Université libre de Bruxelles

Combining scientific expertise with participation:
the challenge of the European Landscape Convention

Brussels, Belgium, 28-29 April 2014
The European Landscape Convention
European Landscape Convention, Article 5

“Each Party undertakes:

… c. to establish procedures for the participation of the general public, local and regional authorities, and other parties with an interest in the definition and implementation of the landscape policies …;”

South Pennies Watershed
Recommendation CM/Rec(2008)3 of the Committee of Ministers to member states on the guidelines for the implementation of the European Landscape Convention

The certainty that strengthening the relationship between the population and its living surroundings underpins sustainable development affects the whole process of landscape policy definition. Moreover, participation is regarded as an instrument for strengthening the identities of populations, which recognise themselves in their surroundings.

Public involvement, which may entail contradictions resulting from the diversity of the value systems espoused by the various social groups, should be regarded as enriching and as an opportunity to validate knowledge and the definition of objectives and action.
Participation implies two-way communication from experts and scientists to the population and vice versa. The population possesses empirical knowledge (local and naturalistic knowledge) that may be useful in completing and contextualising specialist knowledge.

This also has an influence on “assessment” activity, understood as a dialectical comparison between analyses by experts and the values attached by the population to landscape, in the knowledge that different systems of “values” and “non-values” exist that may be well-entrenched or still in the process of definition; these value systems (universal, specific to national cultures, to local cultures, to each individual’s culture) belong to both scholarly culture and to popular culture: they are qualitative and not quantifiable and some of them are sometimes mutually opposed.
The concept of participation involves taking into account the social perception of landscape and popular aspirations in choices regarding landscape protection, management and planning. In this sense, the concept of landscape proposed by the convention implies an exercise in democracy whereby differences are accepted, common characteristics found and operational compromises eventually reached; these represent an alternative to the drawing up by experts of hierarchical classifications of landscape qualities.

The means of participation should be chosen by each state from among methods appropriate to the different problems identified, taking account of current consultation and comparison customs, the different administrative organisations, the characteristics of the various territorial situations, the types of operational instruments used, the scales of operation, and experience both past and present at international level. In any case, participation should involve all the relevant stakeholders: national, regional and local authorities, the population directly affected, the general public, non-governmental organisations, economic operators and landscape professionals and scientists.
Participation should be a feature of all the different phases in the processes of drawing up and implementing landscape policies, in particular those of landscape appraisal, definition of landscape quality objectives, decision-making and implementation of actions over time. Participation should also be regarded as a system for the mutual information of the relevant stakeholders. It is particularly important that participation take place at all stages of implementation, from the initial knowledge phase through to the implementation of agreed actions, that is, in the execution of projects in which all relevant stakeholders have participated.

In defining the procedures for approving choices, reference may be made to tried and tested processes such as consultation, public inquiries, information meetings and educational exhibitions. These processes may also be used simultaneously.
1. “COMBINING … WITH …”
   - scientific expertise
   - participation

Is it necessary?

1.1. Why? Democracy - Human rights

1.2. How? Rule of law - Landscape governance
1.1.
WHY?
DEMOCRACY
Public participation and involvement are keystones of spatial development. The support, involvement and will of the public are vital to conserving, managing or developing territories on a sustainable basis.

- European Regional/Spatial Planning Charter (1983): drew attention to the need for active public participation in the spatial planning process.

- Recommendation Rec.(2002) 1 of the Committee of Ministers to the Member States on the “Guiding Principles for Sustainable Spatial Development of the European Continent”: reiterated the importance of the effective participation of society in the spatial development process. Societal consensus is very important for the success of local and regional initiatives and also creates a dynamic environment for outside investors and economic players. The involvement of the younger generation in the planning process increase the chances of interesting the public in the long-term planning of their home region and in efficient and innovative participation.

- European Landscape Convention (2000): each Party undertakes to establish procedures for the participation of the general public, local and regional authorities, and other parties with an interest in the definition and implementation of the landscape policies.
WHY?

