



STEERING COMMITTEE FOR CULTURE, HERITAGE AND LANDSCAPE (CDCPP)

CDCPP (2013)29

Strasbourg, 22 August 2013

2nd meeting
Strasbourg, 27-29 May 2013

MEETING REPORT

1. OPENING OF THE MEETING AND ADOPTION OF THE AGENDA BY THE COMMITTEE

The second meeting of the Steering Committee for Culture, Heritage and Landscape (CDCPP) was held in Strasbourg from 27-29 May 2013 with Ms Deiana Danailova (Bulgaria) in the chair. Forty one delegations from the States Parties to the European Cultural Convention took part in the meeting.

The CDCPP adopted the agenda as it appears in Appendix I (p.7). The list of participants can be obtained from the Secretariat.

The Secretariat reminded participants that any major proposals from the CDCPP meeting should be submitted to the Committee of Ministers for approval.

2. INFORMATION FROM THE SECRETARIAT

The CDCPP took note of the presentation by Ms Snežana Samardžić-Marković, Director General of Democracy, which provided information on the Secretary General's priorities for 2014-2015, recent developments in the Secretariat's internal restructuring and the future challenges facing the CDCPP. Overall, changes would give more visibility and coherence to the CDCPP's work programme, which would continue to contribute in a significant way to the core priorities of the Council of Europe. Over the next two years, the three thematic priorities of the Directorate General would be democratic governance and innovation; diversity; participation.

3. CDCPP ACHIEVEMENTS 2012-2013

3.1 Final statement of the 10th Council of Europe Conference of Ministers of Culture "Governance of Culture – Promoting access to Culture", Moscow, 15-16 April 2013

The Committee took note of the oral report on the Ministerial conference by the Director of Democratic Governance, Ms Claudia Luciani. It noted the contents of the final statement of the Ministerial Conference (Appendix II, p.8) and congratulated the Russian authorities on the excellent organisation of the event. A number of delegations underlined the pertinence of the conference theme and stated that democratic governance and participation should indeed be at the focus of the Committee's future work. Finally, the Committee took note of the initiative by the Russian Federation to host a regular meeting in Russia on the follow-up of the 2013 Conference of Ministers of Culture of the Council of Europe and topical issues of European cultural cooperation, including those related to the final statement of the Conference. Some delegations suggested that topical events related to the follow-up of the 10th Ministerial conference on culture could be organised by other member States as well, and recommended to keep these extra-plenary activities as a process open to all member States and their priorities and interests.

3.2 Presentation of the Cultural Policy Review of the Russian Federation

The experts involved in the Cultural Policy Review of the Russian Federation presented the main findings of the exercise that had applied a new methodology of joint work by international and national experts as well as a focus on three regions and three topical policy concerns. A main insight was the recognition of the increasingly complex and diverse society that required cultural policies -not policy- to look more than ever into the future, which naturally included plural and multiple identities. Good use ought to be made of all available cultural resources, and cultural industries should be considered as a major one. The Russian Delegate to the CDCPP commented on the review process and results and the Ministry's dedication to derive at operational outcomes and follow-up, with a possibility of enlarging the review to additional regions and further sharpening recommendations. The Committee welcomed the conclusion of the Cultural Policy Review of the Russian Federation, congratulated the Russian authorities and the joint expert team on the achievement, expressed its interest in learning about the follow-up given to the report at national level and finally invited the Russian authorities to report back in this respect at the CDCPP's 2015 Plenary Session.

3.3 Presentation of the Cultural Policy Review of Turkey

The Delegates from Turkey to the CDCPP presented a comprehensive progress report on the Review exercise that started in 2009 and included a large number of cities/regions and covered a wide range of cultural policy issues. The national background report still required a small number of additions. The Rapporteur of the expert team presented an overview of the main issues dealt with by the experts' report and some impressions on the country visits. The Committee welcomed the progress made on the Turkish Cultural Policy Review and expressed its interest in a swift conclusion of the exercise. In line with the Turkish suggestion, it requested the Turkish Authorities to finalise the national background report by autumn 2013 at the latest in order to present it at the next meeting of the CDCPP Bureau.

3.4 Report on the implementation of the Programme of activities in 2012-2013

The Committee examined document CDCPP(2013)11 and took note of the substantial list of activities and outcomes in 2012-2013 in relation to the CDCPP's terms of reference. The Committee asked the Secretariat to present in the next progress report additional information on activities carried out by the Partial Agreements.

3.5 Conventions follow-up:

- Report and conclusions of the European Landscape Convention's Conference

Mrs Maria José Festas, Chair of the 7th Council of Europe Conference on the European Landscape Convention and Vice-Chair of the CDCPP, presented the Conclusions of the 7th Conference (Strasbourg, 26-27 March 2013). The Committee decided – according to Article 10 of the European Landscape Convention – to transmit them to the Committee of Ministers, with a view to their taking note (Appendix III, p.10).

- Landscape Award of the Council of Europe

In line with the proposals of the International Jury of the Council of Europe Landscape Award of the European Landscape Convention (Strasbourg, 16-17 May 2013), the Committee expressed its appreciation for the important work done by the Parties to the European Landscape Convention at national level to select projects for the Landscape Award of the Council of Europe. Delegates recognised the great value of the eighteen nominations presented in this respect, which all consider the landscape as an area whose character is the result of the action and interaction of natural and human factors that have allowed measures to be taken aimed at the protection, management and planning of landscapes according to the provisions of the European Landscape Convention.

The Committee proposed:

- attributing the Council of Europe Landscape Award of the European Landscape Convention for the 3rd Session 2013 to: "Preserving ecological value in the landscape of the Szprotawa river valley, Lower Silesian Association of Landscape Parks, Poland" (Appendix IV, p.21).
- attributing special mentions to the following three nominations:
 - i) The rebirth of Alto Belice Corleonese through recovery of land confiscated from the mafia organisations, Libera Association names and number against the Mafia, Italy (special mention for strengthening democracy);
 - ii) U-parks. U-turn we love, Utena district Municipality, Lithuania (special mention for giving attention to the urban landscape as a common good);
 - iii) The Gate of Gornje Podunavlje, NGO 'Podunav' Backi Monostor, Serbia (special mention for contributing to European ideals)
- **Action Plan for the promotion of the Faro Framework Convention on the Value of Cultural Heritage for Society**

The Committee took note of the proposed Action Plan which was supported by member States. The Action Plan proposes follow-up actions for the Framework Convention on the Value of Cultural Heritage for Society and emphasises the innovative and modern nature of the Convention and its principles. The spirit of the Convention reflects several priority issues for the Organisation, such as participatory democracy. The main objectives of the actions implemented by the Secretariat were, firstly, to construct gradually a far-reaching message, and secondly to gather information on what is already being done in the member States, in order

to provide tangible examples of the scope of activities coming under the framework convention, whether these examples refer consciously or not to Faro. It should be noted that some member States highlighted certain constraints and legal difficulties that are currently being analysed and which prevent them from engaging at this stage. For this reason, these member States suggested referring to the "spirit of Faro" rather than the Faro Convention since it has not been signed and ratified by the countries concerned. Various actions, including the production of a series of brochures would in the forthcoming months promote the implementation of concrete initiatives and encourage further support from member States. The "Marseille Forum on the social value of heritage and the value of heritage for society" to be held on 12-13 September would be a key moment. Offers to host further events in 2014 were proposed by the Belgian delegate (Walloon region) and the Slovak Republic. The Committee asked to be kept informed of the progress of work on the Faro Convention over the next few months.

- **Meeting Report and Action Plan of the Standing Committee of the European Convention for the Protection of the Audiovisual Heritage (EAHC)**

The Committee took note of the report of the meeting of the Standing Committee of the European Convention for the Protection of the Audiovisual Heritage and the results of a recent survey with CDCPP members. The Convention currently had 18 signatures and 8 ratifications. More were desirable, although the results of the survey also reported some legal and financial constraints that were preventing engagement. There was a brief exchange on the monitoring of this Convention. The Secretariat explained that an existing Council of Europe tool, i.e. the Compendium Cultural Policy Information and Monitoring system (www.culturalpolicies.net) was being used for monitoring of the Convention. The respective function within the Compendium may be further optimised. Given the importance of current digitisation processes for culture and cultural heritage, the role of the Convention for the Protection of the Audiovisual Heritage could also be seen under this aspect and in the light of the follow-up on the Moscow Ministerial Conference.

3.6 Draft Recommendations for adoption by the Committee of Ministers

The Committee decided to transmit the following draft recommendations to the Committee of Ministers for adoption:

- i) Draft Recommendation Rec(2013).. of the Committee of Ministers to member States on intercultural integration (Appendix V, p.23)

The Draft recommendation reflects the knowledge and experience generated during the Intercultural cities pilot (2008-2012). Its purpose is to bring to the attention of member States the intercultural integration approach to managing diversity at the local level which translates into specific policies and participatory mechanisms. This approach, based on dozens of Council of Europe texts, research findings and the analysis of practice of a wide range of cities, has been adopted by over 60 cities in Europe and beyond. The Draft Recommendation calls upon member States to encourage the implementation of the intercultural integration model at the local level and support the setting up of city networks for the exchange of experience and learning in this respect. It also asks them to take the intercultural integration model into account while revising and further developing national migrant integration policies, or policies for intercultural dialogue and diversity management. The Draft Recommendation was supported by the Committee with a minor amendment.

- ii) Draft Recommendation Rec(2013).. of the Committee of Ministers to member States on the European Landscape Convention Information System and its Glossary (Appendix VI, p.84)

According to the perspectives for 2012-2013 for the European Landscape Convention, the "Template information Grid for the presentation of Landscape policies in the member States of the Council of Europe" and Glossary of the Information System on the European Landscape Convention were prepared and tested by the Members of the Group of Experts for the establishment of the Information System on the European Landscape Convention.

The 7th Council of Europe Conference on the European Landscape Convention (Strasbourg, 26-27 March 2013) approved the draft Recommendation of the Committee of Ministers to member States on the European Landscape Convention Information System and its Glossary and decided to forward it to the CDCPP with a view to its adoption by the Committee of Ministers.

The Committee approved the draft Recommendation of the Committee of Ministers on the European Landscape Convention Information System and its Glossary, with an amendment mentioning that it was addressed to the Parties to the Convention.

- iii) Draft Recommendation Rec(2013).. of the Committee of Ministers to member States on landscape and education at primary and secondary school (Appendix VII, p.108)

The 7th Council of Europe Conference on the European Landscape Convention considered Article 6 of the Convention on education which states that *“Each Party undertakes to promote: ... school ... courses which, in the relevant subject areas, address the values attaching to landscapes and the issues raised by their protection, management and planning”*, took note with great interest of the report *“Landscape and education”* and approved the draft Recommendation CM/Rec(2013)... of the Committee of Ministers to member States on landscape and education at primary and secondary school, and decided to forward it to the CDCPP with a view to its adoption by the Committee of Ministers.

The Russian Federation reserved its position regarding points i) and iii).

3.7 Enlarged Partial Agreement (EPA) on Cultural Routes

The Committee:

- thanked the Chair of the EPA for her interesting presentation;
- noted that strong support from member States was needed in order for the EPA to be confirmed at the end of the pilot phase in December 2013; for this purpose a new draft progress report will be submitted to the Governing Board by September 2013;
- took note of the decisions of the Governing Board of the EPA concerning the 2012-2013 evaluation cycle;
- approved the decisions concerning the certification of two new cultural routes: “In the footsteps of the Huguenots and Waldensians” and the “European Route of Megalithic Culture”.

4. REFLECTIONS ON FUTURE ACTIVITIES

4.1 Contribution of the CDCPP to the objectives and priorities of the Council of Europe

The Committee held an exchange of views on document CDCPP(2013)19 and proposed some revisions to the text. Although the document was not for adoption, it was considered very useful as “food for thought” and could be used as a strategic framework for the 2014-2015 programme of work. The future shape of the Committee would have to reflect the need to operate efficiently, transversally and in a thematically focused manner. In this regard, many delegations expressed support for the Secretariat’s proposals concerning future working methods of the CDCPP and the structure of its plenary sessions.

4.2 Proposal for a draft Programme of work for 2014-2015

The Committee held an exchange of views on the activities for the next biennium, based on document CDCPP(2013)20 presented by the Secretariat as a functional action scheme organised under three main entries, namely: principles and values, policies, and field actions. The aim of the document was not to present an exhaustive list of proposed activities, but a well-developed roadmap for the future work programme.

A Declaration on the European Heritage Network and HEREIN information system, signed by 26 delegations, was presented to the Plenary with a request to the Secretariat to append it to the meeting report (Appendix VIII, p.112).

Mrs Liv Kirstine Mortensen, Chair of the Council of Europe Conference on the European Landscape Convention, as well as numerous other Delegations, considered the cultural, heritage and landscape diversity as a basis of the European identity and underlined the importance to consider the European Cultural Convention, the European Landscape Convention and the Faro Convention as key conventions for successful ‘living together’, improving the quality of life and the access to democratic participation of European people.

Twenty six delegations, of which twenty two representing member States and four representing observer organisations, endorsed the Joint Declaration proposed by the French delegate, Mrs Aurélie Franchi, on behalf of France, Belgium, Portugal, Switzerland, Hungary and Italy, asking that the proposed “Draft Programme of Work Programme 2014-2015” [document CDCPP(2013) 20] take into consideration the joint position presented in Appendix VIII (p.112).

The Committee warmly thanked Mrs Sanja Ljeskovic Mitrovic, Deputy Minister of Sustainable Development and Tourism of Montenegro, Vice-chair of the Conference of the European Landscape Convention, for the proposal to hold the 13th Council of Europe meeting of the Workshops on the implementation of the European Landscape Convention and International CEMAT Symposium on “*The future of the territories, landscape identification and assessment: an exercise in democracy*”, in Montenegro on 2-3 October 2013.

The Committee expressed the wish that the European Landscape Convention appear on the Council of Europe Portal on Democracy.

The Committee endorsed the draft 2014-2015 work overview with the following comments on actions to be incorporated:

- i) the follow-up to the Final Statement of the 10th Council of Europe Conference of Ministers of Culture (Appendix II, p.8)
- ii) the report and conclusions of the 7th Council of Europe Conference on the European Landscape Convention (Appendix III, p.10)
- iii) the Declaration of 26 Delegations on the HEREIN information system (Appendix VIII, p.112)
- iv) the Joint Declaration, presented by some member States and approved by the Committee, on the European Landscape Convention work programme (Appendix IX, p.113).

5. REQUEST FOR OBSERVER STATUS FROM THE “ASSOCIATION INTERNATIONALE DU RESEAU EUROPEEN DU PATRIMOINE”

Mrs Gislaine Devillers (Belgium) introduced the request for observer status on behalf of the President of the *Association internationale du réseau européen du patrimoine*, Mr Pierre Paquet. The Committee unanimously agreed to grant observer status to the Association.

6. ELECTIONS

The CDCPP elected

- Ms Erminia Sciacchitano (Italy) as Chair of the Committee for the period 2013-2014;
- Ms Arev Samuelyan (Armenia) as Vice Chair for the period 2013-2014;
- Ms Sanja Ljeskovic Mitrovic (Montenegro) as member of the Bureau for the period 2013-2015;
- Mr Irakli Metreveli (Georgia) as member of the Bureau for the period 2013-2014 (to complete the term of office of Ms Erminia Sciacchitano).

7. MISCELLANEOUS

The delegate from Azerbaijan informed the Committee about the Forum on intercultural dialogue in Baku from 30 May to 1 June, entitled “Living together peacefully in a diverse world”.

8. ADOPTION OF THE LIST OF DECISIONS

The Committee adopted the list of decisions (Appendix X, p.115).

In view of the current evaluation of the Council of Europe’s steering committees, the Committee agreed that the dates of any CDCPP meeting next year could only be decided at the Bureau meeting in autumn; subject to a Committee of Ministers’ decision regarding the possible continuation of the Committee and any revision of its terms of reference.

