrong for landscapes which have been altered by human intervention to be separated at conceptual and operational level from those which have been left untouched. Measures to protect, manage and develop landscapes must take account of the various features that make them up, without, however, creating artificial distinctions.

With a view to the implementation of landscape protection, management and development activities, various means of action are proposed in the form of legal and/or financial measures. However, in order to take account of the wide range of landscapes and different national traditions, the future convention will merely set out, in an appendix, a range of different solutions on which the parties to the text will be able to base their policies in accordance with their particular needs.

As far as international measures are concerned, the convention will propose solutions designed to supplement the measures to be taken by governments at national level. To this end, a list of landscapes of European interest should be drawn up with a view to improving the protection of landscapes which play a part in shaping Europe s cultural identity. In addition, an international prize, the European Landscape Label, could be awarded to local and regional authorities in recognition of their efforts to protect landscapes. This would again underscore the spirit of the convention, which is aimed at Europe s landscapes as a whole.

The preparatory work

In September 1994, the CLRAE set up an ad hoc working group tasked with preparing the draft convention. In keeping with the principle of consultation and participation, several international, national and regional institutions have been invited to take part in the working group s activities. These have included the Council of Europe Parliamentary Assembly, the Council of Europe Cultural Heritage Committee, the Committee for the Activities of the Council of Europe in the Field of Biological and Landscape Diversity, the Unesco World Heritage Centre, the IUCN, the EU Committee of the Regions, the European Commission, the Bureau of the Pan-European Biological and Landscape Diversity Strategy and the regions of Andalusia (Spain), Languedoc-Roussillon (France) and Tuscany (Italy).

Given the scientific complexity of the subject and the wide range of national legal



The future convention should cover both outstanding and ordinary landscapes.

approaches to it, the working group drew up a complete version of the draft convention in non-legal terms and a comparative study of European landscape legislation as preparatory documents. In addition, the working group referred consistently to existing national and international instruments in this area.

Given the demands of democracy and the specific aspects, multifacetedness and variety of the landscape features and interests to be taken into account, the CLRAE organised two special hearings in November 1995 and March 1997 as part of its consultations. These were attended by experts, representatives of the relevant international and non-governmental organisations and a small number of representatives of the states and local and regional authorities interested in the CLRAE's activities in this area.

Following these hearings, the CLRAE adopted a preliminary draft European Landscape Convention in Resolution 53 (1997) during its fourth plenary session (3-5 June 1997). On the same occasion, in Recommendation 31 (1997), the CLRAE invited the Council of Europe Parliamentary Assembly to examine the preliminary draft European Landscape Convention contained in Resolution 53 (1997), to present an opinion and, if possible, to offer support with a view to the presentation of the final draft text, which should be adopted by the CLRAE at its 5th plenary session (25-28 May 1998). The CLRAE also asked the EU Committee of the Regions for an opinion and support.

Before recommending that the Committee of Ministers adopt the European Landscape Convention, the CLRAE also decided, again in Resolution 53 (1997), to consult the representatives of the national ministries concerned. To this end, it is organising a conference in Florence from 2 to 4 April 1998 to consult these representatives and the main international and non-governmental organisations that are technically qualified in this area.

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... and a CD-Rom to go with it

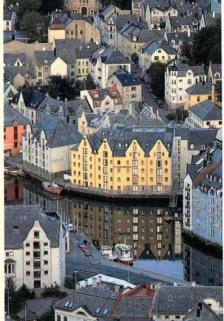
Riccardo Priore

The Congress of Local and Regional Authorities of Europe (CLRAE) has decided to produce a multimedia CD-Rom on European landscapes, setting out the principles laid down in the draft European Landscape Convention.

Preparation of the CD-Rom will begin in 1998 once the draft convention has been adopted by the CLRAE. The CD-Rom will be aimed at the general public and will be informative in nature. It will interactively present the key message of the draft convention, namely that Europe s landscapes need specific protection, management and development. This is because landscapes are a fundamental element of the living environments of Europe s peoples and play an essential role in their development. Technically, the CLRAE believes that the landscape is ideally suited to presentation using computer technology, given its links with human imagination, cultural identity and beauty, as well as its multidisciplinary features. Moreover, multimedia CD-Roms, which have enormous technological potential, are a new awareness-raising tool that ties in perfectly with the Council of Europe s new communication and information objectives.

