



# STEERING COMMITTEE FOR CULTURE, HERITAGE AND LANDSCAPE (CDCPP)

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## **WORKING GROUP ON THE EUROPEAN LANDSCAPE CONVENTION**

*LANDSCAPE AND DEMOCRACY*

### **2<sup>nd</sup> Meeting**

**Summary document on**

**Landscape and democracy**

Office of the Council of Europe, Paris – Room 5

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*Secretariat document of the Council of Europe  
Democratic Institutions and Governance Department*

## Summary

1. The European Landscape Convention and the Recommendation CM/Rec(2008)3 of the Committee of Ministers to member States on the guidelines for the implementation of the European Landscape Convention state:

### **European Landscape Convention**

*“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 mentioned in paragraph b above;” (Article 5 of the European Landscape Convention – General measures)*

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

*“A. Participation*

*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.*

2. In order to promote the implementation of these provisions, the following documents have been submitted to the 8th Conference of the Council of Europe on the European Landscape Convention (<http://www.coe.int/en/web/landscape/conferences>):

- Considering interrelations between landscape, spatial planning, human rights and democracy  
[Document: CEP-CDCPP (2015) 20];
- Report “*Landscape and democracy: prospects*” [Document: CEP-CDCPP (2015) 13];
- Establishment of procedures for the participation of the general public and the other parties with an interest in the definition and implementation of the landscape policies [Document: CEP-CDCPP (2015) 11].

Considering that:

- The Steering Committee on Culture, Heritage and Landscape (CDCPP) decided, according to the proposal of the 8<sup>th</sup> Conference on the European Landscape Convention,

*“Establishing a working group, supported by expertise, on “Landscape and democracy” to follow up the report “Landscape and democracy: prospects”, in order to prepare an issue paper (taking into consideration the contribution of natural and cultural heritage and culture, as an expression of the social, economic, ecological, cultural and spatial diversity and identity of territories)”.*

- The Council of Europe Programme and budget 2016-2017 provides the “adoption of specific recommendations for the implementation of the European Landscape Convention” (2),

the Working Group is invited to:

- give a follow-up to these requests; and
- prepare in particular a draft recommendation on “Landscape and Democracy”.

In order to facilitate discussions on the structure and content, an initial version of the text (below) was prepared by the Secretariat on the basis of documents submitted to the 8<sup>th</sup> Conference of the Council of Europe on the European Landscape Convention. The appendix refers to the “Manual on participatory planning of landscape” prepared in the framework of the LifeScape Project. The authors of the manual – Mr Per Blomberg (Municipality of Lund) and Mrs Katarzyna Fidler (Fidler biuro projektów), on behalf of the partners of LifeScape – have given permission to the Council of Europe Secretariat to use it to prepare a general document that can serve as inspiration to the Parties to the Convention.

**This draft recommendation is submitted to the Working Group to be amended and supplemented as appropriate with other references and experience that can be transmitted to the Secretariat by member States of the Council of Europe. These references will also be mentioned at the end of the document (Literature and references [to be completed]).**

**Draft Recommendation CM/Rec(2017  
of the Committee of Ministers to member States  
on landscape and democracy: procedures for the participation of the general public in  
the definition and implementation of the landscape policies**

The Committee of Ministers of the Council of Europe, under the terms of Article 15.b of the Statute of the Council of Europe,

Considering that the aim of the Council of Europe is to achieve greater unity between its members for the purpose of safeguarding and realising the ideals and principles which are their common heritage;

Having regard to the European Landscape Convention (ETS No. 176, 2000);

Believing that the landscape is a key element of individual and social well-being and that its protection, management and planning entail rights and responsibilities for everyone;

Noting that the Convention expresses a vision of the importance of the landscape for humans, the latter being responsible for its protection, its management and its development in a sustainable development perspective in the long term;

Considering the aims of the European Landscape Convention and wishing to encourage its implementation;

Referring to Article 5.c of the European Landscape Convention on general measures, which states that 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”;

Recalling the provisions of the Recommendation CM/Rec(2008)3 of the Committee of Ministers to member States on the guidelines for the implementation of the European Landscape Convention, on participation;

Noting that the establishment of procedures for the participation of the general public in the definition and implementation of the landscape policies, helps to assist:

- better governing, e.g. to achieve legitimacy, confidence, control and good decisions;
- better services, to increase efficiency and quality, and create services that serves the requirements of the individual in a better way;
- knowledge build-up, to increase the competence, knowledge, awareness and self-confidence of the participants;
- active citizenship: to support better relations between citizens and the municipality/county administration and discourage alienation.

Recommends that the governments of member States make the “Tools to promote procedures for the participation of the general public in the definition and implementation of the landscape policies” as they appear in the Appendix to this recommendation, available as a source of inspiration. The governments of member States Parties to the Convention are also invited to facilitate its dissemination and translation into other languages, as appropriate.

**Appendix to Recommendation CM/Rec(2017)...**  
**of the Committee of Ministers to member States on landscape and democracy**

**Tools to promote procedures for the participation of the general public in the definition and implementation of the landscape policies**

**Introduction**

A number of tools to promote procedures for the participation of the general public in the definition and implementation of the landscape policies (*Methods and techniques*) are hereafter presented. These are not exhaustive and, often, several tools are useful in the process. It is possible to combine methods and techniques presented.

**I. Types of participation**

The participation should be viewed as an aid in structuring the citizen dialogue in relation to the decisions the politicians are going to make. The main levels of participation are: information, consultation, dialogue, participation and co-decision.

