



STEERING COMMITTEE FOR CULTURE, HERITAGE AND LANDSCAPE (CDCPP)

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DRAFT RECOMMENDATION ON THE INFORMATION SYSTEM OF THE EUROPEAN LANDSCAPE CONVENTION AND ITS GLOSSARY

DOCUMENT FOR DECISION

Item 3.6 of the draft agenda

- the Committee is invited to examine the draft Recommendation on *The Information System of the European Landscape Convention and its Glossary* with a view to transmitting it to the Committee of Ministers of the Council of Europe for adoption.

Draft Recommendation Rec(2013)... of the Committee of Ministers to member States on the Information System of the European Landscape Convention and its Glossary

The 7th Council of Europe Conference on the European Landscape Convention (Palais de l'Europe, Strasbourg, 26-27 March 2013) approved the draft Recommendation of the Committee of Ministers on the Information System on the European Landscape Convention and its Glossary and decided to forward it to the Steering Committee for Culture, Heritage and Landscape (CDCPP) in view of its adoption by the Committee of Ministers [CEP-CDCPP (2013) 12E].

**COUNCIL OF EUROPE
COMMITTEE OF MINISTERS**

**DRAFT RECOMMENDATION REC(2013)...
OF THE COMMITTEE OF MINISTERS TO MEMBER STATES
ON THE INFORMATION SYSTEM OF THE EUROPEAN LANDSCAPE CONVENTION AND ITS
GLOSSARY**

*(Adopted by the Committee of Ministers on ...2013
at the ... meeting of the Ministers' Deputies)*

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

1. Considering that the aim of the Council of Europe is to achieve a greater unity between its members for the purpose of safeguarding and realising the ideals and principles which are their common heritage;
2. Having regard to the European Landscape Convention (ETS No 176) adopted by the Committee of Ministers of the Council of Europe on 19 July 2000 and opened for signature by Council member states in Florence on 20 October 2000;
3. Considering that the convention makes an important contribution to the Council of Europe's objectives of promoting democracy, human rights and the rule of law and seeking common solutions to the major problems facing European society today;
4. Underlining that, in taking account of landscape value, the Council of Europe considers the importance of the populations' quality of life;
5. Recalling the provisions of Article 10.1 of the Convention on monitoring its implementation; recalling also the provisions of its Article 8, concerning mutual assistance and exchange of information, under which the parties undertake to co-operate in order to enhance the effectiveness of measures taken and, in particular, exchange information on all matters covered by the provisions of the Convention;
6. Considering that Recommendation CM/Rec(2008)3 of the Committee of Ministers to Member States on the guidelines for the implementation of the European Landscape Convention proposes that each Party contribute to the setting up of a database to appear on the website of the Council of Europe's European Landscape Convention, and emphasising that the recommendation mentions that the database would 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 the above-mentioned Article 8 of the European Landscape Convention concerning mutual assistance and exchange of information;

Recommends that the Member States of the Council of Europe:

- use the Council of Europe Information System for the European Landscape Convention (1st Phase) with its Glossary, as it appears in the Appendix, in the framework of their co-operation as mentioned in the Convention¹;
- co-operate to develop a 2nd Phase of this Information System to fully fulfill the goals mentioned above;
- continue to exchange information on all matters covered by the provisions of the Convention in order to promote a common knowledge that contributes to enhance the quality of life of people's surroundings.

Appendix

Glossary of the Council of Europe Information System for the European Landscape Convention - L6

The objectives of the Glossary

Once the architecture and questions for the Glossary of the Council of Europe Information System for the European Landscape Convention (L6) had been defined, it seemed necessary to provide assistance to those who will be responsible for input to the system.

It is also vital to facilitate the task of those (authorities, organisations, members of the public) who will look in L6 for information useful for the landscape policies that they are to define or implement within their field of responsibility or territory.

It was with this objective in mind that the Council of Europe wished to have a glossary to go with L6. This glossary has been produced with the assistance of an ad hoc working group chaired by Maria José Festas, Chair of the Council of Europe Conference on the European Landscape Convention. It is intended to clarify certain terms used in both L6 and the European Landscape Convention. Work on the glossary drew benefit from the significant – theoretical and practical – progress made through implementation of the European Landscape Convention over the past 10 years in the context of public and private initiatives in numerous countries.

The glossary is not intended to be a document about landscape in general. Had that been the ambition, it would have been necessary to have added many other entries to the 29 that it has, dealing with the numerous concepts applied to landscape in the Council of Europe context. It would be another document, one which may be written at a later date, particularly in the light of the information collected in L6.

In order to write such a document, it would be both inadequate and difficult simply to revise and expand this glossary. It would be both easier and more complex to write a document on landscape in general, for this would include some concepts which are still very recent and are not evenly shared and implemented by everyone everywhere.

This glossary is a short document focusing on the key concepts in the European Landscape Convention, illustrations of which in terms of landscape policies and general and specific measures are keenly awaited.

Those responsible for this glossary have taken account of the fact that the users of L6 are, in principle, representatives not only of the States Parties, but also of local and regional authorities, NGOs, European citizens. They have also borne in mind the fact that representatives of authorities will, despite not being landscape experts, need to read national reports.

¹ The public part of the application is available on: https://elcl6.coe.int/WebForms/Public_List.aspx

The glossary also corresponds to the strong desire expressed in Chapter III of the European Landscape Convention for European co-operation. By identifying as clearly as possible general principles, strategies and guidelines, as well as specific measures for landscape protection, management and planning, this glossary will facilitate exchanges of experience and information between authorities and governmental and non-governmental organisations, and amongst European citizens with an interest in landscape.

N.B.

Entries are not set out in alphabetical order (which would not be the same in French as in English), but in the order in which they appear in L6. Each entry is therefore headed by a reference to the number of the L6 section where the term appears and to the article of the European Landscape Convention in which the term is found.

Two fundamental texts underlie this glossary: the European Landscape Convention and the Guidelines for the implementation of the European Landscape Convention. Numerous other official texts have been used for the drafting of the entries, so as to link the European Landscape Convention with the other landscape-related treaties and documents. A list of the texts used is appended.

Each section of this glossary is accessible directly from the on-line L6 questionnaire. However, the recommended course of action is to read the glossary as a complete document before filling in the L6 sections, in order to understand more precisely what the terms mean and therefore to give more pertinent replies to the questionnaire.

L6: 6

Art. 12

Linguistic versions:

There are two original versions of the European Landscape Convention, one in French, the other in English. The Parties have translated the Convention into their own official languages. Versions in 37 different languages are available on the Council of Europe website.

Each of the many languages officially spoken in Council of Europe member states reflects a unique culture, and words do not always have exactly the same meaning in different languages: do the Italians not say “Traduttore, traditore”? The European Landscape Convention and the concepts within it are sometimes weakened by translations which are too literal or over-hasty.

The two original versions of the European Landscape Convention themselves are not literal translations of one another. In the context of the definition itself of the concept of landscape, the English equivalent of the French term “*partie de territoire*” (“part of a territory”) is “area”.

Sometimes, the discrepancies between language versions are greater. For example, the French term “paysage” was translated into English as “countryside” in the title of a Protocol on the implementation of the Alpine Convention of 1991 (the title in French refers to “*le domaine de la protection de la nature et de l’entretien des paysages*”, and its English equivalent is “conservation of nature and the countryside”).

This glossary will be helpful for the drafting of different language versions which are more consistent with each other and for better input to L6. Thus L6 will be able to play to the full its role as a tool for exchanges of experience and information amongst all who work for the implementation of the European Landscape Convention.

Sources: **European Landscape Convention, final paragraph:** “Done at Florence, this 20th day of October 2000, in English and in French, both texts being equally authentic, in a single copy which shall be deposited in the archives of the Council of Europe.”

Landscape:

In pursuance of the European Landscape Convention, “‘landscape’ means an area, as perceived by people, whose character is the result of the action and interaction of natural and/or human factors”. One of the major innovations brought about by the European Landscape Convention was the end of fragmentation of the concept into cultural and natural landscapes, urban and rural landscapes, outstanding and everyday landscapes, tangible and intangible landscapes. Landscape is the result of an overall approach to the interaction between natural and human factors, between people and their territory, between past, present and future.

Consequently, landscape is no longer a matter for experts only, but a political topic, meaning that decisions about landscape are the outcome of an exchange of information between public authorities, specialists in landscape appraisal and operations and the public.

Cultural landscape/natural landscape:

The European Landscape Convention makes no distinction between cultural and natural landscape. That is an innovation taking us beyond the traditional understanding of landscape and heritage, and making possible a wide-ranging and more comprehensive knowledge of societal and spatial planning issues.

The knowledge needed to devise and implement landscape policies is produced mainly by experts from several disciplines, some who study the natural, and others who study the human factors shaping landscapes’ character. However, there is no such thing as a landscape whose character is shaped solely by natural or by human factors, especially in Europe. Europe is a continuous territory, and there is interaction between “natural, rural, urban and peri-urban areas”, making it undesirable to take them into account separately. Similarly, the European Landscape Convention invites us not to separate outstanding landscapes, everyday landscapes and degraded landscapes.

The expression “cultural landscapes” is used in the Operational Guidelines for the implementation of the World Heritage Convention, where they are defined as “cultural properties [which] represent the ‘combined works of nature and of man’ [...]. They are illustrative of the evolution of human society and settlement over time, under the influence of the physical constraints and/or opportunities presented by their natural environment and of successive social, economic and cultural forces, both external and internal”.

The expression “natural landscapes” had been used in Council of Europe texts before the European Landscape Convention, particularly those relating to implementation of the Convention on the Conservation of European Wildlife and Natural Habitats (Bern, 19 September 1979).

Landscape structures – landscape systems:

The identification, characterisation and assessment of landscapes are based on a holistic approach. Landscape structures, or landscape systems, constitute the characteristics of a “specific landscape”. They correspond to the natural and/or human interaction between landscape features, which include populations’ perceptions. Landscape structures are primarily concerned by landscape protection, management or planning actions. Landscape structures also enable different landscapes to be grouped together in order to identify types of landscapes presenting similar landscape structures.

Landscape elements:

Landscape is a system of interaction, both spatial and social, between its elements. For reasons of efficiency, it is landscape elements on which both the analysis of landscapes’ features and landscape protection, management and planning activities are based, as is the definition of landscape indicators. When such elements, or basic components of the landscape, are studied or used in their own right, they cannot reflect the systemic, holistic dimension of landscape. In practice, it is the interaction between the different elements that is more important than the elements themselves. The complexes formed by landscape elements and their interaction are, depending on the country, known as landscape structures or landscape systems.

