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**The Council of Europe Spatial/ Regional Planning (CEMAT)  
considering Landscape with its Heritage Values**

***CEMAT – Working for the Human Environment***

*[For information]*

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## Summary

The scope of the report is defined by Council of Europe<sup>1</sup>:

*Preparation of a report on “Spatial/ Regional planning (CEMAT) considering Landscape and Heritage values*

The report will present:

- The added value of the Council of Europe activities considering the work done in the European Union;
- The link between the CEMAT activities and the priorities of the Council of Europe;
- The perspectives of a reinforcement of the activities between spatial planning, landscape and heritage.

## Main conclusions

### The link between the CEMAT activities and the priorities of the Council of Europe

The spatial development and planning affect our lives – may be far more than we are aware of. Market forces alone however, do not supply common goods for the citizens. A sensible human approach requires political attention and intervention. This makes spatial planning and development a basic object for the fundamental values of the CoE.

CEMAT is working to improve the quality of life for citizens. In the CoE priorities for 2012-2013, its activities relate to the axes of Democratic Governance and Sustainable Democratic Societies. CEMAT is promoting multi-level governance in accordance with the principles of subsidiarity and reciprocity. Regional and local self government and public participation may release the inherent capacity and potentials throughout the society.

### The perspectives of a reinforcement of the activities between spatial planning, landscape and heritage

Landscape and heritage express the human qualities of our environment. The landscape is of great significance for our everyday life, development of identity and attractiveness of our communities. This fact works two ways. A degraded landscape may impair the quality of life of its citizens. Those who can afford, move out. The less resourceful stay behind, and may cause accumulation of social problems.

A normative protection of landscape and heritage is not an end in itself. Landscape and heritage are also potential assets in the economic and social development. Spatial planning is the arena and the instrument for achieving cross sector co-operation and synergies.

The European Landscape Convention is fostering active citizenship and participation. Spatial planning based on a human dimension generates political attention and innovation. This is bringing new life and new approaches to the political debate – increasing the political creativity and spectre of feasible actions, and promoting the awareness at all levels of government.

### The added value of the Council of Europe activities considering the work done in the European Union

The CoE represents 47 member states across the entire European space – the 27 EU member states and 20 more in “Europe beyond the EU”. CoE/ CEMAT is an official ministerial meeting ground for pan-European reflection and exchange of best practice on spatial development, democracy and good governance. The EU does not have this kind of format.

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<sup>1</sup> Contract CEMAT 1/2012, 6 February 2012.

The EU is a supranational organisation. Its treaties cover issues on which every member state is obliged to act. The overwhelming economic force of the EU is at the same time, the main topic of the political agenda. By contrast, the CoE is an interstate organisation. The CoE is freer in thought and speech, providing arenas for open debate and visionary ideas. This is missing in the EU system.

The CoE is executing its mandate by means of conventions and resolutions. The conventions are based on national ratification and legally binding. They also enable a development process in each country to be carried out, involving the main stakeholders: institutions, civil society, citizens and developers.

Spatial planning belongs to the national competence. The success of the Territorial Agenda of the EU as well as the Guiding Principles of the CoE depends on the commitment of their member states, who decide whether to take the guidelines into account in their national policy making and spatial planning systems. In CEMAT the CoE member states may work on this together, on the basis of their national experience from the various parts of Europe. The CoE is also offering important and wide fields of work at sub national level (CLRAE).

### **Some tentative options**

#### **I**

The CoE should:

- Give CEMAT increased stimulus to the implementation of the strategic priorities of the organisation.
- Direct the CEMAT activities towards the CoE priorities 2012-2013.

The CSO-CEMAT should:

- Continue to develop innovative ways of working, which are drawing on the comprehensive expertise of its own members. The member states themselves are best suited to identify how CEMAT could be revitalised for their own benefit.
- Evolve a human approach to spatial planning and participation. Continue to involve the PACE and the CLRAE.
- Use the regular meetings and adjoining seminars as main venues for mutual exchange of knowledge and best practice, providing suggestions to member states that may solve their problems at home and strengthen their real achievements.
- Continue to develop a “Questions and Answers” concept. Look into the practical and financial aspects of regional twinning arrangements and mutual study visits between member states.

#### **II**

The CoE should:

- Highlight and communicate the basic view on environment, landscape and cultural and natural heritage based on the human perception that the ELC represents – its coherence, strengths and advantages – to the broad public as well to the political actors.
- Reflect this view clearly at the CoE conferences, workshops and CEMAT seminars.
- Find synergies between the activities of the CEMAT, CDCPP and related committees. Use the CoE conferences, workshops and CEMAT seminars to promote practical and proactive ideas. Generate a limited number of joint project-type activities, for instance on methods in applying the ELC.
- Consider the feasibility of making a training programme on *Spatial planning for the human environment* in co-operation with PACE and CLRAE, aiming at spatial planners and decision making bodies in the public and private sectors.

#### **III**

The CoE should:

- Produce a brief comparative overview on the European institutions, helping persons coming from a member state, to understand how the CoE works.
- Promote CEMAT as the only pan-European forum for spatial planning and development, offering arenas for open debates and visionary ideas. This is a format that does not exist in the EU.

- Assign *Working for the human environment* as a key priority of the CoE and added value compared to the EU.
- Develop innovative projects of co-operation. Try to take the role as facilitator or moderator for regions along the borders between the EU and non-EU member states.
- Advise the EU to take on policies that the CoE supports and point out the importance of combining funding from the EU and non-EU sources.
- Co-operate with other organisations in macro regions, benefiting from a pan-European umbrella.