R. Priore

Administrative Officer Directorate of Environment and Local Authorities Secretariat of the Congress of Local and Regional Authorities of Europe Council of Europe



The Pan-European Biological and Landscape Diversity Strategy



Maguelonne Déjeant-Pons

"The visible opens our eyes to the invisible." Anaxagoras, Fragments 21 *a*

Modern lifestyles are making people want more and more to get back to unspoilt environments and to preserve their heritage, both natural and cultural. This growing demand in society means that landscapes are gaining or regaining in significance and are beginning to be seen as essential components of environmental policies. They also offer great potential for tourism-based regional development.

The aim of the Pan-European Biological and Landscape Diversity Strategy, which was adopted at the Environment Ministers Conference in Sofia in 1995 and is being implemented by the Council of Europe in conjunction with the United Nations Environment Programme, is to stem and reverse the trend towards the reduction of diversity. 54 states are involved in implementing the Strategy. The action plan for 1996-2000 includes various fields of action, one of which is landscapes. The challenges to be addressed are set out as follows: - preventing further degradation of landscapes and the cultural and geological heritage they represent;

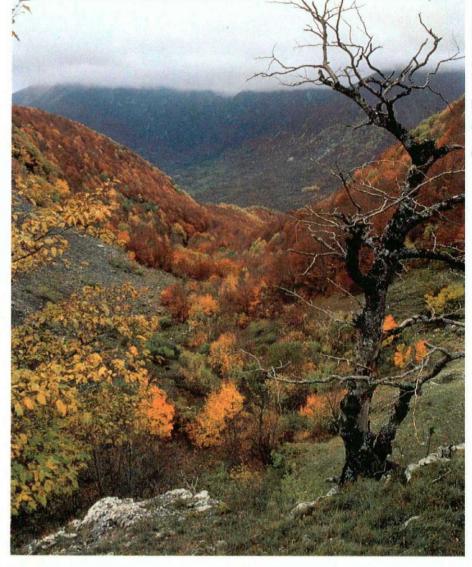
- preserving their beauty and identity;

- developing an integrated vision of landscapes as part of a unique mosaic of cultural, natural and geological features; and - also raising awareness among the public and policy-makers and ensuring that landscapes are more effectively protected.

Preserving local and regional individuality, in both cultural and social terms, while promoting the involvement of the public and of private landowners, are the two pillars of the policy to be pursued. The Strategy strives to ensure that greater account is taken of the landscape dimension, both in the effective application of existing texts and in the drafting of new ones.

As changing and fragile reflections of nature, the climate and human action, landscapes should certainly not be conserved in a completely rigid manner, but they must be protected against attacks that could destroy them. Biological and landscape diversity should be seen as the two sides of one coin. We must recognise their fundamental importance and value, whether aesthetic, scientific, cultural, recreational, economic or intrinsic. The right to profitability must be reconciled with the right to well-being, health and beauty.

M. Déjeant-Pons Principal Administrative Officer Environment Conservation and Management Division Council of Europe



Abruzzi National Park, Italy

Outstanding European landscapes A conservation tool: the European Diploma

Jean-Pierre Ribaut

or over 30 years, the European Diploma has been making a particularly effective contribution to the conservation of outstanding European landscapes. Of course, 50 sites awarded a diploma are not that much when compared with Europe's vast territory. Yet, the fact that they include such outstanding areas as the Camargue (France), Doñana National Park (Spain) and the Lüneburg Heath (Germany) demonstrates the significance of the network.

Since 1989, central and east European countries have shown great interest in the scheme: the primary forests of Berezinsky (Belarus) and Teberdinsky (Russia) have been awarded the diploma and Dobroč forest (Slovakia) is under consideration for the award. As virgin landscapes of a type that has completely disappeared in western Europe, they are assets of inestimable biological value. They also form real-life laboratories of the greatest importance, which help give us a clearer understanding of how natural ecosystems function and evolve.