A P P E N D I X I

Agenda 2nd meeting of the CDCPP Strasbourg, 27-29 May 2013

1. OPENING OF THE MEETING

2. INFORMATION FROM THE SECRETARIAT

3. CDCPP ACHIEVEMENTS 2012-2013

- 3.1 Final statement of the Moscow Ministerial Conference, 15-16 April 2013
- 3.2 Presentation of the Cultural Policy Review of the Russian Federation
- 3.3 Presentation of the Cultural Policy Review of Turkey
- 3.4 Report on the implementation of the programme of activities in 2012-2013
- 3.5 Conventions follow-up:
 - Report and conclusions of the European Landscape Convention's Conference
 - Landscape Award of the Council of Europe
 - Action Plan for the promotion of the Faro Framework Convention on the Value of Cultural Heritage for Society
 - Meeting Report and Action Plan of the Standing Committee of the European Convention for the Protection of the Audiovisual Heritage (EAHC)
- 3.6 Draft Recommendations for adoption by the Committee of Ministers
 - Draft Recommendation of the Committee of Ministers to member States on intercultural integration
 - Draft Recommendation of the Committee of Ministers to member States on the Information System of the European Landscape Convention and its Glossary
 - Draft Recommendation of the Committee of Ministers to member States on the landscape and education at primary and secondary school
- 3.7 Enlarged Partial Agreement (EPA) on Cultural Routes
 - Presentation of the activities by the Chair of the EPA
 - Decisions of the EPA Governing Board concerning the 2012-2013 evaluations

4. REFLECTIONS ON FUTURE ACTIVITIES

- 4.1 Contribution of the CDCPP to the objectives and priorities of the Council of Europe
- 4.2 Proposal for a draft Programme of work for 2014-2015

5. REQUEST FOR OBSERVER STATUS FROM THE "ASSOCIATION INTERNATIONALE DU RESEAU EUROPEEN DU PATRIMOINE"

6. ELECTIONS OF THE CHAIR, VICE-CHAIR AND MEMBERS OF THE BUREAU

7. MISCELLANEOUS

8. ADOPTION OF THE LIST OF DECISIONS

9. CLOSE OF THE MEETING

APPENDIX II

Final Statement of the 10th Council of Europe Conference of Ministers of Culture (Moscow, 16 April 2013)

Faced with immense economic, social and cultural challenges, we, Ministers responsible for Culture, meeting in Moscow from 15 to 16 April 2013, need to mobilise the assets that assure the vitality of the cultural sector and:

- Affirm our commitment to the fundamental values of human rights, democracy and the rule of law, as the basis of the Council of Europe, for all our policies and decision-making in the areas of culture and participation in cultural life;
- Acknowledge the Council of Europe's position as a unique pan-European organisation for intergovernmental co-operation in the field of culture, and its role in promoting and setting standards of democratic governance;
- Stress the importance of access to culture and participation in cultural life for enhancing democratic citizenship and social cohesion, and as a significant factor for cultural diversity, cultural exchange and dialogue, thus contributing to democratic stability, sustainable development and in line with the Council of Europe's White Paper on Intercultural Dialogue "Living together as equals in dignity";
- Insist on the need to reflect on the consequences of changes in cultural production, consumption and in the means by which culture is diffused, especially through the digital revolution, which influence strongly the cultural environment;
- Underline the need to promote free access to culture, participation in cultural life and freedom of cultural expression and creation¹ and to promote creativity and cultural diversity. The creation of cultural works must be more than ever recognised as a major stake as it contributes to Europe's creative radiance in the world as well as its prosperity;
- Stress the importance of the digital revolution which remains crucial to the viability of creation and cultural diversity. Europe without modern and ambitious copyright law would be a continent condemned to consume imported and standardised contents, neglecting the European cultural heritage and thus no longer renewing or enriching it.

We agree to advance together in synergy within the Council of Europe to strengthen access to culture and participation in cultural life, also taking into account cultural diversity and the possibilities and challenges of the digital technologies, and to enhance the contribution of culture to democracy and democratic governance – within the budget realities of the Council of Europe – by:

- Fostering cultural policies that promote free access to culture, freedom of cultural expression and creation, as well as a multi-level governance perspective (which involves regional and local authorities) and multi-stakeholder approach (in which civil society, including independent cultural organisations, and other private/business players are involved alongside governments);
- Developing cultural policies that take into account the diversity of cultural traditions across Europe, break down barriers of misunderstanding and prejudice, and seek to foster greater tolerance and appreciation of different national and regional perspectives as well as exchanges among them;
- Adapting cultural policies to a changing social and economic environment, including demographic changes, challenges triggered by the economic crisis and opportunities offered by the new digital technologies for access to culture and for cultural diversity.

¹ *In line with the European Convention on Human Rights*

We invite the Council of Europe, in the framework of the implementation of the Warsaw Declaration and the Action Plan of the Third Summit of the Council of Europe² and in close co-operation with its partners:

- To encourage respect for our common cultural heritage and diversity; to favour dialogue on the role of culture in contemporary Europe; to define means to support diversity and artistic creation; to defend culture as a vector for values; to facilitate access to cultural creations and heritage by promoting cultural activities and exchanges;
- To launch a medium-term working process that should include work on indicators of the impact of cultural activities on democracy as well as the economic efficiency of financing culture in order to improve the effectiveness of cultural policies, to map related trends and developments at pan-European level with special regard to access to and participation in culture and help generate harmonised national and European surveys;
- To offer a platform for the exchange of experiences and good practices for policy makers, for co-operation for practitioners and civil society, on the impact of digitisation on culture and to study common European orientations for promoting – in full respect of the rights and freedoms guaranteed by the European Convention for Human Rights, and of cultural diversity, especially on the Internet – the democratic governance of culture by ensuring, in particular, citizens' access to, and participation in, culture in the digital era.
- To hold in-depth debates and exchange opinions on the progress achieved in the area of access to culture and freedom of cultural expression and creation;
- To integrate these topics in the measurable and outcome-oriented Council of Europe co-operation activities for the upcoming biennium;
- To agree to advance in synergy with international partners, including the UNESCO, the OECD and the European Union, in cultural co-operation matters and further develop such co-operation in the framework of existing and forthcoming programmes;
- To develop all of these initiatives in such a way that their implementation and concrete results can be evaluated.

We, Ministers responsible for Culture, warmly thank the Russian Federation for having organised this conference.

² With specific regard to the Warsaw Declaration's and the Action Plan's provisions concerning fostering European identity and unity, based on shared fundamental values, respect for our common heritage and cultural diversity as well as fostering dialogue on the role of culture in contemporary Europe, defining ways to support diversity and artistic creativity, defending culture as a purveyor of values, enhancing access to cultural achievements and heritage by promoting cultural activities and exchanges.

APPENDIX III

Conclusions of the Report of the 7th Council of Europe Conference on the European Landscape Convention

*Conference organised under the auspices of the Andorran Chairmanship
of the Committee of Ministers of the Council of Europe*

Council of Europe
Palais de l'Europe, Strasbourg
26-27 March 2013

The participants at the 7th Council of Europe Conference on the European Landscape Convention, organised under the auspices of the Andorran Chairmanship of the Committee of Ministers of the Council of Europe representatives of governments and with the participation of non-governmental organisations, held at the Palais de l'Europe, Strasbourg on 26 and 27 March 2013,

Thanked the Andorran Chairmanship of the Committee of Ministers, the Committee of Ministers and the Secretary General of the Council of Europe for their support for the implementation of the European Landscape Convention,

Considered the importance of the European Landscape Convention as a means of implementing the prime objectives of the Council of Europe in the field of human rights, democracy and the rule of law and to deal with the main problems facing the society today,

Asked to the Steering Committee for Culture, Cultural Heritage and Landscape (CDCPP) – according to the Article 10 of the European Landscape Convention on “ Monitoring of the implementation of the Convention” which states that “Following each meeting of the Committees of Experts, the Secretary General of the Council of Europe shall transmit a report on the work carried out and on the operation of the Convention to the Committee of Ministers” –, to forward the present Conclusions and Report of the Conference³ to the Committee of Ministers, in view of taking note and deciding on the follow-up to be given.

IMPLEMENTATION AND MONITORING OF THE EUROPEAN LANDSCAPE CONVENTION

Considering the following items, the participants at the Conference:

1. Status of the Convention

- *welcomed* the high degree of support shown by Council of Europe member States for the European Landscape Convention, which at present has been ratified by 38 States of the Organisation and signed by a further two member States;
- *expressed* the wish that all the Council of Europe member States could sign and ratify the European Landscape Convention as soon as possible.

2. General activity report on the European Landscape Convention and status of signatures and ratifications

[Document CEP-CDCPP (2013) 2]

- *took note* with satisfaction of the General activity report on the European Landscape Convention and welcomed the work carried out to promote implementation of the Convention (<http://www.coe.int/EuropeanLandscapeConvention>), and expressed its satisfaction at the continuation of activities, in accordance with the Work Programme.

³ Link Report [CEP-CDCPP (2013) 12E] and Addendum to the Report (Appendices) [CEP-CDCPP (2013) 12E Add.] of the 7th Council of Europe Conference on the European Landscape Convention (26-27 March 2013):
http://www.coe.int/t/dg4/cultureheritage/heritage/Landscape/ReunionConf/Conf_en.asp

3. Actions carried out by the Parties to the European Landscape Convention at national, regional and local levels for its implementation and addresses from representatives of States non Parties to the Convention
[Document CEP-CDCPP (2013) 3]

– *took note* with interest of the interventions and addresses of the delegations of the States present at the Conference:

- addresses from representatives of States Parties to the Convention: Belgium, Croatia, Cyprus, Czech Republic, Finland, France, Greece, Hungary, Ireland, Latvia, Lithuania, Moldova, Montenegro, Norway, Poland, Portugal, Serbia, Slovak Republic, Slovenia, Sweden, Switzerland, “the former Yugoslav Republic of Macedonia”, Turkey, Ukraine and the United Kingdom,

- Joint Statement on “*The Council of Europe activities within Landscape and Spatial Planning*” from representatives of States Parties and Signatory to the Convention: Finland, Norway, Sweden and Iceland,

- addresses from representatives of States non Parties to the Convention: Estonia, Russian Federation;

– *noted* that the European Landscape Convention was already generating major progress in landscape policies in many Council of Europe member States at national, regional and local level.

4. Landscape policies in the Member States of the Council of Europe
[Document CEP-CDCPP (2013) 5]

– *took note* with great interest of the landscape policies in the Member States of the Council of Europe, presented on the basis of a document addressed by the Secretariat of the Council of Europe to the representatives of the Member States;

– *noted* that the information collected will be updated, completed and adapted; according to the data presented by the Parties to the Convention in the Information System of the European Landscape Convention – L6 presently being established;

– *considered* that the Council of Europe Information System on the European Landscape Convention will replace the current presentation of the national reports.

5. Classification of the Council of Europe conventions

– *expressed* the wish that the Convention should be reclassified among the key conventions of the Council of Europe, considering the numerous signatures and ratifications of the European Landscape Convention by the Member States of the Council of Europe and the importance of the Convention for the priorities of the Council of Europe for human rights and democracy.

6. Presentation of the 1st phase of the European Landscape Convention Information System and of its Glossary
[Document CEP-CDCPP (2013) 4]

– *thanked* the members of the Group of Experts on the Information System on the European Landscape Convention and its Glossary for the important work done to prepare this first phase of the Council of Europe Information System on the European Landscape Convention - L6, and warmly thanked France and Switzerland for their financial support;

– *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, Cultural Heritage and Landscape (CDCPP) in view of its adoption by the Committee of Ministers;

– *approved* to start an enlarged testing phase of the L6 involving all the Member States, Parties and Signatory States;

– *expressed* the wish to pursue the work for the establishment of the Information System of the European Landscape Convention by preparing an improved the 2nd phase and proposed to the Member States of the Council of Europe, Parties to the European Landscape Convention and Signatory States to complete and support the establishment of the Council of Europe’s Information System on the European Landscape Convention.

7. Conclusions of the Council of Europe Meetings of the Workshops on the implementation of the European Landscape Convention

[http://www.coe.int/t/dg4/cultureheritage/heritage/Landscape/Publications_en.asp]

7.1. 10th Workshops on “Multifunctional landscape”, Evora, Portugal, 20-21 October 2011

[Document CEP-CDCPP (2013) 6]

– *thanked* warmly the General Directorate of Territorial Development of Portugal, for its co-operation with the Council of Europe in the organisation of the event;

– *took note* also with great interest of the ‘Evora Declaration on the European Landscape Convention’ adopted on the occasion of the 10th Council of Europe Meeting of the Workshops for the implementation of the European Landscape Convention, held on 20-21 October 2011 in Evora, Portugal;

– *noted* that the proceedings of the meeting will be published in the Council of Europe “*European Spatial Planning and Landscape*” Series, 2013, No 96.

7.2. 11th Workshops on “Council of Europe Landscape Award Forum of National Selections Sessions 2008-2009 and 2010-2011”, Carbonia, Italy, 4-5 June 2012

[Document CEP-CDCPP (2013) 7]

– *warmly thanked* the Government of Italy – Ministry for Cultural Heritage and Activities of Italy, the Region of Sardinia, the Province of Carbonia Iglesias and the Municipality of Carbonia, for their co-operation with the Council of Europe in the organisation of the event;

– *took note* of the Conclusions of the 11th Council of Europe Meeting of the Workshops for the implementation of the European Landscape Convention “*Council of Europe Landscape Award Forum of National Selections Sessions 2008-2009 and 2010-2011*” held in Carbonia, Sardinia, Italy, on 4-5 June 2012);

– *asked* to the CDCPP to consider delivering them to the Committee of Ministers for further note taking;

– *noted* that the proceedings of the meeting will be published in the Council of Europe “*European Spatial Planning and Landscape*” Series, 2013, No 98.

7.3. 12th Workshops on “Vision for the future of Europe on territorial democracy: Landscape as a new strategy for spatial planning... Another way to see the territory involving civil society...”, Thessalonica, Greece, 2-3 October 2012

[Document CEP-CDCPP (2013) 8]

– *warmly thanked* the Ministry of Environment, Energy and Climate Change of Greece, for its cooperation with the Council of Europe in the organisation of the event;

– *took note* of the Report of synthesis and of the Conclusions of the 16th International CEMAT Symposium and 12th Council of Europe Meeting of the Workshops for the implementation of the European Landscape Convention on “*Vision for the future of Europe on territorial democracy: landscape as a new strategy for spatial planning... Another way to see the territory involving civil society...*” held in Thessalonica, Greece, on 2-3 October 2012;

– *asked* to the CDCPP to consider delivering them to the Committee of Ministers for further note taking;

– *considered* the interest of the cooperation established with CEMAT for the organisation of this Workshop, held together with the 16th International CEMAT Symposium, and expressed the wish that this experience could be repeated, either with CEMAT or with other committees or projects of the Council of Europe;

– *noted* that the proceedings of the meeting will be published in the Council of Europe “*European Spatial Planning and Landscape*” Series, 2013, No 99.

8. Presentation of the actions carried out by international governmental and non-governmental institutions and organisations dedicated to the implementation of the European Landscape Convention

[Document CEP-CDPATEP (2013) 3 bis]

– *welcomed* the support from international governmental and non-governmental institutions and organisations and their activities dedicated to the implementation of the European Landscape Convention.

9. Future Council of Europe Meeting of the Workshops on the implementation of the European Landscape Convention

9.1. 13th Council of Europe Meeting of the Workshops on the implementation of the European Landscape Convention on “*The future of the territories, landscape identification and assessment: an exercise in democracy*”, Montenegro, 2-3 October 2013

– *warmly thanked* the Government of Montenegro for its proposal to held the 13th Council of Europe meeting of the Workshops on the implementation of the European Landscape Convention on “*The future of the territories, landscape identification and assessment: an exercise in democracy*”, in Montenegro, on 2-3 October 2013.