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## Abbreviations and acronyms

CBSS	Council of Baltic Sea States
CEMAT	Council of Europe Conference for Ministers responsible for Spatial/Regional Planning
CSO-CEMAT	Committee of Senior Officials of the CEMAT
CDCPP	Steering Committee for Culture, Heritage and Landscape
CDLR	Steering Committee on Local and Regional Democracy
CLRAE	Congress of Local and Regional Authorities of the Council of Europe
CM	Committee of Ministers of the Council of Europe
CoE	Council of Europe
EP	European Parliament
EU	European Union
PACE	Parliamentary Assembly of the Council of Europe
T-PVS	Standing Committee on the Bern Convention (wildlife and natural habitats)
VASAB	Visions and Strategies around the Baltic Sea

## I

## The link between the CEMAT activities and the priorities of the Council of Europe

The spatial development profoundly affects the quality of human life. A sensible spatial development however, requires political attention and intervention.

Spatial planning and development is an underlying object for the CoE fundamental values – and a full scale school in democracy and good governance. Spatial planning brings about a development based on political reasoning and democratic debate.

CEMAT should underpin the CoE priorities 2011-2013 by promoting the approach that spatial planning is built on a human dimension. This assumes work on participatory planning approaches in a multi-level governance format, in close association with the PACE and the CLRAE.

### 1. The spatial development and planning affect our lives – may be far more than we are aware of

A nation's territory – with its land and sea – is a unique, non-renewable strategic resource. Space is the, absolutely seen, most limiting factor for human life, for biodiversity, for all other natural resources and their permanent regeneration. Therefore, the organisation of the territory will always be an important element of the national policies.

■ The spatial development has a profound bearing on our quality of life – where and how we live, where we go to work or school, how we get there and what we happen to experience along our way. This applies also the emergence of streets, public places and points of contact – sometimes friction – between individuals and groups.

■ In a market economy however, land is mostly property. Property developers exploit the land and sea (from surface to bottom), normally with the objective of making money and profits in market circumstances. For that reason, market forces alone do not supply common goods for the citizens.

■ A sensible spatial development requires political attention and intervention. Public-private partnerships are important, and the private sector needs to understand what the spatial approach is all about.

Spatial planning is the main instrument for handling (see the Torremolinos Charter <sup>2</sup>):

- rational use of land, spatial scarceness;
- urban and rural development, including natural and cultural heritage and other aspects;
- management of natural resources and marine space;
- conflicting objectives (e.g. energy production and transmission, housing, traffic, leisure and tourism, biodiversity, protection from natural hazards etc.).

Any mistakes will be detrimental to fulfilling the overall development objectives.

<sup>2</sup> European regional/ spatial planning Charter – Torremolinos Charter, adopted by the CEMAT on 20 May 1983 at Torremolinos (Spain).

## 2. Spatial planning and development is a basic object for the CoE priorities

The primary aim of the CoE is to create a common democratic and legal area throughout the whole of the continent, ensuring respect for its fundamental values: human rights, democracy and the rule of law. The current political mandate was defined by the third Summit of Heads of State and Government, held in Warsaw in May 2005. See Action Plan adopted by the Heads of State and Government.<sup>3</sup>

■ The activities of CEMAT are linked to many of the actions, some of which are:

- I. Promoting Common Fundamental Values: Human Rights, Rule of Law and Democracy
  - 3. Strengthening democracy, good governance and the rule of law in member states
  - 4. Ensuring compliance of the commitments made by member states and promoting political dialogue
  - 5. Broadening the role of the Council of Europe Development Bank
- II. Strengthening the Security of European Citizens
  - 7. Promoting sustainable development
- III. Building a more Humane and Inclusive Europe
  - 3. Education: promoting democratic citizenship in Europe
  - 5. Protecting and promoting cultural diversity
  - 6. Fostering intercultural dialogue

CEMAT is working to improve *the quality of life for citizens* by developing and supporting integrated policies in the fields of environment, landscape, spatial planning and prevention and management of natural disasters, in a sustainable development perspective (Action Plan II-7). In this way, CEMAT is also promoting the universal values in the human rights field and contributing to achieve the United Nations Millennium Development Goals in Europe, including, in particular, *everyone's entitlement to live in a balanced, healthy environment*. The activities have been conducted in liaison with the PACE and the CLRAE.

■ The CoE has pointed out six priority axes for 2012-2013<sup>4</sup>

The priorities for the biennial Programme and Budget 2012-2013 are based on the three operational pillars Human Rights, Rule of Law and Democracy and six priority axes that will guide the preparation of the specific activities for the two-year programme:

- Protection and Promotion of Human Rights;
- Threats to the Rule of Law;
- Development of Pan-European common standards and policies;
- Justice;
- Democratic Governance;
- Sustainable Democratic Societies.

## 3. The CEMAT activities relate to Democratic Governance and Sustainable Democratic Societies

Good governance should release the inherent capacity and potentials throughout the society. National and European policies have significant spatial impacts. However, such impacts affect different regions in different ways. Multi-level governance is required to ensure successful orchestration and synergies between local, regional, national and supra national actors. This needs horizontal and vertical coordination between sector-related policies and decision-making bodies at different levels.

<sup>3</sup> See CM(2005)80 final, 17 May 2005.

<sup>4</sup> See CM(2011)48 rev, 14 April 2011, approved by CM 24.11.2011.