*Information*

To be able to participate, it is wise to be well-informed and have the opportunity to take in knowledge of the issue to be discussed. Some decisions are not suited for citizen dialogues, but the citizens have the right to be informed of what decision has been made. A transparent organisation creates trust and confidence. There is also the reverse situation when officials and politicians want information regarding certain conditions or a certain area. The general public's opportunities to inform the authorities responsible for the definition and implementation of the landscape policies.

*Consultation*

Consultation means giving the citizens the opportunity to take a stand on which alternative they think is the best in a current issue. The starting point here is alternatives that were prepared by the profession and accepted by the politicians, and where citizens can decide whether they prefer alternative 1 or 2, and A or B. Consultation could also mean that various experts are consulted on a specific issue, or that an enquiry is made of a group of experts or open to the public.

*Dialogue*

Here people are given the opportunity to meet others in order to carry out a dialogue on a given issue. The starting point is that everyone should be allowed to express their view, and argue for their view on the issue. The essence is that a consensus does not have to be reached. There are a number of different and tools to promote good dialogue. Dialogue is often central to participation of the general public in the definition and implementation of the landscape policies.

*Participation*

Participation means that the citizens take part over a considerable period, and are involved in the development process from the beginning through to the complete proposal that is the basis for political decisions. The participation must occur on a deeper level, and requires more preparation in order to be successful. This may be the form that is most desirable, but it is also very time-consuming and resource-demanding.

*Co-decision*

Here the representatively-elected assembly has chosen to delegate responsibilities to a group of

people where delegates are not chosen from party affiliation, but in their personal capacity. There are a number of examples where a local group has been given the right of decision, e.g. co-operative preschools, management of protected nature areas, or road collectives. Also in the production of plans there are attempts to assign the work and the decision-making phase to the locals concerned, but usually this happens through participation together with officials, and that the plan is decided by elected politicians.

## **1. Information**

Information is the prerequisite for participation of the general public in the definition and implementation of the landscape policies. All concerned parties must have information on how the process will evolve, where and when meetings take place, what the results of the various activities are, and what the final results are. There are a number of channels available to elicit and receive information. Some examples are presented below:

### **1.1. General meetings**

*When it is appropriate to inform a large number of people simultaneously on an important theme/subject, an information meeting or general meeting is a relevant tool.*

An information meeting or general meeting is essentially a one-way communication and should not be confused with a dialogue. This is primarily a method for informing citizens, e.g. introducing a large dialogue project and informing a large group on how the work will proceed. Verbal information should be supplemented with written information and presentation materials of various kinds. The aim and the agenda of the meeting must be clear to all participants. A general meeting puts very high demands on the chair of the meeting. It should be clear on the invitation that this is an information meeting and not anything else. However, it is not possible to hear all opinions. In most cases it is only those who dare express themselves in other contexts who express their views and opinions. If the issue considered is controversial, many participants may have difficulties assimilating substantial information. As a result, it takes an experienced person to manage the meeting, let various participants speak, and handle various situations. A general meeting is an easy method to spread similar information to many people at the same time. This form should not be used if the aim is to acquire substantial views and have a dialogue.

### **1.2. Website**

*Websites are simple and efficient tools for providing many people with information simultaneously.*

A website is not a static information channel made once. It must be updated continuously and adapted to the demands of the world. In spite of the large access to computers and the Internet, not all citizens can be reached through the website. Consideration should be given to how the information is given: is the content there more to address citizens or users? Perhaps several levels of information are required: it is for example possible to bring an exhaustive description of an issue to the attention of the people, the media and other stakeholders, and to provide further information to users and professionals. The website is a fast channel for spreading information. However it must be run in a professional way and this requires resources in the form of competence as well as tools.

### **1.3. Information and marketing via printed media, posters, etc.**

*Printed information provides a clear message, but it may be difficult to reach the right target group and it is rather expensive.*

Informing the citizens on the definition and implementation of the landscape policies is an essential

task. One must use several different channels, since people acquire information in many different ways. In spite of websites and other channels on the Internet having assumed a large amount of the information flow, printed information is preferable in many cases. When printed matter is produced, it is important to use simple language and avoid technical terminology. The target group should be defined, in order that the information reaches the intended recipients. It is not always possible to address young and old people in the same way? The information in printed matter should also be presented on the website. There are also opportunities for having in-depth information, discussion fora, etc. A broad invitation to various activities is best provided in printed form. The invitation may include an entry stub, reply form, etc. if desired. A method frequently used is performing dialogues in the neighbourhood, where people are approached in the street. In that situation it may be worthwhile to provide for those who want additional information. A leaflet or brochure that explains or provides facts has a value in being easy to take away for later reading. It is necessary to consider whether the information printed will have a short or long life. If it is short, it is necessary to consider other information channels. The cycle from idea to finished product can be long, but it varies with the requirements of the end product. By calculating backwards from an imagined delivery date and it will become clear how much time the process will take.

#### **1.4. Video on the web**

*Today, it is possible – with rather simple tools – to produce a video or TV features that can be published on the website.*

The use of video often brings elected representatives closer to their citizens. Motion pictures are an excellent way to invite citizens to meetings, citizen panels, etc., to explain complicated relations in a simplified way: “A picture says more than a thousand words”. Training can eliminate the stress of being filmed and make the presentation informative: the content and message are more important than the visual design. Simplified production levels are now widely accepted. The time taken to produce a short discussion, requiring only minimal scenery, can be reduced if good technologies are available. However, buying skills throughout the production chain, from recording to finished product, increases the cost of a film. The provision of a film on a website may require special software tools.

