



THE COUNCIL OF EUROPE CONFERENCE OF MINISTERS RESPONSIBLE FOR SPATIAL PLANNING – CEMAT:

the territorial dimension of human rights and democracy

“The Territory is a complex system, comprising not only urbanised, rural and other spaces, eg., industrial land, but nature as a whole and the environment surrounding humankind. It is the bearing ground and indispensable framework of human dwelling and activity, and therefore the basis of sustainable development. The spatial development approach is an essential method in achieving the sustainable development objective.”

Ljubljana Declaration on the territorial dimension of spatial development, 13th CEMAT

The Council of Europe actively promotes sustainable development in line with Recommendation Rec (2002) 1 of the Committee of Ministers to member states on the Guiding Principles for Sustainable Spatial Development of the European Continent, which were adopted initially by the Council of Europe Conference of Ministers responsible for Spatial/Regional Planning (CEMAT). The Action Plan adopted by the Heads of State and Government at the Third Council of Europe Summit in Warsaw, on 17 May 2005, includes a section on “Promoting sustainable development” which provides that: *“We are committed to improving the quality of life for citizens. The Council of Europe shall therefore, on the basis of the existing instruments, further develop and support integrated policies in the fields of environment, landscape, spatial planning and prevention and management of natural disasters, in a sustainable development perspective”*.

This involves establishing a new integrated spatial development policy which fosters social, economic and territorial cohesion, the preservation of nature and the cultural heritage, an improved living environment and more balanced competitiveness of territory. In this connection, standard-setting work concerning the natural, cultural and landscape heritage – ie., both nature and the work of humankind – has been in progress for over 50 years. Five conventions which can be described as “heritage” conventions have been adopted by the Council of Europe to date. In chronological order, they are as follows:

- the European Convention on the Protection of the Archaeological Heritage, opened for signature in London on 6 May 1969, revised in Valletta on 16 January 1992;
- the Convention on the Conservation of European Wildlife and Natural Habitats, opened for signature in Bern on 19 September 1979;
- the Convention for the Protection of the Architectural Heritage of Europe, opened for signature in Grenada on 3 October 1985;
- the European Landscape Convention, opened for signature in Florence on 20 October 2000;
- the Framework Convention on the Value of Cultural Heritage for Society, opened for signature in Faro on 27 October 2005.

The many resolutions and recommendations issued by the Committee of Ministers of the Council of Europe to the Organisation's member states have also guided European policies in this area and have played a part in preparing, interpreting or expanding the international conventions.

The Council of Europe's activities relating to spatial planning began in 1970 in Bonn with the first European Conference of Ministers responsible for Regional Planning. They originated in concerns raised from the early 1960s by the then Consultative Assembly of the Council of Europe, which were reflected in the presentation in May 1968 of a historic report on "Regional planning – A European problem".

The Council of Europe Conference of Ministers responsible for Spatial/Regional Planning (CEMAT) brings together representatives of the 47 Council of Europe member states in pursuit of a shared objective: promotion of the territorial dimension of human rights and democracy with a view to sustainable spatial development of the European continent. The CEMAT's Moscow Declaration on "*Future challenges: sustainable spatial development of the European continent in a changing world*", adopted on 9 July 2010, emphasises that "*the Council of Europe Conference of Ministers responsible for Spatial/Regional Planning (CEMAT), bringing together European Union and non-European Union member states, is a unique forum for discussion on the future of the European continent and for promoting cooperation and partnerships with regard to new, emerging challenges and to all territorial developments generated by structural changes*".

The CEMAT thus constitutes the only framework for pan-European co-operation concerning spatial development policies in which member states and non-member states of the European Union can meet on an equal basis at the level of the wider Europe. It constitutes a permanent forum for addressing the problems of sustainable spatial development and functions as a platform for exchange of experiences and best practices, promotion of transfrontier, interregional and transnational co-operation, decisions concerning major advances in European spatial planning policies and dissemination of information.

Fifteen CEMAT specialised ministerial conferences, prepared by the CEMAT Committee of Senior Officials at the request of the Committee of Ministers of the Council of Europe, following an invitation from one of its member states, have been organised to date by the Council of Europe on the following themes:

- "Foundations of a European regional planning policy" (Federal Republic of Germany, Bonn, 1970);
- "Objectives of a European regional planning policy" (France, La Grande Motte, 1973);
- "Urbanisation and regional planning" (Italy, Bari, 1976);
- "Planning of rural areas in Europe" (Austria, Vienna, 1978);
- "Achievements and prospects for regional planning in Europe" (United Kingdom, London, 1980);
- "Prospects of development and spatial planning in maritime regions" (Spain, Torremolinos, 1983);
- "The evolution of the decision-making process in regional spatial planning" (Netherlands, The Hague, 1985);
- "Rational use of land: basis or limiting factor of our development" (Switzerland, Lausanne, 1988);
- "Instruments for achieving rational use of land" (Turkey, Ankara, 1991);
- "Strategy for sustainable regional and spatial development in Europe beyond the year 2000" (Norway, Oslo, 1994) ;
- "Sustainable regional and spatial planning in Europe and the protection of water resources" (Cyprus, Limassol, 1997);
- "Joint spatial planning and sustainable development strategy for Europe" (Germany, Hanover, 2000);
- "Implementation of strategies and visions for sustainable spatial development of the European continent", (Slovenia, Ljubljana, 2003);
- "Networks for sustainable spatial development of the European continent: Bridges over Europe" (Portugal, Lisbon, 2006);

- “Future challenges: Sustainable Spatial Development of the European Continent in a Changing World” (Russian Federation, Moscow, 2010).

The activities conducted since then have seen the adoption of several basic documents which have shaped European governments’ spatial development policies:

- the European Regional/Spatial Planning Charter, adopted at the 6th Session of the CEMAT in Torremolinos in 1983 and incorporated in Recommendation (84) 2 of the Committee of Ministers to Member States on the European Regional/Spatial Planning Charter;
- the European Regional Planning Strategy presented at the 8th Session of the CEMAT in Lausanne in 1988;
- the Guiding Principles for Sustainable Spatial Development of the European Continent, adopted at the 12th Session of the CEMAT in Hanover in 2000 and incorporated in Recommendation (2002) 1 by the Committee of Ministers to Member States on the Guiding Principles for Sustainable Spatial Development of the European Continent (GPSSDEC-CEMAT).

The various activities have been conducted in close liaison with the Parliamentary Assembly of the Council of Europe and the Congress of Local and Regional Authorities of the Council of Europe.

1. The concept of spatial/regional planning

According to the European Regional/Spatial Planning Charter:

“Regional/spatial planning gives geographical expression to the economic, social, cultural and ecological policies of society. It is at the same time a scientific discipline, an administrative technique and a policy developed as an interdisciplinary and comprehensive approach directed towards a balanced regional development and the physical organisation of space according to an overall strategy”.

The Charter refers to the European dimension and the specific characteristics of regional/spatial planning:

Its European dimension: Regional/spatial planning contributes to a better spatial organisation in Europe and to finding solutions to problems which go beyond the national framework, and thus aims to create a feeling of common identity, bearing in mind North/South and East/West relations.

Its characteristics: Humankind and its well-being as well as its interaction with the environment are the central concern of regional/spatial planning, whose aims are to provide each individual with an environment and quality of life conducive to the development of his/her personality in surroundings planned on a human scale.

Regional/spatial planning should be democratic, comprehensive, functional and oriented towards the longer term:

- Democratic: it should be conducted in such a way as to ensure the participation of the people concerned and their political representatives;
- Comprehensive: it should ensure the co-ordination of the various sectoral policies and integrate them in an overall approach;
- Functional: it needs to take account of the existence of regional consciousness based on common values, culture and interests sometimes crossing administrative and territorial boundaries, while taking account of the institutional arrangements of the different countries;
- Long-term oriented: it should analyse and take into consideration the long-term trends and developments of economic, social, cultural, ecological and environmental phenomena and interventions.

Its operation: Regional/spatial planning should take into consideration the existence of a multitude of individual and institutional decision-makers who influence the organisation of space, the uncertainty of all forecasting studies, market pressures, special features of administrative systems and different socio-economic and environmental conditions. It must, however, strive to reconcile these influences in the most harmonious way possible.

The fundamental objectives identified in the Charter are as follows:

- Balanced socio-economic development of the regions;
- Improvement of the quality of life;
- Responsible management of natural resources and protection of the environment;
- Rational use of land.