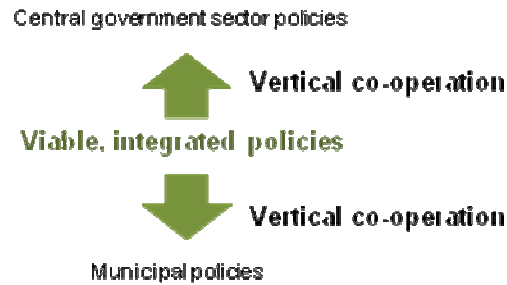


The CEMAT Guiding Principles provide recommendations on the involvement of regional and local authorities and civil society, according to the principles of subsidiarity and reciprocity.

**Principle of subsidiarity**



**Principle of reciprocity**

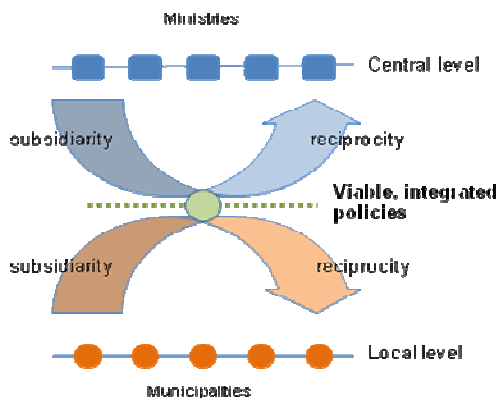


Step 1: The regional government is the adequate level for horizontal co-operation between sector-related policies, creating synergies and added value.

Step 2: By vertical co-operation, national and local authorities take the overall regional policies into account in their respective plans and decisions.

■ The regional level becomes the meeting ground and point of exchange between national and local perspectives.

**Regional level  
Common meeting ground and  
Point of exchange between central and local  
perspectives**



National policies having significant spatial impacts, should be screened against endogenous constraints and opportunities in the regions (e.g. by spatial impact assessments). This applies to transport, agricultural and environmental policies, etc. and to economic, financial and social policies as a whole.

At local level of government, housing and labour markets often extend beyond each single municipality. The spatial development and aggregated effects of municipal policies should be considered across the municipal borders.

The integrated spatial development policies accomplished at regional level are going to give added regional value to national and local policies, increase their success, and help avoid negative effects from conflicting policies.

Ultimately, the primary resource of a modern society is the knowledge, creativity and ingenuity of its population, in particular their ability to deal with socio-economic change. In a decentralised democracy, it is acknowledged that local challenges are most effectively met by local initiatives. Therefore, governments are supporting community development and the municipality as development driver. Mobilisation of local entrepreneurs, young people and voluntary associations has indeed brought new life to many communities.

■ Local and regional self government and planning are creating added value to the spatial development. Municipalities and regions or county councils are obliged to prepare municipal and regional plans according to the national legislation. However, this obligation is also a fundamental *right* in local and regional self government – the right to evolve their own policies and strategies for urban and rural development and infrastructure, including how national policies should be applied within the community.

■ Public participation in the planning and decision-making processes is very important. Evolving policies is obviously the responsibility of politicians and a field for political innovation. However, politics affect the whole community and should not be left to the responsibility of politicians *alone*.

Public participation and involvement of the civil society are:

- raising the citizens' awareness and responsibility for their local community;
- providing training and experience in participatory democracy;
- generating policies and measures that the citizens themselves request.

This is likely to encourage the political creativity, increase the spectre of feasible actions in local community and stimulate the institutional ability of its administration. Finally – active citizens and participation require transparency and openness in planning and decision making processes, discouraging temptations to bribery and corruption.

### Some tentative options

#### a. Recognition of the role of the CoE/CEMAT in the organisation

Since 1970 CEMAT has played a key role in promoting efficient territorial development in order to increase the well-being of European citizens and the quality and attractiveness of the European territory.

- Give CEMAT increased stimulus to the implementation of the strategic priorities of the CoE.

#### b. A sharper focus to the CEMAT's activities

CEMAT should evolve a sensitive approach to spatial planning, based on a human dimension.

- Gear its activities towards the CoE priorities 2012-2013. The quality and efficiency of spatial governance, democracy and participation are key factors in responding successfully to the new priorities.

- Promote participatory planning approaches to become one of the most unique assets of CEMAT – emphasising democratic citizenship and inclusiveness in society, fighting discrimination and marginalisation of young people in multicultural urban environment etc.

Under the Greek chairmanship, the 16th Session of the CEMAT (scheduled for 2014) will address the theme of *“Territorial democracy: the role of public participation in the process of sustainable territorial development of the European Continent”*. Two themes have priority:

- public participation as a factor in good governance;
- collective intelligence as a factor in territorial attractiveness and in job creation.

#### c. Involvement of the PACE and the CLRAE

CEMAT covers a field that relates closely to regions and municipalities, even more so when focusing the human welfare and quality of life.

- Continue to involve the PACE and the CLRAE in an active and efficient way, and propose co-operation on specific topics of common interest.

#### d. CSO-CEMAT responsibility and working methods

The members of CSO are representing the ministries and national governments of 47 member states. By this, the CSO constitutes an important European expert resource on spatial planning and development. The member states themselves are therefore best suited to identify how CEMAT should be revitalised as a political body and innovative organisation for their own benefit.

- Continue to develop innovative ways of working in committee meetings, drawing on the comprehensive expertise of its own members. The meetings generate new ideas, proposal and activities. Activities must be kept sufficiently small, simple and practicable.

