

## STRATEGIC PLANNING IN REGIONS AND CITIES OF RUSSIA



VII All-Russian Forum of Strategic Planning Leaders  
St. Petersburg, 20-21 October 2008

**The Council of Europe Conference of Ministers  
responsible for regional/spatial planning:**  
*for a sustainable spatial/regional development*





## **The Council of Europe**

The Council of Europe is an intergovernmental organisation founded in 1949.

Its headquarters are in Strasbourg, France, and at present it has 47 Member States.

Its main objectives are to promote democracy, human rights and the rule of law and to seek common solutions to the main problems facing European society today.

The Organisation is active in promoting sustainable spatial development and organises the Council of Europe Conferences of Ministers responsible for Spatial/Regional planning (CEMAT).

These seek to protect Europeans' quality of life and well-being taking into account landscape, cultural and natural values.

## The Council of Europe Conference of Ministers responsible for spatial/regional planning (CEMAT)

The Council of Europe Conference of Ministers responsible for Spatial/Regional Planning (CEMAT) brings together representatives of the 47 Member States of the Council of Europe, united in their pursuit of a common objective: sustainable spatial development of the European continent.

The activities of the Council of Europe, relating to spatial planning, began in 1970 in Bonn where the first European Conference of Ministers responsible for Regional Planning (CEMAT) was held.

Fundamental documents, which have guided spatial planning policies, have been adopted during the course of their activities over the years :

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

These activities were carried out in close co-operation with the **Parliamentary Assembly of the Council of Europe** and the **Congress of Local and Regional Authorities of Europe**.

The **Committee of Senior Officials (CSO)** of the **CEMAT** implements the activities of the Council of Europe in the field of sustainable spatial development.

International **CEMAT Seminars and conferences** are periodically organised in order to exchange national experiences, to favour access to knowledge and to draw up proposals for joint actions.

The Council of Europe presented the Guiding Principles to the United Nations **World Summit on Sustainable Development, held in Johannesburg in 2002**.

The Guiding Principles are a contribution to the implementation of the **United Nations Programme “Agenda 21”** adopted in Rio de Janeiro and are also a means of initiating **intercontinental dialogue**.

## **List of European Conferences of Ministers responsible for regional/spatial planning (CEMAT)**

1970-2010

- 1st CEMAT – Bonn, Federal Republic of Germany, September 1970: “Foundations of a European regional planning policy”
- 2nd CEMAT – La Grande Motte, France, September 1973: “Objectives of a European regional planning policy”
- 3rd CEMAT– Bari, Italy, October 1976: “Urbanisation and regional planning”
- 4th CEMAT – Vienna, Austria, October 1978: “Planning of rural areas in Europe”
- 5th CEMAT – London, United Kingdom, October 1980: “Achievements and prospects for regional planning in Europe”
- 6th CEMAT – Torremolinos, Spain, May 1983: “Prospects of development and of spatial planning in maritime regions”
- 7th CEMAT – The Hague, The Netherlands, October 1985: “The evolution of the decision-making process in regional/spatial planning”

- 8th CEMAT – Lausanne, Switzerland, October 1988: “Rational use of land: basis and factors limiting our development”
- 9th CEMAT – Ankara, Turkey, November 1991: “Instruments for achieving rational use of land”
- 10th CEMAT – Oslo, Norway, September 1994: “Strategies for sustainable regional and spatial development in Europe beyond the year 2000”
- 11th CEMAT – Limassol, Cyprus, October 1997: “Sustainable regional and spatial planning in Europe and the protection of water resources”
- 12th CEMAT – Hanover, Germany, September 2000: “Joint spatial planning and sustainable development strategy for Europe”
- 13th CEMAT – Ljubljana, Slovenia, September 2003: “Implementation of strategies and visions for sustainable spatial development of the European continent”
- 14th CEMAT – Lisbon, Portugal, 2006: “Networks for Sustainable Spatial Development of the European Continent – Building bridges across Europe”
- 15th CEMAT – Russian Federation, 2010: “Future challenges: sustainable spatial development of the European Continent in a changing world”



## Basic texts

### 1) Recommendation (84)2 of the Committee of Ministers of the Council of Europe to Member States on the European Regional/Spatial Planning Charter

#### a) The concept of Regional/Spatial planning

“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”.