Also see: Heritage, Outstanding landscape – everyday landscape – degraded landscape

Sources: **European Landscape Convention, Preamble:** “Acknowledging that the landscape 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”; **Article 1:** “‘Landscape’ means an area, as perceived by people, whose character is the result of the action and interaction of natural and/or human factors”; **Guidelines for the implementation of the European Landscape Convention:** “The concept of landscape in the convention differs from the one that may be found in certain documents, which sees in landscape an ‘asset’ (heritage concept of landscape) and assesses it (as ‘cultural’, ‘natural’ etc. landscape) by considering it as a part of physical space. This new concept expresses, on the contrary, the desire to confront, head-on and in a comprehensive way, the theme of the quality of the surroundings where people live; this is recognised as a precondition for individual and social well-being (understood in the physical, physiological, psychological and intellectual sense) and for sustainable development, as well as a resource conducive to economic activity”; “However, several terms based on different forms of landscape description and site

interpretation may be used, as already happens in various states (for example, unit, area, system, structure, element (not only territorial but also linear, in networks, etc.))"; "the landscape forms a whole whose constituent parts are considered simultaneously in their interrelations"; "The concrete application of protection, management and planning choices should cover the whole landscape and refrain from dividing it into the number of elements which compose it: landscape is characterised by the interrelations between several domains (physical, functional, symbolic, cultural and historic, formal, etc.) that constitute both ancient and recent landscape systems. These may be interwoven and superimposed on the same section of territory. Landscape is not simply the sum of its constituent parts"; **CEMAT Glossary**: "The Guiding Principles indicate that 'Europe is composed of a plurality of landscapes. They are a significant part of European heritage and a witness of the past and present relationships between man and his natural and built environments. Developments in production techniques in agriculture, forestry and industry and changes in town planning, transport, other types of infrastructure, tourism and leisure time behaviour are accelerating the transformation of European landscapes and can also have a negative impact on their quality and use. This not only concerns valuable natural landscapes, but also applies generally to all types of cultural landscapes, especially those that are an essential component of the urban environment"; **Operational Guidelines for the Implementation of the World Heritage Convention**, "Cultural landscapes are cultural properties and represent the 'combined works of nature and of man' [...]. They are illustrative of the evolution of human society and settlement over time, under the influence of the physical constraints and/or opportunities presented by their natural environment and of successive social, economic and cultural forces, both external and internal." It should be noted that these Guidelines do not define "natural landscapes"; **Recommendation R (79) 9 of the Committee of Ministers to member states concerning the identification and evaluation card for the protection of natural landscapes**: "Recognising the following conception of natural and semi-natural landscapes: the natural environment including the physical environment as a whole (climate, soil, water), the biocenoses (flora, vegetation, fauna), the whole more or less formed by man and by past and present social and economic factors"; **Protocol on the implementation of the Alpine Convention of 1991 relating to the conservation of nature and the countryside, Article 8**: "The Contracting Parties shall adopt the measures necessary so that the preservation and development of the natural or near-natural habitats of wild animal and plant species and of other structural elements of the natural and rural landscape are pursued on the basis of landscape planning aligned with the territorial planning"; **Scottish Natural Heritage**: "Landscape elements: The individual components which make up the landscape including, for example, hills, valleys, rivers, woods, trees, hedges, buildings and roads. Because they are physical and visible, they can be measured and quantified and they can be described in an objective way".

L6: 12, 18, 21, 22, 23, 36, 48

Art. 1b, 5b, 6B, 6E, 11

Landscape policy:

In accordance with the European Landscape Convention, a landscape policy is "an expression by the competent public authorities of general principles, strategies and guidelines that permit the taking of specific measures aimed at the protection, management and planning of landscapes". The general principles, strategies and guidelines of such a policy should be directly inspired by landscape quality objectives. In this context the drawing up of landscape quality objectives is the founding act of a landscape policy.

Thus a landscape policy is based on general principles, strategies and guidelines. So it is not primarily a policy centred on intervention. It is a cross-cutting one, not a sectoral one additional to the other sectoral policies, although it must include specific "instruments aimed at protecting, managing and/or planning the landscape".

A landscape policy is cross-cutting in that it defines, in particular, aims which need to be taken into account in other sectoral policies, so that landscape is integrated into all "policies with possible direct or indirect impact on landscape".

A landscape policy translates into measures and action to protect, manage and plan or to reassess landscape, not alternatively or autonomously, in terms of space or time, but in such a way as to achieve synergy with the other policies.

Every public authority has a duty to define and implement a landscape policy within its field of responsibilities and its own territory, respecting the principle of subsidiarity.

Also see: Landscape quality objectives, Subsidiarity principle

Sources: **European Landscape Convention, Article 1:** “‘Landscape policy’ means an expression by the competent public authorities of general principles, strategies and guidelines that permit the taking of specific measures aimed at the protection, management and planning of landscapes”; **Guidelines for the implementation of the European Landscape Convention:** “From the operational viewpoint, the convention presupposes: - the drawing up of specific landscape policies and concurrently the systematic inclusion of the landscape dimension in all sectoral policies that have a direct or indirect influence on changes to the territory. Landscape is therefore not additional to other themes but is an integral part of them; - a transition from a policy based only on protecting a territory’s features and parts recognised as outstanding to a policy based on the quality of all living surroundings, whether outstanding, everyday or degraded; - a definition of and experience with new forms of collaboration between the various bodies and the various levels of administration; - a new approach to observing and interpreting landscape, which should henceforth: - view the territory as a whole (and no longer just identify places to be protected); - include and combine several approaches simultaneously, linking ecological, archaeological, historical, cultural, perceptive and economic approaches; - incorporate social and economic aspects”; **CEMAT Glossary:** “the Guiding Principles indicate that ‘Spatial development policy can contribute to protecting, managing and enhancing landscapes by adopting appropriate measures, in particular by organising better interactions between various sectoral policies with regard to their territorial impacts’. Various types of measures are likely to contribute to this aim, such as: the integration of landscape development into spatial planning as well as into sectoral policies, the examination and general assessment of landscapes, the implementation of integrated policies, the consideration of landscape development and protection in international programmes, in cross-border and transnational co-operation, the strengthening of awareness of people, private organisations and territorial authorities of the value of landscapes, the stronger integration of landscape development into training programmes”.

L6: 13, 31

Preamble, Art. 1c, 5a

Surroundings:

The term “surroundings” designates the material, social, economic and cultural conditions in which people live.

Individual and social well-being, of which the landscape “is a key element”, is closely linked to the quality of the surroundings in which people live. Landscape and surroundings are two closely related concepts. As is emphasised in the Guidelines for the implementation of the European Landscape Convention, “the parties do not always recognise the link between landscape and their daily lives”.

Surroundings and landscape correspond to two different scales on which territory is perceived: “landscape” as “an area, as perceived by people” is related to a concern for collective well-being, that of those people. The word used for “surroundings” in several European languages means “vicinity” or “neighbourhood”. The “landscape features of [the] surroundings” correspond more to individual well-being, i.e. the spatial scale of social ties. The difference in scale between landscape and surroundings is greater in urban areas.

In order for a landscape policy to be able to take account on every scale of the complexity of the interaction between landscape and surroundings, it is necessary to make use of shared and innovative forms of planning and management of socio-spatial dynamics. The adoption of a mutually agreed set of objectives has to be negotiated, and those responsibilities which are shared have to be defined.

Also see: *Subsidiarity principle, Outstanding landscape – everyday landscape – degraded landscape*

Sources: **European Landscape Convention, Article 1:** “‘Landscape quality objective’ means, for a specific landscape, the formulation by the competent public authorities of the aspirations of the public with regard to the landscape features of their surroundings”; **Article 5:** “Each Party undertakes: [...] to recognise landscapes in law as an essential component of people’s surroundings”; **CEMAT Glossary:** “Governance can be understood as the emergence and the implementation of innovative shared forms of planning and managing of socio-spatial dynamics. At its simplest level, territorial governance can therefore be understood as the cultural embeddedness and practical application of the general principles of governance to spatial development policies... sound territorial governance aims at managing territorial dynamics through indicating the spatial consequences of various policies planned by public and private sector actors. The aim is to negotiate a set of commonly agreed objectives as well as a framework of shared responsibilities by the use of spatial development strategies and policies”.

Sustainable landscape protection, management and planning:

It should be noted that, from the operational viewpoint, the Convention implies equal attention to the quality of all landscapes, whether outstanding, everyday or degraded. Consequently landscape protection, management and planning are not alternatives, but the three operational aspects of one and the same landscape policy.

Landscape protection (14, 18, 36, 48, 51, 69):

According to the European Landscape Convention, landscape protection “means actions to conserve and maintain the significant or characteristic features of a landscape, justified by its heritage value derived from its natural configuration and/or from human activity”. It concerns in particular landscapes “considered outstanding”, in respect of which it does not seek to halt the passage of time or to restore their lost natural or man-made character; it may, on the other hand, guide the way in which sites change in order to pass on to future generations the heritage value which was the reason for their protection.

Landscape management (15, 18, 36, 48, 51, 69):

According to the European Landscape Convention, landscape management “means action, from a perspective of sustainable development, to ensure the regular upkeep of a landscape, so as to guide and harmonise changes which are brought about by social, economic and environmental processes”. It concerns first and foremost “everyday landscapes”, which constitute Europeans’ surroundings. Landscape management continues over time and aims to guide in the right direction the forces and activities likely to alter the landscape, in accordance with landscape quality objectives.

The activities possible in the context of landscape management should be adjusted to changes in the social, economic and natural situation. Landscape management is in this sense a “spatial development project” taking account of public aspirations, the historical context, spatial features and the safeguarding of access to natural resources.

Landscape planning (16, 18, 36, 48, 51, 69):

According to the European Landscape Convention, landscape planning “means strong forward-looking action to enhance, restore or create landscapes”. Landscape planning is based on a set of forward-looking activities.

It concerns inter alia the reassessment of degraded landscapes, and particularly wasteland. Major developments which meet society’s new needs (including transport systems and renewable energy sources) may in fact comprise landscape planning.

Such activities are usually subjected to an environmental impact assessment. In these cases, the relevance threshold of impact studies is reached. In fact, such studies were initially devised to keep negative impacts on the environment and on landscapes under control, and not as tools for use when designing a project with positive effects on the environment and on landscapes.