#### **1.5. Study tour**

*A study tour can both inform and improve the knowledge of stakeholders.*

This can be an opportunity to consider similar conditions elsewhere or find inspiration. Study tours can be within the neighbourhood or far away, depending on what needs to be presented and what resources are available. Study tours can be made by bus, and thus the number of participants is accordingly limited.

### **2. Consultation**

In the consultation, the opinions are asked of a group on a specific issue. The group may be composed of experts, but also the general public. The tools used can be very simple or more elaborate.

#### **2.1. Questionnaire**

*Questionnaires are written enquiries that can be used for fact collection of various kinds, like opinion polls, evaluations and knowledge tests, where the answers are not known.*

This tool could be a postal questionnaire, group questionnaire or a reply stub. The method chosen depends on the aim of the enquiry and the resources available. An advantage of the questionnaire over the interview is that it can reach many simultaneously – conducting interviews with the same number of people requires significantly more time. In a questionnaire the respondents can be anonymous,

which renders follow-up impossible if an answer needs elaboration or explanation. The interview has an obvious advantage there.

## **2.2. Focus group**

*The focus group is mainly a consultation tool. It is a simple and quick method that generates involvement. It may take considerable time, however, to reach focus groups and gather them for a meeting.*

The focus group method could be used as a mapping tool, starting from the group's estimation of the important factors in a certain issue. Often, the mapping is combined with an evaluation of those factors. What the group deem important is graded and provides the basis for what requires most urgent action. A major advantage of the focus group is that it is based in dialogue and involvement, and that the results can be quickly compiled and presented. The work and analysis are concentrated on a prime issue. It is particularly useful early in a dialogue process as an aid to identifying factors important to the area, and accordingly as a basis for the continued process. The method can be used to identify the target group's language, perception and understanding of the issue and as a complementary method prior to a questionnaire, to ask the right questions. There should always be a moderator in the focus group work. The moderator is well prepared and familiar with the subject/issue under debate. To aid him, the moderator needs an assistant who documents the interview. The room should be furnished in a semicircle, so that the participants can see the screen where documentation is recorded continuously.

There are a number of basic steps in the process of the focus group method. For a very detailed analysis of an issue, the group discussions will not allow for the required time for in-depth treatment. A suitable size of the group is 6-12 participants, to create a comfortable environment for expressing views. To make the results highly reliable, it is good to treat the same issue in several groups. The method works best in a homogenous group that is connected to the issue. Sometimes mixed groups can be useful, however. Prior to planning and the invitation of participants, it is important to consider the composition of the group. The participants of a focus group can be selected as being representative of the population at large, or a particular group. It could be a good way to involve marginalised groups. The time spent on each focus group meeting is about 2-3 hours, and the cost for focus groups is generally not very high. A lure in the form of coffee or dinner could encourage citizens to participate in focus groups. Additional costs include premises, catering and arrangements to support participating, such as child care.

## **2.3. GeoPanel**

*Citizens are invited to express their views or contribute their proposals by putting a marker in a spot, mark a stretch of road or a whole area on the map.*

With the aid of the GeoPanel certain questions can be asked, for example: "Where is it safe to walk?" or "Where should we build a playground?" The marking on the map can also be connected to a written comment on the motives for the marking. All the answers have a geographical connection, and can be analysed in a GIS (Geographic Information System). There should not be many or complicated questions. The questionnaire should be tested on a group before sending it out. The method allows many to contribute views and proposals irrespective of time and place. The gathered information can be compiled without any additional input; if the tool used is a map as the basis, the answers can be matched against various layers of the system. The maps used in a web enquiry could also be printed and used in physical meetings. Access to good maps is a necessity for using the method fully. This method can be used for an unlimited number of participants, but it requires access to the Internet. It requires well-reasoned questions – answering should be so simple that it takes a maximum of 15 minutes. Costs may vary depending on which competences are available within the organisation and how much consultation time has to be purchased.



## 2.4. Citizen panel

*In the citizen panel method, participants are selected at random and in that way the municipality may reach people who usually do not participate. The method includes informing the participants and opening for discussions and consultations.*

Various forms of citizen panels have been developed, and the physical meetings have increasingly been augmented with virtual panel meetings on the Internet, known as e-panel meetings. E-panels provide quicker answers but do not put equally high demands since participation takes place at home. The citizen panel could be designed as a workshop lasting for one day and containing various activities. An interesting alternative is to use audience response voting, which gives quick and effective answers. A citizen panel often lends goodwill to the organisation. The panel members represent only themselves and cannot be asked too frequently, about 2-4 times in six months would be appropriate. A citizen panel communicating via e-mail, web, etc. requires that the participants have access to and know how to use a computer connected to the Internet. It takes quite a lot of time to manage a citizen panel – from inviting participants to asking questions, receiving answers and administering the panel, and then the results should be fed back to the panel and published.

## 2.5. Participant voting during a meeting

*At large meetings, an electronic form of audience response facilitates an understanding of a group of people's opinions about one or several issues.*

The intent of the meeting should be clear and feedback from the votes taken during the meeting should be rapid using the website or other information channels. Questions should be formulated so they can be easily answered, and could be tested on a few people beforehand. The method gives an immediate response to the questions asked on a large screen, and text messages also roll up as they are received. Everyone has the same chance of expressing their views: it is not possible for a few people at ease with speaking in public to monopolise the meeting. Many questions can be asked in a relatively short time, and the answers are anonymous. Participants in the meeting can quickly grasp if more people share their opinion and if they express other ones.