HUMAN RIGHTS
How should the concept of human rights be interpreted? In this 21st century, we must recognise that human rights as defined in the 1950s in the aftermath of the Second World War and as enshrined and set out in the European Convention on Human Rights and the European Social Charter must gradually open up to new concerns and take account of what may be called the “territorial and heritage dimension of human rights”.

While this concept clearly still needs to be explored and expanded, how could we fail to take account of the future of land and territory, an asset which we must pass on to future generations? How could we ignore the future of our natural and cultural heritage, which is absolutely invaluable but all too often is irreversibly threatened? We have a duty to consider these new rights, as well as new obligations and the responsibility we bear.

The European Landscape Convention refers to “rights and responsibilities for everyone”. It is a matter of jointly looking after the future of our landscapes for coming generations and considering how to protect, manage, develop and shape them, so to speak, in the best way possible.
1.2. HOW? THE RULE OF LAW LANDSCAPE GOVERNANCE
Council of Europe Conventions
- European Cultural Convention (1949)
- Convention on the conservation of European Wildlife and Natural Habitats (Bern, 1979)
- Convention for the protection of the Architectural Heritage of Europe (Granada, 1985)
- European Convention on the protection of Archaeological Heritage (revised) (La Valetta, 1992)
- Council of Europe Framework Convention on the Value of Cultural Heritage for Society (Faro, 2005)
- European Landscape Convention (Florence, 2000): may be described as a “new-generation” treaty. It sets out areas of activity and the main thrusts of a programme of action providing the very basis for good governance and wise management of landscape

Council of Europe Recommendations of the Committee of Ministers to Member States
- Recommendation (84) 2 on the European Regional/Spatial Planning Charter
- Recommendation (2002) 1 on the “Guiding Principles for Sustainable Spatial Development of the European Continent”
- Recommendation CM/Rec(2008)3 on the Guidelines for the implementation of the European Landscape Convention
2. THE “CHALLENGE”
of the European Landscape Convention

2.1. Why? General interest - Quality of life

2.2. How? “A landscape approach”

...develop a culture of landscape
2.1. WHY?

GENERAL INTEREST

QUALITY OF LIFE
The landscape ...

... has an important public interest role in the cultural, ecological, environmental and social fields, and constitutes a resource favourable to economic activity and whose protection, management and planning can contribute to job creation;

... contributes to the formation of local cultures and ... is a basic component of the European natural and cultural heritage, contributing to human well-being and consolidation of the European identity;

... is an important part of the quality of life for people everywhere: in urban areas and in the countryside, in degraded areas as well as in areas of high quality, in areas recognised as being of outstanding beauty as well as everyday areas;

... is a key element of individual and social well-being and ... its protection, management and planning entail rights and responsibilities for everyone.

Preamble to the European Landscape Convention, 20 October 2000
At their last Summit, Heads of State and Government of the Council of Europe expressed their commitment to “improving the quality of life for citizens”. In the section of the Action Plan on “Promoting sustainable development”, they agreed that, on the basis of the existing instruments, the Council of Europe would further develop and support integrated policies in the fields of environment, landscape and spatial planning, in a sustainable development perspective.

The European Regional/Spatial Planning Charter indicated that regional/spatial development “encourages improvement in the quality of everyday life, in respect of housing, work, culture, leisure or relationships within human communities, and the enhancement of the well-being of each individual through the creation of jobs and the provision of economic, social and cultural amenities which meet the aspirations of different sections of the population and which are sited in places where they will be used to the optimum.”

The European Landscape Convention aims to respond to the public’s wish to enjoy high quality landscapes. It expresses a concern to achieve sustainable development based on a balanced and harmonious relationship between social needs, economic activity and the environment.
2.2. HOW?

...A "LANDSCAPE APPROACH"

develop a landscape culture...
Parties to the Convention: Andorra, Armenia, Azerbaijan, Belgium, Bosnia and Herzegovina, Bulgaria, Croatia, Cyprus, Czech Republic, Denmark, Finland, France, Georgia, Greece, Hungary, Ireland, Italy, Latvia, Lithuania, Luxembourg, Moldova, Montenegro, Netherlands, Norway, Poland, Portugal, Romania, San Marino, Serbia, Slovak Republic, Slovenia, Spain, Sweden, Switzerland, “the former Yugoslav Republic of Macedonia”, Turkey, Ukraine, United Kingdom (38 ratifications).