Sources: **European Landscape Convention, Article 1:** “‘Landscape management’ means action, from a perspective of sustainable development, to ensure the regular upkeep of a landscape, so as to guide and harmonise changes which are brought about by social, economic and environmental processes”; **Article 11:** “The Landscape award of the Council of Europe is a distinction which may be conferred on local and regional authorities and their groupings that have instituted, as part of the landscape policy of a Party to this Convention, a policy or measures to protect, manage and/or plan their landscape, which have proved lastingly effective and can thus serve as an example to other territorial authorities in Europe”; **Guidelines for the implementation of the European Landscape Convention:** “From the operational viewpoint, the convention presupposes: [...] a transition from a policy based only on protecting a territory’s features and parts recognised as outstanding to a policy based on the quality of all living surroundings, whether outstanding, everyday or degraded”; “Management of landscape is a continuing action aimed at influencing activities liable to modify landscape. It can be seen as a form of adaptive planning which itself evolves as societies transform their way of life, their development and surroundings. It can also be seen as a territorial project, which takes account of new social aspirations, anticipated changes in biophysical and cultural characteristics and access to natural resources”; “Landscape planning may be regarded in the same way as a territorial project and concerns forms of change that can anticipate new social needs by taking account of ongoing developments. It should also be consistent with sustainable development and allow for the ecological and economic processes that may occur in the medium and long terms. Planning also covers the rehabilitation of degraded land (mines, quarries, landfills, wasteland, etc.) so that they meet the stipulated landscape quality objectives. [...] Landscape action is a combination of protection, management and planning conducted over one and the same territory: certain parts and features can be protected, others, particularly processes, should be managed and still others should be intentionally adapted”; “The concept of sustainable development is understood as fully integrating the environmental, cultural, social and economic dimensions in an overall and integrated fashion, that is, by applying them to the entire territory”; “The certainty that strengthening the relationship between the population and its living surroundings underpins sustainable development affects the whole process of landscape policy definition”; **CEMAT Glossary:** “Landscape planning is an activity involving both public and private professionals, aiming at the creation, conservation, enhancement and restoration of landscapes at various scales, from

greenways and public parks to large areas, such as forests, large wilderness areas and reclamation of degraded landscapes such as mines or landfills. Landscape planning encompasses a variety of skills, such as landscape architecture and design, nature conservation, knowledge of plants, ecosystems, soil science, hydrology, cultural landscapes, etc. The provisions of the European Landscape Convention are important guidelines for the content and procedures of landscape planning”; “Spatial development projects are projects generated or controlled by public bodies which contribute positively to territorial development at different scales. Spatial development projects may comprise infrastructure works, the economic promotion and development of specific areas, urban rehabilitation measures, the restoration of damaged ecosystems, etc”; **Faro Convention, Article 9:** “To sustain the cultural heritage, the Parties undertake to: [...] define and promote principles for sustainable management and to encourage maintenance”; **Brundtland report:** “Sustainable development is development that meets the needs of the present without compromising the ability of future generations to meet their own needs”.

L6: 17, 57

Preamble, Art. 2, 6C

Outstanding landscape – everyday landscape – degraded landscape:

The European Landscape Convention applies three adjectives to landscapes in its preamble and Article 2: outstanding, everyday and degraded. However, the Convention does not recognise a hierarchy between landscapes which would serve as a basis for a hierarchy of activities. On the contrary, the Convention calls for a comprehensive landscape policy covering all kinds of environments and areas.

Furthermore, evaluations of what is outstanding, everyday and degraded vary and change in different places at different times. A particular landscape may be considered degraded in a particular geographical, cultural or economic situation, but be regarded as outstanding in another geographical, cultural or economic situation. And elements of one and the same landscape may be considered outstanding, everyday or degraded.

The outstanding, everyday or degraded nature of landscapes is related to the “particular values assigned to them by the interested parties and the population concerned”, which are identified during landscape identification, characterisation and assessment operations.

“**Outstanding**” landscapes are those to which the population has assigned a heritage value. This is why they are usually the subject of protection at the most appropriate level (national, regional or local). That protection does not have the effect of preserving those landscapes in a given state, for every landscape changes.

“**Everyday**” landscapes are usually those corresponding to most Europeans’ surroundings. They change constantly as a result of the effects of social, economic and environmental developments. The values assigned to them by the population are linked primarily to individual and social well-being. This is why they are usually the subject of management at the most appropriate level (national, regional or local).

“**Degraded**” landscapes are those to which the population no longer assigns positive values, and which therefore no longer have a role to play. This is why they are usually the subject of planning at the most appropriate level (national, regional or local).

Degradation of a landscape may be caused by its “loss of usefulness” or abandonment. When we speak of loss of usefulness, we refer to a landscape which no longer has the role that it previously played for the population, leading people to take a negative view of the landscape which forms their surroundings. In the event of abandonment, the landscape becomes an industrial, commercial, tourist, urban or agricultural wasteland or consists of infrastructure no longer in use.

Degradation of a landscape may be a result of simplification, i.e. loss of the character and values of the landscape concerned, which had underpinned the population’s identity. Then the population no longer has a clear perception of that landscape.

Degradation of a landscape may be due to a loss of consistency. This may be referred to as fragmentation. Such a degraded landscape is no longer perceived as a set of interacting features, but as the sum of a number of fragments of land without social, cultural or natural links between them.

Degradation of a landscape may also be a consequence of a natural or technological disaster. The extent of the disaster may radically alter the natural and/or human factors which shaped a landscape and leave a “desolation landscape” which may take a very long time, or even be impossible, to restore.

It should nevertheless be pointed out that some degraded landscapes may be significant evidence of a territory’s history, and therefore correspond to “particular values assigned to them by the interested parties and the population concerned”. This is why, for example, Pompeii and several mining, industrial and war-related sites are now included on the World Heritage List.

Also see: Value of landscapes, Role of landscape, Surroundings

Sources: **European Landscape Convention, preamble:** “Acknowledging that the landscape 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”; **Article 2:** The Convention “includes land, inland water and marine areas. It concerns landscapes that might be considered outstanding as well as everyday or degraded landscapes”; **Article 5b:** “Each Party undertakes: [...] to establish and implement landscape policies aimed at landscape protection, management and planning”; **Guidelines for the implementation of the European Landscape Convention:** “From the operational viewpoint, the convention presupposes: [...] a transition from a policy based only on protecting a territory’s features and parts recognised as outstanding to a policy based on the quality of all living surroundings, whether outstanding, everyday or degraded”; Landscape planning “also covers the rehabilitation of degraded land (mines, quarries, landfills, wasteland, etc.) so that they meet the stipulated landscape quality objectives”; “Landscape action is a combination of protection, management and planning conducted over one and the same territory: certain parts and features can be protected, others, particularly processes, should be managed and still others should be intentionally adapted”; **CEMAT Glossary:** “Brownfield land is land previously used for industrial purposes or certain commercial uses and that may be contaminated by low concentrations of hazardous waste or pollution and has the potential to be re-used once it is cleaned up. Sometimes, the concept of brownfield land is also used for designating areas which were previously developed and have become obsolete, but are not necessarily contaminated. Generally, brownfield sites exist in a town’s industrial section, on land containing abandoned factories or commercial buildings, or other previously polluting operations. Small brownfields may also be found in many older residential neighbourhoods with dry cleaning establishments, gas stations, etc. While many contaminated brownfields were unused for decades, emphasis has recently been put on their de-contamination and rehabilitation for other uses as demand for developable land is permanently growing”.

L6: 17, 57

Art. 2

Peri-urban areas:

Peri-urban areas are an evidence of urban sprawl, meaning urbanisation which goes beyond the need to accommodate new populations, new economic activities and new infrastructure or facilities. Generally speaking, villages, towns and cities are accompanied by peri-urban areas, usually, together with urban and rural areas, constituting components of a “specific landscape”.

Peri-urban areas have, throughout history, been both a result and evidence of a dynamic urban process. The question of peri-urban areas causes concern today, because economic and social changes are speeding up and intensifying landscape changes on ever greater scales.

Landscapes in peri-urban areas are often considered to be degraded. Hence the frequent need to arrange studies and planning specific to such areas, without losing sight of the other component parts of the landscape concerned, namely urban and rural areas.

Also see: Area/territory, Value of landscapes, Landscape forces

Sources: **European Landscape Convention, Article 2:** “this convention applies to the entire territory of the Parties and covers natural, rural, urban and peri-urban areas”; **Guidelines for the implementation of the European Landscape Convention:** “Attention is focused on the territory as a whole, without distinguishing between the urban, peri-urban, rural and natural parts, or between parts that may be regarded as outstanding, everyday or degraded; it is not limited to cultural, artificial and natural elements: the landscape forms a whole whose constituent parts are considered simultaneously in their interrelations”; “Certain urban development themes and problems, which should be categorised according to the particular features of the different areas, may be the subject of specific instructions and regulations and may be mentioned as topics for special landscape studies: for example, town approaches, urban fringe, peri-urban areas, linear links between historic centres (ribbon developments) and so on”; **CEMAT Glossary:** “Peri-urban areas are areas that are in some form of transition from strictly rural to urban. These areas often form the

immediate urban-rural interface and may eventually evolve into being fully urban. Peri-urban areas are places where people are key components: they are lived-in environments. The majority of peri-urban areas are on the fringe of established urban areas, but they may also be clusters of residential development within rural landscapes. Peri-urban areas are most frequently an output of the process of suburbanisation or urban sprawl”; **European Environment Agency report, 2006, “Urban sprawl in Europe – The ignored challenge”**; **A revised urban-rural typology – Eurostat regional yearbook 2010**: “A [...] region is classified as:

- predominantly urban (PU), if the share of population living in rural LAU2 is below 15 %;
- intermediate (IN), if the share of population living in rural LAU2 is between 15 % and 50 %;
- predominantly rural (PR), if the share of population living in rural LAU2 is higher than 50 %.”.

L6: 17, 57

Art. 2

Rural areas:

Rural areas are typified by low population density and by their character and activities connected mainly with agriculture and forestry. Nowadays there are new rural areas characterised by homes, tourist activities, major facilities and renewable energy production.

Rural areas are often regarded by city-dwellers as “countryside”, by opposition to towns and cities, although the economy of many rural areas often depends on economic decisions taken in faraway cities.

Rural landscapes comprise more than just rural areas, but their main features are connected with the landscape structures created and managed by agricultural or forestry systems.

A landscape policy should take account of the interaction between the different areas, urban, peri-urban and rural, and should encompass the aspirations of the people who live there.

Also see: Area/territory

Sources: **European Landscape Convention, Article 2**: “this convention applies to the entire territory of the Parties and covers natural, rural, urban and peri-urban areas”; **Guidelines for the implementation of the European Landscape Convention**: “Attention is focused on the territory as a whole, without distinguishing between the urban, peri-urban, rural and natural parts, or between parts that may be regarded as outstanding, everyday or degraded; it is not limited to cultural, artificial and natural elements: the landscape forms a whole whose constituent parts are considered simultaneously in their interrelations”; **CEMAT Glossary**: “Rural areas are sparsely settled areas without significant large city or town. The countryside refers to certain forms of landscapes and land uses where agriculture and natural areas play an important part. Rural areas are more and more diverse, as far as their economic base is concerned. While agriculture still plays an important part in numerous rural areas, other sources of income have developed such as rural tourism, smallscale manufacturing activities, residential economy (location of retirees), production of renewable energy, etc. Many rural areas are multifunctional and a number of them are under the influence of metropolitan areas and large cities as a result of ever improved transport and communication facilities”; **Resolution 128 (2002) of the Congress of Local and Regional Authorities of Europe**: “The local economies of many rural areas have become narrow and relatively weak, with an over-dependence upon economic decisions made in distant cities”; **A revised urban-rural typology - Eurostat regional yearbook 2010**: “A [...] region is classified as:

- predominantly urban (PU), if the share of population living in rural LAU2 is below 15 %;
- intermediate (IN), if the share of population living in rural LAU2 is between 15 % and 50 %;
- predominantly rural (PR), if the share of population living in rural LAU2 is higher than 50 %.”.

L6: 17, 57

Preamble, Art. 2

Urban environments, Urban areas:

Urban areas are characterised by their dense population and the high density of their built-up zones and transport networks, as well as by their intense and diverse social and economic relationships.