This method is often appreciated as it provides an accurate picture of what the consulted people think on many topics. Since equipment may have to be rented, the premises must be assessed and the number of participants estimated beforehand. Time is required for preparation, booking premises and equipment, invitations, formulating questions, etc. The actual performance will not take more time than an ordinary meeting. There are variations in how advanced the equipment is, which affects the cost. In a number of administrations and regional boards the council halls are equipped with stationary voting equipment that can be used for putting questions to citizens. If such equipment is invested in, a mobile set could be a good alternative so that it could be used in several places. Investments could be shared between two or more adjacent authorities.

## 2.6. SMS panel

*An SMS panel is a citizen panel where communication is carried out by text messages on mobile telephones.*

Citizens are invited to register on the website to participate in a citizen panel. The method provides fast feedback from many people. Since the answers are to be given via text message, the questions must not be too complicated. The following questions could be adapted:

- Yes/No/Don't know questions
- Ranging questions
- Questions of picking one proposal

- There are also opportunities for short text messages.

Questions must be formulated so that they are easy to understand and answers and summaries should be published on the website as feedback. A decision must be made as to who pays the texting fee, the panel member or the recipient and to check what is included in the telephone contracts. SMS panel is a fast and simple way of receiving opinions. Today, use of mobile telephones is high, and they are particularly popular with the young. An answering cost could be negatively regarded by some. If minors are participating, permission from legal guardians is required in most cases. It is preferable that the invitation is aimed at various defined groups, such as the residents of a certain area, youth, festival-goers, etc.

## **2.7. Spaceshaper**

*This is a practical toolkit (created in the United Kingdom) to measure the quality of a public space before investing time and money in improving it. It captures the views of professionals and of people who use the space.*

Participants taking part in workshops led by a moderator, discussing the quality of the design and the way the public space is used by different people. Young people are often overlooked in citizen engagement. A tool can therefore be designed to encourage them to participate in the improvement of their parks, streets, playgrounds and other spaces. The toolkit works by collecting the views of many different people through visiting a site and filling in a questionnaire. A half-day workshop then gives everyone the chance to express their thoughts about the area. This helps the people who use the space and those who manage it gain a better understanding of how it works for different users, and its strengths and weaknesses. This can help those who manage the space make changes to improve it.

## **3. Dialogue**

Increased participation often takes more time, and consequently takes up more resources. In order for the process to be creative, it is necessary to have enough time. But sometimes dialogue may even save time, by avoiding future conflicts and the wrong decisions being made. Citizens are engaged in issues that concern them and protest if projects and decisions are perceived as unsatisfactory. There is also much knowledge within the general public, which could be useful. Officials and politicians cannot possess all the local knowledge, and in most cases need assistance from the local population.

### **3.1. Open forum**

*Open forum is a very free meeting form where the agenda is not decided beforehand, only the place, time and theme.*

Open forum is a useful form if there are many participants. The recommended number varies from ten to several hundred. An Open forum could last anywhere from half a day up to three days and is led by at least one person. The *modus operandi* is that the participants meet and jointly decide on the specific subjects to be discussed in connection with the theme. Anyone who wants can propose subjects and the ones that interest enough people to have a discussion are the ones that will be discussed. The discussion subjects are written in a timetable for the meeting's various sessions, and each discussion is led and documented by the person who suggested the subject. The day starts with an inspirational lecture and is then divided into three sessions. Participants are divided into groups in different rooms, and discussions are terminated when it is time for lunch or coffee. During discussions participants are free to change group, and this could enrich other discussions by the exchange of good ideas between groups. At the end of the day, the groups gather to present a summary of discussions and evaluate the meeting. It is useful that a document of the meeting be given to participants. It also provides a basis for continued work in the area.

### 3.2. Walks

*This method is based on the idea that, participants in a focus group think more creatively outside than in a conference room.*

The method can be used for a group of participants of 10 to 30 people. It should assist them to release their creativity and to collect their ideas and proposals. The benefit of walks is that participants walk around in a group and stop at pre-selected points, either selected by the organisers of the walk or by the participants. These stops are used to foster debate on site, or participants take notes that can be used later for discussion. Some walks can be made to evaluate new neighbourhoods. A well-known method is the “gatur”, a very specific operation. The participants are experts on the area analysed with various competences and experiences; they could be e.g. architects, administrators and residents. The size of each group should be 10-15 people. While it is useful to involve more people in the evaluation, several walks can be arranged. A number of stops based on the function of the places are previously decided. It could be e.g. the entrance to the area or a square. The participants are not supposed to discuss with each other during the walk, but just write down notes at every stopping place. After the walk participants gather in a room to discuss their observations and everyone can express their opinion. All views are presented, e.g. on a flipchart, overhead or computer with a video screen. Thus every participant is able to check that no misinterpretations have emerged and that all views are as painstakingly documented.

Another way of using this method is that politicians/officials meet citizens “in the street”, and whilst walking ask questions on the basis of an issue/subject, from a fixed form/ questionnaire or similar. The answers are taken down as you go along. Politicians and officials compile the results and then present an analysis seminar. The material is used in the continued work on the issue/subject. The results are fed back and presented to the general public in an announcement or in another way as declared to the interviewees. It is important to decide on the issue beforehand, with programme, agenda and place. The feedback should also be arranged before you meet the citizens. This method is not a detailed analysis of an issue and it should rather be regarded as a consultation method. Time is required for preparations, performance and the follow-up work with seminars for an analysis of the results.