Signatories states: Iceland, Malta (2 signatures).

Other Council of Europe Member States: Albania, Austria, Estonia, Germany, Liechtenstein, Monaco, Russian Federation.
Aims of the Convention

1) To promote protection, management and planning of landscapes at national, regional and local levels

2) To organise European co-operation on landscape issues
1) To promote protection, management and planning of landscapes at national, regional and local levels

Each Party implement the Convention according to its own division of powers, in conformity with its constitutional principles and administrative arrangements and respecting the principle of subsidiarity.

Without derogating from the provisions of this Convention, each Party harmonise the implementation of this convention with its own policies.
Contracting Parties undertake to implement the following measures:

1.1. Legal recognition of landscape

Legal recognition of landscape as constituting an essential component of people’s surroundings, an expression of the diversity of their shared cultural and natural heritage, and a foundation of their identity.
1.2. Consider landscape into policies: existing and new policies

a. Integration of the ‘landscape approach’ into existing policies

- Regional policies,
- Town planning policies,
- Cultural policies,
- Environmental policies,
- Agricultural,
- Social and
- Economic policies

as well as in any other policies, with possible direct or indirect impact on landscape:

- Infrastructures,
- Tourism,
- Leisure,
- Advertising
- …
b. Establish and implement also new ‘landscape policies’

1) Identification and evaluation: mobilising those concerned in order to reach a better knowledge of landscape, guiding the work of landscape identification and evaluation through exchanges of experience and methodology between the Parties at a European level

2) Setting landscape quality objectives: defining landscape quality objectives for the landscapes identified and assessed, after public consultation

3) Implementation of landscape policies: introducing policy instruments aimed at protecting, managing and/or planning the landscape

4) Awareness-raising: increasing awareness among the civil society, private organisations and public authorities of the value of landscapes, their role and changes to them;

5) Establishment of procedures for the participation of the general public, local and regional authorities and other parties with an interest in the definition and implementation of the landscape policies;

6) Promotion in education: school and university courses which, in the relevant subject areas, address the values that the landscape has and the issues raised by its protection, management and planning;

7) Promotion in training: training for specialists in landscape appraisal and landscape operations; multidisciplinary training programmes in landscape policy, protection, management and planning, for professionals in the private and public sector and for associations concerned.
2) To organise European co-operation on landscape issues

2.1. International policies and programmes

The Parties undertake:
. to co-operate in the consideration of the landscape dimension in international policies and programmes and to recommend the inclusion of landscape considerations in them
. to render each other technical and scientific assistance in landscape matters through the pooling and exchange of experience, and the results of research projects
. to promote the exchange of landscape specialists for training and information purposes
. to exchange information on all matters covered by the provisions of the Convention

2.2. Transfrontier landscapes

The Parties encourage transfrontier co-operation on local and regional level and, wherever necessary, prepare and implement joint landscape programmes

2.3. Council of Europe Landscape Award
Implementation of the European Landscape Convention

1) Institutional framework

2) Working programme
1) Institutional framework

“Existing competent Committees of Experts…shall be designated by the Committee of Ministers of the Council of Europe to be responsible for monitoring the implementation of the Convention. Following each meeting of the Committees of Experts, the Secretary General of the Council of Europe transmit a report on the work carried out and on the operation of the Convention to the Committee of Ministers”.

Council of Europe Steering Committee for Culture, Heritage and Landscape (CDCPP) and

Council of Europe Conference of the on the European Landscape Convention

Participants:
Contracting Parties and Signatories States of the European Landscape Convention, other Member States of the Council of Europe and

Observers:
- Parliamentary Assembly,
- Congress of Local and Regional Authorities of the Council of Europe,
- Conference of international non governmental organisations with participative statute to the Council of Europe,
- International governmental organisations,
- International and national NGOs.
2) Working Programme