The CoE secretariat is coordinating the activities:

- ensuring links to other parts of the CoE organisation;
- organising the meeting ground for the CSO members and observers;
- managing the meeting agendas, reports and website;
- keeping the contacts with the CSO members, international and nongovernmental organisations and other spatial planning experts.

The CSO members should:

- identify and highlight the political issues and challenges contained in specialist recommendations;
- report from meetings and workshops to home ministries and government bodies concerned;
- keep the member states' representations in Strasbourg well informed about activities and results;
- work to ensure high level participation at meetings and ministerial conferences.

#### e. Exchange of knowledge and best practice

Member states request suggestions that may solve their problems at home and strengthen their real achievements.

■ Make use of the regular CSO meetings and CEMAT seminars as main venues for mutual exchange of knowledge and best practice. Examples of topics are:

- How the member states are actually using the CEMAT Guiding Principles and to what effect;
- To what extent overall spatial planning is preconditioned in relevant sector legislation (e.g. on housing, transport, energy, agriculture, industry, etc.);
- Difficulties experienced in the spatial planning processes, e.g.:
  - public indifference, lack of involvement/ awareness and participation;
  - influence of property developers, quality and public interests being sacrificed for profits;
  - piecemeal alterations of thoroughly approved plans, splitting up their initial consistency;
  - political conflicts between interests of the public vs. those of private individuals.
- Ways of disseminating CEMAT activities and reports to home ministries and the member states' representations in Strasbourg. The CSO could push and steer the process.

■ Continue to use questionnaires (“questions and answers” method) as it was experimented for the national reports presented at the ministerial conferences.

Actual cases requested by any CoE member state on spatial planning could also be addressed to the CSO, aiming to develop official answers from other member states. The answers could be published in a summary report for the attention of the ministers responsible for spatial/ regional planning. The report could include the actual problems, best practices as well as new ideas. The EU could participate in promoting the publications.

This activity may also be established as an open discussion forum on the Internet. The outcome could be reported at regular intervals for the attention of the ministers concerned.

■ Look into the practical and financial aspects of regional twinning arrangements and mutual study visits between member states.

## II

### The perspectives of a reinforcement of the activities between spatial planning, landscape and heritage

The landscape, with its cultural and natural heritage, contributes to our quality of life and health and the prosperity of our communities. These concerns are clearly linked with natural heritage, showing the inevitable mutual dependency of these elements at the spatial level.

Linking spatial planning and landscape gives new impetus to spatial policy and planning processes. The CEMAT principles and the aims of the ELC create synergies we are searching for. This is the common approach in defining the development opportunities of landscapes.

A vision for the territorial democracy could be: *“Landscape as a new strategy for spatial planning”*.

#### 1. The landscape, with its natural and cultural heritage, expresses the human qualities of our environment

The landscape constitutes our living environment and our societies. At the same time it is also habitat for flora and fauna, and important for biodiversity. Landscape is therefore not just some pretty countryside we look at – we live our lives in the midst of the landscape.

There are four conventions of the CoE which set standards for the management of natural and cultural heritage:

- Convention for wildlife and natural habitats of Europe (Bern, 1979);
- Convention for the Protection of the Architectural Heritage of Europe (Granada, 1985);
- Convention for the Protection of the Archaeological Heritage of Europe, revised (Valletta, 1992);
- Framework Convention on the Value of Cultural Heritage for Society (Faro, 2005).

The European Landscape Convention – ELC (Florence, 2000) concerns all the territory. It tells us what landscapes are and what they mean to us as human beings.<sup>5</sup>

■ The ELC defines the entire national territory as landscapes, including the cultural and natural heritage. It is covering natural, rural, urban and peri-urban areas, inland water and marine areas. It concerns landscapes that might be considered outstanding as well as everyday or degraded landscapes.

It views the landscape as being not simply the environment, but an area “as perceived by people”. Our perception goes far beyond the visual aesthetics – ugly or beautiful. We perceive the landscape by all our senses – eyesight, hearing, smell, taste and touch. This is in turn giving rise to emotional associations and personal identity: like sense of belonging, pride, self confidence, security, recreation and coping with stress. Not only does the landscape stimulate our senses. In any given situation, the landscape is also presenting physical opportunities and obstacles, influencing where we may move about and what we happen to experience along our way.

■ So, the landscape is of great significance for our everyday life, development of identity and attractiveness of our communities. This fact works two ways. A degraded landscape may impair the quality of life of its citizens, causing accumulation of social problems: In a living environment that is no longer attractive, those who can afford move out. The less resourceful do not have this option and stay behind. As the neighbourhood deteriorates further it attracts people with even less resources. The ELC is therefore not so much about preserving unspoiled nature or magnificent countryside. But it forces us to reassess the everyday landscapes, in which most of us actually live and work.

<sup>5</sup> See European Landscape Convention (ETS No. 176), Explanatory Report.

## 2. The human aspects of our environment invigorate the spatial planning

The landscape is always changing. The changes may be due to nature's own processes – such as wind, rain and snow, flooding, landslides and fires – or impacts by man. By far, most changes are made by man; like forestry and agriculture, urban development, industry, energy production, transport infrastructure and other construction work. The changes are leading to the rich cultural heritage embedded in the huge diversity of European landscapes, but sometimes also to landscape degradation.