### 3.3. The Workbook Method

*This method implies that three workbooks are produced. This is rather resource and time consuming, to administrators as well as participants.*

The workbooks contain information and questionnaires that are distributed to selected study groups. The first workbook raises current issues for discussion. In parallel with the study groups answering the first workbook, new study circles are started to discuss the current issues. The answers from the first workbook and the study circle are compiled into the second workbook. In addition, the second workbook is supplemented with more questions, and once again sent out to the citizens. The comments from the second workbook are compiled into a third workbook, and this book is the final result and the basis for the politicians’ decision-making. This method takes about a year to perform, which is one of its disadvantages. Otherwise, it is efficient in communicating knowledge and providing a well-founded dialogue.

### 3.4. Chat

*Chat is a method where participants communicate via short text messages in real time.*

A chat could be open for a limited time, e.g. 7.00-8.00 pm, to allow citizens to put questions to the responsible people on a certain issue. It could be regarded as a modern form of phone-in. A chat should be quick and it may be a good idea to have several people on hand to answer who are familiar with the form, assist as thus in a very short time many people have the opportunity to put their own

question. Everyone can see all the questions and answers, and the chat can be followed without contributing. Questions and answers can be saved for future use, publishing, etc. The disadvantage is that not everyone will take part since the tempo is very high. Besides preparation and realisation, the efforts are relatively small. Access to a chat program is therefore required.

### **3.5. Discussion fora on the Internet**

*Another method for enabling dialogue with citizens is to use some kind of web-based dialogue tool.*

Such a tool could be used for totally open discussions where everyone can take part. Alternatively, it can connect to a smaller group, such as a citizen panel, or as a way to continue a discussion after a focus group meeting. The discussion can be conducted entirely text-based or can include sound and image according to focus and aim. It is important to consider whether the forum should be open to everyone or closed and connected to a limited group, like a citizen panel. By facilitating contributions featuring sound and image possible, this supports people with difficulties in expressing themselves in writing. There must be a moderator who monitors the comment to ensure nothing unsuitable is broadcast. Another approach could be to have direct publishing during office hours and publish received contributions the next morning, after review. Many have the opportunity to take part in the discussion. The discussion is transparent, everyone can see all contributions. This method requires that participants have access to a computer with internet connection and a moderator who leads the discussion.

### **3.6. The World Café Method – Dialogue café**

*The World Café Method is a dialogue method that encourages people to take part in discussions on current topics in informal and comfortable surroundings.*

The process is led by a moderator and the meeting is held in a pleasant setting. The meeting should start with a short account of the facts of the matter. Information materials should also be on hand for the participants. Small groups around the tables examine a theme or given problems that should be open and challenging. The participants switch tables/groups at certain times during the meeting. In essence, the process is carried out in three stages: analysis, in-depth analysis and proposal preparation. The table discussions are documented. Ideas and views are passed on to the other participants during or at the end of the meeting. There are plain rules and principles to aid involvement and creativity among the participants. The leader of the process should have brief training in the method. Questions and topics must be relevant and clear. Costs may vary; if the premises are an actual café with just about ten participants seated around small tables the cost of the meeting may be very modest. For large events with hundreds of participants in a special location, the costs could quickly rise. Since the method does not require a large number of process leaders, it could be an inexpensive way of conducting creative meetings.

### **3.7. Debate**

*In most cases, debate refers to a meeting where a panel of politicians or officials have a dialogue with an invited expert panel. It could also include representatives of concerned citizens, often in front of a large group of the general public.*

The aim is that politicians/officials should have a comprehensive knowledge of the subject or issue that the debate is focused on, from various experts, interested and concerned parties. Additional questions can be asked, often resulting in good and rewarding discussions. Sometimes the chairperson concludes the debate by inviting all participants, both politicians and experts, to comment on what they have learnt from the meeting. In the invitation, it is important to express the aim of the debate, and how the results will be used. Extensive preparation efforts are required to compile and define the issues of the debate, to find and invite appropriate panel members, in order that the ‘expert panel’ can

provide comprehensive expertise. An experienced meeting/debate leader is required, and also several people to document the meeting, possibly recording. The meeting should be planned and publicised in good time to encourage the widest participation. Organisers must decide how the feedback will be reported to panel members and participants. This method requires a certain competence from the leader to hold a debate. Resources for information, communication and documentation of the debate required.

### **3.8. Citizen assembly**

*The citizens' assembly must take place in a venue for citizens, local organisations and policy makers. It aims to address important issues, dialogue and answer questions from inhabitants.*

This method promotes an on-going collaboration with a local population, the discussion and dialogue being focused on issues of special interest to the area. The number of open area meetings may vary, from bimonthly, quarterly or bi-annually. The meetings take place in the evening, led by local politicians with officials to assist in factual matters, methods, etc. The agenda of the meeting is broadly drawn and announced before invitations to the meeting are made. To assure that a participant will be answered at the meeting, questions or viewpoints should be registered beforehand. During the meeting, there should be time for additional questions from the participants. A summary of the results is then reported back to the participants, either on an individual basis or in an information/newsletter that is sent out after each meeting. Normally it is also available on the web. The summary is communicated internally to the organisation, both the boards and administrations. Citizen assemblies may be held regularly. The citizen assemblies cannot decide that things will be carried out; they can only make recommendations or propositions. The meeting protocol is signed by the chairperson and two selected citizens. It is subsequently posted in citizen bureaux and libraries and officially registered. It is important to make the agenda and invitation in good time, and to announce the meeting via various means. Resource expenses are relatively low. Often the meetings take place in in-house premises, and the main costs are for personnel, including time for planning and participation in the meeting, and responding to participants' issues.

