

LANDSCAPE PLANNING IN THE INTERNATIONAL ORGANIZATIONS

by Mrs. Joyce Earley Lyndon



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INTERNATIONAL UNION FOR CONSERVATION OF NATURE AND NATURAL RESOURCES
LANDSCAPE PLANNING COMMISSION

L A N D S C A P E P L A N N I N G I N T H E

I N T E R N A T I O N A L O R G A N I Z A T I O N S

by M rs. Joyce Earley Lyndon

M O R G E S , S W I T Z E R L A N D
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The International Union for Conservation of Nature and Natural Resources (IUCN) was founded in 1948 and has its headquarters in Morges, Switzerland; it is an independent international body whose membership comprises states, irrespective of their political and social systems, government departments and private institutions as well as international organizations. It represents those who are concerned at man's modification of the natural environment through the rapidity of urban and industrial development and the excessive exploitation of the earth's natural resources, upon which rest the foundation of his survival. IUCN's main purpose is to promote or support action which will ensure the perpetuation of wild nature and natural resources on a world-wide basis, not only for their intrinsic cultural or scientific values but also for the long-term economic and social welfare of mankind.

This objective can be achieved through active conservation programmes for the wise use of natural resources in areas where the flora and fauna are of particular importance and where the landscape is especially beautiful or striking, or of historical, cultural or scientific significance. IUCN believes that its aims can be achieved most effectively by international effort in co-operation with other international agencies such as UNESCO and FAO.

The World Wildlife Fund (WWF) is an international charitable foundation for saving the world's wildlife and wild places. It was established in 1961 under Swiss law and shares joint headquarters with the International Union for Conservation of Nature and Natural Resources (IUCN). Its aim is to support the conservation of nature in all its forms (landscape, soil, water, flora and fauna) by raising funds and allocating them to projects, by publicity, and the education of the general public and young people in particular. For all these activities it takes scientific and technical advice from IUCN.

Although WWF may occasionally conduct its own field operations, it tries as much as possible to work through competent specialists or local organizations.

Among WWF projects, financial support for IUCN and for the International Council for Bird Preservation (ICBP) have highest priority, in order to enable these bodies to build up the vital scientific and technical basis for world conservation and specific projects. Other projects cover a very wide range from education, ecological studies and surveys, to the establishment and management of areas as national parks and reserves and emergency programmes for the safeguarding of animal and plant species threatened with extinction.

WWF's fund-raising and publicity activities are mainly carried out by National Appeals in a number of countries, and its international governing body is made up of prominent personalities in many fields.

THE COMMISSION ON LANDSCAPE PLANNING

The Commission on Landscape Planning is one of the six Commissions of the International Union for Conservation of Nature and Natural Resources. The Members of the Commission for 1966-1969 are :

Chairman	:	Mr. R.J. Benthem	Netherlands
Vice-Chairman	:	Prof. Artur Eichler	Venezuela
Members	:	Mr. E.N. Akah	Eastern Nigeria
		Mr. G.L. Anagnostopoulos	Greece
		Mr. E. Barnard	Germany
		Mr. P.B. Bhagwat	India
		Prof. Lynton K. Caldwell	U.S.A.
		Miss Sylvia Crowe	U.K.
		Mrs. Joyce Earley Lyndon	U.S.A.
		Prof. B. Hackett	U.K.
		Mr. Tan Soo Hai	Malaysia
		Prof. C. Harris	U.S.A.
		Dr. T. Hunziker	Switzerland
		Mr. Gert Kragh	Germany
		Dr. J. Vesely	Czechoslovakia
Secretary	:	Mr. C.J. Vyle	U.K.

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OBJECTIVES

The brief defined by the Conservation Foundation from suggestions made by the Landscape Planning Commission of IUCN, was as follows:

- 1) a survey of landscape planning activities currently conducted by both public and private international organizations as such activities relate to conservation;
- 2) an appraisal and evaluation of these activities;
- 3) an identification of the gaps in these current activities;
- 4) recommendations of how these gaps might be filled both substantively and institutionally.

Conservation is understood to be the wise use and management of all the resources of the planet, with special responsibility for those that are limited and vulnerable, and it is assumed that human resources are included.

The role of landscape planning has been defined in the papers prepared by the members of the Landscape Planning Commission of IUCN for the Tenth Technical Meeting, 1966*, and explicitly described in the first paper by Miss Sylvia Crowe, "The Need for Landscape Planning".

The concept of landscape planning recognizes that man needs for fulfilment an environment which satisfies him psychologically, and that conservation for him includes the protection and development of visual and aesthetic qualities in his environment, as well as an ecological balance in his physical surroundings.

The concept of landscape planning also recognizes that the landscape needs care, thought and control, in much the same way as a child does if he is going to take his proper place in the future community; that if the landscape is not nurtured, its potential is never fully realized and it becomes a liability to the community, as much as an untrained child would; that landscape planning is a process in which all members of the community must share, in one way or another; and that, as the magnificent landscapes of the new Dutch polders have shown, it is a wise investment in the future.

The study problem was considered throughout as a preliminary attempt to answer the questions in the brief.

* "Toward a new Relationship of Man and Nature in Temperate Lands" - IUCN Publications - New Series No. 8.