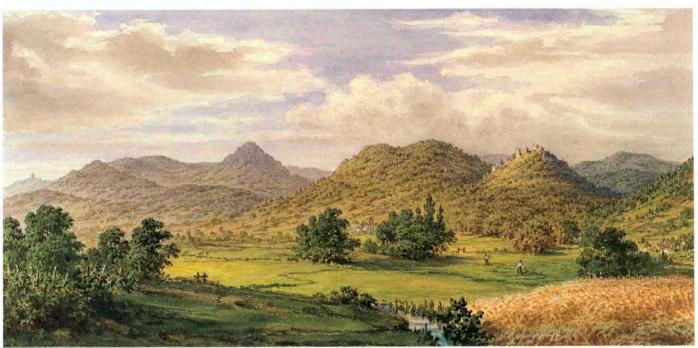
But does being officially awarded the European Diploma mean that the areas concerned are safeguarded for good? It would be presumptuous to claim that the answer was yes, although, to date, it has been true in all but one instance, where we had to withdraw the European Diploma. The award regulations allow this when a site is degraded or damaged. Hanging over managers heads like the sword of Damocles, this threat obviously constitutes a significant means of pressure for ensuring that these unique natural habitats are properly protected, as has been demonstrated spectacularly by several examples such as Purbeck Heritage Coast and the Peak District National Park (United Kingdom) or the splendid Wurzacher Ried peatlands (Germany).

There is no escaping evolution: whereas the objectives of the diploma were originally focused on strict - and often static - conservation policies, the approach today is dynamic. Of course, we must avoid any misunderstandings: an authentic primary forest should always be protected as much as possible against all outside influences, but the human influence exists, and is sometimes

significant, in the vast majority of the sites in western Europe that have been awarded the diploma. It must be taken into account and, indeed, realistically integrated into a sustainable development policy that pays genuine heed to environmental requirements, for instance as in De Weerribben Nature Reserve (Netherlands) or in Abruzzi National Park (Italy), which is to be congratulated on having succeeded in developing both the local economy and the bear and wolf populations at the same time. Well done!

J.-P. Ribaut

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G. Osterwald (1804-1884), Le mont Sainte-Odile, aquarelle

The landscape in comparative law

Michel Prieur

hanks to the environment, the landscape has become a subject of law. The landscape now belongs to the definitions of the environment which are generally accepted in comparative and international law where, along with water, air, soil, fauna and flora, it forms a constituent part of the environment.

It is interesting to find where the landscape was first mentioned in law, reflecting the legislator s concern in certain countries.

The oldest reference in law to the landscape is found in Denmark, in an 1805 law on sharing communal forests. The first French law concerning the landscape was the law on energy distribution of 15 June 1906, which states that orders concerning energy distribution should take into account the protection of the landscape.

Legal sources

The landscape may be protected either by the constitution or by legislation.

In four States, the landscape is directly mentioned in the Constitution. It is referred to in older constitutions in a less global sense than is common today:

- Italian Constitution of 1947: "the Republic safeguards the natural beauties and the historical and artistic wealth of Italy";

- German Constitution of 1949: "the Federation shall have the right to enact general rules concerning ... protection of nature and care of the countryside". This attribution of additional competency was quite unusual because the trend was rather to reduce the powers entrusted to the Federation under the Weimar Constitution, which already contained a very general article on the landscape¹.

In a more modern sense, the Swiss Constitution, revised in 1962, attributes competency for the protection of nature and landscapes to the cantons, stating that "the Confederation shall, in carrying out its obligations, preserve the characteristic aspects of landscapes"². Article 66 of the 1976 Portuguese Constitution provides that it is the duty of the State to take biologically balanced landscapes into account in its regional planning policies and to classify landscapes according to the degree of protection they need for nature conservation and for the preservation of cultural assets.

Laws devoted to the landscape in particular are rare; five have been found. In most countries, the landscape is indirectly referred to in regional laws or in general environmental legislation.

Specific national laws exist in Germany (1976 federal law on the protection of nature and care of the countryside), France (1993 law on the protection and improvement of landscapes), Switzerland (1966 federal law on the protection of nature and landscapes, revised in 1995), the Czech Republic (law on the protection of nature and landscapes, 19 February 1992) and the Slovak Republic (law on the protection of nature and landscapes, 23 August 1994).

Protection techniques

Four methods can be identified:

- Incorporating the landscape in urban and rural development plans. This method is particularly relevant to regional and urban planning.

 Classifying landscapes as protected areas. An increasing number of countries are establishing landscape protection areas to preserve beauty spots, natural or historic monuments or nature.

- Taking landscapes into account when deciding how to use the land.