Implementation of regional/spatial planning objectives: The achievement of regional/spatial planning objectives is essentially a political matter. Many private and public agencies contribute by their actions to developing and changing the organisation of space. Regional/spatial planning reflects the desire for interdisciplinary integration and co-ordination and for co-operation between the authorities involved. It also requires public participation.

2. Main results

Since its foundation in 1970, the CEMAT specialised ministerial conference has played a significant role in promoting efficient spatial development policies throughout Europe, in line with major changes in the general context.

The basic texts adopted by the CEMAT ministerial conferences (Cf. *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), represent policy reference documents for numerous spatial development measures and initiatives on the European continent, and in particular for transnational co-operation.

The Committee of Ministers has recommended that the Council of Europe member states use the CEMAT Guiding Principles for Sustainable Spatial Development of the European Continent as a reference document for spatial planning and development measures. It recommended to implement them in spatial development projects as appropriate, and continue establishing regional governmental and administrative bodies in order to facilitate better spatial integration of the various regions of Europe (adopted at the 12th CEMAT Session in Hanover in 2000, they were incorporated into Recommendation Rec(2002)1 of the Committee of Ministers).

Activities to raise awareness, exchange good practices and jointly explore future trends have marked the course of its forty years of activity. The CEMAT has had an unquestionable impact on the improvement of spatial development legislation, policies, procedures, practices and tools in numerous countries. A particularly valuable and influential achievement of the CEMAT has been the joint formulation and political adoption of common forward-looking spatial development doctrines. The CEMAT has advocated the subsidiarity and reciprocity principles with a view to actively involving regions and municipalities in spatial development policies, and also as a means of preserving the unity in diversity bequeathed to Europe by its history and geography. The CEMAT has continued to demonstrate that well-conceived – based on a balanced and harmonious relationship between social and cultural needs, economic activity and the environment – and efficiently implemented spatial development policies are essential to ensure sustainable development in the long-term and to enhance landscapes as an essential component of people's surroundings. ***Work on implementation of the European Landscape Convention is therefore closely linked to the activities of the CEMAT.***

The CEMAT has promoted on-the-ground initiatives fostering international co-operation at pan-European level, such as the Initiative on the Sustainable Spatial Development of the Tisza/Tisa River Basin, involving Hungary, Romania, Serbia, Montenegro, and the Slovak Republic; the CEMAT Model Region programme associating Armenia, Georgia and Germany; or the co-operation in spatial development policy between Germany and the Russian Federation. Investment in research and strategic planning from countries such as Germany, Norway and others contributes to building co-operation at Europe-wide level. The CEMAT has thus promoted spatial integration across national borders through numerous co-operation activities at all levels. The “CEMAT spatial development glossary” (Council of Europe Publishing 2007, No 2), translated into several languages of the Council of Europe member states, has helped to clarify a number of concepts and expressions commonly used in the context of spatial development policies at pan-European level.

In keeping with the cross-sectoral approach to sustainable development, the Council of Europe organised the following CEMAT seminars and symposiums between 2001 and 2010¹ under the work programme of the CEMAT Committee of Senior Officials:

- *“Integration of the greater European spaces”*, Thessaloniki, Greece, 25-26 June 2001;
- *“Landscape heritage, spatial planning and sustainable development”*, Lisbon, Portugal, 26-27 November 2001;
- *“The role of local and regional authorities in transnational co-operation in the field of regional/spatial development”*, Dresden, Germany, 15-16 May 2002 (in co-operation with the Congress of Local and Regional Authorities of the Council of Europe);
- *“Spatial planning for the sustainable development of particular types of European areas: mountains, coastal zones, rural zones, flood-plains and alluvial valleys”*, Sofia, Bulgaria, 23-24 October 2002;
- *“Sustainable spatial development: strengthening intersectoral relations”*, Budapest, Hungary, 26-27 March 2003 (in co-operation with the United Nations Institute for Training and Research – UNITAR);
- *“Natural disasters and sustainable spatial development: prevention of floods”*, Wrocław, Poland, 30 June 2003;
- *“Spatial development governance: institutional co-operation network”*, Yerevan, 28-29 October 2004;
- *“The role of training in the implementation of the policy of sustainable spatial development at local and regional levels in Europe”*, Strasbourg, 15 March 2004 (in co-operation with the European Network of Training Organisations for Local and Regional Authorities (ENTO), the Committee on Sustainable Development of the Congress of Local and Regional Authorities of the Council of Europe and the Union of Local Authority Chief Executives of Europe (UDITE));
- *“Urban management in networking Europe”*, Ljubljana, Slovenia, 17-18 November 2005;
- *“Sharing responsibility for our region: redefining the public interest for territorial development”*, Bratislava, Slovak Republic, 22-23 May 2006 (organised in co-operation with the authorities of the Slovak Republic and the UN Economic Commission for Europe as part of the CEMAT activities);
- *“The accessibility and attractiveness of rural and landlocked areas: sustainable transport and services of general interest”*, Andorra la Vella, Andorra, 25-26 October 2007;
- *“Challenges and strategies for metropolises and metropolitan regions, in a context of growing globalisation with regard to economic, social, environmental and cultural development”*, St Petersburg, Russian Federation, 26-27 June 2008;
- *“The spatial dimension of human rights: for a new culture of territory”*, Yerevan, Armenia, 13-14 October 2008;

¹ The documents and proceedings of the meetings are published in the Council of Europe’s *“Spatial Planning and Landscape”* and *“Territorial and Landscape”* Council of Europe series and are available on the Council of Europe CEMAT Website.

– “A comprehensive approach to balanced sustainable spatial development of the European Continent”, Kyiv, Ukraine, 11 June 2009.

3. The Guiding Principles for Sustainable Spatial Development of the European Continent

Recommendation Rec (2002) 1 of the Committee of Ministers states that the Guiding Principles for Sustainable Spatial Development of the European Continent are the following:

- a major contribution towards implementation of the strategy of social cohesion adopted at the Second Summit of Heads of State and Government of Council of Europe member states in 1997;
- a policy framework document which takes into account the relevant activities of the Council of Europe and its bodies, and in particular the work of its Parliamentary Assembly and its Congress of Local and Regional Authorities, in the area of continental spatial development policy and which could contribute to strengthening the European integration process by means of transfrontier, inter-regional and transnational co-operation;
- a coherent strategy for the integrated and regionally balanced development of our continent, which, while based on the principles of subsidiarity and reciprocity, strengthens competitiveness, co-operation and solidarity among local and regional authorities across borders, thereby making a contribution to democratic stability in Europe.

The Committee of Ministers recommends that member states should use the Guiding Principles as a basis for planning and spatial development measures, implement them in spatial development projects as appropriate and continue establishing administrative bodies at regional and governmental levels in order to facilitate better spatial integration of the various regions of Europe.

The Guiding Principles have six chapters and refer to the main European legal instruments of relevance to spatial planning.

Content of the Guiding Principles for Sustainable Spatial Development of the European Continent

- I. Contribution of the guiding principles to the implementation of the social cohesion policy of the Council of Europe*
- II. Spatial development policies in Europe: new continent-wide challenges and prospects*
 - 1. Intercontinental relationships as strategic elements for European spatial development policy*
 - 2. The multiplicity of cultures*
 - 3. Large European regions as a basis for mutual support and co-operation*
 - 4. Integration of the old and new member states*
- III. Specific role of the private sector in spatial development*
- IV. Principles of a planning policy for sustainable development in Europe*
 - 1. Promoting territorial cohesion through a more balanced social and economic development of regions and improved competitiveness*
 - 2. Encouraging development generated by urban functions and improving the relationship between the town and the countryside*
 - 3. Promoting more balanced accessibility*
 - 4. Developing access to information and knowledge*
 - 5. Reducing environmental damage*
 - 6. Enhancing and protecting natural resources and the natural heritage*
 - 7. Enhancing the cultural heritage as a factor for development*
 - 8. Developing energy resources while maintaining safety*
 - 9. Encouraging high quality, sustainable tourism*

10. *Limitation of the impact of natural disasters*
- V. *Spatial development measures for different types of European regions*
 1. *Landscapes*
 2. *Urban areas*
 3. *Rural areas*
 4. *Mountains*
 5. *Coastal and island regions*
 6. *Eurocorridors*
 7. *Flood plains and water meadows*
 8. *Redundant industrial and military sites*
 9. *Border regions*
- VI. *Strengthening of co-operation between the member states of the Council of Europe and participation of regions, municipalities and citizens*
 1. *Possibilities of conceiving a development-oriented spatial planning*
 2. *Developing Europe-wide co-operation activities on the basis of the guiding principles*
 3. *Horizontal co-operation*
 4. *Vertical co-operation*
 5. *Broadly-based participation of society in the spatial planning process*