For all that, these urban areas are not closed off; they interact significantly with other areas, whether peri-urban, rural or natural. This spatial continuity leads to continuity effects among the different landscapes identified, characterised and assessed.

Landscape policies defined for a landscape of an urban character necessarily take account of adjoining landscapes, whether urban, peri-urban, rural or natural.

The scientific concepts and methods used to identify, characterise and assess urban landscapes are not fundamentally different from those applied to peri-urban, rural or natural landscapes, nor from the guiding principles on protection, management and planning. However, they are adjusted to the specific features of the urban context to which they are applied.

Also see: Area/territory

Sources: **European Landscape Convention, preamble:** “the landscape is an important part of the quality of life for people everywhere: in urban areas and in the countryside”; **Article 2:** “this convention applies to the entire territory of the Parties and covers natural, rural, urban and peri-urban areas”; **Guidelines for the implementation of the European Landscape Convention:** “Certain urban development themes and problems, which should be categorised according to the particular features of the different areas, may be the subject of specific instructions and regulations and may be mentioned as topics for special landscape studies: for example, town approaches, urban fringe, peri-urban areas, linear links between historic centres (ribbon developments) and so on”; **CEMAT Glossary:** “An urban area is an area which physically forms part of a town or city and is characterised by an important share of built-up surfaces, high density of population and employment and significant amounts of transport and other infrastructure (as opposed to rural areas). Urban areas may also comprise non built-up, green areas generally used for recreational purposes by urban dwellers”; **A revised urban-rural typology – Eurostat regional yearbook 2010:** “A [...] region is classified as:

- predominantly urban (PU), if the share of population living in rural LAU2 is below 15 %;
- intermediate (IN), if the share of population living in rural LAU2 is between 15 % and 50 %;
- predominantly rural (PR), if the share of population living in rural LAU2 is higher than 50 %.”

L6: 24, 28, 29, 30, 48

Preamble, Art. 5, 6C

Interested parties:

Landscape is peculiar in that policy-makers, landscape specialists, economic players and members of the public are not only “interested parties”, but also landscape “observers”. Hence the statement in the preamble to the European Landscape Convention that the “protection, management and planning [of the landscape] entail rights and responsibilities for everyone”.

Sectoral decisions are often taken by these parties in a way which, with varying degrees of awareness, takes account of their own perception and their specific aspirations where the landscape is concerned. They may also sometimes fail to take the landscape into account, giving rise to a discrepancy between the parties’ sectoral objectives and “the aspirations of the public with regard to the landscape features of their surroundings”. In order to avoid such a discrepancy, the Convention provides inter alia for an increase in “awareness among the civil society, private organisations, and public authorities of the value of landscapes, their role and changes to them”.

Among the interested parties, the states which have ratified the European Landscape Convention, i.e. the “Parties to the Convention”, bear specific responsibilities. When they become Parties, i.e. on ratifying the European Landscape Convention, they undertake to implement every article thereof. The Parties thus bear the highest level of responsibility for implementation of the Convention.

Also see: Subsidiarity principle, Awareness-raising, Public/Population concerned

Sources: **European Landscape Convention, Article 1:** “‘Landscape quality objective’ means, for a specific landscape, the formulation by the competent public authorities of the aspirations of the public with regard to the landscape features of their surroundings”; **Article 5:** “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 [...] landscape policies”; **Article 6C:** “With the active participation of the interested parties, ... Each party undertakes [...] to identify its own landscapes [...]; to analyse their characteristics and the forces and pressures transforming them; [...] to take note of changes; [and] to assess the landscapes thus identified, taking into account the particular values assigned to them by the interested parties and the population concerned”; **Guidelines for the implementation of the European Landscape Convention:** “All action taken to define, implement and monitor landscape policies should be preceded and accompanied by procedures for participation by members of the public and other relevant stakeholders, with the aim of enabling them to play an active role in formulating, implementing and monitoring landscape quality objectives”; “The landscape in which they live is the result of many change-producing actions resulting from the activity of various stakeholders in territorial processes in highly varied ways and on differing scales of time and space”; **Convention on the Law of Treaties between States and International Organizations or between International Organizations (Vienna, 1986):** “‘party’ means a State or an international organization which has consented to be bound by the treaty and for which the treaty is in force”.

Subsidiarity principle:

According to the subsidiarity principle, the level at which decisions and action are taken should be the most appropriate one for the definition and implementation of policies, including those on landscape.

Subsidiarity is defined as descending when the decision-taking level is closest to the public, i.e. the local level. It is described as ascending when a decision is entrusted to a higher authority, whose understanding of the issues and implementation of solutions are the most appropriate.

The subsidiarity principle does not define a scale of values for decisions, with the highest authorities taking the best decisions. It defines the best level of relevance for the taking of the decision, namely the most appropriate administrative level. The level of action relating to landscapes which seems most appropriate is that of the “specific landscape”, since it is at that level that the landscape quality objectives have to be set.

Also according to the subsidiarity principle, if the planned action cannot be carried out satisfactorily by the most local level, it must be done at a higher administrative level. The subsidiarity principle underlies the multi-level governance necessary for a good landscape policy, and frequently considered to be the fourth pillar of sustainable development.

Also see: Competent authorities, European co-operation, Interested parties

Sources: **European Landscape Convention, Article 4:** “Each Party shall implement this Convention, in particular Articles 5 and 6, according to its own division of powers, in conformity with its constitutional principles and administrative arrangements, and respecting the principle of subsidiarity”; **Guidelines for the implementation of the European Landscape Convention:** “Competences should be allocated to the different administrative levels in line with the subsidiarity principle, which requires that action should be taken as close to the population as possible. However, higher administrative levels may assume the tasks of guidance and co-ordination where these are not dealt with at local level (e.g. guidance, co-ordination, specialist data banks, national and regional planning policies and instruments, etc.) or where this would lead to greater efficiency”; **CEMAT Glossary:** “Administrative levels correspond to the territorial/administrative units where public administrations are established, independently from the existence or not of elected bodies at the corresponding levels. In the various European States, three or four administrative levels generally exist. Rather frequently, state and decentralised (regional, municipal) administrations co-exist at certain levels. There, where various administrative levels depend upon a single governmental level (elected body), they are generally organised in a hierarchical way”; **Treaty Establishing the European Community, Article 5:** “Under the principle of subsidiarity, in areas which do not fall within its exclusive competence, the Union shall act only if and in so far as the objectives of the proposed action cannot be sufficiently achieved by the Member States, either at central level or at regional and local level, but can rather, by reason of the scale or effects of the proposed action, be better achieved at Union level”.

Landscape observatories, landscape centres:

The European Landscape Convention notes that landscapes change constantly under the influence of “developments in agriculture, forestry, industrial and mineral production techniques and in regional planning, town planning, transport, infrastructure, tourism and recreation and, at a more general level, changes in the world economy”. This is why it undertakes to “analyse [...] the forces and pressures transforming them [and] take note of changes”.

To this end, it may prove appropriate to introduce landscape programmes, observatories, centres or institutes, making such observation possible on the basis of appropriate research protocols and involving the use of various kinds of indicators. The aim of these observatories, centres and institutes is also to collect and exchange information about landscape-related policies and experience, and to develop tools or other initiatives for the implementation and monitoring of landscape policies.

A landscape observatory, centre or institute is a tool in the service of a landscape policy; it may be the responsibility of a specific body. Public authorities, scientific bodies or NGOs may initiate its setting-up process. It may be managed by specific groups comprising public authorities, scientific bodies and NGOs.

Also see: Changes, Monitoring changes

Sources: **European Landscape Convention, preamble:** “Noting that developments in agriculture, forestry, industrial and mineral production techniques and in regional planning, town planning, transport, infrastructure, tourism and recreation and, at a more general level, changes in the world economy are in many cases accelerating the transformation of landscapes”; **Article 6:** “Each Party undertakes: to analyse [...] the forces and pressures transforming [landscapes]; [and] to take note of changes”; **Guidelines for the implementation of the European Landscape Convention: “10. Observatories, centres or institutes** - The strong forces surrounding contemporary landscapes and the many problems connected with landscape protection, management and planning necessitate continuous observation and a forum for exchanging information; the creation of landscape observatories, centres or institutes could prove useful for this purpose. Such observatories, centres or institutes would allow observation on the basis of appropriate study protocols employing a range of indicators; they would also allow for the collection and exchange of information on policies and experience. They could be independent or part of a broader observation system.

These landscape observatories, centres or institutes could be set up at various levels – local, regional, national, international – employing interlocking observation systems, and providing the opportunity for ongoing exchanges. Thanks to these bodies, it should be possible to: - describe the condition of landscapes at a given time; - exchange information on policies and experience concerning protection, management and planning, public participation and implementation at different levels; - use and, if necessary, compile historical documents on landscapes which could be useful for knowing how the landscapes concerned have developed (archives, text, photographs, etc.) - draw up quantitative and qualitative indicators to assess the effectiveness of landscape policies; - furnish data leading to an understanding of trends and to forecasts or forward-looking scenarios.

Exchanges of information and experience between states, regions and territorial communities, which already take place, should be based on exemplarity but should always be set against the political, social, ecological and cultural context of the original landscape.

The choice of the composition of observatories is a matter for the administrative bodies concerned but should allow for collaboration between scientists, professionals and technicians from the public authorities and the public. **The Landscape Observatory of Catalonia** “is an advisory body of the Government of Catalonia and Catalan society in general on matters of landscape. Its creation responds to the need to study the landscape, prepare proposals and sensitise Catalan society to the need for better protection, management and planning of the Catalan landscape in the framework of sustainable development”; **The Cornwall Landscape Observatory (United Kingdom):** “is an exploratory project working to understand and implement the idea of appreciating landscape as an asset to help children and young people integrate into their disadvantaged neighbourhood; and secure access to their social rights”; **The Brenta River Valley Landscape Observatory (Italy)** “is an experimental project which aims at developing different forms of knowledge regarding this specific landscape. The project was born from a collaboration between the Venetian Region – Urban and Landscape Planning Department, the University of Padua and the IUAV University of Venice. The research, awareness-raising and participation activities are supported by a web portal, to use different interaction instruments between people and institutions for an improved management of natural and cultural heritage”; **The Observatoire photographique du paysage** was set up to: “create a collection of series of photographs enabling the mechanisms and factors involved in spatial change and the roles of the different players causing that change to be analysed, so as to guide landscape development in the right direction”.

L6: 37, 59, 61, 64, 66, 67, 68

Preamble, Art. 5, 6C

Public/Population concerned:

The European Landscape Convention makes no distinction between public and population, whether described as concerned or not.

In practice, the population is at the very heart of the definition of landscape: the landscape exists through people's perception of it, so the population is concerned. Whether it be people who live in a “specific landscape”, those who used to live there and are attached to it, people who pass through it or people planning to go there, they all have their own “claim”, and they all have “rights and responsibilities” vis-à-vis the landscape.