10. Council of Europe thematic reports on the European Landscape Convention

[Landscape and sustainable development: challenges of the European Landscape Convention

http://www.coe.int/t/dg4/cultureheritage/heritage/Landscape/Publications/PaysageDeveloppement%20_en.pdf

Landscape facets: Reflections and proposals for the implementation of the European Landscape Convention

http://www.coe.int/t/dg4/cultureheritage/heritage/Landscape/Publications/Facettes_en.pdf]

– *welcomed* the two publications: “*Landscape and sustainable development: challenges of the European Landscape Convention*” and “*Landscape facets: Reflections and proposals for the implementation of the European Landscape Convention*”, by the Council of Europe Publishing, which is a compilation of reports made by Council of Europe experts over recent years.

10.1. Report on “*Landscape education*”

[Document CEP-CDCPP (2013) 9]

– *considered* Article 6 of the Convention on education which states that “*Each Party undertakes to promote: ... school ... courses which, in the relevant subject areas, address the values attaching to landscapes and the issues raised by their protection, management and planning*”,

– *took note* with great interest of the report “*Landscape and education*”, produced under the Council of Europe’s work programme on the European Landscape Convention with the support of the Swiss Federal Office of the Environment and the Minister of Tourism and Environment of Andorra, and in particular its conclusions;

– *decided* to publish it in a Council of Europe publication of reports made by experts consultants of the Organisation on the European Landscape Convention;

– *approved* the draft Recommendation CM/Rec(2013)... of the Committee of Ministers to Member States on the landscape and education at primary and secondary school (as it figures in Appendix 10 to this report) and decided to forward it to the Steering Committee for Culture, Cultural Heritage and Landscape (CDCPP) in view of its adoption by the Committee of Ministers.

10.2. Report on “*Landscape and leisure*”

[Document CEP-CDCPP (2013) 10]

– *took note* with great interest of the report “*Landscape and leisure*”, produced under the Council of Europe’s work programme on the European Landscape Convention, and in particular its conclusions;

– *decided* to publish it in a Council of Europe publication of reports made by experts consultants of the Organisation on the European Landscape Convention.

11. Proceedings of the Celebration of the Tenth Anniversary of the opening for signature of the European Landscape Convention

[<http://www.coe.int/t/dg4/cultureheritage/heritage/Landscape/Publications/ActesFlorence.pdf>]

– welcomed the publication of the Proceedings of the Celebration of the Tenth Anniversary of the opening for signature of the European Landscape Convention in the Council of Europe publishing.

12. Futuropa Magazine, for a new vision of landscape and territory, on “Landscape and public space”

[http://www.coe.int/t/dg4/cultureheritage/heritage/Landscape/naturopa_en.asp]

– welcomed the coming publication of the issue of the magazine “Futuropa: for a new vision of landscape and territory”, focusing on the European Landscape Convention, entitled “Landscape and public space”, No. 3, 2013.

13. Presentation of the Report

“The Council of Europe Conference of Ministers responsible for Spatial/Regional Planning (CEMAT), considering landscape with its heritage values”

[16CEMAT-CHF 94 (2012) 3E]

– took note with interest of the Report “The Council of Europe Conference of Ministers responsible for Spatial/Regional Planning (CEMAT), considering Landscape with its Heritage Values” prepared at the request of the Secretariat General of the Council of Europe by Mr Audun MOFLAG, former representative of Norway at the Committee of Senior Officials of the CEMAT and Council of Europe Conference on the European Landscape Convention in the capacity of Expert Consultant;

– decided to forward it to the Steering Committee for Culture, Cultural Heritage and Landscape (CDCPP) in view of its transmission for information to the Committee of Ministers, considering its great reference value and usefulness for the future work;

– asked the Secretariat to prepare a leaflet based on the report.

14. Council of Europe Landscape Award – Third Session 2013

[http://www.coe.int/t/dg4/cultureheritage/heritage/Landscape/Publications/LandscapeAwards_en.pdf]

[Document CEP-CDCPP (2013) 11]

– took note of the following information elements:

- according to the Resolution CM/Res(2008)3 on the rules governing the Landscape Award of the Council of Europe and in the framework of the organisation of the 3rd Session of the Landscape Award of the Council of Europe, the Parties to the Convention were invited to present through the Permanent Representatives of the Parties to the Convention by 15 December 2012 / 25 January 2013 the applications to the General Secretariat of the Council of Europe;

- the Secretary General of the Council of Europe received 18 application files from the following Parties: Belgium, Czech Republic, Finland, France, Hungary, Ireland, Italy, Latvia, Lithuania, the Netherlands, Poland, Portugal, Romania, Serbia, Slovakia, Slovenia, Spain, United Kingdom;

- an international jury being set up as a subordinate body of the committees of experts referred to in Article 10 of the Convention will meet on May 2013 in order to examine the applications and propose the award and possible special mentions; Ms Mireille DECONINCK was elected by the CDCPP as its representative in the Jury (Decision of the CDCPP at its 1st Plenary Session, Strasbourg, 14-16 May 2012, CDCPP (2012) 35 REV., Item 5.4.2);

- at its 2nd Meeting (Strasbourg, 27-29 May 2013) the CDCPP will examine the proposals of the jury and forward its proposals concerning the award winner, and, wherever appropriate, special mentions, to the Committee of Ministers;

- in the light of the proposals of the CDCPP, the Committee of Ministers shall grant the award and any special mentions;

- the award and the special mentions shall be presented by the Secretary General of the Council of Europe, with the participation of the President of the CDCPP and of the President of the Council of Europe Conference on the European Landscape Convention, or their representatives at a public ceremony;

- a presentation of the whole candidatures appears on the Council of Europe Website of the European Landscape Convention, in a new section devoted to the Council of Europe Landscape Award;

- the candidatures which were awarded or recognised with special mentions will be presented at the 13th Council of Europe Meeting of the Workshops on the European Landscape Convention.

- *noted* that the Resolution CM/Res(2008)3 on the rules governing the Landscape Award of the Council of Europe (Adopted by the Committee of Ministers on 20 February 2008 at the 1018th meeting of the Ministers' Deputies) was translated namely in Armenian, Czech, Croatian, Finish, Hungarian, Italian, Latvian, Polish, Portuguese, Russian, Slovakian and Swedish, and invited the Parties to the Convention to translate it into their national language(s) and to communicate the text to the Secretariat in view of inserting the translated versions in the Council of Europe European Landscape Convention website.

15. Elections of the future Chair and future Vice-Chair of the Conference

The Parties to the Convention unanimously elected:

- Mrs Liv Kristine MORTENSEN (Norway) as Chair of the Conference of the European Landscape Convention;
- Mrs Sanja LJESKOVIC MITROVIC (Montenegro) as Vice-chair of the Conference of the European Landscape Convention.

16. Working Programme

The participants at the Conference:

- *were informed* of the organisational restructuring undergone by the Secretariat of the Council of Europe;
- *expressed* its conviction that in the framework of the reform of the Council of Europe, due consideration must be given to the importance of landscape policies in their role to promote human rights, democracy and the rule of law;
- *considered* the need to continue the organisation of the Council of Europe Conferences on the European Landscape Convention, the meetings of the Council of Europe Workshops on the implementation of the European Landscape Convention, the establishment of the Council of Europe Information System on the implementation of the Convention - L6, the holding of Groups of Experts when necessary and adequate, and the preparation of thematic reports, in accordance with the work programmes;
- *expressed* its willingness to participate in joint activities with other structures of the Council of Europe, considering also that the European Landscape Convention should be given more importance and visibility in existing projects and activities of the Council;
- *warmly* thanked the Government of Montenegro for hosting the 13th Council of Europe meeting of the Workshops on the implementation of the European Landscape Convention on "*The future of the territories, landscape identification and assessment: an exercise in democracy*", in Montenegro, on 2-3 October 2013;
- *warmly* thanked the Government of Turkey for hosting the 14th Council of Europe meeting of the Workshops on the implementation of the European Landscape Convention on "*Landscape and economy*", in Turkey in 2014.

17. Perspective for the future

Considering the importance of Council of Europe Conferences on the European Landscape Convention as a forum for dialogue and co-operation based on the Working programme of the Convention and in view of the preparation of the 8th Council of Europe Conference on the implementation of the European Landscape Convention in 2015,

the Parties expressed the wish that:

- the Committee of Ministers of the Council of Europe would take note of this and to make sure that the biennial Conferences be included in the mandate of the steering committees concerned;
- the Council of Europe Workshops on the implementation of the European Landscape Convention should be organised once a year;

- the Information System of the European Landscape Convention - L6 should continue to be set up and developed in order to allow for an active follow-up of the Convention and of the Members States landscape's policies, to encourage the exchange of information between the parties and to promote the value of landscape for Europeans;
- the number of signatures and ratifications of the Convention should be increased, and the representatives of States, local and regional authorities and non-governmental organisations should be mobilised to this end.

The Parties decided to endorse the Joint Statement on “*The Council of Europe activities within Landscape and Spatial planning*” from representatives of States Parties to the Convention and Signatory of the Convention: Finland, Iceland, Norway and Sweden and to include it in the Appendix to these conclusions.

* * *

The Conference warmly thanked Mrs Maria José FESTAS for her substantial contributions in support of the implementation of the European Landscape Convention during all these years.

* * *

APPENDIX TO THE CONCLUSIONS

THE COUNCIL OF EUROPE ACTIVITIES WITHIN LANDSCAPE AND SPATIAL PLANNING

The national experts on the European Landscape Convention are concerned about the emphasis on landscape and spatial planning in the reform process and future priorities of the Council of Europe.

We highly appreciate the current activities relating to landscape and spatial development, human rights and democracy. Landscape and spatial development are important issues in any democratic society. In this context, the European Landscape Convention is a key convention. And the Council of Europe Conferences and Workshops provide very important venues for its implementation. In our opinion it is of great importance that the Council of Europe continues to organise pan European co-operation between its member states on these issues.

At its 1st Plenary Session (Strasbourg, 14-16 May 2012), the Steering Committee for Culture, Heritage and Landscape (CDCPP):⁴

- adopted the perspectives for 2012-2013 for the European Landscape Convention;
- supported their implementation and wished that the working method developed for the European Landscape Convention to be continued with the organisation of the biannual Council of Europe Conference on the European Landscape Convention and the Council of Europe Workshops for the implementation of the European Landscape Convention.

However, the terms of reference of the CDCPP expire on 31 December 2013. According to the foreword of the draft agenda for the 7th Conference, the holding of a new conference as well as its future activities will depend on a decision of the Committee of Ministers.

Also, the member states are informed that the Council of Europe has postponed the meeting of the Task Force of the Committee of Senior Officials of the CEMAT, which was planned in Strasbourg on 28 March 2013.

Key messages in short

The European Landscape Convention was initiated for the reason of democracy and participation

Landscape is the concern of all. Many people have come to realise that the quality and diversity of their surroundings and everyday lives are deteriorating – as a result of technical and economic developments, in which they have had no say. In 1994, the Council of Europe's Congress of Local and Regional Authorities (CLRAE) therefore set up an ad hoc drafting group. The Convention was adopted on 20 October 2000 in Florence (Italy) and came into force on 1 March 2004.

International exchange of knowledge and best practice is embedded in the Convention itself

The aims of the Convention are to promote landscape protection, management and planning, and to organise European co-operation on landscape issues. At present (March 2013), the Convention is ratified by 38 member states and signed by another 2. This indicates that 40 out of 47 member states call for co-operation on landscape issues within the framework of the Council of Europe (which is also a provision under Article 8 – Mutual assistance and exchange of information).

The activities within landscape and spatial planning should be clearly reflected in the future priorities of the organisation

The member states expect the Council of Europe to provide services of high quality and practical use. The size of the budget allocated to landscape and spatial planning is not the crucial issue. Put together, the member states themselves possess much of the expert knowledge. Most important are the Council of Europe functions as facilitator and common meeting ground in a pan European network of national experts, and its capacity in organizing exchange of knowledge and best practice.

⁴ See *List of decisions, CDCPP (2012) 35 REV. Point 5.4.1. Perspectives of the European Landscape Convention – Proposals and follow-up [CDCPP (2012) 7]*.

Without this, the inflow of new ideas and thinking to the member states would be much poorer. And in a greater context, give weaker stimuli to the reinforcement of human rights, democracy and good governance throughout Europe.

Background

Role of the Council of Europe as common meeting ground and organiser on behalf of its member states

The Council of Europe activities within landscape and spatial planning are of utmost importance. They constitute a unique source of information and inspiration to work at the national level.

The Council of Europe is a major driving force in policy design and setting officially acknowledged standards and principles. The Council of Europe represents 47 member states across the entire European space – the 27 EU member states and 20 more in “Europe beyond the EU”. The 47 member states are reflecting a great ethnical, cultural and religious, as well as a great physical, natural and environmental diversity.

The Council of Europe provides fora for the member states to work together, on the basis of their national experience from the various parts of Europe. All 47 member states may participate on an equal footing. The Council of Europe is also offering important and wide fields of work at sub national level. This gives a great opportunity for acceptance by the Congress of Local and Regional Authorities and the Parliamentary Assembly and their activities.

The Convention itself implies such a meeting place. According to *Article 8 – Mutual assistance and exchange of information*, the Parties undertake to co-operate in order to enhance the effectiveness of measures taken under other articles in the Convention. Hence, the organising ability of the Council of Europe is crucial for the member states in fulfilling many important measures. This is a comparative advantage of the Council of Europe. At present, no other organisation may serve as an alternative pan European meeting place.

Interrelations between the human landscape (including cultural and natural heritage), spatial development, human rights and democracy

What do we mean by landscape?

The European Landscape Convention (ETS no. 176, Council of Europe) introduced a new and unique view on landscape, putting *man* in the centre – across natural, humanistic and social sciences.

“Landscape” is defined as an area, as perceived by people, whose character is the result of the action and interaction of natural and/or human factors. In this way, the Convention adds *human* qualities to the territory – tangible as well as non-tangible.

The entire national territory is regarded as landscapes: wilderness, lakes, sea, cultural heritage, countryside, towns and cities. Along an axis from a pure natural environment to a pure urban environment, only the degree of human interaction varies. This includes landscapes that we think of as outstanding, quite ordinary or degraded – seen from a human point of view.

Why are good landscapes important?

The landscape – including its cultural and natural heritage – constitutes our living environment and our societies. At the same time it is also habitat for flora and fauna, and important for biodiversity. Any loss of biodiversity is reducing the value of the landscape also for humans.

Landscape is therefore not just some pretty countryside we look at – we live our lives in the midst of the landscape. We may like it, or not.

- Our perception of the landscape goes far beyond the visual aesthetics – ugly or beautiful. We perceive the landscape by all our senses – eyesight, hearing, smell, taste and touch.
- Not only does the landscape stimulate our senses. In any given situation, the landscape is also presenting physical opportunities and obstacles, influencing where we may move about and what we happen to experience along our way.
- This is in turn giving rise to emotional associations and personal identity: like sense of belonging, pride, self-confidence, security, recreation and coping with stress.

Landscape and spatial development

The spatial development affects our lives, may be far more than we are aware of. It affects everyone in society, regardless of age or background. It affects our choices concerning where and how to live, where to go to work or school, how to get there and subsequently what we happen to experience along our way. This applies also the emergence of streets, public places and points of contact – sometimes friction – between individuals and groups.

Quality of life, physical and mental health

Health is a state of complete physical, mental and social well-being, not merely the absence of disease or infirmity (The World Health Organisation). Today good health has become a resource – perhaps a country's most important resource for sustainable development.