2.1. Recommendations of the Committee of Ministers on the implementation of the Convention

2.2. Council of Europe European Landscape Convention Information System on the European Landscape Convention

2.3. Council of Europe Meetings of the Workshops for the implementation of the European Landscape Convention

2.4. National information Meetings on the European Landscape Convention

2.5. Landscape Award of the Council of Europe

2.6. Thematic Reports on the implementation of the European Landscape Convention

2.7. Futuropa Magazine: for a new vision of landscape and territory

2.8. Council of Europe European Landscape Convention website
2.1. **Recommendations and Resolution of the Committee of Ministers on the implementation of the Convention**

Recommendation CM/Rec(2008)3 of the Committee of Ministers to member states on the guidelines for the implementation of the European Landscape Convention;

Resolution CM/Res(2008)3 on the rules governing the Landscape Award of the Council of Europe;

Recommendation CM/Rec(2013)4 of the Committee of Ministers to member States on the European Landscape Convention Information System of the Council of Europe and its glossary;

Draft Recommendation CM/Rec(2014)... of the Committee of Ministers to member States on promoting landscape awareness through education;

...
Recommendation CM/Rec(2008)3 of the Committee of Ministers to member states on the guidelines for the implementation of the European Landscape Convention

General principles are designed to provide guidance on some of the fundamental articles of the European Landscape Convention:

A. Consider the territory as a whole  
B. Recognise the fundamental role of knowledge  
C. Promote awareness  
D. Define landscape strategies  
E. Integrate the landscape dimension in territorial policies  
F. Integrate landscape into sectoral policies  
G. Make use of public participation  
H. Achieve landscape quality objectives  

“I. Develop mutual assistance and exchange of information  

“Every planning action or project should comply with landscape quality objectives. It should in particular improve landscape quality, or at least not bring about a decline. The effects of projects, whatever their scale, on landscape should therefore be evaluated and rules and instruments corresponding to those effects defined. Each planning action or project should not only match, but also be appropriate to the features of the places.”
Suggested text for the practical implementation of the European Landscape Convention at national level for use as guidance for public authorities (Appendix 2 Rec. 2008)

This guidance document suggests certain regulatory and institutional measures that could be taken at national level to assist in formulating, monitoring and evaluating landscape policies. Each paragraph is directly related to the corresponding provisions of the convention.


**Paragraph 4 – Division of responsibilities and competences**

... *b. The Ministry of ...:

i. is responsible for implementing landscape policy and for interministerial co-ordination in that field;

ii. organises consultation with civil society and the assessment of landscape policies by an ad hoc body;

iii. in collaboration with the other ministries and with public participation, regularly develops and reviews a national landscape strategy laying down the guiding principles of landscape policy and describing the paths taken and the goals pursued in order to protect, manage or plan landscapes. This landscape strategy should be made public.

*c. The ministries whose activities influence landscapes should liaise with departments responsible for implementing landscape policy in the course of their activities, in keeping with the principles embodied in Paragraph 3, and regularly report on their landscape policy.

*d. Regional and local authorities should have staff familiar with landscape issues who are capable of implementing landscape policy in their spheres of competence, taking landscapes into account at their respective territorial levels.
2.2. **Council of Europe European Landscape Convention Information System on the European Landscape Convention**


The Parties to the Convention will contribute to the setting up of an Information System to appear on the website of the Council of Europe’s European Landscape Convention. The Information System will be a “toolbox” which would help provide mutual technical and scientific assistance through the collection and exchange of landscape experience and research, as provided for in Article 8 of the European Landscape Convention on mutual assistance and exchange of information.

A document *‘Summary descriptive notes on the landscape policies pursued in Council of Europe member states’* on the landscape policies pursued in Council of Europe member states, giving the key facts concerning the landscape of the various Council of Europe member states, is already regularly updated and a synthesis of the data is prepared.
2.3. **Council of Europe Meetings of the Workshops for the implementation of the European Landscape Convention**

- Organised by the Council of Europe with a Member State of the Council of Europe and other partners on a regular basis since 2002
- Echange experiences, examining both good and bad practices in the protection, management and planning of the European landscape
- Special emphasis is given to the experiences of the state hosting the meeting.