### **3.9. Workshops in dialogue form**

*Workshops in dialogue form are simplified group discussions with the aim of allowing the participants to examine an issue thoroughly, challenge each other's views and develop their viewpoints or arguments to reach a deeper understanding of and insight into the issue or subject.*

The workshops enable in-depth discussion on a specific topic with a couple of people for a few hours. They are also useful when an organisation wants a better insight and understanding of what could be the subtext behind people's comments. The workshop in dialogue form is similar to the focus group, but tends to focus more on dialogue, discussion and negotiation. A workshop may take anything from a few to several hours to complete. Workshops in dialogue form include only a limited number of people and can consequently not be used to collect statistically significant information for measuring the general opinion accurately. The fact that the participants' views are developed through discussions could also mean that they are not representative of the remaining citizen collective. The method could provide the organisation with valuable information on citizen views and standpoints on a certain issue, however. The participants have the time and opportunity to discuss an issue thoroughly, including expenses, advantages and long-term consequences. Through discussions with others, they acquire insights into other perspectives, allowing their own views to develop and be challenged. The dialogues may build and strengthen relations between participants, and could provide them with new knowledge and skills. Usually, 8 to 16 participants meet. The membership varies depending on the subject. Participants may be selected on the basis of demographic criteria, through interest groups or randomly. The costs for this form are generally not very high, unless participants must be found through a genuinely random selection which could involve expenditure. Citizens may need a lure to encourage them participate in the workshop. A budget for this activity should provide for the rental of the venue

(an informal place if possible), food and special reception facilities, such as childcare.

### 3.10. “Strengths, Weaknesses, Opportunities and Threats” (SWOT) analysis

*This method allows analysis of strengths, weaknesses, opportunities and threats in a situation.*

In many ways, this method can facilitate the participation of the general public in the definition and implementation of the landscape policies in order to ascertain the opinion of citizens on certain projects. The analysis model is usually pictured as a matrix with four squares, which provides an overview of the most important factors to consider when analysing an operation, a project, plans, etc.

Strengths	Weaknesses
Opportunities	Threats

The work takes place in several phases:

- brainstorming, i.e. all participants raise as many different factors as they can that might affect the operation/issue/subject ahead;
- all the factors are placed on the matrix by agreement of the group;
- factors are evaluated on a 1-5 scale: 5 = either very good (strengths and opportunities) or very bad (weaknesses and threats);
- ranging according to the evaluation scale in all four areas;
- proposed measures: how to use strengths; how to treat weaknesses; how to take advantage of opportunities; and how to avoid/fend off threats.

The assimilated results of the analysis comprise the basis for the continued process. Clarity about the aim of the meeting and that this specific method will be used is important. A person familiar with the method should be chosen to guide the process. It is ideal to have a meeting room with space on the walls to attach notes. It is also possible to use just the two upper squares in the matrix; which strengths and weaknesses are there? This method quickly exposes the strengths and weaknesses, threats and opportunities that could affect the operation/subject/issue. This is a good tool for ascertaining where to focus efforts on an issue. The identified strengths should be attended to in the future; one should consider how to address the identified weaknesses. The foreseen threats should be removed completely where possible, and finally the opportunities should be utilised and developed.

### 3.11. Counsel

*The basic idea of a counsel is to enable people to meet to discuss alternative approaches to problems – their pros and cons, and the consequences of implementing the plans.*

Counsels should be well prepared and organised, with a clearly structured dialogue with citizens, interested parties, entrepreneurs, other actors, e.g. within a geographic area. This method has several variants, and can be applied to situations where aims as well as courses of action are open. It could be a question of e.g. determining the direction and basis for upcoming changes and developments in dialogue with the residents and actors of an area. Proposals are formulated and prioritised, and then passed to the politicians for decision.

The term ‘Counsel’ may be used when public authorities want the citizens to prioritise one of two different proposals, either on the Internet or in meetings. They often commit that the proposal which

gains the most votes will be the one that is carried out.

If actors and other interested parties are going to contribute and take an active interest, the case must be rooted in reality. It cannot be some kind of “swimming practice on land” without a clear aim defined in time and space. The appropriate target groups or interested parties must be identified and an adequate number of participants must be invited from the start. An experienced process leader must be engaged, who knows how to make the rules and limits clear, and how to clarify where the participants can have an influence. Feedback to the participants after the project is important, about what was decided and how. This method requires extensive work and effort beforehand, during and afterwards from both officials and politicians. The main proposals are already crystallised and with that no new proposals can enter the process in this form for counsel.

#### **4. Influence and participation**

These methods allow the participants to be more involved in the decisions made. A greater influence also demands more time and resources to take care of viewpoints and proposals. People who have an influence on the decision-making must be present, and the participants’ confidence that the results will be considered is important.

##### **4.1. Future workshop**

*The Future workshop is an educational method and a way of working that helps develop interesting ideas and visions. The number of participants should be limited to 25 people.*

This method has a work form with a distinct framework that creates both freedom and safety, and also uses lust and creativity as driving forces. The aim of this method is that all participants should find a common platform where they can develop and realise their ideas together. A successful future workshop is a good starting point for future actions and it often leads to the formation of working teams that continue to work on solutions and new development processes. There are various ways of performing a future workshop. The method requires moderators who are educated in the technique. Its main principles are participant governing, democracy and structure. All ideas and views are respectfully heard, discussed and entered into a common context. The method is based on having an overall theme, a subject or a condition that needs to be changed or developed. This theme is then treated in various ways in phases that runs from problem inventories to substantial decisions in action plans on what needs to be done, when it should be done, and even how it should be done and by whom. Various working materials are used, and there are supportive questions during the whole process. The future workshop is strictly disposed as regards time, and it is important that the stated time schedule is kept. The method may require a detailed follow-up to support the continued process in the working groups. The method is based on the participants’ active contributions and that they have the opportunity to be present during the whole process. It is an advantage to have a mixed group including politicians, officials, citizens and other interested parties. Participants could register at an open meeting or can be selectively invited. A combination could also be appropriate. The meeting is often held during a public holiday so many can attend. A large hall with plenty of wall space is required. A future workshop lasts for one to three days and includes five phases of equal importance: preparation phase, critique phase, fantasy phase, establishing phase, and implementation and follow-up phase.