That claim and those rights and responsibilities are expressed through the active role that the population (the public) plays in the identification, characterisation and assessment of landscapes, in the drafting of landscape quality objectives and in the devising and implementation, as well as the monitoring, of landscape policies.

Also see: Interested parties/Actors concerned

Sources: **European Landscape Convention, preamble:** “Wishing to respond to the public's wish to enjoy high quality landscapes and to play an active part in the development of landscapes”; **Article 5:** “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 [...] landscape policies”; **Article 6D and C:** “Each Party undertakes to define landscape quality objectives for the landscapes identified and assessed, after public consultation”; “With the active participation of the interested parties [...], each Party undertakes: [...] to identify its own landscapes [...]; to analyse their characteristics and the forces and pressures transforming them; [...] to take note of changes

[and] to assess the landscapes thus identified, taking into account the particular values assigned to them by the interested parties and the population concerned”; **Guidelines for the implementation of the European Landscape Convention**: “All action taken to define, implement and monitor landscape policies should be preceded and accompanied by procedures for participation by members of the public and other relevant stakeholders, with the aim of enabling them to play an active role in formulating, implementing and monitoring landscape quality objectives”; “The landscape in which they live is the result of many change-producing actions resulting from the activity of various stakeholders in territorial processes in highly varied ways and on differing scales of time and space”; **Aarhus Convention, Article 2**: “‘The public’ means one or more natural or legal persons, and, in accordance with national legislation or practice, their associations, organizations or groups”; “‘The public concerned’ means the public affected or likely to be affected by, or having an interest in, the environmental decision-making; for the purposes of this definition, non-governmental organizations promoting environmental protection and meeting any requirements under national law shall be deemed to have an interest”.

L6: 37, 45

Art. 1, 4

Competent authorities:

Public authorities take action relating to landscapes at every level, from the most local to the national. One of the political levels which seems particularly relevant, in terms of the European Landscape Convention, is that corresponding to “a specific landscape”, which is the level at which landscape quality objectives have to be drawn up.

There is no single political level concerned by landscape issues: every political level is concerned by the meeting of landscape quality objectives. Those objectives, furthermore, may be drawn up at different levels corresponding to the different political levels. “Vertical” coordination between public authorities at different levels is vital to ensure that the landscape quality objectives drawn up at different levels are consistent.

Every public policy – either directly or indirectly – has an impact on the landscape. The public authorities responsible for those policies, although they have no direct responsibility for landscape issues, are concerned by the impact of their policies on landscapes and by the contribution that they can make to landscape quality objectives.

Also see: Subsidiarity principle

Sources: **European Landscape Convention, Article 1**: “‘Landscape policy’ means an expression by the competent public authorities of general principles, strategies and guidelines that permit the taking of specific measures aimed at the protection, management and planning of landscapes”; “‘Landscape quality objective’ means, for a specific landscape, the formulation by the competent public authorities of the aspirations of the public with regard to the landscape features of their surroundings”; **Article 5**: “Each Party undertakes: [...] to establish procedures for the participation of [...] local and regional authorities [...] with an interest in the definition and implementation of [...] landscape policies”; **Guidelines for the implementation of the European Landscape Convention, Appendix II**: “Landscape policy is a responsibility shared between the national authorities and regional and local authorities, in keeping with the principle of subsidiarity”; **Aarhus Convention, Article 2**: “‘Public authority’ means: (a) Government at national, regional and other level; (b) Natural or legal persons performing public administrative functions under national law, including specific duties, activities or services in relation to the environment; (c) Any other natural or legal persons having public responsibilities or functions, or providing public services, in relation to the environment, under the control of a body or person falling within subparagraphs (a) or (b) above; (d) The institutions of any regional economic integration organization referred to in article 17 which is a Party to this Convention. This definition does not include bodies or institutions acting in a judicial or legislative capacity”; **CEMAT Glossary**: “Governmental levels correspond to territorial/administrative units where an elected assembly, together with its own administration, is established. In decentralised countries, three or four governmental levels generally exist, while in more centralised countries, no more than two levels (national and local) can be found”.

Integration of landscape into sectoral policies:

Since “developments in agriculture, forestry, industrial and mineral production techniques and in regional planning, town planning, transport, infrastructure, tourism and recreation and, at a more general level, changes in the world economy are in many cases accelerating the transformation of landscapes”, landscape policy cannot be a palliative when undesired landscape changes are caused by sectoral policies.

By expressing “general principles, strategies and guidelines”, a landscape policy defines a framework requiring sectoral policies to include landscape issues in their operational decisions, and thereby to contribute to landscape quality objectives, rather than calling them into question.

Sources: **European Landscape Convention, preamble:** “developments in agriculture, forestry, industrial and mineral production techniques and in regional planning, town planning, transport, infrastructure, tourism and recreation and, at a more general level, changes in the world economy are in many cases accelerating the transformation of landscapes”; **Article 5:** “Each Party undertakes: to integrate landscape into its regional and town planning policies and in its cultural, environmental, agricultural, social and economic policies, as well as in any other policies with possible direct or indirect impact on landscape”.

Direct or indirect effect on landscape:

The direct or indirect effect on landscape of either a policy, whether a landscape or a sectoral policy, or an action concerns not only the tangible parts of the landscape (its elements and structures), but also public perceptions thereof.

The effect on landscape to which the greatest attention should be paid is that which a policy or action has on landscape quality objectives. Any action or policy implementation alters landscapes directly or indirectly.

Impact analysis is not so much needed to reduce or eliminate effects considered to be negative as to identify how, and in what conditions, action or policy implementation can make a positive contribution to the achievement of landscape quality objectives.

Impact studies or assessments of effects on the environment seldom enable recommendations or instructions relating to landscape quality objectives to be drawn up. On the other hand, the guiding principles for strategic environmental assessments of plans and programmes require the landscape as a whole to be comprehensively taken into account, and particularly its capacity to tolerate the planned changes, including “secondary, cumulative, synergistic, short, medium and long-term, permanent and temporary, positive and negative effects”.

The **direct effect** of a policy stems directly from action taken in implementation of that policy. It may concern fundamental elements of the landscape, as is the case when mineral extraction policy directly affects a place’s topography and geological substratum. It may also directly concern the landscape as a whole, with, for example, an urban renewal policy by definition having direct effect on the quality of the surroundings.

The **indirect effect** is that not directly linked to a policy’s objectives. Public health policy, for instance, has as one of its objectives the elimination of mosquitoes, which carry diseases. This objective is shared by tourism policy, which seeks to ensure that tourists are comfortable in certain areas. In order to eliminate mosquitoes, many wetlands were drained in the course of the 20th century, transforming numerous landscapes, especially in the Mediterranean area.

Sources: **European Landscape Convention, Article 5:** “Each Party undertakes: to integrate landscape into its regional and town planning policies and in its cultural, environmental, agricultural, social and economic policies, as well as in any other policies with possible direct or indirect impact on landscape”; **Guidelines for the implementation of the European Landscape Convention:** “It is essential to introduce landscape quality objectives (landscape plans, area development plans with a landscape content, etc.) into impact studies in order to ensure that projects are as consistent as possible with those objectives [...]. It would be useful to apply the guiding principles of SEA with a view to the estimation and verification of spatial planning plans and programmes, since such evaluation involves a comprehensive and overall consideration of the landscape and particularly of its capacity to tolerate the planned developments”; **Directive 2011/92/EU on the assessment of the effects of certain public and private projects on the environment:** “The environmental impact assessment shall identify, describe and assess in an appropriate manner, in the light of each individual case and in accordance with Articles 4 to 12, the direct and indirect effects of a project on the following factors: (a) human beings, fauna and flora; (b) soil, water, air, climate and the landscape; (c) material assets and the cultural heritage; (d) the interaction between the factors referred to in points (a), (b) and (c)”; **Annex 1 to Directive 2001/42/EC of the European Parliament and of the Council of 27 June 2001 on the assessment of the effects of certain plans and programmes on the environment** requires the taking into account of “secondary, cumulative, synergistic, short, medium and long-term permanent and temporary, positive and negative effects”.

Ecology, Biodiversity, Nature:

For the Parties to the UN Convention on Biological Diversity, the objectives of a biodiversity policy are: “the conservation of biological diversity, the sustainable use of its components and the fair and equitable sharing of the benefits arising out of the utilization of genetic resources”.

Landscape is a broader concept perceived by people in its entirety as a system of interaction between natural and/or human factors.

However, in order to define and implement a landscape policy, it is necessary to draw on knowledge from different disciplines. Amongst these, life sciences and Earth sciences, and particularly landscape ecology, provide worthwhile input for decision-making (the International Association for Landscape Ecology (IALE), for example, considers landscape ecology to be “the study of spatial variation in landscapes at a variety of scales. It includes the biophysical and societal causes and consequences of landscape heterogeneity. Above all, it is broadly interdisciplinary.”).

Certain concepts of landscape ecology, such as the concept of ecological fragmentation, fuel discussions about the consistency of a landscape and its interaction with other landscapes. In return, knowledge of landscapes makes a major contribution to landscape ecology, especially because the spatial and temporal dimension of landscapes determines an original scale appropriate to the current challenges of spatial planning.

Also see: Landscape

Sources: **European Landscape Convention, Article 1:** “‘Landscape’ means an area, as perceived by people, whose character is the result of the action and interaction of natural and/or human factors”; **Landscape Observatory of Catalonia:** “Landscape fragmentation: Result of a process of breaking-up of the continuity of a landscape and its coherence”; **UN Convention on Biological Diversity:** “The objectives of this Convention, to be pursued in accordance with its relevant provisions, are the conservation of biological diversity, the sustainable use of its components and the fair and equitable sharing of the benefits arising out of the utilization of genetic resources, including by appropriate access to genetic resources and by appropriate transfer of relevant technologies, taking into account all rights over those resources and to technologies, and by appropriate funding”.

Heritage:

The heritage is routinely defined as all the assets of a group or community. It is inextricably linked with the concept of handing down to future generations the legacy received from the generations that went before. In this sense, whether it is outstanding, everyday or degraded, the landscape as a common good is a heritage that will be passed on to future generations. It is not just a question of passing on the heritage of the past, but also the action taken by the present generation, for better or worse.

According to UNESCO, there are two categories of heritage: the tangible one which is the subject of the Convention on the World Cultural and Natural Heritage, and the intangible one which is the subject of the Convention on the Intangible Cultural Heritage. The tangible heritage comprises a range of “property” (monuments, natural features, sites), whereas the intangible cultural heritage consists of “practices, representations, expressions, knowledge, skills – as well as the instruments, objects, artefacts and cultural spaces associated therewith”.

Within the meaning of the Granada Convention (architectural heritage), the Valletta Convention (archaeological heritage) and the UNESCO Convention concerning the Protection of the World Cultural and Natural Heritage, the heritage comprises property considered to be outstanding. The Faro Convention puts forward a definition of the cultural heritage which extends beyond both the concept of property and the “outstanding” criterion.

The Guidelines for the implementation of the European Landscape Convention specify that the cultural and historic heritage is “incorporated” into the landscape, meaning that it is one of the component parts thereof. The European Landscape Convention in practice concerns not only landscapes which may be considered outstanding, but also everyday and degraded landscapes.