Outdoor life gives us sun, fresh air and exercise. This has favourable effects on blood pressure, pulse and BMI. General psychological effects are pleasure, well-being and increased energy. Good landscape experiences may also foster mental health. Stress and stress-related illnesses – such as burnout syndrome, insomnia and fatigue, depression, feelings of panic, etc. – have increased dramatically among adults and children in Western societies. Besides the personal suffering involved, the costs of increasing ill health constitute a threat to our national welfare.

Landscapes that provide environments free from demands and stress, and that are available as part of everyday life, seem to have significant positive effects on the health of the citizens. The environment of children and youth are of particular importance. How is their everyday landscape? What is making up their childhood memories? This is also a matter of giving children roots.

Human rights – the Right to Landscape

The establishment of the Universal Declaration of Human Rights (UDHR) in 1948 was an aspiration to guarantee both concrete necessities for survival and the spiritual/emotional/psychological needs that are quintessential to the human experience.

The landscape, with its tangible and intangible dimensions, overlaps with the rights that support both life and human dignity. Landscape is now being redefined as a vital public good, breaking fresh ground for the dialogue on the convergence of landscape and human nature and well-being⁵.

Urban and rural development, social segregation

Today, well-educated people search for a good place to live for themselves and their children. The outdoor environment has become a decisive factor in their choices. Employers have to follow. Therefore, the landscape is now a competitive factor in the attempts by companies and local authorities to attract well-educated, mobile manpower and housing.

This fact works two ways. A degraded landscape may impair the quality of life of its citizens, causing accumulation of social problems: In a living environment that is no longer attractive, those who can afford it move out. The less resourceful do not have this option and stay behind. As the neighbourhood deteriorates further it attracts people with even less resources and turns into a downward social spiral.

A sensible spatial development requires political attention and long term policies

The development cannot be left to the market. In a market economy, land is mostly property. Property developers exploit the land and sea (from surface to bottom), normally with the objective of making money and profits in market circumstances. Overexploiting, touristification, pressure on parks and urban sprawl are well known problems. Besides, the market is discriminating between those who pay, and those who don't. For those reasons, market forces *alone* do not supply good landscapes for the citizens.

⁵ See 'The Right to Landscape' *Contesting Landscape and Human Rights* (December 2011).

Edited by Shelley Egoz, Lincoln University, New Zealand, Jala Makhzoumi, American University of Beirut, Lebanon and Gloria Pungetti, University of Cambridge, UK. The book introduces a new discourse on landscape and human rights, serving as a platform to inspire a diversity of ideas and conceptual interpretations.

Municipalities and regions or county councils are responsible for the spatial development of their communities and the welfare of the citizens. This obligation is also a fundamental right in local and regional self-government – the right to evolve their own policies and strategies for urban and rural development and infrastructure, including how national policies should be applied within the community.

Spatial development based on the landscape qualities, encourages active citizens and active participation

Ultimately, the primary resource of a modern society is the knowledge, creativity and ingenuity of its population. In a decentralised democracy, it is acknowledged that local challenges are most effectively met by local initiatives. Mobilisation of local entrepreneurs, young people and voluntary associations has indeed brought new life to many communities.

In landscape issues, people do not appear as experts or non-experts of different significance. Professionals and citizens have all equal saying – regardless of academic, ethnical, social or cultural background. Everybody has an opinion on the place where they live. Nor does the landscape, according to the Convention, belong to one academic discipline alone. It is the common meeting ground for a number of professions.

Multicultural new approaches may sometimes emerge, where there are immigrants from other countries and continents. The characteristics of the landscape may also help them in getting acquainted with their new home country and in building a new identity.

Active citizens' and public participation bring new life and new approaches to the political debate. If people do understand, do accept and do recognize the quality of their living environment, they will engage themselves and they will probably pursue solutions that they positively want to live with.

And conscious voters give their politicians backing e.g. when facing developers presenting glossy schemes, likely to cause detrimental changes to their living environment.

Active citizens require transparency and openness in planning and decision making processes

Landscape and spatial planning is a 1:1 school in democracy and participation:

- raising the citizens' awareness and responsibility for their local community
- providing training and experience in participatory democracy
- generating policies and measures that the citizens themselves request

This is likely to encourage the political creativity, increase the spectre of feasible actions in local community and stimulate the institutional ability of its administration. Transparency and openness is going to discourage any liability to bribery and corruption.

Then, differences may be prevented or solved in open, transparent and democratic processes. We get a development based on political reasoning and democratic debate – rather than a society governed by developer profits, complicated legal procedures and court decisions.

* * *

APPENDIX IV

Landscape Award of the Council of Europe of the European Landscape Convention

3rd Session 2012-2013

The Committee examined the Report of the Meeting of the International Jury of the Council of Europe Landscape Award of the European Landscape Convention (CDCPP (2013) 21) and asked the Committee of Ministers, according to Article 11 of the European Landscape Convention and Resolution CM/Res(2008)3 on the rules governing the Landscape Award of the Council of Europe:

- 1) to attribute the Council of Europe Landscape Award of the European Landscape Convention for the 3rd Session 2012-2013 to:

Preserving ecological value in the landscape of the Szprotawa river valley Lower Silesian Association of Landscape Parks, Poland

Winner of the Council of Europe Landscape Award

The project on preserving ecological value in the landscape of the Szprotawa river valley is the winner of the 3rd Session of the Council of Europe Landscape Award 2012-2013 considering that it meets the four criteria of the rules on the Landscape Award. The integrated approach goes beyond the single dimension of biodiversity and associates nature with culture and population. Thus the project offers a model that others might follow. It shows a good level of participation by the parties concerned in both decision-making and land management. The farmers and beekeepers are stakeholders; the project has also enabled apparently conflicting economic interests to be reconciled. The aesthetic dimension is present and enables the different generations' awareness to be raised effectively. The environment is also taken into consideration: the project relates to the rehabilitation of a former Soviet military base, as well as to increased use of biomass as a source of energy.

The involvement of Roma in the decision-making process and, in future, in the management of the restored land is particularly favorable. In dealing with the issue of minority populations and their involvement in land management, this project represents progress in "living together" at European level which should be applauded.

- 2) to attribute identical special mentions of Council of Europe Landscape Award of the European Landscape Convention for the 3rd Session 2012-2013 to the three following achievements:

The rebirth of Alto Belice Corleonese through recovery of land confiscated from the mafia organisations LIBERA, Association names and number against the Mafia, Italy

Special mention for strengthening democracy

The project on the rebirth of Alto Belice Corleonese through recovery of land confiscated to mafia organisations relates to the reappropriation of land that had been confiscated to the mafia. This project of great interest encompasses a combination of the Council of Europe's principles: human rights, rule of law and democracy. Landscape is both the instrument and the result. The project is as much political as economic, and produces a landscape which highlights the local identity and culture. It restores the cultural dimension of the landscape and the quality of the natural environment. Organic production and local processing of farm products, the development of renewable energies and the restoration of the heritage all provide job opportunities for vulnerable populations. The outstanding level of volunteer mobilisation is one of the project's strong points.

U-parks. U-turn we love
Utena district Municipality, Lithuania

***Special mention for giving attention to the urban landscape
as a common good***

The “U-parks. U-turn we love” project for the reclamation of a public park network in urban areas caught the Committee’s attention because it counterbalances the wave of land privatisation that followed the end of the Soviet era. Here public land regains its importance and can be enjoyed by everyone on a daily basis. This system of urban parks is a fine exercise in landscape planning as applied to individual and collective well-being. The landscape is regarded as a common good, enabling participatory practice to be developed. This achievement undeniably has a sustainable development dimension. The involvement of the landscape architects’ association and the use of parks as “teaching areas” for future professionals interested the Committee.

The Gate of Gornje Podunavlje
NGO ‘Podunav’ Backi Monostor, Serbia

Special mention for contributing to European ideals

The location of the “Gate of Gornje Podunavlje” project on the banks of the Danube in the historic region of Backi Monostor has enabled some particularly interesting cross-border and multi-ethnic objectives to be pursued. The Committee appreciated the attention given to the Serb, Croat, Hungarian, Roma and Šokci heritages with a view to a shared European identity. This project reflects a public commitment to better economic and social well-being and, at the same time, to the preservation of landscapes’ character. Within a UNESCO Biosphere Reserve, this project takes a well-adapted integrated approach. The development of cross-border ecotourism, in conjunction with a return to agricultural production geared to traditional diets, is enabling the numbers of young people leaving the countryside to be reduced.

- 3) to acknowledge the great value of the other 14 achievements, presented for the 3rd Session 2012-2013 of the Council of Europe Landscape Award of the European Landscape Convention, through an official recognition of the Secretary General of the Council of Europe and, in the framework of the Council of Europe activities, make them well-known to the general public, as exemplary, of great value and as a source for inspiration.
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APPENDIX V

Recommendation CM/Rec(2013) XXX of the Committee of Ministers to member States on intercultural integration

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

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

Considering that the aim of the Council of Europe is to achieve greater unity between its members and that this aim may be pursued, in particular, through common action in the fields of migration, integration and community relations;

Having regard to the pioneering work of the Council of Europe in the field of intercultural dialogue, in particular the White paper on intercultural dialogue: Living together as equals in dignity, which underlines the importance of creating spaces for cross-cultural exchange and debate, facilitating access to and exercise of citizenship and fostering intercultural competence, particularly at the local level;

With reference to the report of the Group of Eminent Persons of the Council of Europe “Living together: Combining diversity and freedom in 21st-century Europe”, which emphasises the key role of cities in managing diversity, fostering a pluralistic identity and creating open societies by bringing members of different groups into close and constructive contact, and which showcases cities that have adopted an intercultural approach to integration;

Underlining that managing diversity in full respect for the principles of democracy and human rights is a common challenge for all societies throughout Europe, and indeed worldwide, and that migrant integration strategies are ineffective and unsustainable without adequate diversity strategies;

Noting that access to citizenship, education, public services, the labour market and cultural life can only be equitable if governance and institutions are designed for culturally diverse communities and managed by culturally competent individuals and teams;

Recognising that a solid body of research both in Europe and worldwide has demonstrated the value of diversity for human and social development and cohesion, economic growth, productivity, creativity and innovation and that these benefits of diversity can only be realised on condition that adequate policies are in place to prevent conflict and foster equal opportunities and social cohesion;

Emphasising that the Council of Europe supports and facilitates the search for novel approaches to diversity management that remedy shortcomings of past policies and enable the realisation of the advantages of diversity, and that such an approach – called intercultural integration – has been developed through a process of structured policy review, peer learning and evaluation in the context of “Intercultural cities”, a joint action of the Council of Europe and the European Commission;

Considering that the intercultural integration approach builds upon Council of Europe instruments and standards in the fields of cultural diversity, the protection of minority cultures, intercultural competence, multi-lingualism, intercultural education, the fight against racism and xenophobia, the prevention of hate speech, the role of media in fostering of a culture of tolerance, the interaction between migrants and receiving societies and the intercultural competence of social services;

Underlining that culture and cultural heritage play an important part in building the city as a shared public space by engaging people in exploring the plurality of identities through the diversity of heritage and contemporary cultural expressions, and in fostering a sense of a shared past and an aspiration to a common future;

Acknowledging that cities are at the front line of integration and diversity management, are laboratories for policy innovation and that they make an important contribution to social cohesion by adopting an intercultural approach to integration and diversity management;

Noting Recommendation 261 (2009) on intercultural cities of the Congress of Local and Regional Authorities of the Council of Europe which points out that strong inclusive intercultural cities that have succeeded in encouraging citizens of diverse origins to identify with their city demonstrate a capacity for innovation and are able to use the resources, skills and creativity of their populations to increase the city's attractiveness and to bring new investment and job opportunities,

Recommends that the governments of member States:

- a.* bring the intercultural integration model outlined in the appendix to this recommendation, and the tools which have been designed to facilitate its implementation and measure its impact,⁶ to the attention of local and regional authorities, as well as relevant national, regional and local institutions, organisations and networks, via the appropriate national channels;
- b.* facilitate the dissemination of the “Step by step guide to the intercultural city” appended to this recommendation, including via its translation into their official languages;
- c.* encourage the implementation of the intercultural integration model at the local level and support the setting-up of city networks for the exchange of experience and learning in this respect;
- d.* take the intercultural integration model into account when revising and further developing national migrant integration policies, or policies for intercultural dialogue and diversity management.

⁶. http://www.coe.int/t/dg4/cultureheritage/culture/Cities/Default_en.asp

The intercultural city step by step

Practical guide for applying the urban model of intercultural integration

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I. Introduction

1. Who is this guide intended for?

2. Purpose of the guide

3. Structure of the guide

1. Who is this guide intended for?

Most countries in Europe are facing the growing challenge of international migration and it falls primarily upon cities to design and implement integration policies that foster community cohesion and turn migration into a factor of development rather than a threat.

This guide is designed for city leaders and practitioners wishing to learn from the “intercultural cities” experiment, a three-year pilot programme run by the Council of Europe and the European Commission, in developing an intercultural approach to integration.

The intercultural cities model, which has been derived from the complex process of the programme, is not a “one size fits all” with a rigidly pre-determined sequence of events and procedures. As such, this guide contains recommended actions and suggestions on how, when and in what order they might best be achieved. However, what we expect of any city embarking on the intercultural cities agenda is that it is already a confident, competent and independently minded entity that does not need to be led by the hand but is able to creatively adapt the general concepts and actions contained in this guide to local circumstances. We also appreciate that no city embarking on the process will start from zero and that each starts from a different place and is on its own unique trajectory of development. This document is therefore not an instruction manual but rather a menu and an aide-memoire.

2. Purpose of this guide

Despite the enormous complexity of diverse communities and the potential conflicts involved, cities can manage diversity and can even benefit hugely from what migrants and minorities can offer to the community. To do this, they need to review a range of institutions, services and policies and create the appropriate governance structures and mechanisms to remove obstacles and enhance the integration of migrants and minorities and their contribution to the development of the city. This guide gives city policy-makers and practitioners ideas and tips on how to deal with these tasks. Before reading this document it is important that all key participants are familiar with the basic principles of intercultural cities. At the very least this should include:

- the Council of Europe White Paper on Intercultural Dialogue “Living Together as Equals in Dignity”,⁷

7. www.coe.int/t/dg4/intercultural/Source/Pub_White_Paper/White%20Paper_final_revised_EN.pdf

- the results of the European Year on Intercultural Dialogue,⁸
- *Intercultural Cities: towards a model for intercultural integration*,⁹
- *Intercultural Cities 2008-9: Final Report*.¹⁰

3. Structure of this guide

This guide is designed as a supplement to the range of documents and tools developed by the Intercultural Cities pilot and is available at www.coe.int/interculturalcities. It provides a brief outline of the concept of intercultural integration, provides advice on steps and measures which could help cities develop an intercultural strategy, and illustrates the elements of such a strategy with analytical questions, suggestions and examples of practice in various European cities. Finally, it deals with the issue of monitoring the implementation of the intercultural strategy.

Whenever possible, the guide refers to documents and other resources which could help the reader delve into specific issues and aspects in greater detail.

II. Intercultural cities: concept

1. Genesis of the intercultural cities concept
2. The challenges addressed by the intercultural cities concept
3. Definition of an intercultural city
4. The research evidence for the intercultural city
5. Normative basis for the intercultural city

1. Genesis of the intercultural cities concept

The intercultural cities concept originated in research carried out by Comedia,¹¹ which analysed the links between urban change and cultural diversity and introduced a new conceptual framework for the management of diversity in urban contexts.

The Intercultural Cities (ICC) Programme, launched in 2008 as a joint Council of Europe/European Commission pilot initiative, took up Comedia's concept and set out to identify strategies and policies which could help cities implement that concept and work with diversity as a factor of development.

The programme sought to widen and deepen the parameters of the discussion of these issues beyond the news headlines and into the realities of how people live together and create their cities on a daily basis. Significantly, it set out to propose practical policies and methods which cities across Europe might adopt and from which they could benefit.