This can be done either directly when decisions are made, especially when planning permission or some other form of authorisation is granted (re-grouping of land, industrial installations, land-clearing, putting up power lines, advertising boards, etc) or, for particularly important projects, by carrying out an environmental impact study before the decision is taken.

Landscape protection which results in limits being imposed on the use of property has been ruled lawful by the European Commission of Human Rights in Strasbourg.

In its decision of 11 March 1985 (Application No. 11185/84, Muriel Herrick v/the United Kingdom, DR No. 42 p. 275), the Commission found no breach of Article 8 of the European Convention on Human Rights nor of Article 1, second paragraph of the First Protocol. The applicant's property was situated in Jersey, in an area of particular landscape value. Local legislation was equivalent in terms of planning to the requirements of many member States of the Council of Europe for "safeguarding areas of outstanding beauty from unsuitable development". The Commission recognised that "planning controls are necessary and desirable in order to preserve areas of outstanding natural beauty for the enjoyment of both the inhabitants of Jersey and visitors to the island (...)".

On the basis of this important decision, it might be considered that the Commission accepts not only that landscape law can legitimately restrict property rights, but also that this is in fact almost an implicit recognition of the right to enjoy landscapes.

Similarly, though in a different legal and social context, in its decision of 25 September 1996 (Buckley v/the United Kingdom, 23-1995-529-615), the European Court of Human Rights gave priority to the protection of a rural landscape over rights to respect for the home (Article 8) in the case of a gypsy siting a caravan on his own land³.

- Specific landscape plans. In some countries, such as France, certain customs or laws strive to give landscape plans their own identity by giving them widely contrasting contents and scope.

Expropriation can also be counted among the classic legal instruments for land protection. In all countries it is an extreme measure which can legally be used as long as the

purpose of the compulsory purchase is in the public interest. In most States, the general law on expropriation can be used to purchase land in an area of outstanding natural beauty. In fact, protection of the environment is usually considered sufficient justification for such a step.

M. Prieur

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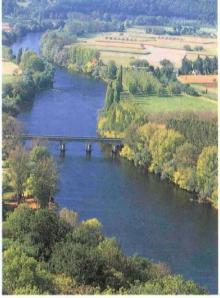
Hôtel de la Bastide 32 rue Turgot F-87000 Limoges

¹ Artistic, historical and natural monuments as well as the landscape shall be protected and cared for by the State (Article 150 of the Weimar Constitution).

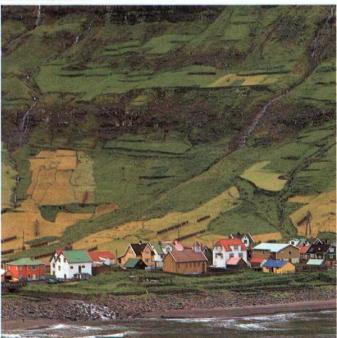
² Article 24 sexies also makes direct provision for the protection of moors and marshlands of special beauty by banning all installations. This provision, adopted on 6 December 1987, is one of the rare popular initiatives on which the majority of people and cantons have agreed.

³ See J. P. Margenaud's comments in the Revue européenne de droit de l'environnement, Limoges CRIDEAU, No. 1-1997.