The European Landscape Convention considers landscape to be the expression of a broader heritage, whether that of Europe or that of the population. While landscape policy is not strictly speaking a heritage policy, heritage policies may contribute to landscape policies.

Also see: Landscape

Sources: **European Landscape Convention, Preamble:** “the landscape ... is a basic component of the European natural and cultural heritage”; **Article 5:** “Each Party undertakes: [...] to recognise landscapes in law as 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”; **Guidelines for the implementation of the European Landscape Convention, Appendix 1:** “Specifically, the protection and upkeep of the ‘point’, linear and surface elements that make up the cultural and historic heritage (for example, historic centres, villas, industrial archaeology, historic gardens, etc.) should take account of the incorporation of such heritage into the landscape”; **UNESCO Convention concerning the Protection of the World Cultural and Natural Heritage:** “For the purpose of this Convention, the following shall be considered as ‘cultural heritage’: monuments: architectural works, works of monumental sculpture and painting, elements or structures of an archaeological nature, inscriptions, cave dwellings and combinations of features, which are of outstanding universal value from the point of view of history, art or science; groups of buildings: groups of separate or connected buildings which, because of their architecture, their homogeneity or their place in the landscape, are of outstanding universal value from the point of view of history, art or science; sites: works of man or the combined works of nature and man, and areas including archaeological sites which are of outstanding universal value from the historical, aesthetic, ethnological or anthropological point of view. [...] the following shall be considered as ‘natural heritage’: natural features consisting of physical and biological formations or groups of such formations, which are of outstanding universal value from the aesthetic or scientific point of view; geological and physiographical formations and precisely delineated areas which constitute the habitat of threatened species of animals and plants of outstanding universal value from the point of view of science or conservation; natural sites or precisely delineated natural areas of outstanding universal value from the point of view of science, conservation or natural beauty”; **UNESCO Convention for the Safeguarding of the Intangible Cultural Heritage:** “The ‘intangible cultural heritage’ means the practices, representations, expressions, knowledge, skills – as well as the instruments, objects, artefacts and cultural spaces associated therewith – that communities, groups and, in some cases, individuals recognize as part of their cultural heritage. This intangible cultural heritage, transmitted from generation to generation, is constantly recreated by communities and groups in response to their environment, their interaction with nature and their history, and provides them with a sense of identity and continuity, thus promoting respect for cultural diversity and human creativity”; **Granada Convention:** “the expression ‘architectural heritage’ shall be considered to comprise the following permanent properties: monuments: all buildings and structures of conspicuous historical, archaeological, artistic, scientific, social or technical interest, including their fixtures and fittings; groups of buildings: homogeneous groups of urban or rural buildings conspicuous for their historical, archaeological, artistic, scientific, social or technical interest which are sufficiently coherent to form topographically definable units; sites: the combined works of man and nature, being areas which are partially built upon and sufficiently distinctive and homogeneous to be topographically definable and are of conspicuous historical, archaeological, artistic, scientific, social or technical interest”; **Valletta Convention:** “elements of the archaeological heritage [encompass] all remains and objects and any other traces of mankind from past epochs”; **Faro Convention:** “cultural heritage is a group of resources inherited from the past which people identify, independently of ownership, as a reflection and expression of their constantly evolving values, beliefs, knowledge and traditions. It includes all aspects of the environment resulting from the interaction between people and places through time”.

L6: 39, 37, 67

Art. 5, 6A

Awareness-raising - Participation - Consultation:

The European Landscape Convention places the public in a central position where landscape issues are concerned. It therefore provides for three kinds of relationship between the population and the public authorities responsible.

Awareness-raising is a continuing “top-down” relationship, with the authorities passing on to the public, local authorities and/or private parties information about the landscape acquired, inter alia, during landscape identification, characterisation and assessment operations. Awareness is raised not only of technical aspects, but also of the value of landscapes, their role and the changes they undergo. Easy and free access to all corresponding information is vital.

Consultation is a “bottom-up” relationship, with the authorities seeking public opinion on landscape policies or on the action taken in the context of landscape protection, management and planning.

Participation is a “horizontal” relationship, based on discussions between authorities and the population during which the former involve the latter in the devising and implementation of landscape policies.

Also see: Public/Population concerned, Interested parties/Actors concerned

Sources: **European Landscape Convention, preamble:** “Wishing to respond to the public’s wish to enjoy high quality landscapes and to play an active part in the development of landscapes”; **Article 5** “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 [...] landscape policies”; **Article 6:** “Each Party undertakes: to increase awareness among the civil society, private organisations, and public authorities of the value of landscapes, their role and changes to them”; “[...] to assess the landscapes [...] identified, taking into account the particular values assigned to them by the interested parties and the population concerned”; and “to define landscape quality objectives for the landscapes identified and assessed, after public consultation”; **Guidelines for the implementation of the European Landscape Convention:** “Active public involvement means that specialised knowledge should be accessible to all, that is, it should be easily available, structured and presented in a way understandable even by non-specialists”.

L6: 39, 51

Art. 5

Value of landscapes:

The term “value” is often used in respect of landscapes without its meaning being specified. The landscape bears within it different values, or to be more precise value systems, either obvious or needing to be highlighted. Sometimes the different values clash with each other.

The value of a landscape may be economic, whether directly through the jobs involved in its protection, management and planning, or more indirectly through its contribution to the tourist industry.

The **economic value** of a landscape is usually understood in monetary terms, i.e. calculated in terms of the cash flows generated, but it may also be non-monetary when benefits to the landscape are obtained without money changing hands. Then the landscape is regarded as a common good, from which everyone should be able to benefit freely without affecting its quality or availability.

The landscape also bears within it a system of **social values**, which sometimes have to be highlighted through awareness-raising activities. The landscape’s social values are tied to its importance for quality of life and to its contribution to the creation of local cultures. Being central to the procedures for public participation in the devising and implementation of landscape policies, the landscape generates a high social “added value”.

The European Landscape Convention gives special attention to the “**particular values**” assigned to landscapes by the population. In practice, these values are part of the foundations on which landscape quality objectives, and therefore landscape policies, are built. It should be noted that these social values are not rigid, and change not only as landscapes and the perception thereof change, but also under the effects of landscape policies.

The landscape bears within it a third value system of **heritage values** as “a basic component of the European natural and cultural heritage”. Landscape retains tangible or symbolic traces of local, regional, national and European history. On every scale, these traces are evidence of the exceedingly high degree of interpenetration of cultures in Europe, as a result of a largely common history. The highlighting of this history through landscape protection, management and planning contributes to Europeans’ fulfilment and to the consolidation of the Council of Europe’s founding principles. In this sense, the landscape also bears within it the value of European identity.

Also see: Public/Population concerned, Interested parties/Actors concerned

Sources: **European Landscape Convention, Article 1:** “‘Landscape protection’ means actions to conserve and maintain the significant or characteristic features of a landscape, justified by its heritage value derived from its natural configuration and/or from human activity”; **Article 6:** “Each Party undertakes to increase awareness among the civil society, private organisations, and public authorities of the value of landscapes, their role and changes to them”; “[...] to promote: school and university courses which [...] address the values attaching to landscapes”; “[...] to assess the landscapes [...] identified, taking into account the particular values assigned to them by the interested parties and the population concerned”; **Faro Convention:** “Recognising the need to put people and human values at the centre of an enlarged and cross disciplinary concept of cultural heritage”; “cultural heritage is a group of resources inherited from the past which people identify [...] as a reflection and expression of their constantly evolving values beliefs knowledge and traditions”; “The Parties undertake [...] to establish processes for conciliation to deal equitably with situations where contradictory values are placed on the same cultural heritage by different communities”; and “to utilise all heritage aspects of the cultural environment to [...] promote the objective of quality in contemporary additions to the environment without endangering its cultural values”; **Landscape Observatory of Catalonia:** “Aesthetic value of the landscape: A landscape’s capacity to transmit a certain feeling of beauty, depending on the significance and cultural appreciation that it has acquired throughout history, also the intrinsic value of the colours, diversity, form, proportions, scale, texture and unity of the elements forming the landscape”; “Historical value of the landscape: Traces – tangible or intangible – of human activity of current relevance to the landscape”; “Identity value of the landscape: Element of the landscape or landscapes as a whole with a substantial symbolic or identity-based meaning for local people, who establish relationships of belonging to or identifying with it”;

“Productive value of the landscape: Capacity of a landscape to provide financial benefits, converting its elements into resources”; “Social value of the landscape: Relates to the use made of the landscape by an individual or group with an interest for the community”; “Spiritual value of the landscape: Feature of the landscape or landscapes as a whole related with religious and spiritual practices and beliefs”; Scottish Natural Heritage “Landscape capacity: the ability of a landscape to accommodate different amounts of change or development of a specific type. Capacity reflects the landscape’s sensitivity to the type of change, and the value attached to the landscape, and is therefore dependent on judgements about the desirability of retaining landscape characteristics and the acceptability of their loss”; “[Landscape] condition and value are separate issues: some landscapes in poor condition can still be highly valued”; Wikipedia: “a public good is a good that is both non-excludable and non-rivalrous in that individuals cannot be effectively excluded from use and where use by one individual does not reduce availability to others. Examples of public goods include fresh air, knowledge, lighthouses, national defense, flood control systems and street lighting”.

L6: 39

Art. 6A

Role of landscape:

The European Landscape Convention does not consider landscape to be something established and existing independently of society.

The preamble to the Convention specifies the roles assigned to landscape, particularly where “consolidation of the European identity” is concerned.

Fundamentally, landscape, a key element of individual and social well-being, has the role of contributing to human fulfilment. More specifically, its functions are to play an important part in the population’s quality of life, to support the better exercise of democracy and to be a resource encouraging economic activity.

Also see: Awareness-raising – Participation - Consultation, Value of landscapes

Sources: **European Landscape Convention, preamble:** “landscape 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”; **Article 6A:** “Each Party undertakes to increase awareness among the civil society, private organisations, and public authorities of the value of landscapes, their role and changes to them”;

Guidelines for the implementation of the European Landscape Convention: “Certain natural and/or historic elements of places may be given particular attention in order to preserve their specific role, particular historical meaning, and environmental and other potential”.

L6: 54, 55, 56, 60

Art. 6C

Identification of landscapes:

Finding out about landscapes is a prerequisite for any landscape policy. The first step in this task is to identify the landscapes. Identification of a “specific landscape” presupposes, for one thing, identification and location of the outline, which may be vague, of the corresponding “area” and, for another, the assignment of a name to the landscape concerned. Thus a landscape may be identified on the different maps used to highlight the general principles, strategies and tendencies of landscape policies

A single name is assigned to a “specific landscape”, and this identifies the landscape, in conjunction with its outline. In some countries, this name reflects the population’s perception of a “link with the place” and of the category in which the landscape concerned may be placed.

Within the outline of a landscape lie specific features. By determining the character of a landscape, whether in the biophysical sphere or in terms of perceptions and social representations, it is possible both to characterise a “specific landscape” and to specify its outline.