Eleven pilot cities¹² engaged in the programme to test and further develop the analytical and policy tools involved in the intercultural cities concept such as the “intercultural lens”, “the governance

8. www.interculturaldialogue2008.eu/

9. www.coe.int/t/dg4/cultureheritage/culture/Cities/ICCMModelPubl_en.pdf

10. www.coe.int/t/dg4/cultureheritage/culture/Cities/finalreport_en.pdf

11. Phil Wood and Charles Landry, *The Intercultural City: Planning for Diversity Advantage*, London, 2007.

12. Berlin Neukölln (Germany), Izhevsk (Russian Federation), Lublin (Poland), Lyon (France), Melitopol (Ukraine), Neuchâtel (Switzerland), Oslo (Norway), Patras (Greece), Reggio Emilia (Italy), Subotica (-Serbia), Tilburg (The Netherlands).

models for intercultural development”, the “intercultural city strategy” and “the Intercultural City INDEX”. Nine other cities¹³ joined in 2011 to benefit from support from other municipalities and experts for their intercultural policy-making.

An important difference between intercultural cities and classical international learning initiatives is that it is not restricted to one particular peer group, city department or specialist area. Meaningful and lasting change is more likely to occur when organisations and people are mobilised across the board towards achieving a vision rather than just technical changes. Very often an active department finds out about a successful project in another city on the subject of, say, safety or libraries, and imports it successfully into its own town, but the overall impact is limited because otherwise business continues as usual. The intercultural cities ethos is about mobilising politicians, civil servants, business and professional people, citizen groups and even media towards a common goal – creating an inclusive city that is proud of, strengthened and enriched by its diversity.

Another key aspect of the intercultural cities approach is that it seeks to deal with the root causes of inequality, discrimination and lack of cohesion – the natural tendency of in-groups, defined by ethnic or cultural criteria – to secure benefits for the members of the group at the expense of other groups. Interculturalism is the attempt to design policies and institutions that minimise the consolidation of ethnically defined in-groups.¹⁴

Further reading

“Background and rationale”, *Intercultural cities: towards a model for Intercultural Integration*, Council of Europe, 2009, pp. 17-20⁸

2. The challenges addressed by the intercultural cities concept

Cities across Europe and the world are dealing with an increasingly diverse population as people move across borders or from the countryside into urban areas in search for jobs and opportunities. Other cities are struggling to create cohesive communities including national minorities, especially in areas of recent regional conflict.

Cultural differences due to migration or the presence of minority groups can, if left unmanaged, undermine the city’s sense of community and identity, and weaken its ability to respond to challenges, adapt to change, attract investment and grow. In the worst case scenario, cultural differences can lead to paralysing forms of conflict and even violence.

Mainstream approaches to the management of diversity have reached their limit. They either ignore diversity (as with guest-worker approaches), deny diversity (as with assimilationist approaches), or overemphasise diversity and thereby reinforce the barriers between culturally distinct groups (as with multiculturalism). Such inadequacies are due to a misconception of the cultural dimension of

13. Botkyrka (Sweden), Copenhagen (Denmark), Geneva (Switzerland), Dublin (Ireland), Lisbon (Portugal), Limassol (Cyprus), London Lewisham (UK), Pécs (Hungary), San Sebastian (Spain).

14. www.coe.int/interculturalcities

integration – a simplistic or biased understanding of culture and diversity, an over-emphasis on difference leading to the marginalisation of migrant cultures and the perpetuation of poverty and exclusion through ethnic ghettos.

Interculturality recognises the importance of culture in building cohesive communities, accessing rights and realising opportunities. It emphasises the need to enable each culture to survive and flourish but also underlines the right of all cultures to contribute to the cultural landscape of the society in which they are present. Interculturality derives from the understanding that cultures thrive only in contact with other cultures, not in isolation. It seeks to reinforce intercultural interaction as a means of building trust and strengthening the fabric of the community.

The focus of the intercultural cities approach is on cultural diversity but its principles and methods apply equally to gender, age, profession, ability and other types of diversity. To apply the intercultural cities approach effectively, it is necessary to take advantage of all kinds of diversity and foster the mixing of people from all sorts of backgrounds, occupations, histories, positions, and across gender and age.¹⁵

Further reading

“Background and rationale”, *Intercultural cities: towards a model for Intercultural Integration*, Council of Europe, 2009, pp. 20-28⁹

3. Definition of intercultural cities

Intercultural cities have a diverse population including people of different nationalities and origins, and with different languages or beliefs. Most citizens regard diversity as a resource not a problem and accept that all cultures change as they encounter each other in the public arena. The city officials publicly advocate respect for diversity and a pluralistic city identity. The city actively combats prejudice and discrimination and ensures equal opportunities for all by adapting its governance structures, institutions and services to the needs of a diverse population, without compromising the principles of human rights, democracy and the rule of law. In partnership with business, civil society and public service professionals, the intercultural city develops a range of policies and actions to encourage more mixing and interaction between diverse groups. The high level of trust and social cohesion help to prevent conflicts and violence, increase policy effectiveness and make the city attractive for people and investors alike.

4. The research evidence

Kseniya Khovanova-Rubicondo and Dino Pinelli undertook a review of the scientific literature in the field of diversity so as to understand whether there is sufficient evidence to support the intercultural cities approach. Given its novelty, this concept has not been widely analysed by social scientists. Yet, a number of studies have been conducted, focusing on the key elements, concepts, and settings of the intercultural cities approach. This includes the growth, productivity and employment impact of diversity; governance structures and processes; urban space planning; housing and neighbourhood policies; security and policing policies.

The main findings are reproduced below.¹⁶

15. www.coe.int/interculturalcities

a. The diversity advantage

An established literature provides evidence of the impact of diversity on **companies and organisations**. Empirical results tend to show that demographic diversity may reduce social cohesion and increase the probability of socio-emotional conflict. Only when they correlate positively with cognitive diversity do the benefits of cognitive diversity more than outbalance the costs of demographic diversity. Cognitive diversity refers to the variety of skills, preferences and knowledge.

It is generally recognised **that immigration produces a wide range of economic effects in host countries**, both positive and negative. The general finding is that communities with a higher degree of ethnic diversity are less willing to pool their resources for public goods provision. However, in the case of well-defined markets, where people understand the value of contributing to the costs of the services they use, there is no efficiency loss as a result of heterogeneity. Several classical writings have linked diversity with urban agglomeration and highlighted the fact that the **functioning and thriving of urban clusters rely on the variety of people, factors, goods and services**. A more multicultural city environment makes the native population more productive. The positive effects are stronger when only second and third generation immigrants are taken into account, which suggests that the positive effects are reaped only when some degree of integration between communities takes place.

The complementarity of skills between native and foreign-born workers plays a key role in the literature. Even if they have the same level of education, problem-solving, creativity and adaptability may differ between native and foreign-born workers with the result that there may be a reciprocal learning process. Recent OECD studies have also underlined immigrants' contributions to economic growth. It has been noticed in particular that immigrants contribute to the economies of their host countries by introducing new skills and competencies and via the direct creation of new businesses in a wide range of sectors and occupations including innovative areas.

The *Leadership Diversity in the Non-profit Sector: Baby Steps, Big Strides, and Bold Stances* report by Carleton University's Chris Fredette¹⁷ based on three surveys of more than 420 organisations in the Greater Toronto Area (GTA) finds that the more diverse a board the better it works by, for example, safeguarding and fulfilling the mission of the organisation and enhancing fiduciary oversight. Board diversity also improves stakeholder relationships, increases the organisation's responsiveness to the community and their clients, and brings fresh perspectives to decision making. The report also finds that once a critical mass of 30% leadership diversity is reached, there is an increase in reported benefits.

Despite the overwhelming advantages of leadership diversity, the research found that visible minorities continue to be underrepresented on non-profit boards in the GTA. While visible minorities make up 40% of the GTA's population, of the 4 254 board positions examined only 15.6% are held by visible minorities.

The report includes a number of recommendations for organisations that wish to strengthen their board, including understanding and communicating the benefits of leadership diversity and aligning diversity efforts to the organisation's mission and mandate.

16. www.coe.int/t/dg4/cultureheritage/culture/Source/Cities/Review.doc

17. <http://diversecitytoronto.ca/publications/dc-counts/diversecity-counts-5/>

b. Tapping the potential benefits of diversity

Research literature has provided a large amount of positive evidence regarding the effects of diversity on economic performance and policies. It has also made it clear that diversity entails a continuous trade-off between costs and benefits.

A wide range of literature has looked at the impact of residential segregation on diversity. If contact theory holds, residential segregation would imply worse socio-economic outcomes.

The costs and benefits depend not only on the number and relative sizes of cultural groups living in the city but also their degree of integration and the institutional and political environment that encourages or undermines this integration. It is up to city managers and administrators to create the appropriate conditions to amplify the social and economic benefits of heterogeneous communities.

First generation migrants living in ethnic enclaves tend to have a higher income and better living conditions than their peers outside such enclaves. Such homogenous ethnic enclaves may however persist over time and become detrimental to their inhabitants. This happens because the enclave acts as a barrier to economic and social integration in the host society, as migrants tend to not develop connections and economic relations with the outside. The role of policy would be to intervene so as to break (or avoid the formation of) diversity fault lines that might emerge endogenously from individual choices. This would require action at different levels and in a multiplicity of domains – schools, workplaces and urban public spaces – to foster encounters and mixing across ethnic and other social boundaries.

Institutions, values and governance mechanisms have an important role to play in relating diversity to socio-economic outcomes, given the diversity-performance link. At the cities and team level, several strands of research underline **the importance of tolerance and openness to differences**.

In sociology, Richard Florida argues that cities where differences are appreciated are able to attract creative people and will therefore become more creative and more innovative. In his view, tolerance becomes the ultimate driver of thriving, creative and innovative cities. In psychology, Homan finds that the disruptive effects of diversity fault lines on the operational efficiency of working teams can be overcome by convincing the team members of the value of diversity.

Overall, it could appear that when backed by efficient institutions, diversity may indeed serve as a valuable asset for society. In particular, democratic institutions and a tolerant environment that allow differences to express themselves and interact freely appear to be prerequisites for reaping the benefits of diversity.

A wide range of literature, mainly in political sciences, suggests that this may not be sufficient and also highlights the limitations of representative democracy in accounting for the multiplicity and complexity of interests, views and identities in our complex societies. The concept of governance therefore comes to the fore as a broad notion that encompasses and transcends that of government and allows for a pluralism of actors, including non-official (profit and non-profit making) organisations along with government bodies, in the processes of framing (and then managing) public policies and activities. The need is therefore for more open and participatory democracy processes that allow other actors (civil society organisations, NGOs and grassroots movements) representing specific legitimate interests to have a voice.

The city appears, once again, to be the most appropriate level where new forms and types of participatory and inclusive policy processes can be designed and implemented.

c. What type of diversity policies?

Sen argues that the emphasis on religion, by downplaying non-religious values and affiliations, has strengthened the position of the religious establishments and increased the sense of distance between communities. Empirical research at country level also shows important examples of such counter-effects.

Research reveals that events and festivals to promote intercultural dialogue, when framed in ethnic terms (i.e. organising a festival for a specific minority), tend to lead to a decrease in community involvement and result in lower levels of intercultural relations in the neighbourhood. This happens because ethnically-framed festivals tend to promote the idea that the communities to which they are dedicated are cultural “-others”, ultimately reinforcing rather than weakening cultural distinctions and barriers. It is therefore important, for all the above reasons, that diversity policies and practices acknowledge the multidimensional nature of diversity and use non-ethnic perspectives, going beyond ethnic boundaries. Policies and practices should be designed to promote informal encounters and help local groups focus on other-than-ethnic axes of difference. Encounters do not necessarily need to be formal; they can take place in environments such as churches, sports, schools, cafes, streets and all sorts of urban spaces.

An important amount of literature has stressed the relevance of how power relations structure and influence diversity outcomes. Bourdieu is a classical reference. In Bourdieu’s views, the dominating class has not only economic but also social and symbolic capital and uses this to set social norms, to which the other parts of society are called on to relate and against which they are measured. Through this mechanism, (cultural) attitudes, values and behaviours reflect and ultimately underpin the perpetuation of socio-economic hierarchies. Diversity policies and initiatives therefore need to consider and address actual and potential inequality issues (for instance, stemming from people’s socio-economic backgrounds).

d. Dealing with diversity: The intercultural cities approach

Janssens and Zanoni provide a useful four-fold categorisation of traditional models: the *segregation* model, the *assimilation* model, the *marginalisation* model and the *multicultural* model and consider the shortcomings of each. The focus should be on fostering (formal and informal) encounters and mobilising citizens on issues of common interests that cut across ethnic and social boundaries while setting out conditions for fair and equitable negotiations. The city, rather than the nation state, increasingly appears to be the appropriate level for dealing with this task. Banerjee writes of the need for “convivial cities” and Amin speaks of participatory and open-ended engagement to sustain “micro publics of negotiation”.

What is evident from the literature is that institutional and public administration structures in host countries are best placed to develop the capacities to influence the effects of immigration on society by increasing the benefits of heterogeneous communities and reducing their negative effects.

The intercultural cities approach is an attempt to build a new model to tackle this challenge.

5. Normative basis for the intercultural strategy city

The intercultural cities concept as presented in this guide has several sources of legitimacy: research evidence, city practice, and international legal instruments and documents. This section lists the instruments, primarily those adopted by the Council of Europe, which underpin the principles of Intercultural integration.

a. Key documents on intercultural diversity management

“Building Migrants’ Belonging through Positive Interactions: A Guide for Policy-Makers and Practitioners” (appendix 4 to document CM(2010)172)

Committee of Ministers of the Council of Europe, *White Paper on Intercultural Dialogue. Living Together As Equals in Dignity, Strasbourg, 2008*

Council of the European Union, “Conclusions on the strengthening of integration policies in the European Union by promoting unity in diversity”, 2007

Recommendation R (92)12 of the Committee of Ministers to member states on community relations

Recommendation 261 (2009) of the Congress of the Local and Regional Authorities, “Intercultural cities”

Recommendation CM/Rec(2011)1 of the Committee of Ministers on interaction between migrants and receiving societies

Resolution 280 (2009) of the Congress of the Local and Regional Authorities of the Council of Europe, “Intercultural cities”

b. Intercultural education

Maurice Coles and Bob Vincent, *The role of schools in intercultural education*, 2006¹⁸

Recommendation CM/Rec(2008)4 of the Committee of Ministers to member States on strengthening the integration of children of migrants and of immigrant background

c. Housing and participation

“Building Migrants’ Belonging through Positive Interactions: A Guide for Policy-Makers and Practitioners” (appendix 4 to document CM(2010)172, key Recommendation 2.2), 2010

Council of Europe, Convention on the Participation of Foreigners in Public Life at Local Level (ETS No. 114), 1992

18. www.coe.int/t/dg4/cultureheritage/culture/Cities/Publication/EducationColes_Vincent.pdf

Recommendation 76 (2000) of the Congress of the Local and Regional Authorities on the participation of foreign residents in local public life, 2010

Recommendation 153 (2004) of the Congress of the Local and Regional Authorities, “A pact for the integration and participation of people of immigrant origin in Europe’s towns, cities and regions”, 2004

Recommendation 252 (2008) of the Congress of the Local and Regional Authorities on improving the integration of migrants through local housing policies, 2008

Recommendation CM/Rec(2011)1 of the Committee of Ministers on interaction between migrants and receiving societies, 2011

Resolution 183 (1987) of the Standing Conference of Local and Regional Authorities of Europe on foreigners in regional and local communities, 1987

Resolution 92 (2000) of the Congress of the Local and Regional Authorities on the participation of foreign residents in local public life, 2000

Resolution 181 (2004) of the Congress of the Local and Regional Authorities, “A pact for the integration and participation of people of immigrant origin in Europe’s towns, cities and regions”, 2004