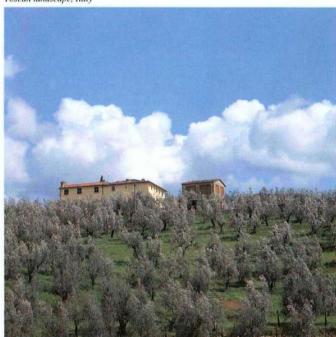
Cavallera/Sipa



The Dordogne valley, France



Toscan landscape, Italy



FPH/Sipa

The Mediterranean Landscape Charter An idea that is gaining ground

Florencio Zoido Naranjo

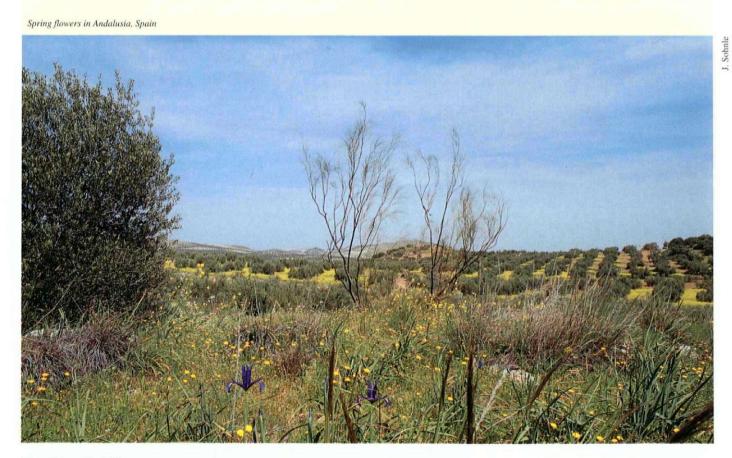
he Mediterranean Landscape Charter, or Seville Charter, can be considered the most important preliminary initiative for drawing up the European Landscape Convention currently being prepared by the Council of Europe. The Congress of Local and Regional Authorities of Europe endorsed the initiative in Resolution 256 (1994) at the third Conference of Mediterranean Regions, held in Taormina in 1993. The Resolution invites the Congress to draw up, on the basis of the Mediterranean Landscape Charter adopted in Seville, a framework convention on the management and protection of the natural and cultural landscape of Europe as a whole. The Mediterranean Landscape Charter thus gave tangible form to a process of co-operation between Andalusia, Languedoc-Roussillon, Tuscany and Veneto, which began during the second Conference of Mediterranean Regions (Malaga, 1987) and is still going on.

The Mediterranean Landscape Charter is based on the recognition that the landscape is an essential concept of daily life and an

important element in fostering the cultural identity of the peoples of Europe. It defines the Mediterranean landscape as a reality built upon a natural substrate although deeply marked by human agency and, at the same time, as a fundamental resource for guiding and applying environmental, regional planning and heritage management policies. Focusing on the Mediterranean landscapes which continue to be an exceptional combination of nature and culture, the Charter identifies the main processes currently altering them: inadequately controlled and diffuse urbanisation, the enormous expansion of tourism, the abandonment and uniformisation of rural areas and the loss of landscape values

To cope with these processes, the Mediterranean Landscape Charter proposes the following criteria, measures and actions: including the landscape dimension in both public plans, programmes and projects, and private initiatives approved and supervised by the public authorities, especially at local and regional levels; and taking the landscape into consideration in environmental impact studies, town and country planning, and policies with a major visual impact (agriculture, public works, industry, mining) and the protection of nature and the cultural heritage. To this end, two conditions must be met: scientific knowledge about landscape in all its forms must be promoted; and citizens must be made better aware of these landscapes, must learn to appreciate them and must be able to have improved access to them.

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Cultural landscape in the Slovenian Alps

International co-operation The example of the Alpine Convention

Milan Naprudnik and Vesna Kolar-Planinšič

The basic aim of the signatories of the Alpine Convention (Austria, France, Germany, Italy, Liechtenstein, Monaco, Slovenia, Switzerland and the European Union) is to prevent further threat to the Alps and to ensure a unified policy of protection and conservation in the Alps through the prudent and sustainable use of resources, applying the principle of prevention and causer's responsibility, and through crossborder co-operation.

To date the following protocols have been adopted pursuant to the Alpine Convention, which was signed in 1991: Spatial management and sustainable development, Nature conservation and countryside management, Upland agriculture (Chambery, 1994) and Tourism and mountain forests (Bodo, 1996), while protocols on soil protection, traffic and energy are in the final stage of preparation. Protocols on population and culture, water management, clean air and waste management have not yet entered preparation.

The issue of countryside links many areas together, as measures in a particular area can entail changes in the function of the land, the structure of the landscape and the value of the land. Thus all areas handled by the Alpine Convention are important from the aspect of countryside: nature conservation and care of the countryside, spatial planning and upland agriculture are all involved in countryside issues.

- The objectives of nature conservation and care of the countryside are conservation and care according to need, and also renewal of nature and the land, such that sustainable operation of ecosystems and protection of wildlife is ensured, including the living environment, natural resources and diversity, unique items of nature and items of natural beauty in their entirety.

- The objectives of spatial planning are the assurance of economical, prudent use and healthy, co-ordinated development of the entire physical environment, prevention of the risks of natural disasters and over-use or under-use of space, and the protection and renewal of natural living environments. - The objectives in the area of upland agriculture are preservation and promotion of activity in traditional cultural landscapes and of environment-friendly agriculture suited to the land, whilst taking into account the difficult economic conditions in the Alpine world.