ACKNOWLEDGEMENTS

In presenting this preliminary study, I am indebted to all the people who gave their attention and time in order to answer my questions and discuss their aims.

At the outset, it was a privilege to have the opportunity of reviewing and clarifying the objectives in discussion with Mr. R.E. Train, of the Conservation Foundation, and with Mr. Harold J. Coolidge, President of IUCN.

Much of the direction of thought and viewpoint was influenced by recent conversation with members of the Landscape Planning Commission, with Mr. R.J. Benthem and Miss Sylvia Crowe, as well as former conversations with Mr. Brian Hackett.

The number of people seen was controlled by the time at which the study had to be made, during the holiday weeks of July and August; rather special efforts were made by some people to arrange a meeting, notably by Mr. Perrin and Professor Cabral.

I am grateful to all these people for their patience and goodwill, and especially for the continuous help and advice given by Mr. E.J.H. Berwick, Secretary General of IUCN and the members of his staff.

The study was financed by the Conservation Foundation, Washington D.C., and by IUCN, and I am grateful for the opportunity afforded by this combined interest.

Joyce Earley Lyndon, AMTPI, FILA
Member, Landscape Planning Commission, IUCN
London and Los Angeles, December 1967.

PEOPLE WITH WHOM THE STUDY WAS DISCUSSED

Members of Organizations

Food and Agriculture Organization of the United Nations (FAO)

Mr. J. Swift	Forestry and Forest Products Division
Mr. L.B. Kristjanson	Chief Officer, Land Use and Farm Management Branch
Mr. T. Eren	Chief Officer, Forestry Branch

UNESCO

Mr. H. Daifuku	Head, Section for the Development of the Cultural Heritage
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COUNCIL OF EUROPE

Mr. D. Lewis	Administrator, Economics Division
Dr. R. Taubman	Council for Cultural Co-Operation - University Division
Dr. N. Sombart	Chief of Division of the Consultative Assembly
Dr. Pfeifferman	Assembly Working Party on Health and Hygiene
Dr. R. Locatelli	Secretary, Joint Working Party on Regional Planning

International Federation of Landscape Architects (IFLA)

Miss S. Crowe	Past President IFLA
Mr. J.B. Perrin	Agence de l'Arbre et des Espaces Verts
Prof. F.C. Cabral	Past President IFLA

Ministry of Housing and Local Government, U.K.

Mr. John James	Chief Planner
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The Natural Environment Research Council, U.K.

Dr. B. Forman	Scientific Advisor, Research Management Division
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Commonwealth Forestry Association, U.K.

Mr. J.J. Lawrie	Secretary
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Amsterdam City Planning Department

Mr. L. Fletterman Public Relations Officer

Town Planning Institute, U.K.

Mr. P. Rathbone Secretary *

In their private capacity

Dr. E.F. Schumacher Economist, National Coal Board, U.K.*

Prof. C. van Eesteren Architect. Formerly Chief Planning
Officer for the City of Amsterdam.
Member of CIAM.

Mr. R. Belknap Landscape graduate, Harvard, making
a study of landscape planning methodo-
logy financed by the Conservation
Foundation.

Sir Hugh Casson Royal College of Art, London

Mr. E. Huntsman-Trout Fellow, American Society of Landscape
Architects.

Mr. K. Lonberg-Holm Architect: Education and Research
Consultant. Member, Congrès Internationaux
d'Architecture Moderne (CIAM).

Mr. Maynard Lyndon Fellow, American Institute of Architects

Mr. Allen G. Siple Member, American Institute of Architects

Mr. Peter Willmott Director, Institute of Communities
Studies, London. *

* Queries discussed by telephone.

SUMMARY AND CONCLUSIONS

This investigation and analysis have emphasized again that landscape planning can only be fully effective, in the sense understood in this study, if it is a process in the wider activity of the culture of the environment. (The word "culture" here means "Use, development, management". The word "Eco-culture" has been used in this report to refer to the culture of the total environment, which would require the consideration of the political, economic, social and ecological elements.)

Landscape planning projects of varying size have been carried out in all the countries of Western Europe, under special legislation, or as part of town and country planning programmes. The special legislation is tailored to meet the problems of each country, and varies in subject and method. It is most successful when, as in the Netherlands, it is part of a comprehensive national policy, based on study and understanding of the relationship between the whole population and the environment.

Most European countries have town and country planning laws under which landscape planning can operate, but even when planning authority covers the whole country, as it does in Great Britain, the landscape is vulnerable: planners by themselves cannot deal with problems of population pressures; they cannot prevent politically powerful organizations from using land selfishly; and they cannot effectively co-ordinate the objectives of different sections of society under present systems.

Social and technical changes have overwhelmed the traditional relationship between men, and also between men and their habitat. People are appalled at the speed and scale of changes in their surroundings, changes made often without sufficient consideration for the consequences. Societies are being forced to accept the idea that they must once again become responsible for the outdoor world.

There is much confusion about what has to be done. The confusion is increased because pioneers in the field are working across the present boundaries of academic disciplines, of geographic areas, of established procedures. Also, in a situation without precedent, there is neither practical experience to refer to, nor a vernacular for discussion.