##### **Preparation phase**

A theme is agreed and a workshop leader is chosen. In the preparation phase practical matters such as the duration of the workshop, the place and invitations to the participants must also be arranged.

##### **Critique phase**

The critique phase opens the workshop proper, and the whole group should together identify the problems within the theme that was decided previously. The participants are then divided into smaller groups to analyse and understand the views that have come to light.

### **Utopian phase**

This phase allows participants to explore possibilities of landscape protection, management and planning. Everyone can formulate his ideas and his vision of an ideal future. Ideas do not need to be feasible or even realistic, just creative and attractive.

### **Establishing phase**

This is the most substantial phase of the workshop. All problems and visions are to be formulated as something workable. Groups are formed on the basis of various issues that have come to light and they discuss how to proceed, who should do what and when to do it.

### **Implementation and follow-up phase**

The results from the workshop have been documented and are now distributed to all concerned, participants in the workshop and those who did not participate. To maintain momentum, repeated follow-up meetings are necessary and this requires leading lights to keep up the pressure.

A future workshop requires considerable commitment from the participants for an extended period, since the method includes an implementation phase. It may be more suited to an organisation or association with regular activity than a temporary user participation project. The principle of various phases could be useful: first critique, and then solutions.

## **4.2. Charrette workshop**

*The Charrette is a type of workshop lasting several days up to a week. Participants are city planners, public authorities, developers, land owners, concerned associations, the general public and a project leader.*

This method allows a new proposal to be developed jointly, for example through various workshops. They must be carefully planned, and is concluded with a finished proposal. This method is very efficient for making quick decisions, but it is sometimes not suitable for certain planning methods. If the team has overlooked an aspect that is important to one party to the case and this party subsequently disputes the plan, the workshops must be repeated. The advantages are numerous, but above all a fruitful dialogue and a good co-operation between all involved are developed.

## **4.3. Matchmaking by conference**

*The aim of this method is to accomplish meetings between distinct groups, such as youth and local politicians and officials.*

The form allows discussion, removes obstacles and stimulates a continued good co-operation. Today, many municipalities work in various ways to reach the young or start collaborations aimed at increasing young people's involvement and influence. This method could also be used to accomplish meetings between different citizen groups, politicians and officials.

The main features of the Matchmaking model, for example for the young, are:

- involvement in the arrangement of the conference from the planning stage, in the follow-up and the continued work,



- a form that aims at interaction and discussion in various ways,
- actively and tangibly encouraging idea development and participation by all
- apparent commitment to support/stimulus for projects and continued development after the conference from the parties involved in the meeting.

This method requires planning, good preparation, an effectuation plan and a meeting leader. It also requires considerable involvement from all parties from the planning stage onward. Everyone is allowed to take part in discussions, and many proposals and ideas are generated during the meeting. The duration is from half to one day. The resource utilization is relatively high for preparations like arranging the programme, invitations, rent expenses and documentation

## **5. Co-decision**

Letting decisions be made by the concerned citizens is known as direct democracy or citizen control. The more locally you study the decision-making process the more common direct democracy is. On the national level there are a few examples of referenda that are binding decisions, on the regional level it is more common, and when you enter the local level it is relatively common. Often, certain issues of a more practical matter are handed over to the concerned parties to decide, a form for delegation from representative democracy.

### **5.1. Referendum**

*The referendum is a way of conferring the power of decision to the citizens.*

This could be either binding or consultative, i.e. when the representative democracy takes the decision influenced by the referendum. Referendum as a binding form exists in some countries. Referenda require distinct alternatives to be selected, and quite substantial administration to ensure that they are performed in a fair way.

### **5.2. User council**

*One form for direct democracy is forming various kinds of user councils or similar, where delegates are appointed to make decisions together in various matters.*

Often they are selected to reflect the various interests and views of the population in the area. There are examples of planning issues where the locals themselves have been responsible for producing plans in co-operation with professional planners. There are also examples of management organisations where the residents of protected areas have had delegated responsibility to decide on certain issues. Many of the above methods and tools under “Dialogue” and “Influence and participation” could be used for making decisions on the local level. The distinction is whether delegation was given to make own decisions or if they formally should be made by representative democracy.

### **5.3. Working group**

*A third form for direct democracy is, in more practical issues, to assign a working group that locally has the responsibility for planning and carrying out a decision.*

This is the most common form for delegated responsibility and decision-making. It may concern administration of public land next to a residential area, management of real estate, organizing activities or implementing various projects.

## **II. Approaches facilitating participation**

More often than not, it is not possible to start the dialogue right away, and preparations are necessary to make the process work. First, planning is required; second, those who will be involved must be informed; and third, knowledge of and confidence in how the process will be implemented is required from officials, politicians and the general public.

### **1. Identification of stakeholders**

*To enable an effective dialogue it is important to ascertain early on which actors are concerned and thus important to be included in the process.*

It is necessary to identify all the stakeholders when planning and implementing projects. Different actors prefer different methods and tools for collaboration. Some actors may be less interested in participating, but are important for the achievement of a good result, e.g. young people. The best way to get a good overview of the actors is to meet people in the area and ask which interests and networks are active. Who are the key actors? What resources do various actors have to contribute? Which authorities and societies could be concerned?