Umbrella regulations

The direct objectives and measures regarding countryside conservation and development are covered in detail by the adopted protocols entitled Spatial management and sustainable development, and Nature conservation and countryside management, which are umbrella regulations.

Spatial management and sustainable development

The objectives of Spatial management and sustainable development also include recognising the special requirements of the Alpine environment within the framework of national and European politics, adapting the use of space to ecological objectives, and preserving landscape characteristics and cultural specifics.

The obligations are application of nature conservation criteria in spatial management and sustainable development policy, and prompt harmonisation of economic interests with preservation and maintenance of diversity in significant natural and cultural landscapes and in the outside image of settlements, with protection of rare ecosystems, species and landscape elements, with renewal of living environments and residential areas, with the construction of facilities and devices that suit the environment and the countryside, and with the preservation of cultural characteristics in Alpine regions. The protocol also cites guidelines for international co-operation on plans and programmes of spatial management and sustainable development.

Nature conservation and countryside management

The Nature conservation and countryside management protocol stipulates international regulations for ensuring conservation and management with the emphasis on basic conservation. Within the framework of international co-operation the signatories undertake to work together on:

- mapping, managing and monitoring protected areas and all other components of natural and cultural landscapes that are worth conserving;

- creating a network of biotopes and formulating projects, programmes and plans for countryside management;

- preventing damage to nature and the countryside, and compensation for such damage;

- systematic observation and research, and on all other measures.

Regular monitoring of the situation concerning nature conservation and countryside management is envisaged according to the criteria specified, as is preparation of countryside plans and programmes as a basis of further measures.

Need for co-operation

The Alpine Convention cites co-operation on research and systematic observation as an obligation in the execution of research work, scientific evaluation and the development of joint and additional programmes for systematic observation, co- ordination of research, observation and data collection, and co-operation on legal, scientific, economic and technical matters. The execution of such activities is only in the initial stage, but co-operation in such areas will make a great contribution to faster and more effective implementation of the Alpine Convention.

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The contribution of IUCN

Adrian Phillips

andscapes are the product of humanity's interaction with nature. They range from natural landscapes, where human influence is relatively slight, to the artificial landscapes of cities where nature has been marginalised. In between is a spectrum of rural landscapes, many of great cultural significance but also much valued for their natural qualities.

Re-evaluation

As the world's leading conservation body, IUCN - The World Conservation Union has in the past focused its attention mainly on landscapes at the natural end of the spectrum, advocating the establishment of national parks, nature reserves and wilderness areas. While these areas are more important than ever, IUCN now gives more attention to those productive landscapes which help to support biodiversity - thus looking beyond strictly protected areas to the wider countryside.

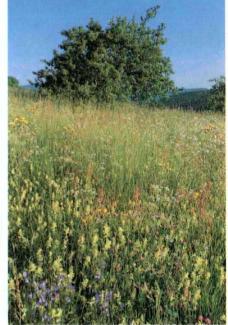
This process of re-evaluation has gone furthest in Europe because conservation in natural areas alone would achieve little. No region has been so extensively modified by people over centuries, even millennia, and none is so richly endowed with a heritage of cultural landscapes of high nature conservation value. From the Spanish dehesas to the chalk downland of southern Britain, from the Hungarian puszta to the meadows of southern Scandinavia - in these and other areas, traditional land use practices have created landscapes which are of great cultural and natural interest. But many are now under threat, from agricultural intensification, ill-planned development and a lack of public awareness.

Many projects

IUCN addresses such issues in several ways. Its World Conservation Congress (October 1996) resolved to give priority in Europe to the impact on biological and landscape diversity of agriculture, forestry and tourism development. This approach is central to Parks for Life, IUCN's flagship initiative developed by its World Commission on Protected Areas. Parks for Life aims to improve the standing of the region's many protected areas: parks, reserves, protected landscapes etc. which together number 12 800 (of over 1 km2) and cover 8.8% of the land area of Europe.

Two-thirds of these areas are protected landscapes, that is, areas of lived-in landscapes which are appreciated as much for their cultural and recreational values as for their biodiversity. Parks for Life includes several projects to secure higher standards of protection for such areas, as well as others to encourage transboundary protected areas, a sustainable approach to tourism in parks and the involvement of local communities in protected areas management.