The main European legal instruments listed below, of relevance to spatial planning, are the following:

- *European Cultural Convention (Paris, France, 19 December 1954);*
- *Convention on the Conservation of European Wildlife and Natural Habitats (Bern, Switzerland, 19 September 1979);*
- *European Outline Convention on Transfrontier Co-operation between Territorial Communities or Authorities (Madrid, Spain, 2 May 1980) and its additional protocols;*
- *Florence Charter on the protection of historic parks and gardens (Icomos-Ifla, 1981);*
- *European Regional/Spatial Planning Charter (Torremolinos, Spain, 20 May 1983);*
- *Convention on the Conservation of the Architectural Heritage of Europe (Grenada, Spain, 3 October 1985);*
- *European Charter of Local Self-Government (Strasbourg, France, 15 October 1985);*
- *Convention on the Protection of the Alps (Salzburg, Austria, 1991);*
- *European Convention on the Protection of the Archaeological Heritage (revised) (Valletta, Malta, 16 January 1992);*
- *draft European Charter of Regional Self-Government, 5 June 1997;*
- *Baltic Agenda 21 (Nyborg, Denmark, June 1998);*
- *European Spatial Development Perspective (ESDP) (Potsdam, Germany, May 1999);*
- *European Landscape Convention (Florence, Italy, 20 October 2000).*

In accordance with the concept of sustainability, the Guiding Principles take into account the needs of all the inhabitants of Europe's regions, without compromising the fundamental rights and development prospects of future generations. They aim in particular at bringing the economic and social requirements to be met by the territory into harmony with its ecological and cultural functions and therefore contributing to long-term, large-scale and balanced spatial development. Their implementation therefore requires close co-operation between spatial planning and sectoral policies, which, through the measures they involve, influence the spatial structures in Europe.

The Guiding Principles also take account of international co-operation at world level, as co-ordinated by the United Nations Commission on Sustainable Development. The Council of Europe presented the Guiding Principles at the United Nations World Summit on Sustainable Development in Johannesburg in

2002 as a contribution to the UN Agenda 21 programme adopted in Rio de Janeiro and to the develop an intercontinental dialogue.

4. Implementation of the Guiding Principles for Sustainable Spatial Development of the European Continent: outcome of the last ministerial conferences

The 13th Session of the Council of Europe Conference of Ministers responsible for Spatial/Regional Planning held in Ljubljana, Slovenia, on 16-17 September 2003 was a milestone in the implementation of the strategies and perspectives for the sustainable spatial development of the European continent. The Ljubljana Declaration on the territorial dimension of spatial development is of crucial importance as regards what may be described as the human right to sustainable development. With a view to the management of the major challenges for sustainable spatial development of the European continent, it states that the relevant policies should be further improved in order to support the balanced polycentric development of the European continent and the formation of functional urban regions, including networks of small and medium-sized towns and rural settlements.

The Declaration states: *“Sustainable development is not just an environmental issue. Three aspects of sustainable development have been agreed upon: economic sustainability, environmental sustainability and social sustainability. The first implies economic growth and development, the second includes ecosystem integrity and attention to carrying capacity and biodiversity, whilst the latter includes values such as equity, empowerment, accessibility and participation. In addition to these three components, the Guiding Principles for Sustainable Spatial Development of the European Continent introduced a fourth dimension: that of cultural sustainability”*. The Declaration also provides that the Ministers of the Member States of the Council of Europe responsible for Regional/Spatial Planning commit themselves to report every three years to the Committee of Ministers of the Council of Europe on the implementation of the Guiding Principles for Sustainable Spatial Development of the European Continent. A method for standardising monitoring of the implementation of the Guiding Principles for Sustainable Spatial Development of the European Continent has been drawn up with a view to assessing the spatial development policies of the Council of Europe’s member states.

The Ministerial Conference also:

- adopted resolutions concerning sustainable development: Resolution No. 1 on public-private partnerships in spatial development policy, Resolution No. 2 on the training of authorities responsible for sustainable development and Resolution No. 3 concerning the prevention of floods and better co-ordination of all activities designed to minimise the risks and the consequences of disastrous floods;
- took note of the work carried out with a view to the sustainable spatial development of the Tisza/Tisa river basin, as reflected in the signature of the Initiative on the Sustainable Spatial Development of the Tisza/Tisa River Basin by the Ministers responsible for Regional/Spatial Planning of Hungary, Romania, Serbia and Montenegro, the Slovak Republic and Ukraine and the adoption of the Declaration on co-operation concerning the Tisza/Tisa river basin by the same states at the conference;
- took note of the “European Rural Heritage Observation Guide – CEMAT”².

The 14th Session of the Council of Europe Conference of Ministers responsible for Spatial/Regional Planning was organised in Lisbon, in Portugal on 26-27 October 2006, on the theme of “Networks for sustainable spatial development of the European continent: bridges over Europe”. The following texts geared towards sustainable development were adopted:

² The Guide take account of all cultural, natural and landscape aspects of the rural heritage, both tangible and intangible, in their full diversity as factors in and driving forces for development.

- Lisbon Declaration on “Networks for sustainable spatial development of the European continent: Bridges over Europe”;
- Resolution No. 1 on “Polycentric development: promoting competitiveness, enhancing cohesion”;
- Resolution No. 2 on “Territorial governance: empowerment through enhanced co-ordination”;
- Resolution No. 3 on “The Territorial Agenda of the European Union and its relation to CEMAT”;
- Spatial Development Glossary on key expressions used in spatial development policies in Europe.

The Ministers also took note of the following documents :

- General national Reports on the implementation of the Recommendation Rec. (2002) 1 of the Committee of Ministers on the Guiding Principles for Sustainable Spatial Development of the European Continent;
- National Reports on the follow-up of the Resolution No. 3 concerning the prevention of floods and better co-ordination of all activities designed to minimise the risks and the consequences of disastrous floods, adopted at the 13rd Session of the CEMAT;
- CEMAT Glossary on key expressions used in spatial development policies in Europe;
- CEMAT Pan-European Compendium on national policies on spatial planning [*Council of Europe CEMAT Website* : <http://www.coe.int/CEMAT>].

The 15th Session of the Council of Europe Conference of Ministers responsible for Spatial/Regional Planning was organised in Moscow, Russian Federation, on 8-9 July 2010 on the theme of “Challenges of the Future: Sustainable Spatial Development of the European Continent in a Changing World”.

The Ministers adopted important texts showing how spatial planning policies is becoming a crucial part of governments’ political agenda:

- Moscow Declaration on “Future challenges: sustainable territorial development of the European continent in a changing world”;
- Resolution No. 1 on “The contribution of essential services to the sustainable spatial development of the European continent”;
- Resolution No. 2 on “The pan-European charter for the rural heritage: Promoting sustainable spatial development”;
- Resolution No. 3 on “The organisation of the 16th Session of the Council of Europe Conference of Ministers responsible for Spatial/Regional Planning.

The following documents were also examined:

- National reports of the 15th CEMAT [*15 CEMAT (2010) Final 2*] ;
- Synthesis of the National Reports of the 15th CEMAT [*15 CEMAT (2010) Final 3*] ;
- Report of activities CEMAT 2006-2010 [*15 CEMAT (2010) Final 4*], including the Conclusions of Seminars and international Conferences CEMAT 2006-2010 ;
- « *Glossary of sustainable territorial development* » [*15 CEMAT (2010) Final 5*] ;
- CEMAT Pan-European Compendium on national policies on spatial planning [*Council of Europe CEMAT Website* : <http://www.coe.int/CEMAT>].

The Ministers also took note of the National reports of the Council of Europe Member States identifying the global evolution of territorial structures and imbalances in recent years, the territorial impacts of emerging and growing challenges and the related driving forces and, finally, the evolution of territorially significant policies.

CEMAT Resolution No. 3 on the organisation of the 16th CEMAT Session, adopted at the 15th CEMAT Session (Moscow, Russian Federation, 9 July 2010), states that the Ministers responsible for Spatial/Regional Planning of the member states of the Council of Europe ***acknowledge the kind invitation***

extended by the Government of Greece to host the 16th Session of the CEMAT in 2013 and by the Government of Romania to host the 17th Session of the CEMAT in 2016.