Society is faced with a situation which calls for : (i) new concepts (ii) more scientific knowledge (iii) new techniques (iv) new procedures for liaison and administration (v) authority (vi) possibilities for people to participate directly and actively in managing their own environment.

As the habitat is going to change, and change rapidly, whether intelligently directed or otherwise, some organizations should take the lead in the areas enumerated above, so that the failing condition of the environment may be remedied and a healthy ecological balance gained.

The responsibility for leadership of the organizations included in this study would appear to be as follows :

- (i) New concepts : UNESCO
- (ii) Scientific knowledge : IUCN and a similar body for the social sciences.
- (iii) New techniques : International professional organizations.
- (iv) New procedures : The Council of Europe and similar organizations in the major geographic regions.
- (v) Authority : National and local governments, with the encouragement of the UN and its agencies.
- (vi) Practical demonstration : FAO, UNDP, and similar agencies.

Conservation as a factor in the new concepts is referred to under UNESCO on page 11.

ROLE OF FAO IN U.N. DEVELOPMENT AID PROGRAM

FAO, in co-operation with UNDP and the governments of developing countries, is responsible for large-scale resource development projects.

For each project, a team of experts is selected to advise on feasibility, and the planning of resources. The experts have to be approved by each of the three sponsors.

I did not discover how the experts are selected. A project that has been chosen for political reasons, such as a large dam, may not include experts who would consider the repercussions on the communities up and down stream. However, social scientists are sometimes included.

It was suggested that a landscape planner might be included, for a strictly limited period, in the team of experts engaged on one or more of the projects in which FAO is interested. Several possible projects for such a pilot study were suggested for consideration by Mr. Fontaine of FAO and members of the Landscape Planning Commission of IUCN.

The land use planners at FAO understand the importance of conservation practices in the conditions that are encountered in development projects. They also state that the success or otherwise of resource development depends on the local people and that plans for development must also include them.

The human factor in development projects

The fact that the co-operation of local people is the key to successful resource development was repeated several times. Some of the points which were emphasized were :

The man on the land is the decisive factor in any plan for conservation. His understanding and co-operation are essential. He may only comprehend simple processes and one thing at a time; he distrusts practices which are different from those which have been proved by himself, or by generations of traditional practice. On the other hand, the man on the land understands its capabilities and tolerances better than any other person can do.

It is each man and what he will or will not do that, in the end, carries through or breaks up a land project. A government which is astute enough to shape its policy in line" with what people will do, can carry it out successfully.

The need to keep rural workers on the land is an urgent problem for two reasons : they are needed to grow food; millions of rural refugees in big cities are in a desperate plight.

When farmers give up their land and move into the cities, valuable knowledge is lost from a district. The uniqueness of each project area was stressed.

In resettlement schemes, the men who have left the land, who understood how to work and conserve it, would not be the ones who came back, so that knowledge is lost and new problems of land husbandry have to be overcome.

Training for management and field work in developing countries

Very simple handbooks (in Spanish, French and English), explaining some of the principles of landscape planning are urgently required as teaching material, in schools for wild life managers, foresters and agriculturalists, and as guides for men working in the field. The handbooks should give elementary principles for designing a road network in a park; suggestions on the siting of buildings, and so on.

Each FAO expert in the field has a local counterpart who is being trained by him, usually for one year. Manuals are needed which the expert can use in teaching his successor, and which he can then leave with him.

They would like to have the IUCN landscape planning manual for use (in English, French and Spanish versions) as soon as it is available.

It was pointed out that men from developing countries who go overseas for their training are unlikely to return to their home districts, because the salaries they could earn locally would not be on the same scale as their qualifications, and also because rural work does not carry any prestige. The objectives therefore are to train regionally or locally in the field as many people as possible, and to upgrade the status of rural employment.

FAO : General Summary

FAO is in a strong position to advise that conservation should be considered in the large development projects for which it is part-sponsor.

It can exert its influence to this end by continuing to state publicly its policy on conservation and also by restating it, explicitly, for each development project to the government being assisted, and to all scientists, specialists and staff.

FAO can extend its influence by recognizing that the projects which it sponsors are pioneering in the new science of environmental development and that the experience gained should be available for recording and adding to the store of knowledge.

It would be helpful to FAO to have the services of a landscape consultant permanently available at the headquarters in Rome, so that landscape considerations can be kept in mind from the time of the initiation of all projects.

FAO, UNDP and the other agencies concerned with technical and financial aid could take positive steps in bringing about environmental improvements by requiring that landscape professionals must be consulted on development projects from the initial planning stages onwards; that landscape appraisals should be sufficiently advanced before the positions of any engineering services and structure are decided, so that these decisions can be made with proper respect for all the objectives desired for the project area; and that landscape plans should be prepared at the same time as land use and development plans.

In the case of countries seeking aid, for prestige purposes, for spectacular development schemes, which may be unmindful of or even harmful to the objectives of conservation, the Landscape Planning Commission may wish to consider the possibilities of co-operating with FAO in the preparation of a list of potential regional development schemes which could be designed to have dramatic, international prestige value.

In this context, also, the Landscape Planning Commission may wish to draw the attention of members of governments and of FAO to published reports of successful collaboration on major construction works between engineers and landscape professionals.