Projects in Parks for Life, and other IUCN work, help European countries implement the Convention on Biological Diversity, the Natura 2000 network and the Pan-European Biological and Landscape Diversity Strategy (PEBLDS). PEBLDS is important because it is the first international initiative to recognise the importance of landscape as a Europewide concern; previously international programmes of this kind have focused on nature conservation sensu stricto. A parallel development, which has the support of Parks for Life, is the proposed European Landscape Convention, currently being developed under the auspices of the Council of Europe, which would provide a legal basis to reinforce work on landscape protection as part of PEBLDS Action Theme 4, on landscapes. Among many other IUCN programmes undertaken by its members in Europe and by other commissions, IUCN contributes to PEBLDS Action Themes 3 (raising awareness and support with policy makers and the public), 8 (grassland ecosystems) and 10 (mountain ecosystems); the latter two are areas where traditional land use practices are critical to the survival of biodiversity.



The landscapes of Europe are of great value. Yet everywhere they are under threat and often little understood. Through the networks of its members working together, and through the expertise in its commissions, IUCN plays a leading part in showing how this heritage can contribute to the sustainable development of the region and to the welfare of its people.

A. Phillips Chair of the World Commission on Protected Areas of IUCN c/o WCPA/IUCN

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What is IUCN?

UCN is a unique global association of nearly 900 governments, government agencies and non-governmental organisations, along with some 9 000 volunteer experts in its commissions, coming together to work for, and advocate conservation and ecologically sustainable development. It is organised globally, regionally and nationally. The Secretariat's headquarters are in Switzerland, with offices throughout the world. The European office is in the Netherlands and there are national offices in several countries of eastern and central Europe.

Towards political recognition of the European landscape

Régis Ambroise

The issue of European landscapes has become the subject of intense debate over the last decade, thanks in particular to Council of Europe initiatives: intergovernmental committees on the cultural heritage and on the conservation and management of the environment and natural habitats, reports, colloquies, pamphlets, recommendations adopted by the Committee of Ministers, inclusion of the word "landscape" in the Pan-European Biological and Landscape Diversity Strategy and finally the draft European Landscape Convention, drawn up by the Congress of Local and Regional Authorities of Europe.

Some key ideas

Countries, regions and municipalities are agreeing on an increasing number of key ideas which they are using to develop their own policies for protecting their landscapes:

- The landscape is a blessing, an asset, a cultural, ecological and economic heritage. It is the result of nature and the work of our ancestors; it is our duty to improve it before handing it down to our descendants.

- The landscape is a means of identifying a place or a culture. Different perceptions of it reveal a diversity of viewpoints and sensitivities which expand our awareness of reality. Maintaining and developing this diversity requires the will to fight against the elimination or trivialisation of living environments, natural habitats, perceptions and viewpoints.

- The landscape belongs to everybody. It concerns inhabitants, elected representatives, experts in various fields and professionals. These people must be able to work together to develop projects incorporating the conservation of memorable or inspiring places, the development of a high quality living environment and the creation of modern landscapes that meet the needs of contemporary society.

- The landscape appeals to both reason and sensitivity. Working for both the beautiful and the good is part of European culture. It is up to our generation to define the distinguishing features of our modern landscapes and to find a way for developers, scientists, engineers, naturalists, philosophers, artists, citizens and elected representatives to work together to develop our piece of the planet the best way possible.

On the basis of these few common ideas which are expressed locally in different ways, practical action is taking place in many regions of Europe, proving that it is possible today to create high quality landscapes where it is good to be alive.

Local action

While our land is being transformed more and more rapidly (internationalisation of trade, urbanisation, changing politicoeconomic systems in the countries of eastern Europe), this whole process of experimenting, work and discussion about the future of landscapes is particularly relevant to the environment, the economy and society. It avoids the problems of approaches that are too dependent on local particularities.

With this is mind, a European landscape convention concerning all landscapes, rural and urban, unusual and everyday, would bring about the political recognition which this subject needs today. In line with the common values upheld by the Council of Europe (solidarity, democracy, the right to be different, sustainable development), each State, region and municipality would undertake to draw up a policy for improving the quality of all landscapes for the benefit of the whole population. Such a policy, drawn up locally according to cultural characteristics and other specific criteria, would define action to be taken concerning:

- the awareness, training and participation of the public and other interested parties;

 the incorporation of approaches to landscape in policies for protecting, managing and transforming the environment and in sectorial policies;

- co-operation between municipalities, between regions and between countries to encourage the exchange of experience and knowledge.