5. The Greek Presidency of the 16th CEMAT Session

CEMAT Resolution No. 3 on the organisation of the 16th CEMAT Session, adopted at the 15th CEMAT Session (Moscow, Russian Federation, 9 July 2010), states that the Ministers responsible for Spatial/Regional Planning of the member states of the Council of Europe:

- *acknowledge that a reform is in progress within the Council of Europe;*
- *express their conviction that in the framework of this reform, due consideration must be given to the importance of Pan-European spatial development policies in their role to promote human rights, democracy and the rule of law together with the respects of cultural and territorial diversity and strengthened cohesion;*
- *acknowledge the kind invitation extended by the Government of Greece to host the 16th Session of the CEMAT in 2013 and by the Government of Romania to host the 17th Session of the CEMAT in 2016”.*

In accordance with the Council of Europe’s aims concerning human rights and democracy, Greece proposed the following theme for the 16th CEMAT Session: “Territorial democracy: the role of public participation in the process of sustainable territorial development of the European continent”.

The work programme of the Committee of Senior Officials will implement the provisions of Recommendation Rec(2002)1 of the Committee of Ministers to member states on the CEMAT Guiding Principles for Sustainable Spatial Development of the European Continent which states in paragraph VI. 5 on “Broadly-based participation of society in the spatial planning process”:

“As early as 1983 the European Regional/Spatial Planning Charter drew attention to the need for active public participation in the spatial planning process. The intervening years have confirmed this need. Apart from such participation in local, regional and supraregional projects, the involvement of European society and socio-economic actors, for example through non-governmental organisations, has become necessary. Their involvement at an early stage of the process makes a significant contribution not only to increasing the planning process’s chances of success but also to avoiding unproductive investments. Societal consensus is very important, not only for the success of local and regional initiatives; it also creates a dynamic environment for outside investors and economic actors. The involvement of the younger generation in the planning process increases the chances of interesting the public in the long-term planning of their home region and in efficient and innovative participation. This is essential in gaining wider acceptance of the ‘European idea’”.

The above mentioned Resolution n° 3 underlines also that “*sustainable spatial development, spatial/regional planning and territorial cohesion cannot be promoted and implemented without an active involvement of national, regional and local authorities, economic and social partners and the civil society*”.

It will focus on human beings as *inhabitants* and *users* of territory *in the light of the fundamental values of the Council of Europe* and some of its flagship conventions: the European Landscape Convention (Florence, 20 October 2000) and the Framework Convention on the Value of Cultural Heritage for Society (Faro, 27 October 2005).

Adopting an innovatory, forward-looking approach, it will consider:

Public participation as a factor in good governance: The work programme will seek to contribute to improved governance in order to establish a sustainable form of spatial development that can prevent, or at least extensively mitigate, certain negative effects of the current crises and social difficulties. Special attention will be focused on participation of the younger generations in spatial planning.

Collective intelligence as a factor in territorial attractiveness: Social consensus is vitally important to the success of national, regional and local initiatives. It also creates a dynamic environment for outside investors and economic players. By improving living conditions and standards, spatial planning paves the way for the creation of a better society, which is one of the Council of Europe's main aims.

6. How CEMAT activities tie in with the Council of Europe's priorities

The CEMAT seeks to promote the Council of Europe's fundamental values, as evidenced in particular by Resolution No. 1 on "The contribution of essential services to the sustainable spatial development of the European Continent" and Resolution No. 2 on "The Pan-European Charter of rural heritage: for a sustainable territorial development" adopted on 9 July 2010 at the 15th CEMAT Session in Moscow. It contributes in a concrete and positive way to the promotion of democracy, human rights and the rule of law and to study of the major problems facing modern society:

Democracy: Public participation and involvement are a crucial element of the CEMAT's basic texts. The European Regional/Spatial Planning Charter (Recommendation Rec(84)2) states that spatial planning must be democratic: "*it should be conducted in such a way as to ensure the participation of the people concerned and their political representatives*". The support, involvement and good will of the public are crucial if we are to preserve, manage and develop the land in a way that is sustainable.

Human rights and responsibilities: In the 21st century, it is important to recognise that human rights as defined in the 1950s in the wake of the second world war are opening up to new concerns, taking into account the "*territorial dimension of human rights*". It is also important to consider our new responsibilities in terms of looking after territories viewed as living environments and, by definition, finite resources, for the benefit of future generations.

Rule of law: The CEMAT's basic texts represent policy reference documents for numerous spatial development measures and initiatives on the European continent, and in particular for transnational co-operation. Many states and regions in Europe have already introduced new, or expanded existing, legislation in order to incorporate the provisions laid down in the "European Regional/Spatial Planning Charter" (Recommendation Rec(84)2) and the "Guiding Principles for Sustainable Spatial Development of the European Continent" (Recommendation Rec(2002)1 of the Committee of Ministers to member states). The above-mentioned Moscow Declaration considered the need to adapt the Guiding Principles to the new territorial challenges.

The major problems facing society: At the Third Council of Europe Summit in 2005, the Heads of State and Government of the Organisation's member states pledged to improve "*quality of life for citizens*". In the section of the Action Plan on "*promoting sustainable development*", they recognised that the Council of Europe would, on the basis of the existing instruments, further develop and support integrated policies in the field of environment, landscape and spatial planning, in a spatial development perspective. The CEMAT sets out to secure precisely this quality of life for citizens in line with the provisions of Recommendation Rec(84)2 of the Committee of Ministers to member states on the European Regional/Spatial Planning Charter. The quality of a given area is neither irrelevant nor unimportant. Quality of territory plays a part in the life and quality of life of the population and contributes to territorial attractiveness. Territory is where all four pillars – environmental, social, cultural and economic – of sustainable development converge.

Conclusion

The Declaration adopted at the 15th CEMAT Session in Moscow states that "*in this year of economic and social challenges, the priorities of the Chairmanship of the Committee of Ministers of the Council of Europe (May-November 2010) focused on achieving greater territorial cohesion are fully in line with the*

CEMAT commitments towards sustainable territorial development of the European Continent”, and calls on:

“– the member states, the Committee of Ministers and the Secretary General of the Council of Europe to consider not only the importance of the work carried out by CEMAT over the past forty years in promoting territorial development on a pan-European level while supporting human rights and democracy, but also its present strategic activities on crucial issues in a rapidly changing and challenging context, and therefore to maintain their support by providing CEMAT with sufficient resources as mentioned in the Annex to the final Declaration of the Third Summit of Heads of States and Governments (2005);

– the Committee of Ministers, the Parliamentary Assembly, the Congress of Local and Regional Authorities and the Conference of INGOs of the Council of Europe to provide appropriate support to CEMAT’s policy recommendations in order to facilitate and strengthen their implementation by mobilising wider circles of public authorities and stakeholders of civil society”.

Steep population growth, urbanisation, concentration, competition, regional imbalance, unequal development are the challenges that our societies must recognise and overcome. The solutions and remedies are not exclusively economic. As an instrument in the hands of public authorities spatial planning is closely linked to the search for the common good, and be directed to long-term objectives. The work of CEMAT helps improve governance with an eye to achieving a mode of sustainable spatial development that will prevent – or at least considerably reduce – some aspects of current crises and social difficulties. By improving living conditions and standards, spatial planning is paving the way for a better society, which is one of the main commitments of the Council of Europe.

The Ministers of the CEMAT are the ‘guardian of the European Territory’ and, as such, it is their duty to leave to future generations a more balanced , better integrated and territorially more cohesive continent , but one which is more competitive and sustainable and provides quality of life to all its inhabitants³.

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Websites of the Council of Europe Conference of Ministers responsible for Spatial/Regional Planning (CEMAT): <http://www.coe.int/CEMAT>

See also: <http://www.coe.int/Conventioneuropennedupaysage>

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APPENDICES

LJUBLJANA DECLARATION ON

“THE TERRITORIAL DIMENSION OF SUSTAINABLE DEVELOPMENT”

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

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

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

adopt the following Declaration:

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

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

3. The Territory is a complex system, comprising not only urbanised, rural and other spaces, e.g. industrial land, but nature as a whole and the environment surrounding mankind. It is the bearing ground and indispensable framework of human dwelling and activity, and therefore the basis of sustainable development.

4. Inconsistent development policies cause risks, uncontrolled land speculation and unsustainable development. They are hazardous to the environment and to people themselves, as has been proven several times through human casualties and devastation caused by the disasters which have recently struck Europe – ranging from earthquakes and

volcanic eruptions, droughts and floods, to great fires and black tides. Sustainable spatial development prevents or substantially diminishes these risks.