In view of the fact that the urgent need for educational material in the underdeveloped countries is likely to continue for a long time, the Landscape Planning Commission may wish to set up a committee in association with the Education Commission to make some form of liaison with regions needing training material, so that a program for meeting the need can be set up. This seems to be a matter for urgent and unorthodox methods. For example, an itinerant landscape planner could translate the knowledge of local experts into landscape principles and leave behind him written instructions and simple diagrams to be copied and distributed locally after he has moved on. These could be collected together and published as soon as each region or country has been covered.

UNITED NATIONS EDUCATIONAL, SCIENTIFIC AND CULTURAL ORGANIZATION

At this meeting, UNESCO's programme for the preservation of monuments and other cultural property, including beautiful, old, rural landscapes, was first discussed. The rich vitality of stable city communities was mentioned, for example, some districts in the centre of Paris; it is feared that parts of these communities will be destroyed to make way for new arterial roads.

It was observed that these close-knit city communities, and the old, rural landscapes are examples of the cultural heritage which are valuable sources of information to be used in devising new forms for future societies. They are the "nature reserves" of the human ecologists, as well as being pleasant places for now.

The urgent need throughout the world for dwellings was referred to; dwellings for rural migrants now herded together in shanty towns, for refugees, and for people in city ghettos; a need not just for houses, but for really suitable places for people to live in.

It was pointed out that in regional development schemes there is a temptation to think it is necessary to achieve an "instant landscape", whereas other generations have been willing to consider the landscape maturing on the basis of conservation principles practised by the agricultural community.

It was noted that regional schemes based on agriculture and urban development schemes are complementary. If the drain of people from the land can be slowed down, the problems of the cities are correspondingly lightened. Also that both kinds of development require new forms of social organization, new authority, procedures and techniques.

These things were also spoken of at earlier meetings at FAO in Rome. UNESCO seems to be especially aware of the gap in comprehension between the planners, in the broadest sense, and the people for whom they are planning.

This meeting at UNESCO was the last of the series. As the experiences of talks in Rome, Morges, Strasbourg, Amsterdam, Paris and London moved into focus, it could be seen that in the present period Man is discarding old forms, like a skin which is too tight, and is in the process of cultivating a new social shape. Unlike the snake, whose skin is always a tapering tube, Man has a choice of new forms and has to make decisions on objectives, means and methods.

At this point, recalling that conservation may play an important part in these decisions, the concept of conservation, as it applies to the human world was reviewed as follows:

While conservation in nature, as a continuous process of use and sustained yield, has the status of a natural law, when it is practised in the human world it also requires: understanding of the nature and extent of resources; moderation in exploiting them but also in making a full use of living resources, according to their nature; knowledge, skill and effort in applying its principles; and a general philosophy of increasing rather than depleting the resources of the world.

In some periods of the past, men husbanded resources for their sons, as their fathers had done for them. To-day, this is not usually the case. Tourists enjoy the countryside which their grandfathers may have ploughed, but which their fathers had little hand in nurturing. The traditional sequence has been broken, and the majority of Western youth lives on resources capital without realizing it, and without thoughts of making any return to the common stock, at least in this area of their lives.

On the other hand, these young people have been denied quality in the cities where they live. In this century the idea of landscape has been expanding from the former meaning of a fine view of countryside grazed by cows to the place where man lives. But at the same time society has been slow to use its own inherent capacity to create worthy, urban landscape. And in many instances, it has failed to preserve principles which made city life rich in the past.

These matters are of the essence of conservation and will have to be worked through to solutions in the cities, if conservation is to be accepted as meaningful by society, and sponsored by it.

Paradoxically, it is the people who grow up in cities who make more and more of the important decisions which affect the future of the countryside, as well as of the city. They are the ones who must be aware of the importance of the principles of conservation.

In this context, many thoughtful people feel that the time has come to put the concept of man as the concessionaire of the planet into a comprehensible form, on which government policies can be based and decisions made.

It would seem that UNESCO should take the lead in this matter, as this organization has the authority, experience based on its broad range of responsibilities, and the comprehensive viewpoint which is necessary. This is an opportunity for UNESCO

- i. to examine this concept and its implications, internationally and for governments;
- ii. to bring this concept and its implications to the attention of the intellectual groups who generate ideas and influence decisions at the highest levels in each country.

WORLD HEALTH ORGANIZATION

At the World Health Assembly, in May 1967, technical discussions on "Man and his City" were held; similar discussions on "Man in the Region" are being considered for a future meeting in 1969 or 1970 at the WHO Regional Office in Copenhagen.

It is suggested that members of the Landscape Planning Commission of IUCN should discuss with members of WHO the contributions that landscape planning can make to psychological and physical health, and the appropriateness of including landscape planning in the forthcoming technical discussions.

INTERNATIONAL UNION FOR CONSERVATION OF NATURE AND NATURAL RESOURCES

The International Union for Conservation of Nature and Natural Resources (IUCN) is an independent international organization whose membership includes governments, government departments, private institutions and international organizations. IUCN has consultative status with specialised agencies of the United Nations and other intergovernmental institutions.