■ The ELC does not aim at preventing such changes or freezing any particular landscape. On the contrary – the convention can help us turning the changes that are bound to occur, into landscapes in which people themselves positively want to live and work. And, whatever we do today is going to be the landscapes and heritage of tomorrow.

This makes spatial planning a key action:

- in deviating development threats to qualities of the landscape, with its natural and cultural values;
- when creating new landscapes due to new development;
- when upgrading landscapes previously spoiled by thoughtless exploitation.

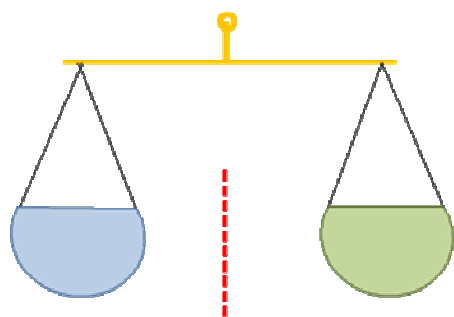
■ In a decentralised democracy land use decisions are made by local and regional authorities, according to the national spatial and urban planning legislation. This implies:

- that local and regional authorities are responsible for developing and deciding landscape policies;
- that central government must achieve national goals by local and regional planning and management.

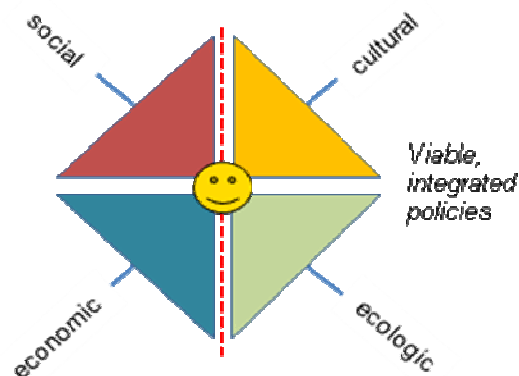
For these reasons, the convention is also an efficient tool in fostering local and regional self government, active citizenship and participation. The member states implementing the convention are promoting:

- the quality of life and individual and social well being of their citizens;
- local self government, active citizenship and participation;
- sustainable local and regional development;
- attractive communities in which the citizens want to live and work, stimulating people's creativity, entrepreneurship and job generation.

## 3. Spatial planning is the arena and the instrument for achieving cross sector co-operation and synergies



**Development or Protection**



**Development and Protection**

Before, development was often put up against protection. Protection was associated with an equivalent loss of development opportunities, and vice versa. However, heritage is not an end in itself, where the aim is simply to preserve it.

Landscape and heritage are also potential assets in the economic and social development. This aim cannot be achieved only by normative protection of natural resources, ecosystems, landscape heritage conservation etc. A comprehensive and integrated approach is required.

■ The space, i.e. the landscape with its natural and cultural heritage values, is the field where separate sector policies meet and materialise in real life. From a position in this space, the landscape quality objectives should indicate how to transform them into viable, integrated policies. The economic and social ambitions to be met must be merged with its cultural and ecological functions and capacity. This requires close co-operation between sector policies, which influence the spatial structures.

The ELC may be used for "landscape-proofing": A certain policy field is screened against the landscape qualities – with respect to how the landscape is going to be affected and the actual capacity of the landscape to support it. In this way the convention will contribute in obtaining legitimacy and acceptance of big and difficult decisions – or not.

■ Spatial planning based on a human dimension generates political attention and innovation. The ELC emphasises the significance of landscape and heritage as people's living environment – and an issue for democratic debate. This is easily recognised. We all have some kind of commitment to the place in which we live!

When meeting on a personal level this context, people do not appear as experts or non experts of different significance. Nor does the landscape, according to the convention, belong to one academic discipline alone. It is the common meeting ground for a number of professions. In landscape issues, professionals and citizens all have equal saying – regardless of academic, ethnical, social or cultural background. Multicultural new approaches may sometimes emerge, where there are immigrants coming from other countries and continents.

■ Active citizens' and public participation brings new life and new approaches to the political debate:

- increasing the political creativity and spectre of feasible actions;
- promoting institutional awareness at all levels of governance.

If people do understand, do accept and do recognize the quality of their living environment, they will engage themselves and they will probably pursue solutions that they positively want to live with. And conscious voters give their politicians backing e.g. when facing developers presenting glossy schemes, likely to cause detrimental changes to their living environment.

## Some tentative options

### a. A unique view to be communicated

The basic view of environment, landscape and territory that the ELC represents is unique. The coherence and interactions must be clearly understood by all parties involved to improve our performance.

■ Show the strengths and advantages of the integrated approach of the CEMAT and the ELC to a broad public as well as to the political actors in a better way – taking the diversity of Europe more into account.

Members of the CSO-CEMAT and CDCPP should communicate to their home ministries and the permanent representations in Strasbourg. The secretariat should communicate to committees in adjoining fields (nature, democracy) and other bodies of the organisation.

### b. Prevailing perceptions and associations of the term "landscape"

Landscape can be a difficult idea to grasp. There are as many perspectives on it as there are academic disciplines using it. "Traditional" environmental or ecological perspectives and interpretations have dominated past thinking. The CoE however, is covering several approaches.<sup>6</sup>

■ Make the CoE conferences, workshops, CEMAT seminars, publications and landscape awards reflect that:

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<sup>6</sup> See the CoE website on the ELC: Lists of Futuropa and Naturopa issues and CoE Meetings of the workshops on the ELC.