Resolution 270 (2008) of the Congress of the Local and Regional Authorities, “Improving the integration of migrants through local housing policies”, 2008

d. Intercultural approaches to public services

Council of Europe, European Social Charter, 1961

Recommendation Rec(2004)2 of the Committee of Ministers on the access of non-nationals to employment in the public sector

Recommendation (2006)18 of the Committee of Ministers on health services in a multicultural society

Recommendation 194 (2006) of the Congress of Local and Regional Authorities on effective access to social rights for immigrants

Recommendation 262 (2009) of the Congress of Local and Regional Authorities, “Equality and diversity in local authority employment and service provision”

Resolution 281 (2009) of the Congress of Local and Regional Authorities, “Equality and diversity in local authority employment and service provision”

e. Employment and labour market

“Ethnic diversity and entrepreneurship in Oslo and Drammen” (two related case studies on the application of intercultural approaches in the Norwegian context)¹⁹

19. www.coe.int/t/dg4/cultureheritage/culture/Cities/Publication/OsloDrammen.pdf

Lia Ghilardi, “The Contribution of Outsiders to Entrepreneurship and Innovation in Cities: The UK Case”²⁰

Recommendation CM/Rec(2008)10 of the Committee of Ministers on improving access of migrants and persons of immigrant background to employment

Recommendation CM/Rec(2011)2 of the Committee of Ministers on validating migrants’ skills

f. Mediation and conflict resolution

Recommendation 304 (2011) of the Congress of Local and Regional Authorities on meeting the challenge of inter-faith and intercultural tensions at local level, March 2011

g. Language

Jean-Claude Beacco, “Adult migrant integration policies: Principles and implementation”, Council of Europe Publications, 2010²¹

Council of Europe, European Charter for Regional or Minority Languages, 1992

David Little, “Concept Paper: The linguistic and educational integration of children and adolescents from migrant backgrounds”, Council of Europe Publications, 2010²²

Recommendation CM/Rec(2008)4 of the Committee of Ministers on strengthening the integration of children of migrants and of immigrant background

h. Relations with the media

Recommendation R (97) 21 of the Committee of Ministers on the media and the promotion of a culture of tolerance

Recommendation CM/Rec(2007)2 of the Committee of Ministers of the Council of Europe on media pluralism and diversity of media content

i. An open and international outlook

Recommendation Rec (84)7 of the Committee of Ministers on the maintenance of migrants’ cultural links with their countries of origin and leisure facilities

Recommendation Rec(2006)9 of the Committee of Ministers on the admission, rights and obligations of migrant students and co-operation with countries of origin

Recommendation CM/Rec(2007)10 of the Committee of Ministers on co-development and migrants working for development in their countries of origin

j. Welcoming new arrivals

“Building Migrants’ Belonging through Positive Interactions: A Guide for Policy-Makers and Practitioners” (appendix 4 to document CM(2010)172, key Recommendation 2.1)

20. www.coe.int/t/dg4/cultureheritage/culture/cities/Publication/Entrepreneurfinal2.pdf

21. www.coe.int/t/dg4/linguistic/Source/Migr2010_BrochureB_en.doc

22. www.coe.int/t/dg4/linguistic/Source/Source2010_ForumGeneva/MigrantChildrenConceptPaper_EN.doc

Recommendation CM/Rec(2011)1 of the Committee of Ministers on interaction between migrants and receiving societies

III. Building an intercultural city

1. Developing a vision for the intercultural city
2. Preparing an intercultural strategy
3. Building the intercultural strategy

1. Developing a vision for the intercultural city

If people and resources are to be mobilised towards intercultural developments, a change in the mind-set of local leaders – both elected and in civil society – will be necessary. This means that the city must ask itself “If our aim were to create a society which was not only free, egalitarian and harmonious but also one in which there was productive interaction and co-operation between cultures, what would we need to do more of or do differently?” And in particular, “What kind of leaders (political and municipal) and citizens would this require? What new institutions, networks and physical infrastructure would it imply?”

We call this building the city’s intercultural vision or looking at the city afresh through an “intercultural lens”.

In the intercultural city approach, the development of a cultural sensitivity, the encouragement of intercultural interaction and mixing, is not seen as the responsibility of a special department or officer but as a strategic objective and an essential aspect of the functioning of all city departments and services.

The intercultural city approach is not about ADDING new policies, structures or initiatives (indeed, many urban problems are due to an excess of rules, structures and controls) but revisiting what the city already does through “the intercultural lens”. Thus, the intercultural city does not need new expenditure – and could well lead to savings and more efficiency by focusing efforts on clearly defined and shared goals, eliminating duplication, rivalry, turf thinking and clientelism.

Several elements are essential to begin developing a vision for the intercultural city:

a. Political leadership and commitment

The first and possibly most important of these blocks is leadership. Probably all studies and texts on city-building have come to a similar conclusion and its validity is difficult to contest.

City leaders are often caught between the need to manage diversity, and encourage it as a part of the city development strategy, and voters’ quiet hostility to migrants and foreigners, fuelled by xenophobic discourse.

The intercultural city cannot emerge without a leadership which explicitly embraces the value of diversity while upholding the values and constitutional principles of European society. It takes political courage to confront voters with their fears and prejudice, allow for these concerns to be addressed in the public debate, and invest taxpayer money in initiatives and services which promote intercultural integration. Such an approach is politically risky but then leadership is about leading,

not simply about vote-counting. The public statements of the Mayor of Reggio Emilia in favour of “cultural contamination” are in this sense exceptional and emblematic in fostering a way of thinking which recognises the value of diversity for the local community.

Statements and speeches by city leaders, declarations by the city council, programmatic documents, etc. are the main vehicles for expressing a positive commitment to diversity. This commitment needs to be made as visible and public as possible and constantly reiterated, particularly on symbolic occasions such as political gatherings or celebrations of city-wide importance.

For instance, Marcel la Rose, the District Mayor of Amsterdam South-East, says he believes that all great metropolises must operate in a state of flux if they are to survive and thrive in the uncertainties of globalisation. This means having one foot in the West and one in the developing world, one foot in the rural and one in the urban, acknowledging that migration is increasingly circular and that people and economies are transnational and transcultural. He argues that Bijlmer is now a leading example of what a recent influential book described as the “arrival city”.²³

Such a place is also a challenge to the western concept of the rationally planned and functional city. They (and there can be fewer more extreme examples than Bijlmer) have been a disaster for poor and migrant people because they have bred a culture of dependency and marginality and a passive workforce waiting to be called upon if the economy requires it. It is not surprising that people have sought to bend or subvert the rules in such a situation and that alternative lifestyles and grey economies have emerged. But far from such activities being prohibited, he believes they can be the source of new creativity and innovation, which a city like Amsterdam desperately needs. Inspired by another book,²⁴ he makes a distinction between “planners”, who impose idealistic but unrealistic solutions from above, and “searchers”, who look for bottom-up solutions to specific needs. He sees himself as one of the latter.

He believes the people of Amsterdam South-East (ASE) are naturally sensitive to a cosmopolitan and intercultural approach and thinks the time is right for the area to join a project like ICC. No longer preoccupied with itself and inward-looking, it is time for the district to start looking outside for opportunities. He believes the area has done little to explore and capitalise upon the diasporic connections and skills of its mixed population. Mr La Rose wants cultures to mingle and is aware of the paradox that by using cultures for social and economic advantage you may be reinforcing differences. Surinam people feel that ASE is traditionally a part of their heritage and are resentful of Turkish and Moroccans coming in. As he sees it, these newcomers are taking a risk by immersing themselves in a different culture and this needs to be encouraged.^{25, 26, 27, 28, 29}

23. Saunders, Doug, *Arrival City: How the Largest Migration in History is Reshaping Our World.*, London, Heinemann, 2010.

24. Easterly, William, *The White Man's Burden: Why the West's Efforts to Aid the Rest Have Done So Much Ill and So Little Good*, Penguin Press HC, 2006.

25. www.youtube.com/watch?v=MS6UQowJd8s.

26. www.iamsterdam.com/en-GB/living/city-of-amsterdam/people-culture/diversity-in-the-city

27. www.bexley.gov.uk/CHttpHandler.ashx?id=205&p=0.

28. www.coe.int/t/dg4/cultureheritage/culture/Cities/Newsletter/newsletter16/scream_en.asp.

29. www.coe.int/t/dg4/cultureheritage/culture/Cities/tilburgprofile_en.pdf.

Examples

See the expressions of intercultural commitment of city leaders: ICC video.¹⁹

See also statements by the mayors of Amsterdam²⁰ and London Bexley²¹ and the Mayor of Employment and Integration of Copenhagen²² on their commitment to positive diversity management.

Tilburg city council statement on diversity.²³

b. Diversity-friendly discourse

Closely related to the question of leadership is the issue of political discourse – understood in the broad sense of symbolic communication – the way in which public perceptions of diversity are shaped by language, symbols, themes, dates, and other elements of the collective life of the community. Cultural artefacts symbolising the identity of cultures are often first to be destroyed in violent inter-community conflicts – they can convey a powerful message about the plurality of the city identity.

Communication and public debate are an essential element of local diversity strategies. Diversity needs to be publicly recognised as an asset and unfounded myths and prejudices about minorities need to be addressed to ensure the sustainability of integration policies and foster social trust and cohesion.

Communicating about migration and diversity is a complex task and the results are difficult to assess. Lack of knowledge about the reality of diversity, migration and integration, expressions of xenophobic and racist ideas in the public arena and media, misinformation and misperceptions undermine integration efforts and community cohesion. Political leaders committed to intercultural integration need to underline the value of diversity for city development in written and spoken statements, interviews and the social media, and mobilise a large network of organisations and individuals able to relay this discourse among the general public.³⁰

Example

The Barcelona City Council has identified prejudices and stereotypes that are commonly associated with the local migrant community. It is implementing an initiative to educate its citizens and combat negative perceptions of migrant groups. This project is part of Barcelona City Council's Intercultural Plan. In addition to the political support it receives from the city's authorities, it is also backed by 200 local organisations and 3 000 individuals. All of them contribute to the implementation of a policy which promotes and manages the peaceful co-existence of an increasingly diverse population. The initiative includes the provision of free training for local players who work with migrant communities; the dissemination of an educational comic strip illustrated by local artist Miguel Gallardo; the distribution of a handbook for local players who work in the field of social cohesion and intercultural integration; as well as the creation of a website which serves as a resource centre on policies implemented to combat prejudice and stereotypes.²⁴

30. www.coe.int/t/dg4/cultureheritage/culture/Cities/Newsletter/newsletter15/barcelona_en.asp

Public awareness campaigns can be helpful in increasing popular support for diversity and understanding of the diversity advantage, provided they are one element of a broader strategy and that they are well prepared. In addition to their communication impact, campaigns help focus the efforts of leaders, officials, associations and other partners on a common goal, a shared concern, beyond sectorial interests and cleavages, and therefore help ensure the coherence, effectiveness and sustainability of intercultural policies.

Below are some recommendations based on the SPARDA³¹ project run by the Council of Europe and seven cities with EU support:

Leaders and staff need to be very well-informed about the diversity facts of their city and how diversity has influenced the local labour market, economy, services, and cultural life. There are many tools that can be used to build this knowledge: contextual analysis, mapping or surveying and identification of success stories, to name but a few. Ideally such research needs to be undertaken locally by professionals used to engaging in these issues in the context of universities, think tanks, etc.

Collaborating with local migrant groups and civil society organisations should provide most of the cities with a sound basis for gathering expertise with which they can then build policies and discourses on interculturality and the diversity advantage.

The focus and message of the campaign should be developed together with key stakeholders and be very clear and sharp.

Campaign planning should include context, audiences, messages, activities, responsibilities and budgets.

Cities need to have a basic understanding of communication principles, for instance, the difference between messaging and slogans, the function of each and how each can help reinforce and convey a strong public discourse. Cities need to improve their public campaigning skills so they understand the use of techniques and tools to help them build more effective activities and campaigns. It is worth noting that while this technical knowledge is necessary it cannot replace a political vision on the subject.

Campaign activities must be able to convey the messages to target audiences, especially activities which encourage human contact and human experiences. Campaign messages based on personal stories work better than statistics or abstract statements.

Campaigns receive wide media coverage when they provide the basis for debate: political visions, numbers, strong and moving stories. Cities need to learn how to gather this kind of data and communicate it strategically to the media.

Cities need to be aware of the resources that such initiatives require, to campaign wisely as well as to deal with the administrative and financial obligations entailed in EU funding. Campaigns need local expertise on the technical aspects of communication and on the issue, and administrative support needs to be effective.

31. SPARDA, Shaping Perceptions and Attitudes to Realise the Diversity Advantage: www.coe.int/t/dg4/cultureheritage/culture/sparda/default_EN.asp?

Regular surveys are indispensable in assessing the impact of diversity campaigns and intercultural policies on public opinion.

Examples

By inviting foreign residents or people with a migrant background to speak at the official city celebrations (Neuchâtel), by symbolically decorating a school copying the pillar of a mosque in Pakistan and letters from the alphabets of all languages spoken in the city (Oslo), by inviting migrants to join in the traditional forms of cultural participation such as the preparation of carnivals (Tilburg, Patras), or by adopting non-stigmatising language (“new generation” rather than “third generation” – Reggio Emilia), the community makes a symbolic gesture of acceptance and openness to “intercultural transfusion”.

Further reading

Open space technology offers useful pointers on how to successfully run large vision-building meetings where people may be meeting for the first time and have very divergent views³².

An example of a vision-building process with a strong focus on deprivation and an inclusive approach is York.³³

2. Preparing an intercultural strategy

Intercultural city strategies cannot be limited to incremental approaches that build solely on what has gone before (though it will be necessary to build on obvious city strengths and good practices). They need to be *transformative*; aiming to fundamentally change civic culture, the public sphere and institutions themselves. What is sought here is a *qualitative change* in relationships between authorities, institutions, people and groups of people.

The common theme in city strategies and the primary focus is enabling and supporting the exchange of ideas and cultural interaction as a spur to innovation, growth and the bonding of cultures, peoples and authorities for the benefit of all.

Intercultural city strategies need to build on spheres and activities where relationships are positive but should not ignore or fail to address intercultural conflict. Conflict is to be welcomed as inevitable and, if handled well, can be a source of creativity and lead to mutual learning and growth for all participants, including city authorities.

a. Establish management and leadership structures

- i. Appoint a **political champion**: city-wide intercultural vision-building offers an opportunity to identify intercultural “champions” across the city system, who can act as ambassadors and agents of change in their own right, extending the reach of the initiative. Past experience has shown that in some cities the deputy mayor adopts a high profile and a hands-on role while in others they prefer to take a back seat. The only prescription here is that there must be a clear connection between the project and the political authority of the city.

32. www.openspaceworld.org/

33. www.jrf.org.uk/knowledge/findings/summary/353.asp

- ii. Appoint an official as **co-ordinator** and principal ICC management officer. Such an officer would ideally be directly answerable to the politician in charge of the ICC strategy but could also be placed in the relevant department; in some cases a partnership of two officials has worked well. In Oslo the city's diversity expert works alongside the expert on education (which is the city's priority theme for intercultural action). In Neukölln the diversity expert works alongside the inter-national relations specialist.
- iii. As well as politicians and official executive leadership, there will be committed and interested individuals in different departments and divisions of the city, among officials providing services to the communities and within NGOs and communities. These individuals can be brought together in a **champions forum** or support group to assist in the development of the intercultural city strategy and assist and advise on implementation, including giving feedback on the practical impact of implementation on the ground. Individual champions may be considered to take forward specific strands and projects of the intercultural strategy, to develop and spread leadership of the initiative more widely. Forum members may also be provided with specific training and skills development to form a critical mass and resource for interventions, for example, on intercultural mediation.
- iv. Form an internal **task force (TF)** with widespread departmental representation. The people involved will come from various departments, possibly also NGOs and professional groups. They will be chosen not necessarily for their hierarchical position or job description but because of strong personal interest and commitment to intercultural matters. The project must not be managed solely by people or offices that are already established experts in diversity and integration. It must reach out to departments that have an influence on interculturality but have not yet put it into action.