To build high quality modern landscapes that can inspire future generations in the same way that the best landscapes of the past help us to find solutions appropriate to our own era this is a great and glorious challenge which the Council of Europe could put before the citizens of Europe for the year 2000.

R. Ambroise

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Modern agricultural and forested landscape, complex and of high quality



At the Council of Europe



Planned campaign on "Europe, a common heritage"

A their second summit meeting in Strasbourg in October 1997, the Heads of State and Government of the Council of Europe's member States reasserted the importance they attached to the protection of Europe s cultural and natural heritage and to the promotion of awareness of that heritage. The Action Plan adopted at the close of the summit therefore includes the launching in 1999 of a campaign on the theme of "Europe, a common heritage". The campaign will be aimed at developing the heritage, while "respecting cultural diversity", on the basis of "existing or prospective partnerships between government, educational and cultural institutions and industry".

This comes at the time when the oldest European organisation is preparing to celebrate its 50th anniversary. It will be all the more appropriate since the Council of Europe has been active in shaping the concept of the heritage since the 1960s, and is still involved in updating it today. The campaigns conducted since 1975 on the "architectural heritage", "urban renaissance" and the "countryside" have highlighted qualitative principles for improving regional planning and people's living space with a view to helping Europeans achieve greater harmony with their environment.

The issues of the conservation of our cultural and natural heritages have been moving much closer together in recent years. The concept of sustainable development which emerged at the Rio Summit in 1992 is bound to reinforce a more anthropological perception of heritage, in which the idea of cultural identities encompasses not only monuments or archaeological remains, but also cultural landscapes and craft, agricultural or culinary skills and practices, as well as religious rites and non-religious festivals. The campaign being prepared should identify a series of development projects based around built structures, architectural complexes and cultural landscapes which will present the many faces of Europe's "common heritage". This spotlighting of the heritage should increase public awareness of its great assets and of the work done by the people and groups involved in safeguarding it for future generations.



F. R. Unterberger (1838-1902), Amalfi

European parliamentarians in Ukraine

In early 1997 a meeting of the Committee on environment, regional planning and local authorities of the Council of Europe's Parliamentary Assembly was held in Paris. At this meeting it was decided to hold an outside meeting on the problems and consequences of the Chernobyl catastrophe in Ukraine.

On 2-5 July 1997 parliamentarians from Russia, France, the United Kingdom, Italy, Finland, Belgium, Poland, Germany, Sweden and other countries, headed by Mr Jean Briane, Chairman of the Committee, met in Ukraine, with the objective of assessing the Chernobyl problems and encouraging all European and worldwide efforts to prevent such disasters in the future.

An exchange of views was held, during which parliamentarians touched upon many

subjects: the closing down of Chernobyl nuclear power station (the cost of which is estimated at 2 billion US dollars), a ban on nuclear development, socio-psychological aspects, people's health, especially close medical supervision of children, and the nation's future. Brief but pertinent speeches by nuclear energy specialists, ministers and national deputies raised many questions from the parliamentarians, for example on radiation control and medical care programmes, population movement and various environmental aspects. Experts answered these queries as completely as possible.

Parliamentarians met members of nongovernmental organisations, including the Ukrainian environmental association Zeleny Svit. Mr Briane summed up this special meeting by stating he was convinced that western governments had underestimated the global effects of the Chernobyl catastrophe. Ukraine should not be left alone with its problems. The situation cannot be changed immediately, but governments should be influenced to come to its aid. The Committee members would return to their own countries with the firm intention of seeking help for Ukraine for the sake of security, health and well-being of all the people of the world.

Finally, Committee members were able to see for themselves the everyday living conditions in the Crimea (shortage of drinking water, lack of sewerage systems). Mr Briane then stressed that the objective of the Council of Europe was to mobilise people's solidarity and consciousness towards democratic changes and solutions to the social problems, in order to overcome the economic and environmental crises.

Summary of an article in the Ukrainian newspaper Zeleny Svit, June 1997

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