IUCN endeavours in various ways to ensure the conservation of natural resources and their discerning and farsighted use. It pursues these aims on the strength of the fact that soil, water, air, animal and plant life are of vital economic, social, educational and cultural importance for mankind, as, excessive utilisation of such resources, for instance, would lead to a reduction in standards of living.

IUCN in relation to Eco-Culture

There is a need for an international, scientific organization to take the lead in establishing the principles of an ecology which includes man, and, on the basis of these principles, to take the lead in guiding the development of cultural forms in each country, so that man and nature can again live in symbiotic harmony.

IUCN has to decide whether it is willing, and whether it is able, to carry out this role of leadership.

It has to decide, in the first place, whether it is willing to enlarge its concept of conservation to include ecological development for man, and, in the second place, whether it has the resources and the determination to act with the dispatch needed.

IUCN in relation to human resources

In addition to knowledge from natural scientists, landscape planners also need information on questions relating to human science and this has been difficult to obtain in the past. In many cases, the knowledge is not available. Ideally, the questions should be the responsibility of an organization, comparable to IUCN, for the conservation of human resources. This matter is of particular interest to the Landscape Planning Commission.

There does not appear to be an organization for conserving human resources with the international status of IUCN, although the number of people in the social sciences is growing rapidly and organization of the branches of research and of the professions is proceeding.

There is the possibility of widening the objectives of IUCN to include the social sciences. Such an expansion would bring all resources into the perspective of one organization; it would give direction and impetus to the new science of human ecology and would, as a consequence, make possible improved conditions for both man and nature.

These ends would not be achieved by adding one or two behavioural scientists, a political scientist and an economist to existing IUCN Commissions, unless these men were supported by international organizations carrying out systematic research programs.

If IUCN's objectives were widened and a Human Resources Commission set up, it would be logical to give natural and human science equal weight in the organization. In fact, this would be necessary in order to attract social scientists of the right calibre.

It is questionable whether such a large organization, with its wider responsibilities, would be as effective in carrying out IUCN's original aims of conserving natural resources; aims for which it is uniquely qualified.

If IUCN holds to its original objectives, then it should associate closely with a comparable body of human scientists and that the two organizations should co-operate at all levels. For such a liaison to be effective, it is important that the headquarters and branches of both organizations should be located in the same towns.

IUCN in relation to Landscape Planning

IUCN has endorsed the practice of landscape planning by setting up a Commission. In order that the Commission can work effectively, the further support of IUCN is required as follows :

1. To encourage governments and other public agencies responsible for the development of land and other natural resources :
 - i. to record the natural resources of their territories systematically,
 - ii. to conserve their resources by evaluating them and planning them methodically,
 - iii. to respect the conservationist viewpoint throughout,
 - iv. to consult with landscape professionals at an early stage in planning resource development,
 - v. to commission landscape plans for all landscapes where changes are likely to take place,
 - vi. to commission landscape plans for cities as part of their conservation education programs,
 - vii. to set up national information centres (possibly in conjunction with the national resource survey records).
2. To advise the Landscape Planning Commission on the organization of scientific knowledge, required by landscape planners in their work, into a system which can be handled by an international information network.
3. To identify gaps in the knowledge required in landscape planning and initiate research programs on these subjects.

The Landscape Planning Commission, in co-operation with the Education Committee of IUCN and the International Federation of Architects, is responsible for :

- i. making an assessment of the future demand for landscape professionals and studying how this can be met,
- ii. studying how the urgent needs in developing countries for field training in the elements of landscape planning and supporting manuals can be met,
- iii. organizing knowledge and information on landscape planning into a form in which it can be handled by information centres and for verifying, co-ordinating and directing requests for further knowledge on scientific subjects.

IUCN in relation to Landscape Planning - Proposals for immediate action.

There are some places in the world that have the authority and the right climate of opinion for some form of landscape planning to be practised in their development proposals. They need advice and encouragement.

IUCN might respond to some of the needs for immediate action, as follows :

1. By advising and assisting countries in making preliminary surveys and appraisals of the range and nature of all their resources.
2. By encouraging and participating in the distribution to all authorities of practical information now available that would be helpful or persuasive in current development programs.

Such information should originate from groups familiar with' local problems in each climatic region, and should be in simple terms, understandable to people working on development programs. It might include elementary principles relating to water conservation; measures to prevent erosion; respect for topsoil; prevention of water and air pollution; sun control; principles which are widely known, but not universally applied.

3. By preparing lists of necessary research programs, in short-term and long-term categories, with firm time schedules; and by seeking grants and funds to carry out this research.
4. By promoting policies which would require that in the early stages of all development programs, adequate landscape surveys, landscape appraisals, and landscape plans should be made and integrated into the development sequence, before funds are granted for carrying out construction

THE COUNCIL OF EUROPE, Strasbourg, France (established 1949)

Structure, functions and activities.

The members of the Council are the Governments of eighteen European countries. There is a Consultative Assembly, which has a Committee of Ministers as its executive organ. Its aims are : to. assist economic and social progress in Europe, to safeguard the common heritage, to promote greater unity among its members.

European problems are studied by committees and working parties, made up of representatives from the member countries, assisted when it seems necessary by ad hoc consultants. Conclusions reached after studying a problem may be confirmed by the Committee of Ministers as conventions or agreements.