- The ELC adopts a comprehensive concept of landscape, applying to both cultural and natural heritage, to landscapes of outstanding beauty and everyday landscapes, to built-up areas and abandoned territories, etc. It cannot be substituted by conventions, directives and policies on nature and habitats for flora and fauna (e.g. The Bern Convention, The Ramsar Convention on Wetlands, The EU Habitats Directive/Natura 2000 Networking Programme), nor by heritage conventions (e.g. Valetta Convention, Faro Convention).
- “Landscape” is not limited to rurality. With such a focus, which relies very much on a traditional urban-rural dichotomy, we are not addressing the developments, trends and problems we are currently facing in spatial planning.
- The policy debate should be more focused on development rather than protection. It is a widespread perception that the ELC is a tool to protect landscape; not a development oriented instrument. The main trap here is that landscape and cityscape protection are understood as static protection issues. They are management issues.
- Landscape research as a whole should be appreciated as a cross-domain issue.<sup>7</sup> The benefits of combining the perspectives of the humanities, cultural and social sciences with physical and natural scientific perspectives in a new comprehensive view of landscape will be mutual to each of them.

It should also be more widely accepted that specialist knowledge has to be united with the experience and expertise of policy makers and the understanding and aspirations of the public. Likewise the need to engage the full range of actors in the landscape field – from political actors to the academic, educational, non-governmental and voluntary sectors, and from the creative arts and landscape design to industry, commerce and business, and commercial to professional actors in this field.

#### c. The CoE committees

The reorganised committee CDCPP may not be able to handle the numerous conventions with their particularities and needs, and not including spatial planning (CEMAT). While emphasising the interrelationships between spatial planning, landscape and cultural heritage, there is a risk of losing focus.

CEMAT and CDCPP should work together to find synergies between their activities, in co-operation with related committees on nature (T-PVS), democracy (CDLR), etc.

■ Use the CoE conferences, workshops and CEMAT seminars. They provide a great space for promoting practical and proactive ideas. Mobilise the creativity of the member states, bringing resource people together in targeted, problem-oriented think tanks and seminars. Go beyond the general statements by the member states, towards objective monitoring of the implementation and assessment of the achievements and drawbacks.

The committee members themselves possess much of the knowledge and the needs. They should inspire each other to exchange information on how to overcome obstacles which they face at home, offering balanced methodology and creative advice. It is important to identify and highlight synergies in implementing the *common* principles, rather than the particular paths of each member state. The CoE information system on the implementation of the ELC, which is currently in preparation (ELCIS), is going to provide a useful basis.

#### d. Joint projects

■ Generate a limited number of joint project-type activities in co-operation with CDLR and other stakeholders.

Such activities should radiate enthusiasm and shared approaches. They could be carried out with limited funding, preferably with partners bringing their own resources, perhaps also with help of EU funds like *Leonardo da Vinci* or *Grundtvig*, or *Europe for Citizens*. The European Heritage Days and the Futuropa magazine are current examples.

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<sup>7</sup> Landscape in a Changing World – Bridging Divides, Integrating Disciplines, Serving Society COST-ESF Science Policy Briefing 41, European Science Foundation, 26.10.2010.

The thematic focus could cover various methods in applying the ELC, for instance:

- A common methodology in the spatial planning process

The relationship between spatial planning and landscape has to be analysed and clearly understood – how they support each other, and how they should be seen in a common context.

Work out an integrated approach to spatial development which includes landscape and natural and cultural values:

- spatial planning at the regional level, at the interface between central and local government
- related to the policies of local and regional self government – in the decentralised member states as well as in the less decentralised

In some member states, spatial plans are not yet among the main tools in the implementation of the ELC. Without status at national level, it is difficult to pursue either horizontal or vertical integration.

- Methods on landscape mapping and assessment

Evolve methodology on how the joint approach of CEMAT and the ELC could be applied to map and assess the regional landscape types across Europe – their character and qualities. Also scientific knowledge has to be transferred to the everyday work of practitioners and politicians. The result should provide the stakeholders concerned with specialist information on the values of the various landscapes as perceived by the people, and give them a basis for deriving policies on protection and development.

This information should be useful for the work of national, regional and local authorities, institutions, programme implementation bodies – all those who grant approvals and permits, who decide upon social priorities in the use of public funds, etc.

#### e. Co-operation and training

Programmes of co-operation and training, funded with partners, such as the EU may be developed.

- Consider the feasibility of making a training programme on *Spatial planning for the human environment* in co-operation with the PACE and the CLRAE, if possible also with the Council of Europe Development Bank and appropriate EU programmes.

The programme should relate to the ideas on training and education in the programme of activities of the ELC 2011-2013<sup>8</sup>. It should contain appropriate modules for national implementation at central, regional and local levels of government and associations of regional and local authorities – aiming at spatial planners and decision making bodies as primary target groups.

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<sup>8</sup> See Document [CEP-CDPATEP (2011) 14], pp. 5-6.



## III

## The added value of the Council of Europe activities considering the work done in the European Union

CoE/ CEMAT is an official ministerial meeting ground for pan-European reflection and exchange of best practice on spatial development, democracy and good governance. The EU does not have this kind of format. Moreover, spatial planning and landscape policy as such are not an EU competence.

The activities within spatial planning based on the landscape dimension provide a unique source of information and inspiration to the CoE member states. The agenda remains free and imaginative, giving the CoE advantages and added value.

CEMAT could strengthen its role by assigning the human environment as a priority issue of the CoE, promoting co-operation with the EU and bridging the EU member states and “Europe beyond the EU”.