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

- the disparities in economic and social development between Europe and some of its neighbours and among European regions, sometimes coinciding with administrative borders, and within regions, enhancing the risk of various-speed development;
- the accentuation of social inequalities, the extent of poverty and uneven accessibility to essential goods and services, generating marginalisation and exclusion;
- the deterioration of the environment, the degradation of settled areas and the malfunction of physical and social infrastructure and services in considerable parts of Europe because of economic decline or war, causing i.a. unwanted migration, including of refugees;
- the intensification of transport flows, the congestion of road traffic and the related deterioration of the environment;
- the more frequent occurrence of natural and man-made hazards, partly caused by climatic changes, endangering human life and generating severe damage;
- the loss of vitality and quality of life in numerous rural areas, including depopulation, transformation and loss of the traditional rural landscapes and way of life, natural resources and rural heritage;
- the necessity to revitalise cities and to contain urban sprawl and to reduce the threat to cultural identity and collective traditions of European living, settlement types and heritage.

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

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

7. Accordingly, since the adoption of the Guiding Principles for Sustainable Spatial Development of the European Continent at its 12th Session in 2000, CEMAT has been contributing to improvement of spatial development approach through the intensification of scientific and political discourse upon the most

outstanding topics and questions of balanced and sustainable development of Europe. It has been organizing venues, bringing to important conclusions and guidelines, monitoring good examples of sustainable policies and following successful cases of transeuropean co-operation, as shown in the documents of its 13th Session in 2003.

8. But in order to achieve sustainability, spatial development policies should reach a substantially stronger transsectoral dimension. The spatial development approach involves co-operation of various sectors of activity, various levels of authorities, and various stakeholders. Therefore it is an important policy implementation tool,

providing widely acceptable solutions. It allows for all public policies with territorial impacts to be scrutinised and assessed so as to strengthen and increase their synergies and the sustainability of their outcomes. But sectoral policies should fully integrate the dimension of sustainability themselves, particularly the central ones, e.g.: transport, energy, agricultural and other.

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

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

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

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

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

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

LISBON DECLARATION ON

“NETWORKS FOR SUSTAINABLE SPATIAL DEVELOPMENT OF THE EUROPEAN CONTINENT: BRIDGES OVER EUROPE”

Adopted by the Ministers responsible for Spatial/Regional Planning at the 14th Session of the European Conference of Ministers responsible for Spatial/Regional Planning (CEMAT), in Lisbon, on 27 October 2006

We, the Ministers of the Member States of the Council of Europe attending the 14th Session of the European Conference of Ministers Responsible for Spatial/Regional Planning in Lisbon on 27 October 2006, considering:

- the commitment of the Council of Europe to the promotion of human rights, pluralist democracy and sustainable socio-economic development, put into concrete form by various European Conventions and Charters,
- the commitment of the Council of Europe to sustainable development, as stated by the Heads of State and Government of Council of Europe Member States at the Third Summit (Warsaw on 17 May 2005), and particularly of CEMAT to the specific goal of sustainable territorial development, reconfirmed through the Guiding Principles for Sustainable Spatial Development of the European Continent, adopted by the 12th Session of the CEMAT in 2000 and recommended to the Member States by the Committee of Ministers of the Council of Europe through Rec. (2002) 1, as well as by the Ljubljana Declaration on the territorial dimension of sustainable development,

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

Taking note of the Territorial Agenda of the EU being elaborated by EU Member States and to be agreed upon by EU Spatial Development Ministers at their Informal Ministerial to be held in Leipzig on 24 / 25 May 2007,

Following the premises and objectives suggested in the work programme of the Committee of Senior Officials, for the period 2004-2006, highlighting the theme “Networks for sustainable territorial development: bridges over Europe”, and its priority topics,

- the high relevance and recognition of both the polycentricity and governance principles and postulates, in the building of increasingly consolidated and dynamic balanced socio-spatial development and territorial cohesion frameworks amongst the European territories and societies,
- the particular geographical situation of our common Europe, presenting a variety of opportunities which can be realized through adequate policies and their accountable implementation in agreement, cooperation and solidarity between the people and authorities of our states, regions and local communities,
- our readiness to continue to promote an integrated approach to territorial cohesion and territorial integration through a more balanced social and economic development of regions and improved cohesion and competitiveness, which respects the diversity and uniqueness of Europe, and the identities of its people,
- the role of local and regional authorities of Europe in the implementation of the principles of sustainability,
- the ongoing processes of European integration – accession of new Member States to the Council of Europe and the greatest enlargement of the European Union since its foundation – which are important steps in the building of Europe-wide cohesion.

Adopt the following Declaration:

The growing importance of networks

Networks, consisting of a number of nodes and their respective direct or indirect relations, are a fundamental element of contemporary societies and a crucial tool to the establishment of new bridges over Europe by supporting an enduring interdependence among different agents and territories.

Every network node detains a limited number of resources and is dependent on the resources detained by other nodes. It is the quality of resources (namely people and organisations) of each node and the quality of interaction and of resources sharing that determines the role and efficiency of a network. This is particularly relevant in the contemporary knowledge society, where coordination of resources devoted to R&D and the diffusion of information and knowledge is critical to creativity, innovation and competitiveness. In this sense, networks are a crucial tool for achieving the objectives of the Lisbon Strategy.

Constructing the future of Europe presumes the strengthening of interactions and interchanges at a regional, national and European level as well as with even more global territories having in consideration that dynamic networks requires external links to other networks and systems. It is necessary to devise and build networks as “*bridges*” for the sustainable spatial and socio-economic development of the European continent. Sustainable development is better achieved by boosting interactions among the different systems and strong networks may help to promote sustainability.

Virtual networks, namely cooperation networks, need infrastructural networks that support communication and interchange. In particular, transport (including inland waterways and motorways of the sea) and information and communication technologies (ICT) are crucial to the integration of European territory. The European Union report, *Networks for Peace and Development*, on the extension of the major trans-European transport axes to the neighbouring countries and regions is an important step towards good pan-European connections.

Networks are tools for better governance: sharing knowledge and best practices, benchmarking and collective constant learning, engagement, monitoring and accountability are a new way of promoting a competitive adaptation to the challenges of globalization and territorial cohesion.

Identifying priorities for cooperation and networking

Cities and regional development poles are the primary nodes of national and trans-national exchange and of distribution of goods and commodities and are the hotbeds for the production of knowledge, culture, information, and innovation. City networks play an irreplaceable role in disseminating good practices and developing and testing new ideas on the dynamics of sustainability, competitiveness, polycentric development and social integration. Urban cooperation and urban networks, such as the recent European Urban Knowledge Network (EUKN), need to be strengthened. Council of Europe Member States should build on this experience to disseminate information and target-oriented knowledge to better inform urban policies.

There are new roles for cities and regions in a global and knowledge economy that justify the need for more thematic networking among European cities. Local action for innovation, employment and economic growth, sustainable mobility, urban regeneration, integration of migrants, are some examples of areas where urban networks can be a particularly efficient way of gathering new knowledge and information. One must stress the contribution of the URBACT Community Initiative Programme and INTERREG III Community Initiative and hope that the future programmes in the framework of the objective European Territorial Cooperation shall continue to emphasize the thematic cooperation among European cities.

The existing diversity of cultures and territorial identities represents an invaluable potential for territorial development. Networks of civil organisations and various social groups, as well as social networks evolving in the course of and resulting from societal processes and migration flows represent a complex web of the social dimension of spatial relations. Cultural and civic networks, not only those which promote the enhancement of European built heritage but also those that support exchanges to promote creativity and innovation must also be more widely encouraged in the future within the European territory.

Creating and benefiting from nature conservation areas, even if with diverse levels of protection and legal frameworks, is strategic for Europe’s identity and sustainability. Strengthening pan-European ecological networks represents the building of *green bridges* which should be promoted not only in terms of conservation and biodiversity, but also of landscape character.

Landscapes, in particular cultural ones, being a significant part of European natural and cultural heritage, contribute to the European identity and development potential. Their diversity and quality should provide the basis for a European landscape network in the framework of the European Landscape Convention.

All European countries face the challenge of integrated rural development. Rural areas are usually spaces of low density and ageing population and a weak urban network, besides being, sometimes, remote areas. The low density of economic and social actors emphasizes the strategic role of networking and cooperation. The concept of the “rural

development pole” may be suitable for organizing cooperation in rural areas with one or more small towns, using their endogenous potentials in different ways. The experience accumulated by the EU Leader initiative should be analyzed, as it may be the basis for an European knowledge network on rural development action.

It is fundamental to enhance the capacity to produce, assimilate and disseminate knowledge on issues of integrated spatial planning and development. Member States should analyze and improve methodological aspects, management, follow-up and evaluation procedures of projects, plans and policy measures and set-up appropriate knowledge dissemination and training strategy. Capitalizing on existing European experiences, such as Espon, Member States should participate actively in the construction of pan-European networks, so as to generate public policies that contribute to a more balanced and integrated development.