### **2. Communicating and group dynamics**

*A condition for participation is good communication.*

The meeting and how it is carried out is, as a result, very important. It is about simultaneously accomplishing creativity, democracy and effectivity, but this may not be so easy. Furthermore, it is important that not just a few speak, but everyone's views should be brought forth. It is about having a distinct agenda for the meeting, so everyone agrees on the aim and the implementation. Everybody is not equally good at communicating, but one can improve on these skills. There is, of course, also the opportunity to bring in communicators and process leaders to help. Sometimes a neutral leader of the meeting can help people to be more engaged. The furniture of the room, time, group dynamics, food and drinks provided are also important for creating good dynamics.

### **3. The Asset-Based Community Development (ABCD) method**

*This method focuses on the potential of a situation and a given place, rather than problems.*

To foster involvement, it is often more constructive to work on positive feelings, rather than negative ones. It is usual that the discussions on the planning focus on the problems, while taking into account the living conditions of the population of an area, their dreams and aspirations, it is possible to create a constructive development. It is those living and working in the area who define what resources there are. Central to the method is that those present are the right people, whatever happens, when it starts the time is right and when it is over it is over. It may sound simple, but the achieved results, whatever they are, are good enough.

### **4. The Safari method**

*The aim of this method is to emphasise what is exciting in an area and present it in an interesting way.*

An invitation is addressed to a group of people to take a journey of discovery of part of the territory. This is to generate interest and initiate a dialogue or consultation. The arrangement may be short or long – walk, bicycle trip or bus journey. A safari could be a good way to start a process which then continues in other forms of meetings. The participants get something in return and not much is demanded from them for taking part. Contemplate which the main target group is, and what demands and wishes they have. Adapt the activity so that everyone who wants to can participate, irrespective of age and mobility.

## 5. Local stories

*By telling an interesting story, interest and engagement is aroused*

The local stories model is similar to the safari one, but can be held indoors or on the internet. The participants listen to the story and may respond afterwards. The stories do not need to be “outstanding”: “ordinary” ones are often equally interesting as they can describe people and their relationship with the landscape. Research indicates that we listen and understand better if we hear a story. Stories can arouse feelings and activate the memories of individuals. They are often easier to assimilate than technical terminology, project descriptions or statistics.

## 6. Landscape analysis

*Making an analysis of the landscape and its conditions is always a good starting point for a project.*

In the work of identification and assessment of landscapes, it is necessary that the public and the experts can share their knowledge. The Geographic Information System (GIS) can be used to pinpoint certain places. The practice of public participation in the work guarantees a better knowledge base, particularly in a social context. An analysis is never really finished and the discussion can continue, but it should produce an appraisal, in order that participants can see how the experts addressed their views and have the opportunity to correct any errors.

## 7. Study circles and courses

*Building competence and knowledge is valuable to the process of participation of the general public in the definition and implementation of the landscape policies*

This approach can be applied in the context of physical and social conditions, and also when it comes to achieving a common vision for the future of a landscape. The scale of the process can be variable: there may be occasional courses or a lengthy study circle that the participants administrate themselves. There are always some people who have more time than others, and who want to learn more and make new acquaintances. The building of knowledge could become an important part of landscape analysis, and it would preferably focus on some area that has not been elucidated before. The study circle or course should achieve tangible results by the time it is completed.

## 8. Professional networks

*The landscape is complex and, in order to understand it, many different skills are required.*

Consequently, creating wide networks among professionals is important. A wide network also provides the opportunity for experience-sharing that everyone can benefit from. Think wide and avoid getting stuck in traditional categorisations of what a landscape is. Even in an area with high natural values, social issues are important for maintaining the high values. In a cultural landscape this is more obvious, but also in genuine wilderness areas tourism and outdoor activities are important to the landscape values. You must also be open-minded towards different professionals and show curiosity of what they can tell you.

## 9. “Ambassadors” and mentors

*Using ambassadors and mentors as resources in local projects, it will be easier to reach special focus groups.*

It can be difficult to reach groups such as children, adolescents, the elderly, the disabled and immigrants. Personal contacts are important in local development projects. Ambassadors as well as

mentors can use their networks to reach these groups. The ambassador should be communicative and reach the groups that are desirable to involve. The mentor role is more about supporting groups that have difficulties in voicing their opinions, e.g. youth. The mentor becomes a contact person and a support to them.

## **10. The photographic method**

*Use photography and film to document and analyse the physical conditions, but also the process.*

Photography can be used to engage the participants in capturing their image of an area. This could be a prelude to a discussion on the qualities and shortcomings of this area. It could be a way of showing different perspectives and having a dialogue on diverse values. Pictures of different landscapes that have been prepared prior to a meeting can also be used, to stimulate a discussion. This adds a greater understanding of different opinions, but also shows some common references when it comes to appreciating the qualities of the landscape.

## **11. Conflict resolution**

*In all group dynamics some form of conflict arises.*

Stakeholders may not agree but disagreements need not lead to conflict. One should be prepared for situations of conflict caused by diversity of opinions, and prevent or resolve them as they arise. In cases of disagreement, it is important to focus on the subject of the disagreement, not the person: the speaker should be allowed to speak without interruption, but discussions that degenerate should be forestalled. Listening is an important basis for solving differences of opinion. Power abuse is a frequent cause of conflicts. It is important that the experts, officials and politicians reflect on how much influence and power they have. In certain issues a consensus cannot be reached, and in most cases a decision then has to be made at the political level.

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