The Council's Intergovernmental Work Programme, "Man in a European Society", was first published for 1966-1967 and is intended to be prepared annually. It records the work which is in progress and which, is to be done in the ensuing year. The subjects to be studied are organized into chapters, which for 1967-1968 are :

- Chapter I : The economic structure
- Chapter II : His legal and administrative status, human rights and the prevention of crime
- Chapter III : The social structure and welfare
- Chapter IV : His health and hygiene
- Chapter V : His physical environment and resources
- Chapter VI : His formal education and scientific attainments
- Chapter VII : His cultural development, youth, non-formal education and sport

The Council is in an unique position to study and advise on international problems because it is a new foundation, free from precedent and from national or academic bias. The people in the secretariat, about 500 in all, are in an unique position to see Europe as a whole, and they have the opportunities and inclination to search for imaginative solutions to its problems.

Some activities, relating to Landscape Planning, within the Council of Europe's European Committee for the Conservation of Nature and Natural Resources :

1. Working Party for Flora, Fauna and Landscapes

A review is being made of work in member countries for the preservation of coastlines.

Recommendations for the awards of the European Diploma for landscape are made by this Committee. The philosophy behind the awards has been under review.

2. European Conservation Year, 1970

Co-ordinator of Nature Conservation Year, 1970 -

Mr. E.J.J. Kesteloot, Service de la Protection de la
Nature,
31 rue Vautier, Bruxelles 4, Belgium

Chairman of the Preparatory Group for Conservation Year -

Mr. R.E. Boote, Natural Environment Research Council, U.K.

It is hoped that all the member countries will participate actively in programs and events for Conservation Year, and that there will also be international co-operation. An international Conservation Conference 1970 is planned and it was suggested by members of the Secretariat that IUCN should contribute a paper on Landscape Planning.

The aims adopted by the European Committee in 1965 * are to educate the public in conservation and "to focus attention on the urgent and complex environmental problems of Western European societies".

In the context of this study, it is felt that the objectives should recognize the positive progress made by the Council and the member nations in tackling these problems and that the main emphasis in the objectives for Conservation Year should be on the means for solving problems.

3. A charter for landscape planning

At the meeting of the Standing Committee in April 1967, it was proposed by Professor A. Noirfalise of Gembloux, Belgium (Faculté des Sciences Agronomiques de l'Etat), that the European Committee should study the possibilities of drawing up a charter for landscape planning, side by side with the Soil Charter and the Water Charter, This question is being held over until Conservation Year, 1970.

* EXP/NAT (65) 35 and restated EXP/NAT (66) 59.

4. "Town and Country Planning - A European Problem"

The Consultative Assembly has placed particular emphasis on studies being made into town and country planning as practised in the member countries and on measures necessary to achieve co-ordination within the departments and services of public authorities, and co-operation between countries. The interim report of the Consultative Assembly* is an important document in this context.

The Assembly has proposed that a European Conference of Ministers responsible for town and country planning should be created; this matter is under consideration.

A final report is being prepared by the Assembly's Joint Working Party for Regional Planning, to be entitled "Town and Country Planning - A European Problem", in which specific proposals for implementing a programme of European co-operation will be made. The Secretary of the Joint Working Party, Dr. R. Locatelli, is anxious to include landscape planning in these proposals and has asked for the objectives of the Landscape Planning Commission of IUCN to be sent to him.

* Doc. 2111 Revised Sept. 1966.

Summary

The Council of Europe in its Intergovernmental Work Programme is examining European societies and their relation to the environment. The conclusions of the Council are being formulated as principles for recommendation to the member governments in the form of conventions and charters, which add to the world stock of eco-cultural wisdom.

In making thorough studies of town and country planning, as it is carried out by the member countries, the Council has recognized and endorses the importance of co-ordinating procedures.

The Council of Europe is uniquely qualified, by its constitution and its experience, to take the lead in seeking new social forms and procedures, which will allow societies to co-operate in taking care of the environment.

INTERNATIONAL FEDERATION OF LANDSCAPE ARCHITECTS (IFLA)

IFLA was founded in England in 1948. It is a federation of national societies of landscape architecture and of individual landscape architects from countries where there is no national society. Its aims are the study and promotion of the art of landscape design in all parts of the world. Its structure consists of a Grand Council, which meets once every two years, and an Executive Committee. The Secretariat is in Lisbon.

IFLA Conferences have been held every two years in England, Spain, Sweden, Austria, Switzerland, U.S.A., the Netherlands, Israel, Japan and Germany. The 1968 Conference will be in Canada. At the Amsterdam Conference, it was decided that the papers given at each conference should be published and these are usually available about one year after the time of the meetings. The 1964 Conference decided that regional conferences should be held from time to time between countries who have similar technical and ecological problems. Working parties undertake research into landscape problems, the education of the landscape architects and other professional matters. IFLA is affiliated to the U.N. and is available for consultation under category C.

The work of landscape architects in the countries of Western Europe only has been considered here and, even so, it is difficult to isolate the contribution of IFLA members from the total achievement of planners, architects, engineers and others, working together on new practices and techniques to meet the problems of the present technical and social revolution.