That “specific landscape” is unique and serves as the basic foundation for landscape quality objectives.

It is possible to attach it to one or more landscape types or categories, but each “specific landscape” displays a set of interacting features which make it unique. Its character is tangible – spatial forms and their aspects – and intangible – particularly the population’s perceptions – as well as relational, i.e. with interaction between natural and human factors, between different natural factors and between different human factors.

Also see: Landscape assessment, Landscape features/characteristics

Sources: **European Landscape Convention, Article 1:** “‘Landscape’ means an area, as perceived by people, whose character is the result of the action and interaction of natural and/or human factors”; “‘Landscape quality objective’ means, for a specific landscape, the formulation by the competent public authorities of the aspirations of the public with regard to the landscape features of their surroundings”; “‘Landscape protection’ means actions to conserve and maintain the significant or characteristic features of a landscape”; **Article 6C:** “Each Party undertakes [...] to identify its own landscapes [...]; [...] to assess the landscapes thus identified”; **Guidelines for the implementation of the European Landscape Convention:** “The identification, description and assessment of landscapes constitute the preliminary phase of any landscape policy”; “The term identification should not be interpreted simplistically nor be limited to an inventory of landscapes but should be linked to the establishment of landscape quality objectives”; **Les territoires paysagers de Wallonie:** “In these cases, the boundaries do not correspond to a seen horizon, and the cartographic boundary is vague, constituting a transitional strip, rather than a precise contour line or land use demarcation [...] the names chosen are based on their most prominent landscape features, seeking, through each name used, a link with the area”; **Landscape Observatory of Catalonia:** “Landscape unit: Portion of territory characterised by a specific combination of landscape components of an environmental, cultural, perceptive and symbolic nature and with clearly recognisable dynamics which result in an individuality differentiated from the rest of the territory”; “Landscapes should be given names which are short, clear, precise, significant and expressive of the identity of their territory. The names of landscape units should always be based on place names. Place names are a fundamental cultural expression of a landscape, extremely expressive of the identity of a specific territory”; “Trivialisation of the landscape: Process by which the landscape loses its natural, cultural or symbolic originality or interest”; **The Countryside Agency/Scottish Natural Heritage:** “Landscape character: the distinct and recognisable pattern of elements that occurs consistently in a particular type of landscape”.

L6: 54

Art. 1

Area/territory:

In many texts, terms are sometimes used, in order to avoid repetition, which seem to be synonymous with “landscape”. But these terms actually have different meanings and are not interchangeable.

An **area** is a part of the Earth’s surface, whether or not precisely delineated. Areas are first and foremost tangible expanses of land.

Territory is the term used when the focus is on the way in which people have appropriated a specific space through legal and social systems. Territories are usually extensive and precisely delineated, particularly within political or administrative boundaries, sometimes backed by natural elements (ridges, rivers).

A **landscape**, within the meaning of the Convention, is an area as perceived by people, i.e. a subject of public evaluation and aspirations.

Sources: **European Landscape Convention, preamble:** “Acknowledging that the landscape 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”; **Article 1:** “‘Landscape’ means an area, as perceived by people, whose character is the result of the action and interaction of natural and/or human factors”.

L6: 39, 60, 62, 63

Art. 6C

Driving forces, Pressures, Changes:

Landscapes are extremely closely linked to territories and their population. This is why they are not rigid in terms of space and time. They are not unchanging, and their condition and appearance are temporary; they change ceaselessly under the influence of natural and/or social driving forces. **Driving forces** both drive and derive from a process during which the territory’s tangible reality, and the way in which it is perceived by the population, change constantly. Forces of human origin are now more powerful, faster and more extensive than ever, especially if compared to the forces of nature.

The main aim of analysis of these driving forces is to identify those which contribute to landscape quality objectives, those which have no effect on them and those which counteract them.

A **pressure** is a force, generally of human origin, with potential directly or indirectly to bring about a change for the worse, i.e. degradation of a landscape.

The effects of pressures on landscapes are not inevitable. One of the objectives of landscape policies is to diminish, compensate for or eliminate pressures on landscapes in order to fulfil landscape quality objectives as far as is possible.

When we refer to landscape **changes**, we mean a form of development which results in drastic change, or even the replacement of previous landscape structures by new ones. In such cases, the landscapes concerned correspond to a new type of landscape.

In recent years, the main landscape changes observed in Europe have been associated with artificial changes to land, principally as a result of urban sprawl, the decreasing amount of land used for farming as “natural” surfaces (woodlands, heathlands, fallow land) expand, the increasing amount of meadowland ploughed up, the development of tourism and the introduction of new energy production..

Not all landscape changes equate to degradation. Implementation of appropriate landscape policies has the effect of changing landscapes for the better.

Also see: Monitoring changes

Sources: **European Landscape Convention, preamble:** “Noting that developments in agriculture, forestry, industrial and mineral production techniques and in regional planning, town planning, transport, infrastructure, tourism and recreation and, at a more general level, changes in the world economy are in many cases accelerating the transformation of landscapes”; **Article 6A:** “Each Party undertakes to increase awareness among the civil society, private organisations, and public authorities of the value of landscapes, their role and changes to them”; **Article 6C:** “with a view to improving knowledge of its landscapes, each Party undertakes: [...] to analyse their characteristics and the forces and pressures transforming them”; **Guidelines for the implementation of the European Landscape Convention:** “Landscape knowledge should be developed according to an identification, description and assessment process, which includes, [...] examination of their developmental processes and highlighting the past, present and foreseeable time-related forces due to either human or natural factors and the possible pressures and risks facing landscapes”; **Evora Declaration on the European Landscape Convention, Evora, 20-21 October 2011:** “Landscape reflects the changing processes of different economic and social models that humanity has experienced as a result of industrialisation, agriculture and urban policies, sectoral policies like tourism and public works (especially infrastructures’ networks), energy, and so on. Landscape change as a result of man-made processes is increasingly faster especially if compared with the natural processes; at the same time, the scale and type of change is also changing, increasingly consuming more resources and simplifying landscape complexity and character”; **Landscape Observatory of Catalonia:** “Landscape dynamics: Natural and human activities and processes which affect the present configuration of the landscape”; **Crop trends and environmental impacts**, by Michel Poirot (Eurostat), 1999; **Urban sprawl in Europe – The ignored challenge**, European Environment Agency (EEA) report, 2006; **Forestry in the EU and the world, A statistical portrait**, Eurostat, 2011.

L6: 62, 63

Art. 6C

Monitoring changes:

All landscape policies should set objectives based on knowledge of the landscape. That knowledge concerns not only the tangible, but also the social and cultural aspects of landscapes, as well as “the forces and pressures transforming them”.

A landscape policy should not only monitor and evaluate the effects of action taken for the purposes of landscape quality objectives, which is a human factor, but also monitor the effects of changes in natural and cultural factors.

It should be noted that the population’s aspirations where the landscape is concerned also change under the effects of landscape protection, management and planning decisions, and also on account of society’s changing social and cultural values. Monitoring and evaluation are thus an ongoing and dynamic process which permanently accompanies landscape policies.

Monitoring and evaluation may make use of landscape indicators, provided that those indicators concern not only the tangible but also the intangible aspects of landscape. Such indicators may also be useful for the monitoring and evaluation of numerous sectoral policies.

Also see: Landscape observatories, Changes

Sources: **European Landscape Convention, Article 6C:** “Each Party undertakes [...] to take note of changes [to its landscapes]”; **Guidelines for the implementation of the European Landscape Convention:** “All action taken to define, implement and monitor landscape policies should be preceded and accompanied by procedures for participation by members of the public and other relevant stakeholders, with the aim of enabling them to play an active role in formulating, implementing and monitoring landscape quality objectives”; **Landscape Observatory of Catalonia:** “Landscape indicator: Quantitative or qualitative element allowing an assessment and regular monitoring of the evolution and state of the landscape, people's satisfaction with their landscape and the effectiveness of public and private initiatives for its improvement”.

L6: 65

Art. 6C

Landscape assessment:

Knowledge of landscapes necessitates study of their location, their extent and their tangible characteristics, supplemented by analysis of their intangible aspects, i.e. their qualities, which are the result of public perception and social representations. The aim of landscape assessment is to highlight “the particular values assigned to them by the interested parties and the population concerned”.

The qualities of landscapes correspond to different value systems and to different landscape models, which may be complementary or may sometimes conflict. These value systems and the corresponding landscape models are those “assigned to [landscapes] by the interested parties and the population concerned”. They are highlighted in particular when the public has a role in the knowledge process.

Landscape assessment is not intended to classify landscapes or to establish a hierarchy between different ones. In practice, each landscape, whether considered to be outstanding, everyday or degraded, must be the subject of equal concern in landscape policies.

Landscape identification, characterisation and assessment underlie landscape quality objectives. This is why such assessment should be done with the interested parties and population concerned, and not just with specialists in landscape appraisal and operations..

Also see: Identification of landscapes, Landscape features/characteristics

Sources: **European Landscape Convention, Article 6C:** “Each party undertakes [...] to assess the landscapes [...] identified, taking into account the particular values assigned to them by the interested parties and the population concerned”; **Guidelines for the implementation of the European Landscape Convention:** “The term ‘identification’ should therefore be understood in its broad sense as the expression of this preliminary requirement; it is composed of a phase of comprehension and analysis of specific characteristics (description) and a phase of quality problem identification (assessment), which may vary according to the complexity of situations and objectives”.

L6: 60

Art. 1d, 6C

Landscape features/characteristics, characteristic features of a landscape:

The Guidelines for the implementation of the European Landscape Convention state that the first fundamental stage in the process leading to landscape action is landscape knowledge. That knowledge is based on the identification, characterisation and assessment of landscapes.

The description of a “specific landscape” leads to the highlighting and describing of the specific characteristics of that landscape in its current condition, as they result from natural and/or human factors, and from landscape driving forces. Those characteristics represent, in a way, the landscape’s personality.

Those characteristics correspond to landscape structures (also known as landscape systems). It is therefore necessary, in order to analyse, describe and highlight these, to adopt a cross-cutting approach which lends itself best to the analysis of natural and/or human factors and their interaction, which constitute those characteristics of a “specific landscape”.

Also see: Identification of landscapes, Landscape assessment

Sources: **European Landscape Convention, Article 1:** “‘Landscape’ means an area, as perceived by people, whose character is the result of the action and interaction of natural and/or human factors”; “‘Landscape protection’ means actions to conserve and maintain the significant or characteristic features of a landscape, justified by its heritage value derived from its natural configuration and/or from human activity”; **Article 6D:** “Each Party undertakes [...] to analyse [landscapes’] characteristics and the forces and pressures transforming them”; **Guidelines for the implementation of the European Landscape Convention, para. II.2:** “The fundamental stages in the process leading to landscape action are: [...] knowledge of the landscapes: identification, description and assessment”.

Landscape quality objectives:

The European Landscape Convention defines the drawing up of landscape quality objectives as: “the formulation by the competent public authorities of the aspirations of the public with regard to the landscape features of their surroundings”. So in order for such objectives to be drawn up, it is necessary to identify what a “specific landscape” is.