#### b) Dimension and characteristics of spatial planning

**European dimension:** Regional/spatial planning contributes to a better spatial organisation in Europe and in finding solutions to problems that go beyond the national framework. Its aim is to create feelings of common identity in North-South and East-West relations.

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



Regional/spatial planning should be democratic, comprehensive, functional and long-term orientated :

- **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 various sectoral policies and integrate them in an overall approach;
- **functional**: it needs to take into account the existence of a regional consciousness based on common values, culture and interests, sometimes crossing administrative and territorial boundaries, while overlooking the institutional arrangements of different countries;
- **long-term**: the trends and long-term development of economic, ecological, social, cultural and environmental phenomena should be analysed and taken into account.



### c) Operation

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

### d) Fundamental objectives

- 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.

### e) Implementation of Regional/Spatial planning objectives

The achievement of regional/spatial planning objectives is essentially a political matter. Many private and public agencies contribute 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 must be based on active citizen participation.

2) Recommendation Rec (2002) 1 of the Committee of Ministers of the Council of Europe to Member States on the Guiding Principles for Sustainable Spatial Development of the European Continent (GPSSDEC-CEMAT)

*“The **Committee of Ministers of the Council of Europe** [...] considering the Guiding Principles for Sustainable Spatial Development of the European Continent [...] to be:*

- a **major contribution** towards the implementation of the strategy of social cohesion;*
- a **policy framework document** taking 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 of Europe (CLRAE), in the field 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 an integrated and regionally balanced development of our continent, based on the principles of subsidiarity and reciprocity, yet strengthening competitiveness, co-operation and solidarity among local and regional authorities across borders, thereby making a contribution towards democratic stability in Europe.*

***Recommends that the Member States of the Council of Europe:***

- use the Guiding Principles for Sustainable Spatial Development of the European Continent as a basis for planning and spatial development measures;***
- implement these Guiding Principles in spatial development projects as appropriate;***
- continue establishing regional governmental and administrative bodies in order to facilitate better spatial integration of the various regions of Europe.”***



## ***Content of the CEMAT-GPSSDEC***

- I. How the Guiding Principles contribute to the implementation of the Council of Europe's social cohesion policy**
- 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 urban development generated by 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. Limiting the impact caused by 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 alluvial valleys
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 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. Active participation of society in spatial planning process

## The last CEMAT Sessions

**13<sup>th</sup> European Conference of Ministers responsible for regional/spatial planning (CEMAT) of Member States of the Council of Europe, Ljubljana (Slovenia), 16-17 September 2003**

**“Implementation of Strategies and visions for sustainable spatial development of the European Continent”**



## *Texts and documents adopted:*

- The **Ljubljana Declaration** on the territorial dimension of 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;
- **Resolution No. 3** concerning the prevention of floods and better co-ordination of all activities designed to minimise the risks and consequences of disastrous floods;
- **Resolution No. 4** on the terms of reference of the Committee of Senior Officials of the CEMAT and its Bureau, deciding to transmit it to the Committee of Ministers for adoption;
- **Resolution No. 5** on the organisation of the 14th Session of the European Conference of Ministers responsible for Regional Planning;
- **European Rural Heritage Observation Guide – CEMAT**, previously adopted by the CEMAT Committee of Senior Officials in Budapest (Hungary) on 28 March 2003;
- **Initiative on the Sustainable Spatial Development of the Tisza/Tisa River Basin** (transfrontier co-operation: Hungary, Romania, Slovak Republic, Ukraine, Serbia, Montenegro).



**14<sup>th</sup> European Conference of Ministers responsible for regional/spatial planning (CEMAT) of Member States of the Council of Europe, Portugal, 2006**



**“Networks for Sustainable Spatial Development of the European Continent – Bridges over Europe”**

*Texts and documents adopted:*

- The **Lisbon Declaration** on 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 “Territorial governance: empowerment through enhanced co-ordination”
- **Resolution No. 4** on the “The organisation of the 15th Session of the European Conference of Ministers responsible for Spatial/Regional Planning”
- **Memorandum of Understanding** between the Urban Development Ministry of the Republic of Armenia, the Office of the National Security Council of Georgia, and the Federal Ministry of Transport, Building and Urban Affairs of the Federal Republic of Germany on the Programme “CEMAT Model Region: Armenia-Georgia. Sustainable Spatial Development of Frontier Regions”
- **Memorandum of Understanding** on the continuation of co-operation in the field of spatial development policy between the Federal Ministry of Transport, Building and Urban Affairs of the Federal Republic of Germany and the Ministry of Regional Development of the Russian Federation
  - **CEMAT Glossary** of key expressions used in spatial development policies in Europe