Tip

Experience has shown that the most effective intercultural city programmes involve large numbers of people and interest groups. Creating such a broad-based network of support is not easy and there will be periods, as opposition emerges, when it seems that things are not progressing. It might be tempting to limit involvement in the ICC process to a few known and trusted participants. This would be a mistake. Only when there is understanding, support and active engagement from a wide and diverse constituency can you begin to achieve the synergies, new thinking and innovations that make this process effective.

Examples

In **Lyon**, a collaborative platform of four deputy mayors has been set up to develop and oversee the intercultural strategy and an Action Group to Promote Equality in the City (GIPEV) has been set up to carry out reforms. A survey of civil society and practitioners and several consultation meetings have been held to discuss the necessary impact of diversity on city policies.

Some cities involve advisers from outside the city council on the task force from the very outset. The city of **Melitopol** has worked hand-in-hand with the NGO "Democracy through Culture" from the very beginning.

Izhevsk held two initial seminars to discuss the prospects and format of the Intercultural Cities

programme in the city. Following the seminar, a task force was set up to prepare a programme strategy. It now comprises over 50 people, who are directly involved in the ongoing discussions and project planning activities, and perhaps over 250 people who can be defined as interested observers.

b. Map intercultural issues and challenges

Shortage of data should not prevent city authorities from quickly generating know-ledge and evidence that is good enough to develop a strategy and take action. A “rapid appraisal” approach may be helpful, where key experts, stakeholders and those working in and with communities are consulted and brought together to produce a map of salient key issues for the city. Cities can tap into the wealth of informal knowledge that is held in communities, among NGOs, those working within communities and city professionals providing services to different communities, including cultural officers, social services, and housing and education officials. There may also be scope for tapping into the knowledge of other city staff from minority communities.

A mapping of intercultural issues should not ignore the needs and aspirations of the host population experiencing socio-economic disadvantage, who may also feel discriminated against and marginalised. There is wide evidence that these groups can feel “left behind” in a focus on minority communities and this can exacerbate intercultural tensions. The intercultural city strategy should explicitly consider what response is given to these groups and whether their needs are also addressed.

While issues will be city-specific, common issues that may generate intercultural tension and problems include housing, schooling and education provision, employment and faith related issues e.g. the establishment of places of worship. There may be opportunities for enhancing cultural contribution and interaction in the cultural sector and in the business sector given the entrepreneurialism of many migrant minority communities.

- i. Conduct a preliminary internal review: every city has a unique blend of policies and practices, influenced by its national context, history and current priorities. It is important to ask the question “Why do we do things this way and not that way?” This will be an opportunity to familiarise members of the task force with the intercultural city concept and encourage them to consider the impact of current city policies on mutual perceptions and relationships between communities in the city.
If public authorities do not have adequate information about the organisations, initiatives, events, decisions, agreements, results and data which are relevant to the intercultural integration agenda, it may be helpful to commission an initial mapping to provide a basis for the constitution of the Champions forum and other working groups, and structure the debate. Such mapping has been, for instance, carried out by an expert at the request of Limassol (Cyprus) and has proven very useful in identifying people, organisations, issues, achievements and challenges.³⁴
- ii. Identify intercultural innovators and bridge-builders and engage them in the intercultural strategy development and implementation

34. www.coe.int/t/dg4/cultureheritage/culture/Cities/Limassolmapping.pdf

The Intercultural strategy will certainly build upon previous integration work carried out by the city and on relationships established with migrant and minority organisations. While such organisations are a key resource and pillar for local intercultural policies, the natural propensity of many of them is to advocate policies, initiatives and resources supporting the expression and transmission of the culture of the community they represent and therefore act as cultural gate-keepers. The fostering of intercultural relations, trust and co-operation requires an emphasis on structures, action and resources which bring people together across cultural boundaries. For this to happen, it is essential to involve people who have an understanding of more than one culture, a cultural openness and a vision of intercultural development. All organisations include such people, and it is important to identify them and empower them by inviting them to meetings and working groups and assigning specific tasks to them.

Most city officials dealing with diversity and integration issues probably know these people but in larger cities, or if officials are new to the job, it might be helpful to use the simple method pioneered by the Ashoka foundation which finds and supports emerging social entrepreneurs. To identify potential change-makers, Ashoka prospectors ask many people whether they know someone with such and such a profile. The names which crop up most often are then included on the shortlist.

A very important aspect of mapping is the immersion of those leading the process in the real life and activities of organisations dealing with intercultural issues, or working with different audiences. It is simply impossible to understand the intercultural dynamics, stories, narratives, actors and relationships from behind a desk, by reading reports and participating in meetings: intercultural leaders and co-ordinators need to go on site, to markets, town squares, events, organisation and functions, to listen, observe and feel the pulse of the community.³⁵

The elegance of interculturality

The intercultural city approach is designed to be elegant – meaning that it addresses issues and challenges in an organic, spontaneous way, building upon the energy and imagination of intercultural innovators and ordinary citizens rather than applying schemes, inflexible rules or adding new structures and procedures. It is elegant because it seeks solutions that require the least energy and resources for a maximum impact by addressing underlying causes and pulling key levers – like setting a domino chain in motion. But to identify the pattern of the domino chain and the levers you need to pull, it is essential to first observe, listen, analyse the root causes of issues instead of jumping to quick solutions. To achieve elegant solutions it is often necessary to stop doing certain things and to set aside unnecessary complexity.

An excellent work on elegance: Matthew E. May, *In Pursuit of Elegance: Why the Best Ideas Have Something Missing*, Crown business, 2009.

In her 2006 study Jude Bloomfield suggests that many people are innovators in their field as a result of their intercultural background. A key premise of the intercultural cities initiative is that, if correctly harnessed, diversity is a key resource for the development of a city. According to the study, such intercultural individuals are said to have successfully managed and used their cultural diversity to become successful at what they do. The study makes the hypothesis that because intercultural people have crossed cultural boundaries, they are able to absorb important aspects of other cultures, which in turn provides them with a new way of seeing, thinking and creating. This cross-cultural experience is thought to be a direct cause of their success and is what defines them as “intercultural innovators.” Intercultural actors can

35. www.coe.int/t/dg4/cultureheritage/culture/cities/-Publication/ProfileInterculturalInnovators.pdf

be defined as those who cross the boundaries between ethnic minority and mainstream networks. The 33 individuals involved were sought out on the basis of their reputation, which brought them to the attention of the city researchers. They fell into three broad categories; artists and animateurs, those involved in community development, including local politicians and entrepreneurs, and were from six UK cities; London, Birmingham, Leicester, Newcastle, Huddersfield and Bradford³⁶.

Examples

While preparing the **Intercultural Plan for Barcelona**³⁷, the city council had set the priority of establishing internal interaction between policy departments and external participation at an early stage. Firstly, every department of the council was invited to conduct a diagnosis of its sphere of action from an intercultural perspective.

This was conducted by answering five questions:

How has the increase in socio-cultural diversity in recent years affected your area of work?

What consequences has this impact had on the policies drawn up by your area?

From the intercultural perspective, what strong and weak points can you identify in your area?

What do you think needs to be done in your area to meet the challenges and achieve the goals posed by the intercultural model?

What indicators could be used to measure the degree to which these goals have been achieved?

Melitopol, Ukraine, carried out a survey of 1 000 citizens on the question of the intercultural objectives and priorities, and conducted several consultation meetings, as well as an Intercultural “Future city game” to develop its intercultural strategy. A special TV programme “My city Melitopol”, dedicated to the intercultural policy adopted by the city, was launched on the municipal television channel. A working group has been established consisting of local officials, culture practitioners, businessmen and representatives of NGOs. This group constitutes the team of “cultural transformers”.

Further reading

See the quick analysis papers by **Neukölln**³⁸ and **Tilburg**³⁹

For a wealth of references on mapping in a range of related areas see the ICC resource pack⁴⁰

Toolbox: quick self-assessment exercise (Appendix I to this Guide)

36. See the full study : www.coe.int/t/dg4/cultureheritage/culture/cities/-Publication/ProfileInterculturalInnovators.pdf

37. www.bcn.cat/novaciudadania/pdf/en/PlaBCNInterculturalitatAng170510_en.pdf

38. www.coe.int/t/dg4/cultureheritage/culture/Cities/neukollnprojects.pdf

39. www.coe.int/t/dg4/cultureheritage/culture/Cities/tilburgprofile_en.pdf

40. www.coe.int/t/dg4/cultureheritage/culture/Cities/Index/default_fr.asp

Robin Wilson's 10-point template for policy-making:

1. an evidence-based definition of the **problem** to be solved;
2. an overarching aim to identify the possible solution;
3. a set of objectives which would realise that aim if achieved;
4. programmes and projects, developed with users, to implement them;
5. the structures/mechanisms needed to provide a coherent framework;
6. designated actors to take responsibility, including co-production by users;
7. the scale and source of resources required for implementation;
8. the vehicles for communication of the policy and to whom it should be communicated;
9. arrangements for monitoring and evaluation of its effectiveness; and
10. means for **review and revision** of the policy in that light.

These points correspond to the sequence identified by Jordan and Lenschow, of agenda setting (1), initiation (2), decision making (3), implementation (4-8), evaluation (9) and revision (10).⁴¹

3. Building the intercultural strategy

The Intercultural strategy would usually be formulated by the designated task force in consultation with city departments, professional groups, NGOs and various organisations and structures involved, such as universities, consultative bodies of foreign residents, etc.

Consultation and participation of communities in the development, implementation and evaluation of the intercultural city strategy is not only important and a value in itself; it is essential for achievement. A genuinely intercultural city can only be achieved through the active participation of all the major institutions, groups and communities in the city.

a. Consultation and participation

Useful principles that can guide effective approaches include:

Recognition that there may, in minority communities, be a perceived history of ineffective consultation and scepticism about the changes that can result from such consultation.

Clarity in the purpose of consultation/participation.

Clarity in the scope of consultation/participation. What is there under discussion that is open to change? What is non-negotiable?

Clarity on who is being consulted and why. Often authorities may search for “representatives” of minority communities when in reality these communities are very diverse. When the authority is unsure, it is more useful to go for wide participation and consider the diversity of views that may be put forward rather than to look for a single, unified response.

41. Andrew J Jordan and Andrea Lenschow, “Integrating the environment for sustainable development: an introduction”, in Jordan and Lenschow (eds), *Innovation in Environmental Policy? Integrating the Environment for Sustainability*, Edward Elgar, Cheltenham, 2008, p. 12.

Clarity in identifying the outcomes of consultation and participation. This should include not only what has been agreed but also where there is disagreement or areas that require further work to achieve resolution.

Intercultural sensitivity and cultural appropriateness in the logistics and process of consultation. This may include holding consultation at times which are convenient for the participants rather than the officials, appropriate choice of venue in the community rather than in city authority buildings, availability of appropriate refreshments, recognition of the needs of women and childcare arrangements.

A commitment to provide public feedback on the results.

Commitment to an ongoing process and evaluation of the process, rather than one-off consultation exercises on specific issue areas.

The strategy for engaging people needs to be very diversified to reach out to very different people so that when government changes it cannot change the policy because there are many people and organisations involved. Businesses should also be evangelists of interculturality.

Hire a famous blogger (like Copenhagen) to attract attention and large groups of followers to intercultural issues.

Example

Berlin carried out a very skilful consultation process in preparation for an anti-discrimination strategy/action plan. The anti-discrimination office mandated an umbrella NGO with more than 70 members to organise the participation of NGOs. This process served to raise the key issues and identify the main ideas and initiatives which would constitute the backbone of the strategy.

At the same time, consultation with various Senate departments took stock of previous action and identified possible future actions.

As a second step, the departments were asked to respond to the proposals submitted by NGOs. Some departments said they did not have resources to implement measures so the action plan involves non-cost measures and measures for which further resources are sought.

The final action plan contained several elements: the stock-taking paper, the recommendations by NGOs (a very symbolic gesture of recognition of their efforts); a statement by the administration concerning suggested measures that could not be implemented with the accompanying reasons; a list of 44 measures with suggested methods of implementation and sources of funding.

Further reading: detailed guide on ICC consultation and participation⁴²

Toolbox: list of organisations and people who could be involved in the Strategy consultation (Appendix II)

42. www.coe.int/t/dg4/cultureheritage/culture/Cities/paperviarregio_fr.pdf.

Tip

When embarking on the consultation process you will need to think about how to encourage citizens to become involved. For example, neighbourhood associations and other groups are important but you will have to attract them with a subject that matters to them. Unless there is a very obvious local concern in a neighbourhood about community relations it is not a good idea to call people to a meeting to talk about “how we can all get on better with each other”. It will be far more effective to issue invitations to a meeting to talk about things that directly concern people of all backgrounds. This might be standards of education, the condition of housing and local amenities, traffic plans – anything that you know will motivate people. Once people’s attention and trust has been gained it will then be easier to tackle more sensitive issues such as social and power relationships.

Example

In 2008 the Barcelona city council approved the city migration strategy: a 4-year action plan with five main themes, one of which is intercultural relations. Throughout 2009 the Barcelona City Commissioner for Integration and Intercultural Dialogue carried out a very extensive and inclusive consultation on the implementation of the intercultural chapter of the integration plan. He mobilised all city departments to assess their work from an intercultural perspective – for instance, how housing or city planning increases or impedes contacts and interaction between ethnic groups, and what needs to be changed.

There was also an external consultation process whereby five questions were put to the public about their perceptions of diversity, intercultural spaces and initiatives in Barcelona. Thousands of postings appeared on the specially designed website and were analysed. The site also contained results from 32 workshops involving citizens from all neighbourhoods – associations of neighbourhood shops and all sorts of other local associations have been very active in the process – 200 interviews, including with school classes, 150 video interviews of people from different backgrounds, and comments from specialists.

All this information was used in the preparation of Barcelona’s intercultural strategy, which was to a large extent drew on the intercultural city concept and ideas, as we worked very closely with Barcelona in this period⁴³.

b. Community-Based Results Accountability (CBRA) as a tool for building and monitoring the intercultural city strategy

The CBRA approach developed by the Washington Centre for the Study of Social Policy is a useful tool for structuring the development of the ICC strategy and monitoring results.

i. What is CBRA?

The principle of results-based accountability means that public agencies measure their performance not on the basis of the efforts they make to address a social issue, such as good community relations, but on the basis of results on the ground, which are agreed with the participation of all community stakeholders. Targets are set and indicators for success are identified through a community consultation process, results are constantly monitored (in the medium and long term through a set of indicators and in the short term through a smaller set of performance indicators

43. Read more about Barcelona’s consultation process: www.interculturalitat.cat/planpdf/proces-participatiu

called “dashboard”). Solutions to issues are imagined collectively and involve the participation of agencies but also families and the broader community (co-investment of institutions and citizens).

CBRA is not a management tool, but a tool to mobilise people and public agencies towards a common goal.

ii. The CBRA process involves the following steps:

- Intercultural Task Force, in co-operation with the Forum of Intercultural Champions, the body steering the development of the ICC strategy, also carries out the CBRA procedures. The first step would be to provide them with information/-training on the CBRA approach and convince them of its usefulness.
- Selection of results: on the basis of the results of the intercultural mapping, and in broad consultation with organisations and citizens, identify diversity-management goals (or re-state the goals defined by the city council if this has been done through an inclusive participatory process), define priorities and obstacles to reaching the goals. Goals identified by the process might not, in the first instance, be related to diversity, but when discussing the issue people might realise that cultural isolation or prejudice are obstacles to reaching these goals and decide to address these problems.
- Establish indicators to measure the achievement of goals: indicators need to be measurable, but the measurements could be very loose, for instance, how security staff in some public spaces feel that conflicts between people from different cultural backgrounds have diminished. There should not be too many goals and indicators. Strong, welcoming and diverse cities are the general goals we have identified. In many cases, the success of the programme will actually be its steady progress over 2-3 years.