The ongoing discussion on maritime issues in Europe should be taken into consideration. Spatial planning on the Sea and an integrated coastal zone management, particularly with regard to motorways of the sea and the diverse usage of maritime areas can play a significant role in developing networks over Europe.

Contribution of networks to sustainable spatial development

Pan-European networks can strengthen competitiveness and innovation, while promoting territorial cohesion but should not be regarded as a panacea to solve the lack of territorial cohesion, unsustainable development and territorial disparities. The asymmetrical nature of networks should be overcome by highlighting the role of cooperation between peripheral areas and enhancing networks as instruments in the dissemination of knowledge. Member States should take into consideration the various scales at which networks operate and how these overlapping scales can interact. The trans-national level is the scale where more creative patterns and cooperation experiences at the territorial level can occur. Cross-border networks are feasible networks that can be achieved by embedding strategic cooperation between cities and regions and the building of social, economic, ecological or cultural networks. Spatial development policies should take this into consideration in their design and implementation.

Although internet is a powerful tool to support networking and its generalized access must be a priority objective, networking is interaction among people, organisations and territories. Attention must be given not to substitute a web-site for a real and effective network.

From all that has been mentioned above, we, the Ministers responsible for Spatial/Regional Planning of the Member States of the Council of Europe:

Highlight that:

- The European Conference of Ministers responsible for Spatial/Regional Planning (CEMAT) of the Council of Europe is the only European forum uniting EU and non-EU Member States with the aim of sustainable spatial and socio-economic development of the European Continent.
- The European Conference of Ministers responsible for Spatial/Regional Planning (CEMAT) provides a framework to support multiple initiatives favourable to the emergence of national and transnational strategies for the sustainable spatial and socio-economic development of the European continent.
- CEMAT should devise supra-national spatial planning strategies with a focus on an integrated approach and coordination of sector policies with a spatial impact, based on the experience of the Pan-European Network of CEMAT Regions of Innovation and on the cooperation of the different Member States in the framework of the IINTERREG Community Initiative. These strategies should provide for the on-going complementarities between CEMAT and EU cooperation initiatives, not creating a duplication of initiatives.
- CEMAT has a fundamental role in the development, strengthening and diversifying the European dimension of cooperation networks that are crucial to its sustainable spatial development and territorial cohesion.
- It is fundamental to overcome the asymmetrical nature of these networks, highlighting the role of cooperation not only among central areas, but also among peripheral ones, and between both of them, in order to promote territorial cohesion and boost competitiveness, innovation and creativity in Europe

- It is fundamental to secure coordination and co-operation among different networking Member States and its authorities at national, regional and local level, from key public policies on spatial development or with impact on different levels of action. Such coordination may act as a driving force towards benchmarking processes. Territorial thematic networks should operate as networks for stimulating constant learning processes in the fields of spatial development and boost innovation processes in the different countries.
- It is necessary to promote the creation of specific “network creation environments” at several levels of action, and with different sectors of administration and society, which can mobilize network creation processes and thus stimulate more efficient and wide-ranging constant learning processes. In the framework of CEMAT and the European territorial cooperation and the New Neighbourhood Policy, Member States shall act to increase pan-European networking and cooperation.
- The development of networks need an increasing attention to people and organisations in order to improve the capacity to interact, to assimilate and to absorb external knowledge in the different Member States.
- Research in the field of territorial development is necessary to base adequate territorial policies, but should not be duplicated. Increased co-operation and participation in the framework of existing research networks, such as the European Spatial Planning Observatory Network (ESPON), is important to improve territorial knowledge at the European level.
- The Guiding Principles for Sustainable Spatial Development of the European Continent (CEMAT Guiding Principles) provide a framework for the evaluation of important projects and measures from the perspective of spatial planning policy as well as for the development of an agenda of cooperation between CEMAT and the EU aiming at the development of new forms of territorial governance through the development of networks for European Continent as a whole.

Appeal to:

- The Member States of the Council of Europe to strengthen, diversify and implement co-operation networks in the field of territorial development, thus creating synergies for sustainable spatial and socioeconomic development of the European continent.
- The Committee of Ministers, the Parliamentary Assembly, the Congress of Local and Regional Authorities of the Council of Europe, as well as the European Union, to support the strengthening of the network approach at trans-European level as an efficient way to foster sustainable spatial and socioeconomic development and *create bridges over Europe*.
- The Council of Europe and the European Union to consider the enlargement of the final recommendations of the report “*A sole ambition for the European continent*” to include the increase in cooperation in issues of spatial development,
- The Council of Europe and the European Union to enhance their co-operation in the field of spatial development by defining tools which would facilitate territorial trans-European co-operation between EU and non-EU Member States as well as with Neighbouring Countries, in order to prevent unbalanced and unsustainable development of the European continent.

Commit themselves within their means and competences to:

- Continue to implement the CEMAT Guiding Principles, within the framework of our competences;
- Continue to work towards the promotion of the territorial dimension of sustainable development, according to the Ljubljana Declaration, adopted at the 13th CEMAT;
- Create conditions, at national and trans-national level, for promoting and strengthening networks of territorial cooperation in the framework of CEMAT, for the sustainable spatial and socio-economic development of the whole European continent.

CEMAT MOSCOW DECLARATION

ON “FUTURE CHALLENGES: SUSTAINABLE TERRITORIAL DEVELOPMENT OF THE EUROPEAN CONTINENT IN A CHANGING WORLD”

adopted by the Ministers responsible for Spatial/Regional Planning at the 15th Plenary Session of the Council of Europe Conference of Ministers responsible for Spatial/Regional Planning (CEMAT) in Moscow, Russian Federation, on 9 July 2010

We, the Ministers of the Member States of the Council of Europe, attending the 15th Plenary Session of the European Conference of Ministers responsible for Spatial/Regional Planning, which also celebrates the 40th anniversary of the CEMAT, in Moscow, Russian Federation, on 8 and 9 July 2010,

considering:

- the commitment of the Council of Europe to the promotion of human rights and pluralist democracy, as embodied in various European conventions and charters, and the fact that CEMAT has given priority to promoting the territorial dimension of human rights and democracy, especially through stronger territorial cohesion and democratic approaches based on the increased involvement of regional and local authorities and civil society in territorial development processes;
- the considerable changes which have occurred over the past 40 years in the demands made on territorial development policies, caused by shifting contextual factors, emerging challenges and evolving societal values; the key role played by CEMAT over these four decades in promoting efficient territorial development activities at all levels, including across borders, in order to increase the well-being of European citizens and the quality and attractiveness of the European territory, as well as the need to provide CEMAT, on this memorable occasion, with an increased impetus adapted to the new context;
- the commitment of the Council of Europe to sustainable development, as recognised by the final Declaration of the Third Summit of Heads of State and Government (2005), the Committee of Ministers, the Parliamentary Assembly, the Congress of Local and Regional Authorities and the Conference of INGOs, and expressed by the CEMAT, through the “Guiding Principles for the Sustainable Development of the European Continent” (2000) and the related Recommendation of the Committee of Ministers to member states of the Council of Europe (2002), the Ljubljana Declaration on “The territorial dimension of sustainable development” (2003) and the Lisbon Declaration on “Networks for sustainable spatial development of the European Continent: Bridges over Europe” (2006);
- that in this year of economic and social challenges, the priorities of the Chairmanship of the Committee of Ministers of the Council of Europe (May-November 2010) focused on achieving greater territorial cohesion are fully in line with the CEMAT commitments towards sustainable territorial development of the European Continent;

Having regard to the European Spatial Development Perspective (ESDP) and the Territorial Agenda of the European Union and its First Action Programme agreed upon by the EU Spatial Development Ministers at their Informal Ministerial Meetings in Potsdam in 1999, in Leipzig and in Ponta Delgada in 2007;

Following the principles and objectives suggested in the work programme of the Committee of Senior Officials for the period 2007-2010, highlighting the theme “Future challenges: sustainable territorial development of the European continent in a changing world”;

Adopt the following Declaration:

1. Milestones in the history of CEMAT

CEMAT was established in 1970 for the purpose of developing transnational cooperation on common territorial development issues such as the growing regional imbalances generated by economic prosperity, the structural move towards a more service-based economy or territorial integration across national borders. Soon, new challenges emerged which had to be added to CEMAT’s agenda, such as increasing unemployment in manufacturing regions,

the economic backwardness of European peripheries, the polarisation trends in and around metropolitan areas and recognition of the importance of environmental issues. More recently, major innovations in telecommunication systems and especially the worldwide introduction of the Internet and related communication technologies made possible both the emergence of the knowledge society and the acceleration of globalisation. Business clustering and area-based development then became appropriate strategies.