**Workshops 23-24 May 2002, Strasbourg, France**

- **Landscape policies: the contribution to the well-being of European citizens and to sustainable development** – social, economic, cultural and ecological approaches
- **Landscape identification, evaluation and quality objectives, using cultural and natural resources** – Awareness-raising, training and education
- **Innovative tools for the protection, management and planning of landscape**
Workshops 27-28 November 2003, Strasbourg, France

– Integration of landscapes in international policies and programmes
– Transfrontier landscapes
– Individual and social well-being
– Spatial planning and landscape

Exhibition on “Landscape through the eyes of the children of Armenia”

Workshops 16-17 June 2005, Cork, Ireland

“Landscape for urban, suburban and peri-urban areas”
Workshops 11-12 May 2006, Ljubljana, Slovenia, “Landscape and society”

Workshops 28-29 September 2006, Girona, Spain, “Landscape quality objectives: from theory to practice”
Workshops 20-21 September 2007, Sibiu, Romania, “Landscape and rural heritage”

Workshops 25-26 April 2008, Piestany, Slovak Republic, “Landscape in planning policies and governance: towards integrated spatial management”
Workshops 8-9 October 2009, Malmo, Sweden, “Landscape and driving forces”

Workshops 15-16 April 2010, Cordoba, Spain, “Landscape and infrastructure for society”
Workshops 20-21 October 2011, Evora, Portugal, “Multifunctional landscapes”

Workshops 4-5 June 2012, Carbonia (Sardinia), Italy “Forum of national landscape selections for the Council of Europe Landscape Award”
Workshops 2-3 October 2012, Thessalonica (Greece), “Vision for the future of Europe on territorial democracy: Landscape as a new strategy for spatial planning. Another way to see the territory involving civil society…”

Workshops 2-3 October 2013, Montenegro, “The future of the territories, landscape identification and assessment: an exercise in democracy”
Workshops 11-12 June 2014, Wroclaw, Poland, “Forum of national landscape selections for the Council of Europe Landscape Award”

Workshops 1-2 October 2014, Nevşehir, Turkey “Sustainable landscapes and economy”

Workshops 1-2 October 2015, Andorra la Vella, Andorra “Landscape and transfrontier cooperation”
2.4. National information Meetings on the European Landscape Convention

- Information Seminar co-organised by the Council of Europe and the Republic of Armenia, Yerevan (Armenia), 23-24 October 2003
- Information Seminar organised by the Council of Europe, Moscow (Russia), 26-27 April 2004
- Information Seminar concerning sustainable spatial development and the European Landscape Convention co-organised by the Council of Europe and Romania, Tulcea (Romania), 6-7 May 2004
- Information Seminar co-organised by the Council of Europe and the Republic of Albania, Tirana (Albania), 15-16 December 2005
- Information Seminar on landscape in Andorra co-organised by the Council of Europe and the Principality of Andorra, Andorra la Vella (Andorra), 4-5 June 2007

2007-2014: Croatia, Cyprus, Czech Republic, Finland, Greece, Hungary, Ireland, Italy, Latvia, Lithuania, Luxembourg, Moldova, Montenegro, Netherlands, Norway, Poland, Portugal, Romania, San Marino, Serbia, Slovak Republic, Slovenia, Spain, Sweden, “the former Yugoslav Republic of Macedonia”, Turkey, Ukraine, United Kingdom, Estonia
2.5. **Landscape Award of the Council of Europe**

The Council of Europe Landscape Award (Resolution CM/Res(2008)3 on the rules governing the Landscape Award of the Council of Europe)

The Landscape Award recognise a policy implemented or measures taken by local and regional authorities or non-governmental organisations to protect, manage and/or plan their landscape which have proved effective in the long-term and can thus serve as an example to other territorial authorities in Europe.