One of the major innovations brought by the European Landscape Convention is the way in which it considers landscape no longer as an almost abstract concept, without any defined position in terms of territory, but as a spatial reality which may be identified, i.e. located, the outline of which may be traced, and which has a name. Each landscape has its own spatial, temporal and social scale, which determines the scale of its own landscape policy, and therefore the scale of protection, management and planning action. For the purposes of landscape identification and assessment, the term “landscape unit” is often used.

It is because people have a perception of their territory (definition of landscape) that they are capable of evaluating it, i.e. of applying to this area “as perceived by people” value systems which underlie landscape assessment. This evaluation by the population enables people to voice their aspirations, the expression of which in the form of landscape quality objectives is the basic principle of landscape policies and of specific measures with a view to a landscape protection, management and planning.

It is important that information about landscape quality objectives should be provided to civil society in general, private organisations and public authorities, and that their awareness of those objectives should be raised.

Landscape quality objectives are the “common feature” of the four “fundamental stages in the process leading to landscape action” defined by the Guidelines for the implementation of the European Landscape Convention: knowledge of landscapes; definition of landscape quality objectives; attainment of those objectives by protection, management and planning; monitoring of changes and evaluation of the effects of policies.

Also see: Landscape policy

Sources: **European Landscape Convention, Article 1:** “‘Landscape quality objective’ means, for a specific landscape, the formulation by the competent public authorities of the aspirations of the public with regard to the landscape features of their surroundings”; **Article 6D:** “Each Party undertakes to define landscape quality objectives for the landscapes identified and assessed, after public consultation in accordance with Article 5.c”; **Guidelines for the implementation of the European Landscape Convention:** “In accordance with the results of the knowledge acquired through activities focusing on the entire territory (identification and characterisation) clearly-defined and demarcated ‘landscape units’ should be identified”; “The fundamental stages in the process leading to landscape action are:

- knowledge of the landscapes: identification, description and assessment;
- definition of landscape quality objectives;
- attainment of these objectives by protection, management and planning over a period of time (exceptional actions and measures and ordinary actions and measures);
- monitoring of changes, evaluation of the effects of policies, possible redefinition of choices”; **France’s transfrontier workshop with Spain, 2006:** “A landscape unit corresponds to a number of spatial components, social perceptions and landscape forces which, through their characters, give a particular nature to the area concerned, which is distinguished from adjoining units by a difference in the presence, organisation or form of those characters”. **Catalonia, Act 8/2005 for the protection, management and planning of the landscape:** “Directives which, based on the Landscape Catalogues, set out the proposed landscape quality objectives and incorporate them into the regulation of the partial territorial plans or land master plans”.

European co-operation:

A landscape as an area “as perceived by people”, very seldom fits neatly within the administrative boundaries separating public authorities from each other. The European Landscape Convention takes this continuity of landscapes into account, as well as the fact that the “aim of the Council of Europe is to achieve a greater unity between its members for the purpose of safeguarding and realising the ideals and principles which are their common heritage”. It is in this spirit that Chapter III of the European Landscape Convention is devoted entirely to European co-operation.

Transfrontier co-operation, i.e. between public authorities at local, regional or national level in adjoining countries, is “neighbourhood” co-operation, the purpose of which is to protect, manage and plan, in its geographical and social reality, a single landscape which extends on either side of a border. Such transfrontier co-operation is particularly encouraged by the European Landscape Convention.

The European Landscape Convention has given strong impetus to the development of co-operation between public authorities and civil society (the public, non-governmental organisations, private parties). This co-operation is a logical consequence of implementation of the European Landscape Convention. In practice, all the interested parties are involved in the identification and assessment of landscapes, in the drawing up of landscape quality objectives and in the devising and implementation of landscape policies. This involvement throughout the process naturally extends to close co-operation when action is taken.

Transfrontier landscape programmes, observatories, centres or institutes offer twofold benefits, in that they promote the protection, management and planning of transfrontier landscapes and intensify exchanges of experience and methodologies on a scale appropriate to the landscape reality of the territories concerned. The formation of a network would foster exchanges, not only between different countries, but also between public authorities, scientific bodies and NGOs.

For the purposes of the European Landscape Convention, landscape crosses boundaries between ministerial responsibilities, between different administrative tiers, between scientific disciplines, between professional sectors, between governmental and non-governmental organisations and within civil society. Co-operation may therefore take place within official departments, between scientific disciplines, between specialists from the different professional sectors, between Europeans.

Exchanges of experience and information

In order to carry out this co-operation effectively, the European Landscape Convention provides for **exchanges of experience and information**. One of the Convention’s major innovations is a greater awareness that European landscapes all share the same foundation or have numerous shared foundations in terms of their history and geography, and that they all now face the same challenges.

The European Landscape Convention lays down the principle of collective intelligence in order “to respond to the public’s wish to enjoy high quality landscapes and to play an active part in the development of landscapes”. The diversity of local, territory-specific and social situations has led to an extraordinary diversity of landscapes, although every one of them is part of Europe’s common heritage.

There is a very wide range of theories, methodologies and experiences in the different parts of Europe. The pooling of these experiences, these methodologies and these theories provides food for thought and fuels discussion. Such exchanges may be developed through workshops, networks (of universities, of European NGOs). This is also precisely what L6 is for.

*Also see: **Subsidiarity principle, Competent authorities, Interested parties/Actors concerned***

Sources: **European Landscape Convention, Article 6:** *Landscape “identification and assessment procedures shall be guided by [...] exchanges of experience and methodology”;* **Article 7:** *“Parties undertake to co-operate in the consideration of the landscape dimension of international policies and programmes, and to recommend, where relevant, the inclusion in them of landscape considerations”;* **Article 8:** *“The Parties undertake to co-operate in order to enhance the effectiveness of measures taken under other articles of this Convention, and in particular [...] 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 in particular for training and information purposes; [...] to exchange information on all matters covered by the provisions of the Convention”;* **Article 9:** *“The Parties shall encourage transfrontier co-operation on local and regional level and, wherever necessary, prepare and implement joint landscape programmes”;* **Article 11:** *“Transfrontier local and regional authorities and groupings of local and regional authorities concerned, may apply [for the Landscape award of the Council of Europe] provided that they jointly manage the landscape in question”;* **Guidelines for the implementation of the European Landscape Convention:** *“Transfrontier co-operation is possible not only between neighbouring states but also between neighbouring regions and communities in the same state which have different landscape policies, on the basis either of territorial contiguity or common features”;* *“Information exchange, the circulation of theoretical, methodological and empirical ideas between landscape specialists and learning from these experiences are of fundamental importance in ensuring the social and territorial relevance of the European Landscape Convention and in achieving its objectives”;* **European Outline Convention on Transfrontier Co-operation between Territorial Communities or Authorities:** *“For the purpose of this Convention, transfrontier co-operation shall mean any concerted action designed to reinforce and foster neighbourly relations between territorial communities or authorities within the jurisdiction of two or more Contracting Parties and the conclusion of any agreement and arrangement necessary for this purpose”;* **CEMAT Glossary:** *“Territorial co-operation between national, regional and local authorities is an important element of European integration. It aims at abolishing the negative impacts of national borders on territorial development. According to the territorial scale, a distinction is made between: – Cross-border co-operation which takes place on relatively short distances between areas on both sides of national borders. Cross-border co-operation encompasses all*

types of activities belonging to normal activities of local and regional communities, such as economic development, spatial planning, tourism and recreation, training, transport, environmental protection, etc. Cross-border co-operation concerns also areas such as the Euroregions and, in a number of cases, areas where more than two States are converging (Saar-Lor-Lux region, Upper Rhine Triangle for instance). – Transnational co-operation is a more recent type of territorial co-operation stretching across national borders over large areas (Atlantic Arc, Baltic Sea Region, Western Mediterranean Regions, etc.). Co-operation is more focussed on specific strategic issues, such as networks of metropolitan areas, promotion of the maritime economy of coastal regions, general improvement of accessibility, large-scale measures related to the enhancement of the natural and cultural heritage, etc. – Interregional co-operation is of thematic nature and takes place between regions of different States, sometimes far away from each other, generally without territorial continuity. Interregional co-operation may comprise transfers of know-how and experience, the joint improvement of techniques and methodologies contributing to the development of regions or enterprises, the promotion of long-distance tourism, etc. Interregional co-operation may also take place between regions of the same State, with or without territorial continuity”; **L’Observatoire du paysage Semois – Semoy (Wallonia-France):** The stated aim of the observatory is: *“the preparation of a methodology making better knowledge possible of the mechanisms, factors and stakeholders involved in changing landscapes in the river valley known as the Semois in Belgium and the Semoy in France”.*

Appendix to the Glossary

In order to produce this glossary, the main sources used have been the European Landscape Convention (Florence, 20 October 2000) and the Guidelines for the implementation of the European Landscape Convention (Recommendation CM/Rec(2008)3 of the Committee of Ministers).

A large number of other texts have also been used:

- UNESCO Convention concerning the Protection of the World Cultural and Natural Heritage (Paris, 1972)
- Recommendation R (79) 9 of the Committee of Ministers to member states concerning the identification and evaluation card for the protection of natural landscapes (1979)
- European Outline Convention on Transfrontier Co-operation between Territorial Communities or Authorities (Madrid, 1980)
- Convention for the Protection of the Architectural Heritage of Europe (Granada, 1985)
- Convention on the Law of Treaties between States and International Organisations or between International Organisations (Vienna, 1986)
- Brundtland report, “Our Common Future” (1987)
- European Convention on the Protection of the Archaeological Heritage (Revised) (Valletta, 1992)
- UN Convention on Biological Diversity (Rio de Janeiro, 1992)
- Protocol on the implementation of the Alpine Convention of 1991 relating to the conservation of nature and the countryside (1994)
- Convention on Access to Information, Public Participation in Decision-making and Access to Justice in Environmental Matters (Aarhus, 1998)
- Crop trends and environmental impacts, Eurostat (1999)
- Directive 2001/42/EC of the European Parliament and of the Council on the assessment of the effects of certain plans and programmes on the environment (2001)
- Treaty establishing the European Community (2002)
- Recommendation Rec (2002) 1 of the Committee of Ministers to member states on the Guiding Principles for sustainable spatial development of the European Continent (2002)
- Resolution 128 (2002) of the Congress of Local and Regional Authorities of Europe on the problems of Europe’s countryside (2002)

- Council of Europe Framework Convention on the Value of Cultural Heritage for Society (Faro, 2005)
- CEMAT Glossary of key expressions used in spatial development policies in Europe (2006)
- European Environment Agency, Urban sprawl in Europe – The ignored challenge (2006)
- A revised urban-rural typology – Eurostat regional yearbook (2010)
- Operational Guidelines for the Implementation of the World Heritage Convention (2011)
- Evora Declaration on the European Landscape Convention (Evora, 2011)
- Directive 2011/92/EU of the European Parliament and of the Council on the assessment of the effects of certain public and private projects on the environment (2011)
- Forestry in the EU and the world, A statistical portrait, Eurostat (2011)