The most important political event of the post-war period on the European continent took place in 1989-91, right in the middle of the four decades of CEMAT activity, with the fall of the Iron Curtain. The transition period which followed, driven by the introduction of the market economy in the countries of Central and Eastern Europe as well as in Russia, had a considerable impact on territorial patterns, as regards both cities and rural areas. Territorial integration could now progress on a continental scale, and networks of all kinds have developed over the past two decades throughout the wider Europe. The European continent is again unified, in a context where territorial disparities remain, however, significant.

In the past four decades, the internal organisation of statutory powers within the Council of Europe member countries has changed considerably. The process of the democratisation and the subsequent change of polarisation resulted in the allocation of significant territorial development responsibilities to regions and municipalities in most countries. In central and eastern Europe too, the decentralisation process, which started later, has progressed significantly, generating, as in western Europe, structures of multi-level territorial governance.

Since its foundation in 1970, CEMAT has played an invaluable role in promoting efficient territorial development policies throughout Europe, in line with major changes in the general context:

Activities to raise awareness, exchange good practice and jointly explore future trends have marked the course of its forty years of activity. CEMAT has had an unquestionable impact on the improvement of territorial development legislation, policies, procedures, practices and tools in numerous countries. Its influence has been particularly strong when new groups of countries have joined the Council of Europe, as happened in the case of several countries of southern Europe in the 1970s and of central and eastern Europe in the 1990s.

A particularly valuable and influential achievement of CEMAT has been the joint formulation and political adoption of common forward-looking territorial development doctrines, such as the “European Charter for Regional/Spatial Development” adopted in Torremolinos in 1983 and the “Guiding Principles for the Sustainable Spatial Development of the European Continent” adopted in Hanover in 2000, on the occasion of CEMAT’s thirtieth anniversary.

CEMAT has advocated the subsidiarity and reciprocity principles with a view to actively involving regions and municipalities in territorial development policies, and also as a means of preserving the unity in diversity bequeathed to Europe by its history and geography.

CEMAT has further demonstrated that well-conceived and efficiently implemented territorial development policies are essential to ensure sustainable development in the long-term, as stipulated by the Rio and Johannesburg Declarations, and to protect and enhance landscapes according to the provisions of the European Landscape Convention.

In the period 2007-2010, with the Russian Federation in the Chair, CEMAT has devoted specific attention, in the context of its international symposia, to following topics: “Accessibility and attractiveness of rural and landlocked areas: sustainable transport and services of general interest” (Andorra, 2007), “Challenges and strategies for metropolises and metropolitan regions in a context of growing globalisation with regard to economic, social, environmental and cultural development” (Saint Petersburg, 2008), “The spatial dimension of human rights: for a new culture of the territory” (Yerevan, 2008), “A comprehensive approach to balanced sustainable spatial development of the European continent” (Kyiv, 2009).

The overarching objective of territorial cohesion, as promoted by the Guiding Principles, should be interpreted primarily as a basic territorial dimension of human rights. It represents a fundamental value of European society that can reconcile European citizens and their daily aspirations in terms of human dignity, equity and security, and good living, working and cultural environments, with the unavoidable transformations in production systems and in the international and interregional division of labour, with changes in natural conditions such as climate change, and with the move towards a more multicultural society. Territorial cohesion is the most comprehensive and ambitious objective which territorial development policies, in conjunction with other public policies, must strive to achieve.

2. Climate change, population ageing and social polarisation call for appropriate and efficient territorial policy responses

New challenges with significant territorial impacts have emerged over the past decade, which were not at all, or not sufficiently, taken into account in the Guiding Principles of the year 2000. They call for urgent policy responses, especially on the part of territorial development policies in conjunction with other public policies.

The acceleration of climate change and the need for a new energy paradigm call for urgent territorial development initiatives

Climate change, hardly noticeable a few decades ago, has been accelerating to the point of becoming one of the most serious global issues. Fossil energy systems, which generate the majority of greenhouse gas emissions, are widely recognised as the main drivers of climate change. This has a growing impact on biological and physical systems and affects basic access to water, food production and other economic sectors as well as the environment. It also causes increasingly frequent natural disasters with social, economic and environmental damaging impacts. Curbing the speed of climate change and limiting the extent of its negative impacts requires significant initiatives in many public policy areas and also presupposes major changes in the functioning of society.

Territorial development policies have crucial tasks to fulfil in this field. With regard to facilitating a change of energy paradigm, they have to contribute to the adaptation of transport systems, to the implementation of energy-efficient measures in the design of buildings and urban settlements, to the good management of mobility needs, to the promotion and use of renewable energy sources, while ensuring environmental sustainability, social equity and to optimisation of the economic benefits to be reaped, in European regions, from these new approaches, ranging from research and development activities to the widespread implementation of new practical solutions tailored to each individual region. Where territorial development measures are concerned, minimizing the negative impacts of climate change requires on the one hand the intensification of preventive measures against potential damage from natural disasters (floods, drought, storms, landslides...) and, on the other hand, the development of structural measures aiming at facilitating the adaptation both of productive systems (agriculture, forestry, tourism) and urban settlements at strengthening the protection of natural resources and biodiversity, where potentially affected by climate change. Territorial development policies have to be significantly improved by integrating mitigation and adaptation measures into local, regional and national development strategies and into the various levels of decision-making.

Developing appropriate territorial policy responses to the new demographic and socio-cultural challenges

Several decades of low fertility rates are now resulting in accelerating population ageing and, in some countries, population decline. These trends will amplify in the future, with a greater intensity in central and eastern Europe as well as in some west European regions. The relative importance of migration resulting in total population change, which is currently significant, still could be expected. These demographic changes, combined with low birth rate and growing social polarisation in European society, will call for significant upgrading of the territorial development policies.

The relative importance of immigration in total population change, which is currently significant, will further increase. These demographic changes, combined with the growing social polarisation in European society, will call for significant improvements in territorial development policies.

With regard to the impact of accelerating population ageing, anticipation of labour shortages in a growing number of European regional labour markets - these improvements must include through the upgrading of qualifications, employment rates, productivity and innovation capacity; the strengthened provision of/and proper access to appropriate services and infrastructures (health care, culture, transport, accommodation facilities) for the elderly; and development of the residential and heritage-based economy in regions with valuable natural and cultural assets, based on the attraction of a growing numbers of retirees.

In regions (mainly remote rural and low density population areas and old industrial districts) affected or threatened by vicious circles of social deprivation generated by the simultaneous effects of depopulation, loss of jobs and closure of services, territorial development policies have to ensure the provision of essential services and promote economic development and social cohesion in order to maintain the vitality of settlements and prevent further deprivation. In order to facilitate the integration of young people, and especially of women, into the labour market of their home region, curb outmigration trends and make the region more attractive for these groups and enhance their

personal prospects, opportunities for higher education, life-long learning and access to skilled jobs have to be significantly increased, in particular through better provision of services and infrastructures also promoting intra-regional mobility, twinning it with the efforts to counteract the process of decline by creating new jobs.

In order to counterbalance the effects of growing social polarisation, especially in cities, which often result in social segregation, growing intolerance, insecurity and even violence, territorial development and urban planning measures, in combination with other public policies and against the background of the Council of Europe's objective of social cohesion, have to prevent such tensions, ensure social inclusion and alleviate social segregation by rehabilitating and regenerating problem neighbourhoods.

Cities also have an important role in economic recovery because of their added value for innovation.

3. Promoting innovative, sustainable and cohesive territorial development in a context of accelerating globalisation and as a means of responding successfully to economic challenges in the post-crisis period

Gaining increased benefits from the globalisation process through more efficient territorial approaches

The globalisation of economies, which has been the dominant trend since the 1990s, is driven by trade liberalisation and the development of information and communication technologies, which has increased the tradability of goods and services, facilitating the transnational fragmentation of production processes according to the most profitable locations. While a number of European regions significantly benefit from the globalisation process, others are confronted with increasing external competition. In the future, it is likely that the globalisation process will have substantially different characteristics, with competition moving more and more from low-wage production segments to technology-intensive products, including also, increasingly, services and agriculture.