Criteria 1 – Sustainable territorial development
Criterion 2 – Exemplary value
Criterion 3 – Public participation
Criterion 4 – Awareness-raising

The great experiences achieved in the Council of Europe Member States on the occasion of the three sessions of the Landscape Award of the European Landscape Convention will continue to be presented showing that it is possible to promote the territorial dimension of human rights and democracy improving the landscape features of people’s surroundings.
1st Session 2008-2009

1. Czech Republic
2. Finland
3. France
4. Hungary
5. Italy
6. Slovenia
7. Spain
8. Turkey
2nd Session 2010-2011

1. Belgium
2. Cyprus
3. Czech Republic
4. Finland
5. France
6. Hungary
7. Italy
8. Netherlands
9. Norway
10. Serbia
11. Slovakia
12. Slovenia
13. Spain
14. United Kingdom
3rd Session 2012-2013

1. Belgium
2. Czech Republic
3. Finland
4. France
5. Hungary
6. Ireland
7. Italy
8. Latvia
9. Lithuania
10. Netherlands
11. Poland
12. Portugal
13. Romania
14. Serbia
15. Slovakia
16. Slovenia
17. Spain
18. United Kingdom
2.6. **Thematic Reports on the implementation of the European Landscape Convention**

"Landscape and sustainable development: challenges of the ELC"
- Integration of landscapes in international policies and programmes;
- Transfrontier landscapes;
- Education; Individual and social well-being;

Spatial planning and landscape

*CoE Publishing, 2006*

Selected EU funding opportunities to support the implementation of the European Landscape Convention
“Landscape facets: reflections and proposals for the implementation of the ELC”

- Landscape, town, peri-urban and sub-urban areas;
- Infrastructure and landscape: roads;
- Road infrastructure: tree avenues in the landscape;
- European Local Landscape circle studies: implementation guide;
- Education on landscape for children;
- Training of landscape architects; Landscape and ethics)

CoE Publishing, 2013

Landscape and wind turbines, Landscape and leisure, Landscape and education, Landscape and advertising, Landscape and economy...
2.7. Futuropa Magazine: for a new vision of landscape and territory

http://www.coe.int/futuropa

CoE Naturopa / “Futuropa for a new vision of landscape and territory” Magazine

- Landscapes: the setting for our future lives (Naturopa, 1998, n° 6)

- The European Landscape Convention (Naturopa, 2002, n° 98)

- Landscape through literature (Naturopa, 2005, n° 103)

- Vernacular habitat, an heritage in the landscape (Futuropa, 2008, n° 1)

- Landscape and transfrontier cooperation (Futuropa, 2010, n° 2)

- Landscape and public space (Futuropa, 2012, n° 3)
Council of Europe European Landscape Convention website
http://www.coe.int/ EuropeanLandscapeConvention
http://www.coe.int/ Conventioneuropeenneedupaysage

About the Convention
Text of the Convention | Linguistic versions
Explanatory report
Parties to the Convention
Guidelines for the implementation of the Convention | Linguistic versions

Documentation
Reference texts of the Council of Europe about landscape
Publications of the Council of Europe
Convention leaflet
Naturopa/Futuropa magazines

Meetings of the Convention
Conferences
Workshops
National seminars
Working groups
Landscape Award
Rules of the Landscape Award of the Council of Europe | Linguistic versions
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National actions
National implementation
Compendium of national data
Conclusion

A thoroughly modern concept, landscape combines all four elements of sustainable development: natural, cultural, social and economic. It is also a constantly evolving story.

A unique setting and meeting place for populations, landscape is a key factor in the physical, mental and spiritual well-being of individuals and societies.

A source of inspiration, it takes us on a journey, both individual and collective, through time, space and imagination.

Any government wishing to implement the principles of good governance needs to give due emphasis to landscape in its national and international policies.
Examples of progress achieved during the last years

- Landscape is progressively included in the political agenda of governments
- Specific laws and regulations have been developed according to the Convention
- The concept of landscape as defined by the Convention is becoming more and more recognised in public policies at national, regional and local levels as well as by populations
- New forms of cooperation are developed between different levels of authorities (national, regional and local) and between ministries or departments
- Specific working structures for landscape (observatories, centers or landscape institutes) have been created
- States or regions cooperate beyond their borders for transfrontier landscapes,
- National landscape awards referring to the European Landscape Convention have been launched
- University programmes have been developed with a reference to the Convention and summer universities on landscape are organised
- An important network of cooperation at international level for the implementation of the European Landscape Convention has been developed
  - Biennale landscape festivals and exhibitions are organised
  - Films referring to the landscape and European Landscape Convention are prepared