**15<sup>th</sup> Council of Europe Conference of Ministers responsible for regional/spatial planning (CEMAT) of Member States of the Council of Europe, Russian Federation, 2010**

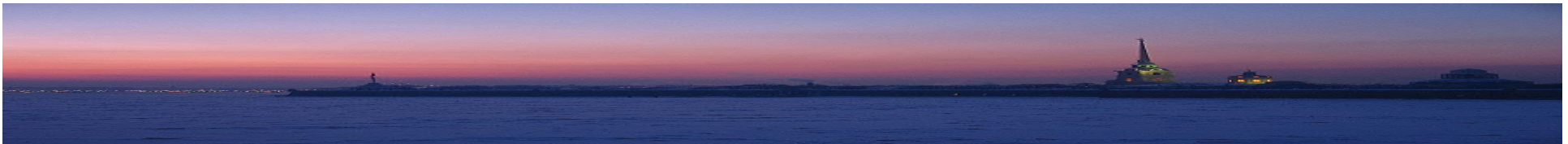
**“Future Challenges: Sustainable spatial development of the European continent in a changing world”.**





## **Work Programme 2007-2010 of the Committee of Senior Officials (CSO) under the Russian Presidency:**

- 1. Demography, migrations and their territorial impact**
- 2. Territorial impacts in Europe of the new energy paradigm (energy supply, conservation and security, new geography of energy systems)**
- 3. Territorial impact of the accelerating globalisation process**
- 4. Creation of new transport and trading corridors (including maritime transport) and Europe-wide sustainable integration. Access to essential services**
- 5. Territorial impact of climate change; adaptation, management and prevention measures, especially in relation to natural hazards**
- 6. The role of spatial development policies for environmental sustainability, human surroundings and terrestrial and maritime landscape protection and enhancement**
- 7. Transfrontier interactions and territorial integration of the European Continent**





## **International CEMAT Symposium 2007-2010 of the Committee of Senior Officials (CSO) under the Russian Presidency:**

- “The accessibility and attractiveness of rural and landlocked areas: sustainable transport and services of general interest”, organised by the Council of Europe – Cultural Heritage, Landscape and Spatial Planning Division – in co-operation with the Ministry of Urban and Spatial Planning of the Principality of Andorra, 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”, organised by the Council of Europe – Cultural Heritage, Landscape and Spatial Planning Division – in co-operation with the Ministry of Regional Development of the Russian Federation, St. Petersburg, Russia, 26-27 June 2008;
- “The Spatial dimension of human rights: for a new culture of the territory”, organised by the Council of Europe – Cultural Heritage, Landscape and Spatial Planning Division – in co-operation with the Ministry of Urban Development of Armenia, Yerevan (Armenia), on 13-14 October 2008;
- Ukraine, June 2009.



### 3. Promotion and implementation of the Guiding Principles for Sustainable Spatial Development and of Ljubljana and Lisbon Declarations

#### 1. National level

General National Reports on the implementation of the Recommendation of the Committee of Ministers of the Council of Europe Rec. (2002) 1 on the Guiding Principles on Sustainable Spatial Development of the European Continent.

#### 2. International level

– *CEMAT Report of activities*, including a survey carried among the Member Countries of the Council of Europe regarding the application and implementation of the Guiding Principles on Sustainable Spatial Development of the European Continent;

– *CEMAT Pan-European Compendium on national spatial planning policies* (General information (statistical data; administrative organisation; brief overview of the spatial planning legislation); spatial planning content and process according to the relevant legislation and regulation (basic principles, authorities and instruments; content and role of the instruments – coordination, monitoring and control; impact assessment – environmental, strategic or territorial impact assessment; information and public participation; and current situation and main problems (national, regional, local level; main problems in implementation and in spatial planning practice)).

**3. Transnational, transfrontier and inter-regional levels: the “Pan-European Network of CEMAT Model Regions (Regions of Innovation)”** (Resolution No. 2 adopted in 2003 in Ljubljana provides that the CEMAT Model Regions should constitute pilot examples for other regions in Europe).

## Council of Europe Conference of Ministers responsible for regional/spatial planning (CEMAT) website :

<http://www.coe.int/CEMAT>

<http://www.coe.int/CEMAT/fr>