### 1. The CoE represents 800 million citizens across the entire European space

The EU comprises 27 member states. The CoE comprises 47 member states – the 27 EU member states and 20 more (“Europe beyond the EU”).

#### Member States of the CoE

	Member States of the EU	Area (km <sup>2</sup> )			Area (km <sup>2</sup> )
			LI	Liechtenstein	160
AL	Albania	28 748	LT	Lithuania	65 200
AD	Andorra	468	LU	Luxembourg	2 586
AM	Armenia	29 743	MK	Republic of Macedonia	25 713
AT	Austria	83 855	MT	Malta	316
AZ	Azerbaijan	86 600	MD	Moldova	33 846
BE	Belgium	30 528	MC	Monaco	2
BA	Bosnia and Herzegovina	51 197	ME	Montenegro	13 812
BG	Bulgaria	110 994	NL	Netherlands	41 543
HR	Croatia	56 594	PL	Poland	312 685
CY	Cyprus	9 251	PT	Portugal	92 090
CZ	Czech Republic	78 866	RO	Romania	238 391
DK	Denmark	43 075	NO	Norway	385 252
EE	Estonia	45 227	RU	Russia	17 075 200
FI	Finland	338 424	SM	San Marino	61
FR	France	551 695	RS	Serbia	88 361
GE	Georgia	69 700	SK	Slovakia	49 035
DE	Germany	357 021	SI	Slovenia	20 273
GR	Greece	131 990	ES	Spain	504 030
HU	Hungary	93 030	SE	Sweden	449 964
IS	Iceland	103 001	CH	Switzerland	41 285
IE	Ireland	81 638	TR	Turkey	783 562
IT	Italy	301 338	UA	Ukraine	603 628
LV	Latvia	64 589	UK	United Kingdom	243 610

■ The 47 member states are reflecting a great ethnical, cultural and religious, as well as a great physical, natural and environmental diversity. All these features have specific impacts on national, regional and local spatial development.

Some aspects are not tasks of the EU. Others, like questions about environment and heritage cannot be limited to the EU member states only. They are part of the common European natural and cultural heritage, as well as its future.

## 2. The agenda of the CoE is giving room for imagination and creativity<sup>9</sup>

The EU is a supranational organisation. Its treaties cover issues on which every member state is obliged to act. The EP is a legislative body. Its agenda is constrained by the directives it has to adopt, and by the agenda of the Council of Ministers. The overwhelming economic force of the EU is at the same time, the main topic of the political agenda.

■ By contrast, the CoE is an interstate organisation working in a different way. Its influence is more oriented to intergovernmental co-operation on a humanistic level. The CoE is freer in thought and speech, providing arenas for open debates and visionary ideas. This is missing in the EU system. The agenda of the PACE is less restrictive than the EP and has different legal competences.

The CoE is executing its intergovernmental mandate by means of conventions and resolutions. Conventions are international treaties that are legally binding. But without strong economic incentives and sanctions, they depend to a great extent on co-operation between the member states. The conventions are based on national ratification. They also enable a development process in each country to be carried out, involving the main stakeholders: institutions, civil society, citizens and developers. This is promoting mutual understanding. And, implementation based on agreement is always more effective than being under pressure of sanctions.

## 3. The CoE is offering important fields of activities in spatial planning

The EU is striving for economic, social and territorial cohesion – based on the Lisbon treaty.

- *Europe 2020 – EU's growth strategy for the coming decade* – is the mid-term political strategy for its member states;
- *The European Neighbourhood Policy* (ENP) is chiefly bilateral policies between the EU and each partner country.

The CoE is working for human values – Human Rights, Democracy and Rule of Law – and the living environment of all Europeans.

■ All these themes have a spatial dimension.

The EU regional policy is driven by a socio-economic rationale. The EU has adopted *Territorial Agenda 2020 – Towards an Inclusive, Smart and Sustainable Europe of Diverse Regions* (TA 2020). The TA 2020 serves the EU 2020 strategy by suggesting territorial coordination of the EU and national sector policies to improve their efficiency in a specific area. Maritime issues are included.

The Committee of Ministers of the CoE has adopted the CEMAT “*European Regional/Spatial Charter*” and the CEMAT “*Guiding principles for sustainable spatial development of the European Continent*.”<sup>10</sup>

The CEMAT Ministerial Conferences also adopted ministerial declarations and resolutions including recommendations on the co-operation between national governments, and participation by regions, municipalities and citizens.<sup>11</sup>

<sup>9</sup> See Jean-Claude Juncker. *Council of Europe-European Union: "A sole ambition for the European continent"*, 11 April 2006.

<sup>10</sup> *Guiding Principles for Sustainable Spatial Development of the European Continent*, Recommendation Rec(2002)1 of the Committee of Ministers to Member States, adopted 30 January 2002.

<sup>11</sup> Council of Europe Conference of Ministers responsible for Spatial/Regional Planning (CEMAT) – *Basic texts 1970-2010*, Council of Europe Publishing 2010, Territory and Landscape Series, 2010, No 3.

■ Spatial planning belongs to the national competence. Regional and urban plans are being produced according to national planning legislation. The success of the TA 2020 (EU) as well as the Guiding Principles (CoE) therefore depends on the commitment of their member states. Member states themselves decide whether to take the guidelines into account in their national policy making and spatial planning systems.

■ The CoE committees provide fora for the member states to work on this together, on the basis of their national experience from the various parts of Europe. All 47 member states may participate on an equal footing.