During this time populations have multiplied, general standards of living, and of education, have improved enormously; city people have explored over the countryside looking for some contact with nature; ground space has been scarce in some places and much misused. At the same time, responsibility for planning development in the environment and for controlling the use of land has passed from private owners to public authorities. These authorities have to make important decisions about land husbandry, and have no personal experience to guide them. They also have to make decisions about aesthetics, for which they are not qualified. They have therefore turned to specialists to advise them on matters which used to be decided by the wise farmer and the patron of the arts.

Against this background, some of the contributions which landscape architects have made to landscape planning are as follows:

1. They have made the general public aware of landscape in the contemporary sense, as the whole of outdoor space, to be intelligently used for man.

They have done this by talks, publications and exhibitions, explaining with examples of good contemporary work the possibilities of designed space and greater enjoyment of natural materials. They have demonstrated these possibilities in the cities by their own designs for school grounds, the gardens around public housing, and the landscape of new towns. In this way, landscape architects have helped to span the gap in understanding between planners, in the broadest sense, and the general public. This gap was mentioned by administrators at both FAO and UNESCO as a seriously limiting factor in their own work. It has been suggested that the gap is partly the result of frustration; that man is out of phase with his surroundings, not only because they are chaotic and ugly, but because his normal instinct to take care of his surroundings is frustrated. It seems likely that the gap will remain until all men can again feel some direct responsibility for their surroundings.

New social and political forms are needed, so that all men can participate in the arrangement and management of their street, their neighbourhood, their town and their region.

In designing landscape for human use, landscape architects have for the most part had to make their own observations of human behaviour, gathering whatever information was available, and making the best decisions they could in the circumstances. The young professions in the social sciences are organizing research programs, but it seems it may be some time yet before they are willing to give practical advice to architects and landscape architects.

It would help the programmes of environmental work if, as an interim measure, a sufficient number of social scientists could be specially trained to work with planning teams.

The men should be able and willing to make proposals based on available survey material and their own judgment. Matters of expediency make it more important to have the best estimate possible than to let developments proceed without any assistance from social scientists until they feel equipped to present complete recommendations.

The situation is the same for the ecologist.

2. Members of IFLA have encouraged public authorities and government departments to employ landscape architects on their technical staffs and to use the services of landscape consultants on large-scale development projects.

Many landscape architects are now engaged in public service, but as positions for town and country planners and for architects were established some time before a need for landscape architects was recognized, the latter have not yet achieved equal authority with other technical officers.

Landscape considerations can only be effectively represented in the public services if landscape architects are given equal status with other technical officers.

In the case of regional projects, government departments who launch projects which are going to transform the landscape of a whole region are sometimes unaware that design is an important consideration in their proposals and that they have a moral duty to consult with specialists in landscape design, at the initial stages and throughout the sequences of the project.

3. Although landscape architects are relatively few in each country, compared with architects and engineers, IFLA is a strong organization. Some reasons for its strength are as follows :
 - (i) The training of landscape architects, taken as a group, has a wide range, because graduates in other disciplines become interested in the possibilities of landscape work, which they find is associated with their own fields and qualify to enter the profession.
 - (ii) The history and geography which make each country unique also affect the training of its landscape architects. A recent survey of the qualifications of the profession, made in the Common Market countries, with the object of framing standard regulations for practice within the area, found almost nothing in common between the landscape architects of these countries and called them a heterogeneous group.
 - (iii) The work which landscape architects are asked to do ranges from regional proposals to the design of small playgrounds.
4. The IFLA conferences have become a forum for the discussion of landscape planning problems, because its delegates collectively represent many disciplines concerned with nature and the land.
5. The unique contribution which landscape architects make to landscape planning is design.

THE DIAGRAMS

The diagrams were attempts to explore the structure through which changes (in a particular area of countryside for example) could be systematically directed.

Diagram 1 shows that a great deal of information goes into the planning box, and comes out as a projected picture of the countryside, as it will be after the changes which are proposed have been made. Based on this picture, and on the precise information which accompanies it, the specialist plans, for directing construction works and other operations, can be prepared.

The diagram shows that the people working to the right of the dotted line must understand the principles on which conservation is based and know how to apply them. The people on the left of the dotted line should be sympathetic to the objectives of conservation and of landscape planning, because they influence policy. It is important that the reactions of people whose lives are affected by the changes which have been made, should be fed back to the planners and information centres, as well as to the policy-making authority.