Territorial development policies have the task of contributing to better positioning of the different European regions in the global context. Growth, stagnation and decline not only cause problems and challenges, it also provides an opportunity to stress differences between different regions and gives the change to enlarge the attractiveness of the European continent as a whole. Policies can do this by providing appropriate local responses to global challenges through the promotion of local economic development taking into account the territorial potential and in particular, heritage, local assets and resources, while linking it with sustaining and preservation of such heritage and local identity. In this connection, they have to promote the territorial anchorage of businesses by strengthening their regional links with research and development, training, education, administrative and cultural institutions and civil society. They are required to facilitate the adjustment of labour markets and enable production systems to move closer to the frontiers of technology, mainly through the upgrading of education and skills in regions. They are also expected to help overcome the still significant fragmentation of the European economic/technological system by facilitating the creation of cooperation networks, and especially clusters, throughout Europe, involving businesses, research and development and education institutions, technology transfer centres...

Innovative, sustainable and cohesive territorial development contributing to overcoming the consequences of the economic crisis

Europe is emerging from the deepest global economic depression of the post-war period. With the sharp decline in world trade and exports, the globalisation process has, for the first time, temporarily slowed down. It is essential that Europe's global positioning does not worsen as an outcome of the crisis and that Europe's regions efficiently exploit the potential of the new context to make a quantum leap in terms of competitiveness. Spatial and regional planning should contribute to economic recovery. Furthermore, the crisis and its consequences should also be considered and used as an opportunity for boosting territorial cohesion, especially in promoting place-based strategies which permit more rational and economical use of public resources. It is therefore of primary importance that the capabilities of territorial development policies be fully utilised and this requires a number of significant adjustments.

Territorial development policies should be helpful in reconciling the short-term, often sectoral measures adopted by governments to overcome the crisis with long-term values and principles, such as territorial cohesion and sustainable territorial development. In pursuing the aim of revitalising and consolidating the economy, more emphasis should be given to integrated approaches, the only ones capable of generating synergy effects and preventing long-term inconsistencies, and support should be given to regional and local initiatives aimed at mobilising endogenous resources and territorial potential. For the decades to come the economic strength and competitiveness of the European continent is more and more determined by the skills of people and the strengths of our cities in which knowledge, education, innovation and research find a powerful base.

The debate on climate change is far from being incompatible with the need to revitalise the economy, as significantly curbing greenhouse gas emissions offers considerable opportunities for economic development in European regions in terms of innovation and investment and makes demands on numerous areas of territorial development (energy, transport, construction and renovation of buildings, agriculture and forestry, tourism...). The adoption of new adaptation and mitigation solutions tailored to the local and regional contexts throughout Europe is likely to generate a great many new activities and significant numbers of new jobs, while contributing to improved quality of life and reduced risks related to climate change.

4. The quality and efficiency of territorial governance are key factors in responding successfully to new challenges

Territorial governance is increasingly recognised as being of primary importance in ensuring successful and harmonious territorial development, as was particularly stressed at CEMAT's 14th Plenary Session in 2007⁴. The present context is even more challenging in this respect, with the need to recover rapidly from the economic crisis and efficiently manage the transition to a more environmentally-friendly energy paradigm.

Considering the increased number of member countries since 1989, with new borders and new administration systems and with higher cross-border permeability within the European Union and the Schengen area than outside, new forms of cooperation have to be developed to permit satisfactory and efficient territorial integration in all parts of the European continent.

As global competitiveness is rooted in the territory, especially in the numerous formal and informal networks of influence and cooperation existing in and between regions, significant European initiatives and impetus for sound, innovative and sustainable territorial development are necessary in the new context.

Territorial development policies should facilitate the transformation, in this new context, of European regions' territorial capital into concrete economic, social and environmental added values. This requires innovative territorial governance, in which regional and local authorities define concrete development strategies in cooperation with economic players and civil society, mobilise and organise institutions and stakeholders to carry out operational projects, including on the basis of public-private partnerships, and ensure the coherence and sustainability of the various initiatives by providing a long-term vision and a development framework. The development of new infrastructures and services and the delivery of essential services are particularly challenging issues, especially in relation to population ageing, social inclusion and the continued vitality of communities and settlements.

With regard to the numerous valuable initiatives of regional and local authorities aimed at promoting the development of territories, reducing their social, environmental and economic vulnerability and counteracting climate change, it should be ensured that their future involvement will not be endangered by insufficient financial resources, as a result of the crisis.

Considering that development in the post-crisis period will necessarily be based on more endogenous approaches, closely associating regional know-how, assets and innovation potential, cooperation and subcontracting networks, local business clusters, voluntary associations and other NGOs, territorial development policies should enable civil society to be more heavily involved in the preparation and implementation of territorial development strategies and projects at the regional and local levels. In this connection regional and local authorities should be encouraged in their functions as facilitators for the setting up of project-related partnerships while ensuring the provision of necessary administrative and material support as well as the necessary links with upper-tier authorities. National policies and state interventions should be as effective as possible to provide transparency and predictability as far as national governmental actions are regarded. This also provides the necessary space for public-private partnership.

Because of their horizontal, cross-thematic character and orientation towards sustainability, territorial development policies are an invaluable tool for ensuring the protection, management and planning of landscapes, according to the provisions of the European Landscape Convention (2000), in a way which reflects the identity and diversity of the population living in the different European regions. Managing landscapes in the spirit of the Convention is an integral part of modern territorial governance.

⁴ CEMAT Resolution N°2 on "Territorial Governance: empowerment through enhanced coordination", adopted in Lisbon in 2007.

In order to enable appropriate decisions to be taken in due time, conventional territorial monitoring systems should be complemented, at times of rapid economic and social change related to crises and unexpected events, with more qualitative, expert-based short-term reporting of territorial changes.

In the light of the foregoing, we, the Ministers responsible for Spatial/Regional Planning of the Member States of the Council of Europe,

Emphasize that:

The Council of Europe Conference of Ministers responsible for Spatial/Regional Planning (CEMAT) of the Council of Europe, bringing together European Union and non-European Union member states, is a unique forum for discussion on the future of the European continent and for promoting cooperation and partnerships with regard to new, emerging challenges and to all territorial developments generated by structural changes.

With the aim of promoting sustainable and cohesive territorial development on a pan-European scale, while addressing highly strategic issues of common European interest, CEMAT is currently particularly committed to contributing to the recovery from the economic crisis and to implementing efficient and adequate mitigation and adaptation solutions regarding the challenge of climate change, as spatial development with its integrated and cross-sectoral approach and multi-level governance system can provide an adequate framework and a basis for implementation of adaptation strategies and measures respectful of the European territorial diversity. It also devotes particular attention and significant efforts to the territorial impact of population ageing, migration issues, growing social polarisation and accelerating globalisation.

With a view to promoting innovative territorial governance, making it possible to coordinate different policies at different levels and also efficiently involving the regional and local authorities and civil society, CEMAT is encouraging the formulation of long-term visions permitting comprehensive approaches and preventing undesired territorial effects.

Call on:

- the Member States, the Committee of Ministers and the Secretary General of the Council of Europe to consider not only the importance of the work carried out by CEMAT over the past forty years in promoting territorial development on a pan-European level while supporting human rights and democracy, but also its present strategic activities on crucial issues in a rapidly changing and challenging context, and therefore to maintain their support by providing CEMAT with sufficient resources as mentioned in the Annex to the final Declaration of the Third Summit of Heads of States and Governments (2005);
- the Committee of Ministers, the Parliamentary Assembly, the Congress of Local and Regional Authorities and the Conference of INGOs of the Council of Europe to provide appropriate support to CEMAT's policy recommendations in order to facilitate and strengthen their implementation by mobilising wider circles of public authorities and stakeholders of civil society;
- the European Union to counteract the declining trends in the territoriality of European policies and to promote coherence and synergies between policies which have significant territorial impacts, with the aim of strengthening territorial cohesion and sustainability as well as the competitiveness of European regions in a context of growing territorial challenges. In this connection, neighbourhood policies should also be given a greater territorial dimension.

Commit ourselves, within our means and competences, to:

- provide fresh impetus to our cooperation efforts on the occasion of CEMAT's fortieth anniversary and against the background of a highly challenging context and to give a sharper focus to CEMAT's activities with the aim of contributing significantly to cohesive and sustainable solutions regarding the territorial development of the European continent;
- pay particular attention, in the territorial development policies of our respective countries, to the new challenges described above and to take all initiatives, both within our respective countries and in the context of cross-border co-operation, enabling territorial development policies to be efficiently combined with efforts to regenerate the European economy in a sustainable way and to provide efficient and adequate mitigation and adaptation solutions to the issues related to climate change;
- mandate the Committee of Senior Officials to adapt the Guiding Principles to the new territorial challenges.

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