CEMAT is an official ministerial format on spatial planning – the EU does not have this kind of format. This makes CEMAT a unique, high level forum for policy design and setting officially acknowledged standards and principles in this field.

The CoE is also offering important and wide fields of work at sub national level. This gives a great opportunity for acceptance by the PACE and the CLRAE and their activities.

### Some tentative options

#### a. Comparative information on the European institutions – what they do and their priorities

People easily get confused about the European institutions – the Council of Europe, the Parliamentary Assembly of the Council of Europe and the European Council (EU heads of state or government), the Council of the European Union, the European Parliament – of which the latter three are EU institutions. It is difficult to recognise the specific role of the CoE.

■ Further to the information available on the CoE websites, produce a brief, comparative overview of the role of the CoE as opposed to the EU, the differences between the PACE and the EP and the different effects of CoE conventions compared to the EU directives.

Any person coming from a member state needs to know how the organisation works. The organisation chart of the Directorate of Culture and Cultural and Natural Heritage<sup>12</sup> shows an overview of the administrative division and responsibilities within the directorate. This should give an immediate idea of who to contact in view of the agenda the person is working on.

#### b. Promotion of the specific role of the CEMAT

The CoE should assign *Working for the human environment* (integrated approach of the CEMAT and the ELC) as a key priority of the organisation and added value compared to the EU. This makes a significant contribution to the CoE's strategic objectives concerning human rights, democracy and the rule of law.

■ Promote the CoE as the only pan-European organisation having a specific role and leading authority in this field. Take on a think-tank role including the ethical dimension, which may be appealing also at the EU level. Identify a specific added value of being involved in the CoE activities.

■ Pursue the potential of the regions in spatial planning of a human environment. Mobilise feelings of emerging new identities and local interests in relation to the globalised market-oriented world of the EU and national policy makers. It should be emphasised also that the activities of the CLRAE are a cheap, but effective way to let local and regional authorities organise a platform for innovative developments, moreover at a pan-European level.

■ Communicate the reasons for member states to allocate more resources to the CoE activities, improving the quality of the citizens' environment. In the present economic situation, Europe is facing new dividing lines. The CoE has the opportunity to strengthen the pan-European sense of cohesion by other factors than

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<sup>12</sup> [http://www.coe.int/T/dg4/Source/OrganisationChart\\_DGIV\\_fr.pdf](http://www.coe.int/T/dg4/Source/OrganisationChart_DGIV_fr.pdf) .

merely economic ones. CEMAT may also show that the member states can improve their socio-economic performance by local and regional self government in spatial planning and development.

### c. Joint co-operation CoE-EU in some domains

CEMAT should use its pan-European mandate and coverage to promote co-operation between all European countries on an equal basis. The previous co-operation between the CoE/ CEMAT and the EU should be continued. The EU is always invited in the CEMAT and ELC meetings, and all the concerned departments of the EU have been informed for example of the ELC activities.

- Organise for some territorial development issues, joint CoE/ CEMAT and EU meetings on the basis of common European principles of territorial development, considering the advantages of each organisation and proposing how to strengthen practical co-operation in areas of mutual interest. Mobilise the member states' resources to generate proactive ideas.

- Search for co-operation programmes on cross-border co-operation in spatial planning and development. Develop innovative projects of co-operation, especially between the EU and non-EU member states.

Concerning the EU Neighbourhood policy, the CoE/ CEMAT could try to take the role as a facilitator or moderator for regions along the borders between the EU and the non-EU member states. Find for instance, concrete examples on how to apply the TA 2020 priorities of the EU in the macro region co-operation.

- Look into how research could tie the CoE and the EU closer together. Here, the European Science Foundation (ESF) and the European Co-operation in Science and Technology (COST) could play a role. Also territorial cohesion needs new concepts and better territorial knowledge. Besides national data and information, better synthesis research is needed especially on macro-regional scale. The ESPON programme<sup>13</sup> is geared to produce the knowledge base.

### d. More ideas from the CoE, more financing from the EU – not instead of each other, but together.

The PACE and the EP should improve their co-operation. The PACE is a forum where territorial issues can be discussed by members of national parliaments. The EP has legislative power to allocate Community funding. Structural funds are available for cohesion policy measures.

- Advise the EU to take on policies that the CoE supports – for instance on spatial planning, heritage and landscape. Point out the importance of combining funding from different sources. Consider how European Territorial Co-operation Programmes and other relevant EU funds may be used for their implementation.

### e. Co-operation with macro regions and other organisations

CEMAT should effectively aim at co-operation projects in macro-regions bridging the EU and non EU member states. Such regions are for instance the entire High North, the Baltic Sea Region, the Danube Region, the Tisza/ Tisa river basin, the South-East Europe and also the Black Sea, South Caucasus and Turkey. These are large functional areas where CEMAT could broaden its position as a driving force for co-operation. This can be done by identifying concrete projects where a pan-European umbrella organisation is recognised and needed.

- Activate cross-fertilization of the VASAB Long Term Perspective, the EU Baltic and Danube strategies as well as national spatial planning strategies. Identify an added value of a CoE umbrella and CEMAT involvement. The VASAB organisation would be the region-specific companion for CEMAT in the Baltic Sea Region.

- Have regular contacts with organisations in the macro regions, e.g. VASAB, CBSS and the Arctic Council.

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<sup>13</sup> European Observation Network for Territorial Development and Cohesion.