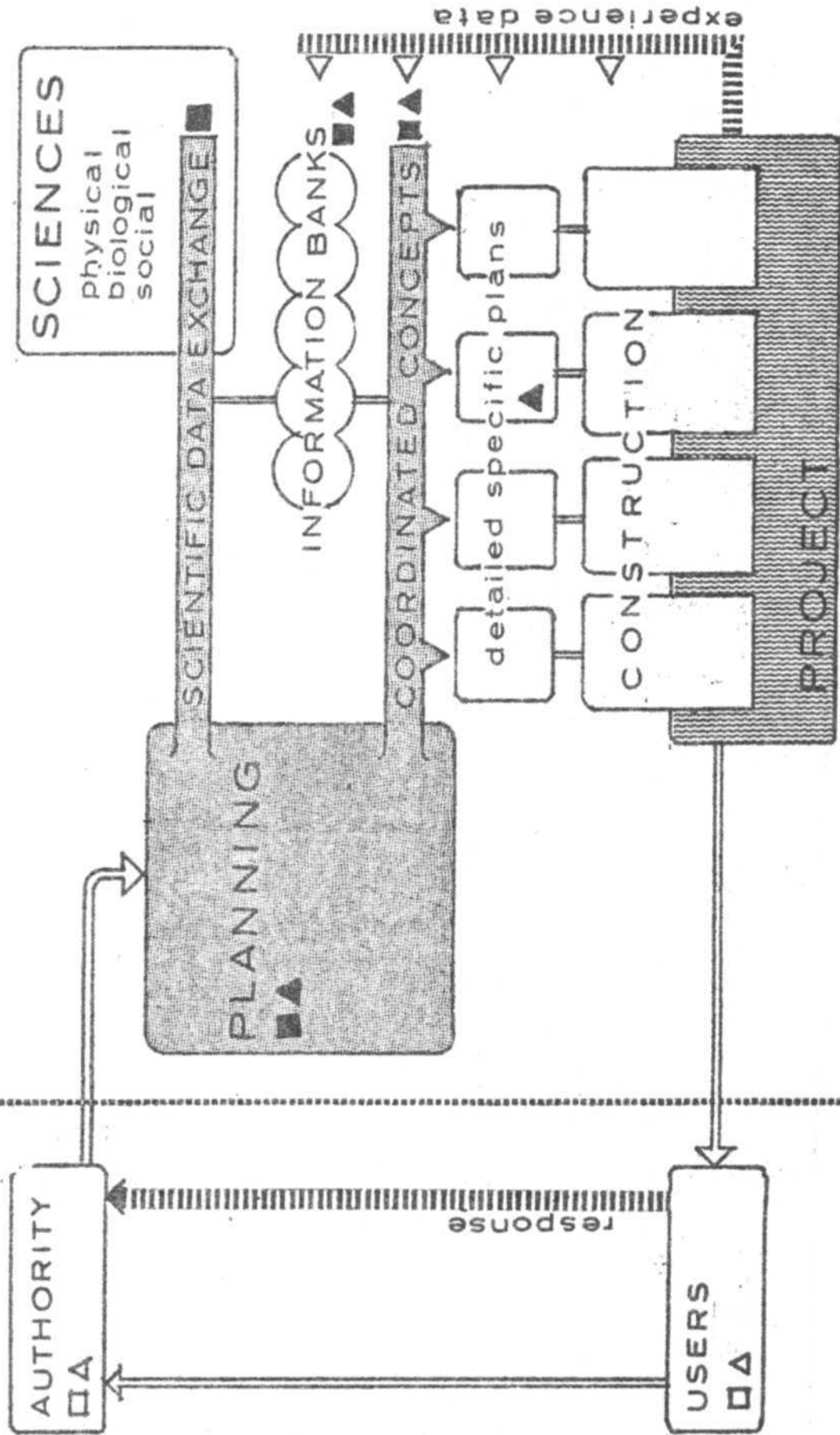
Diagram 2 shows planning steps that might occur in the box in diagram 1, and also shows where responsibilities lie. It points out that some of the specialists who provide the survey material are members of the planning team and that team members also make surveys.

It suggests that the final plan is in two parts :

- i) the land use plan, which gives precise information on changes to be made, cartographically and statistically;
- ii) the landscape plan, which shows how the changes are to be absorbed into the existing landscape.

It might be said that the land use plan and the landscape plan are the parents of the landscape - the first gives it purpose and the second gives it grace, health, natural beauty and social resilience.

conservation: □ understanding ■ application of principles
landscape planning: △



example diagram of an INFORMATION SYSTEM IN A DEVELOPMENT PROJECT

RESPONSIBILITIES IN PLANNING A GEOGRAPHICAL AREA (G.A.)

Planning Processes	Authority	+ Team	+ Specialists in environmental subjects
<p>Problems observed in G.A. and need for changes demonstrated</p> <p>Need for action agreed and a team asked to make a study and proposals</p> <p>Objectives examined in relation to problems observed and the future of the people of G.A.</p> <p>Scope of study and survey program outlined</p> <p>Experts in all environmental factor at G.A. (also including historic, political, social, economic factors) prepare survey material</p> <p>Diagnosis of survey</p> <p>Proposals and ideas sessions</p> <p>Proposals (and alternatives) co-ordinated and first draft plans prepared in two-parts:</p> <p>a) development proposals for land, resources and communities}</p> <p>b) conceptual proposals: G.A. as a place to live</p> <p>Draft plans reviewed, changes suggested *</p> <p>Draft plans revised * ; final plans (a) and (b) drafted</p> <p>Final plans (a) and (b) approved</p> <p>Design of detailed plans within framework of (a) and (b)</p> <p>Construction drawings prepared from detailed plans</p>	<p>○</p>	<p>○</p> <p>○</p> <p>○</p> <p>○</p> <p>○ studied mainly by land use planner</p> <p>○ studied mainly by landscape planner</p> <p>*</p>	<p>○</p> <p>○</p> <p>○</p>
<p>○ Responsibility</p>			

+ Some of the specialists are team members and v.v.

* As many times as are necessary until a satisfactory plan is agreed on.

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