Types of indicators:

Turning the curve – show progress towards the goals over a certain period of time, from the baseline.

Performance indicators that show how well you are performing on the tasks will help you to turn the curve (what sort of things public agencies are doing to make progress).

Accomplishments: positive activities not included above – for instance, we opened a community centre

Anecdotes – even if you are not able to achieve a critical mass, at least tell the stories behind the statistics that show how individuals are better off.

An indicator is a measure that helps you quantify the achievement of a result.

A good indicator should be common sense and compelling (communication power), should say something important about the result (i.e. not be marginal), data power (consistent data to measure the result).

It is very important to discuss the extent to which perceptions are relevant indicators. For instance, “what does it mean for you to be a diversity-friendly community”?

- Establish data sources and data collection processes, based on the indicators, to support the monitoring process.

- Establish the baseline data that you will be using as a starting point to measure your progress later. This data should be able to somehow demonstrate the efforts of people such as youth and social workers who try to make communities more cohesive and often do not see their efforts reflected in city-wide indicators.
- Select strategies: define the actions through which results can be achieved.
- Design financing strategies, partnerships with various institutions and organisations.
- Develop an accountability system (design the procedure for communicating with the stakeholders, reporting, making changes to the strategy and the system, etc.). Both success and lack of it should be reported, for instance, at community summits, through newsletters, etc.⁴⁴⁴⁵⁴⁶

Further reading

CBRA in action: How one California community achieves better results for vulnerable populations?³⁷

Tilburg's CBRA experience.³⁸

Stories of intercultural city-making.³⁹

Toolbox: Questions for auditing policies through the intercultural lens⁴⁰

Assessing policies through the intercultural lens (guiding questions):⁴⁷

- Is it easy and natural for citizens/clients/residents/patients/customers (including those with low skills in the host language or limited experience with democracy and participation) to express their views and ideas? Do we seek to meet them in places where they lead their lives rather than expecting them to do so; do we use intermediaries with various cultural backgrounds as liaison persons to help build trust with citizens? Or do we instead prefer the comfort of discussing and deciding within the administration or with close allies ("friendly" NGOs or others)?
- Do we use non-paper and non-verbal methods of expression to facilitate the participation of those who may have problems expressing their views through conventional channels?
- Do we really listen to those who do not necessarily have professional and expert competence in a certain field – ordinary citizens, young people, and children?
- Are we prepared to try out all ideas, in particular by cheap prototyping?
- Are we prepared and able to cut red tape to implement ideas that help increase intercultural interaction and innovation (in particular in relation to the use of public space)?
- Are our staff diverse at all levels of authority?
- Are our staff aware of the challenges of diversity and do they think about their practice?
- Have we given staff from different cultural backgrounds the impetus to be critical of our approaches and policies and propose ideas that stem from other cultural practices?
- Do we encourage creative interaction between employees from various backgrounds, genders, ages, professional specialisms (meeting places that are inviting to everyone, moderated events)?

44. www.coe.int/t/dg4/cultureheritage/culture/Cities/Publication/BookCoE15-Deanne.pdf

45. www.coe.int/t/dg4/cultureheritage/culture/Cities/Publication/BookCoE21-EijsBongaarts.pdf

46. www.coe.int/t/dg4/cultureheritage/culture/Cities/Publication/BookCoE05-PhilWood.pdf

47. www.coe.int/t/dg4/cultureheritage/culture/cities/audit.pdf

- Do we encourage policy innovation (including by rewarding mistakes as a sign of initiative, risk-taking and stepping out of the routine)?
- Do we strictly enforce the principle of non-discrimination?
- Do we communicate to stakeholders our intercultural commitment? Are we explicit about our belief in the diversity advantage?
- Do we have clear goals about improving our practice?
- Do we emphasise the internal diversity of citizen/user/client groups and adapt our approaches accordingly or do we tend to place people in boxes?
- Do we always question our spontaneous assumptions about what a certain group wants or thinks and confront them with the reactions of people belonging to that group?
- Do we think of citizens/users/clients as people generally in need of help, assistance, services or people that can contribute something special to the organisation or the city?
- How do we try to find out what unique added value people from different backgrounds from ours can offer?
- Are we prepared to deal with “cultural” conflict? What are our principles in this respect?
- Do we have enough knowledge/data/information about the backgrounds and situations of our citizens/clients/users to be able to frame policies that foster the diversity advantage (educational levels and achievement, languages spoken, work experience, life experience, special skills, aspirations, capabilities...)?
- Do we tend to develop “home-made” solutions or do we seek support and inspiration from a broad range of organisations and people? Do we try to find examples and experiences from other cities and countries? Do we empower and trust stakeholders (NGOs, companies, individuals) to drive and deliver policies and projects?

IV. Elements of an intercultural strategy

- 1. Developing a positive attitude to diversity**
- 2. Assessing the city functions through the “intercultural lens”**
- 3. Mediation and conflict resolution**
- 4. Languages**
- 5. Media strategy**
- 6. International relations**
- 7. Evidence-based approach**
- 8. Intercultural awareness training**
- 9. Welcoming newcomers**
- 10. Intercultural governance**

A city strategy can be structured in many ways but you should recommend 10 important elements that, taken together, are likely to impact on public perceptions and public policies alike (or what has been called in the context of the programme the “software” and the “hardware” integration) and trigger collective dynamics towards “taming” and harnessing diversity for the benefit of the city and its people.

1. Developing a positive attitude to diversity

*Encourage the development and persistence of **positive public attitudes to diversity** and a **pluralist city identity** through public discourse and symbolic actions.*

Make a public statement pointing out that the city explicitly understands and is adopting a positive attitude to diversity and embracing an intercultural approach. Take some kind of iconic action to symbolise the transition to a new era of positive embracement of diversity, for example, making atonement for a past misdeed or designating a particular day to be devoted to intercultural understanding. Establish awards or other schemes to reward and acknowledge single acts or lives devoted to building intercultural trust and understanding.

A city may contain many examples of interculturality but these may remain isolated or the public at large and the outside world may be unaware of them. The ideal intercultural city would be one which has taken a conscious decision to seek out, identify and acknowledge such cases, and to establish a policy objective of consolidating and building upon them and a development strategy which has appropriate resources to support it. The city would also have made an unambiguous public statement of its commitment to intercultural principles and would be actively engaged in persuading other key stakeholders in the city to do likewise.

Examples

The project **Neuchâtoi** (a play on the words Your Neuchâtel), which ran for over 9 months in 2006, involved hundreds of events (conferences, plays, exhibitions, poster campaigns... to name but a few) and partners inviting people to question their customary idea of the city's identity and develop a more pluralistic idea of Neuchâtel, a city with around 25% foreign residents.⁴¹

The city of **Oslo** declared itself an open and inclusive city in 2001. The policy is named OXLO – Oslo XtraLarge. The declaration “Oslo – a city for all” unanimously approved by the city council, states that “Oslo is a city where all citizens are of equal value. The citizens of Oslo are its future and its most cherished resource. We are citizens with different ethnic, cultural and religious backgrounds, and the same fundamental rights, duties and responsibilities. (...) The municipality of Oslo seeks to reflect the diversity of its population among its public servants and leaders and in the services it provides”.

Guidelines of the City of **Nürnberg**'s integration program, approved by 68:1 by the city council on 24.11.2004: “Since the beginning of urban civilisation almost five millennia ago, the cultural diversity of cities and the development of culture through the integration of people from different cultural backgrounds provide important impetus for social development. Whether or not the effort to create a solidarity society is successful can be seen by the way in which people who have not yet lived in the city for a long or continuous time are treated. The more open a city is with its citizens, the more innovative the city appears in a global context. Cities benefit from the creative tension to which the different cultures contribute”.

A multitude of projects focus on the intercultural understanding between longstanding residents of **Neukölln** and new immigrant residents. The Department of Culture and Arts designs exhibitions and

presents migrants' journeys through life. Every year the Department for Youth raises school classes' awareness by asking questions such as "Where do I come from?", "Where are my roots?", "Where is my home?" with the media school project "@thnien"⁴⁸.

2. Assessing the city functions through the “intercultural lens”

Initiate an exercise to review the main functions of the city “through an intercultural lens”, and establish some flagship trial projects.

Too often, municipal diversity policies are shaped in a reactive way, responding to serious and extreme issues (such as minority unrest, racist murders and other threats to law or public order) which are, however, comparatively rare. Meanwhile the day-to-day work, which constitutes the vast majority of the city's activity, is sometimes overlooked. The heart of the intercultural city concept is the notion of taking the important – but often mundane – functions of the city and re-designing and re-configuring them in an intercultural way.

Practically all areas of urban policy could be reviewed from an intercultural perspective, i.e. with regard to their impact on cultural identity, mutual perceptions between ethnic communities and the nature of their relationships. Below are some examples of intercultural approaches in several urban policy areas.

a. Education

Attitudes to culture, race, cultural dominance and pluralism, as well cultural skills and curiosity as can be formed at an early age. School has a powerful influence here and has the potential to either reinforce or challenge prejudices in a number of ways: through the physical, pedagogical and social environment that it creates, the guidance it provides and the values and knowledge it instils.

Questions to ask in relation to interculturality and education include, for instance: Is the school experience helping young people to build cross-cultural relationships or is it reinforcing cultural separation? Is “intercultural competence” part of the school curriculum or the subject of specific projects outside the curriculum? Are school teachers trained in intercultural competence? Does the ethnic profile of schools reflect the diversity of the city or is there a trend towards polarisation and monocultural schools? How can such a trend be countered? How can an intercultural school have an influence on the wider community and in particular, how can the school involve parents from various ethnic backgrounds in the educational process and help reinforce the fabric of the community?

Ideally, as a result of the intercultural audit in the field of education, initiatives to reinforce the intercultural impact of the school system will not be limited to isolated projects but will address the full range of elements and factors – from the diversity of the student and teaching body to the physical appearance of schools, the educational content and the relationships between schools and the wider community.

48. www.neuchatoi.ch

To effectively foster intercultural competence, schools need to approach it in a holistic way – not only through the curriculum:

- Provision of mother tongue classes (or recognition of knowledge of mother tongue);
- Strong partnership with parents and their involvement in school policies and school life; specific measures to reach out to and involve migrant parents;
- Informal ways of approaching parents: one school decided to experiment by sending an invitation to parents on an open post-card instead of in an envelope as parents often did not open official-looking envelopes. The response rate was much higher;
- Links to schools of other faiths (for faith-based schools);
- Ethnic diversity of teachers;
- Interaction with the local community;
- Intercultural projects;
- Ethnic mixing of pupils;
- Representation of diversity in the school interior design/decoration;
- Educational process and curriculum: teaching **about** religion (sociology and history of religion), intercultural angle in all disciplines, not only humanities, multi--perceptivity in history teaching;
- Encouraging migrant pupils to take an active part in democratic processes in schools;
- Intercultural training for teaching staff;
- Mentoring for minority pupils by majority pupils.

With the help of 30 teachers, school heads and experts from all over Europe, the Council of Europe has developed a tool to help teachers and learners to assess their intercultural or diversity competence, i.e. their behaviour in the context of diversity.⁴⁹

Examples

In the city of **Vic** (Spain) the school inspectors, the teacher from the “education welcome space”, the school headmasters and the municipal education officer meet every two weeks to assign newly arrived children to schools. They take into account the place of residence, whether brothers and sisters are attending a particular school, the child’s level of education, the availability of places, etc. The aim is to divide children from each ethnic group/nationality as broadly as possible between the schools to avoid ethnic clustering. This works well for public schools and slightly less well for private schools, which are reluctant to take in more than a minimum of migrant children. Nevertheless, the city remains firm in its policy.

In **Reggio Emilia** in Italy the Mondinsieme Intercultural Centre has developed an intercultural education curriculum for high schools, dealing with issues such as religion, media and ethnic prejudice, culture and food, etc. Classroom discussions, the preparation of a video and written material, projects to explore cultural diversity in the city (ethnic shops, restaurants, etc.) and communication of the results to the wider community, are part of the regular work throughout the school year. Mondinsieme mediators observe pupils’ behaviour and propose various activities to help mix pupils and combat excessive ethnic clustering and isolation.

The Gamlebyen Skole in **Oslo** is a classic inner-city primary school with a wide range of languages and a combination of complex social and cultural issues. The school’s physical environment is designed to involve references to migrant children’s culture of origin such as the climbing wall, made up of letters of all world alphabets, the original carved wood pillar of a destroyed mosque in Pakistan, kilims and other objects

49. www.coe.int/t/dg4/education/pestalozzi/intercultural/ICtool/ICTool%20v.3.0_EN.pdf

which create a warm, homely atmosphere. The curriculum in the school (which is a primary school) involves cultural and intercultural learning. There is a benchmarking tool allowing teachers to check where they stand in diversity matters, for example, the extent to which they involve parents from different origins.

The school has edited a book on a joint project with a school in Ankara and is now running a film project with schools from Denmark and Turkey.

Förskolan Örnen in **Alby** in Sweden has 130 pupils, 99% of whom have Swedish as a second language. The staff philosophy is rooted in respect for human rights and democracy and principles of trans-culturalism and social constructionism, connected to the work of Per Dahlbeck, a professor of Pedagogy in Malmö, but also the work of the Malaguzzi Centre in Reggio Emilia. They aim to encourage values of openness and curiosity in their children and an aversion to nationalism and other absolutes. For example, when dealing with a multi-ethnic class many schools might encourage children to establish their identity by reference to the national flags or signifiers of their parents' countries of origin. They reject this method as it immediately forces kids to select a fixed identity and would prefer to allow pupils to develop a hybrid identity, which is a more accurate representation of the transculturality of their daily lives, in which everything is in a constant state of formation and transformation. Every child is treated as an individual rather than the product of an archetypal social or cultural background.

Sense of place is important to a child's identity but usually this sense of place is defined by others. Children are therefore given cameras and invited to explore their neighbourhood and identify places that are meaningful to them. They are asked to discuss what makes a place attractive or unattractive, who makes these judgements and why – all at the age of 5! Given our earlier comments on Fittja Centrum and the stigmatising of place this seems like a very necessary thing to do in **Botkyrka**.

Another project, which is even more specifically intercultural, involved a twinning exercise with an all-white school in prosperous inner-city **Södermalm**. They collaborated in exploring each other's local environment and describing their impressions to each other. Very quickly the children found that language was not a straightforward mode of communication as many of the Örnen children had limited Swedish – while the Örnen children were amazed to discover that most of the Södermalm children had nothing but Swedish, while they were multilingual. So they had to evolve many non-verbal means of communication, which will be essential skills for the rest of their lives in a multi-ethnic world. They were also taken to a third, neutral space where they were able to relax in each other's company and work together on making objects out of ice.

Further reading

Joseph Huber (ed), *Intercultural competence for all – Preparation for living in a heterogeneous world*, Council of Europe Publishing, 2012

b. The public realm

Public spaces and facilities are important for several reasons. They are places which most citizens are obliged to use from time to time therefore raising the possibility for chance encounters between strangers. They may also reinforce cross-cultural solidarity, for example, in cases of public interest in the proposed development or closure of a facility. Well managed and animated spaces can become beacons of the city's inter-cultural intentions. Conversely, badly-managed spaces can become places which arouse suspicion and fear of strangers.

The role of intercultural place-making is to create spaces which make it easier and attractive for people of different backgrounds to meet others and to minimise those which encourage avoidance, apprehension or rivalry.

Intercultural place-making is not about planning and built environment professionals being “nice to minorities”. It implies a much deeper recognition and engagement with all forms of difference in our cities, and preparedness on the part of all who design, build, manage and use urban spaces and places.

Multicultural planning practice has established important principles such as the requirement of equality for all in the face of planning legislation and for equitable and just treatment of all in its application. However, the intercultural city demands more of the people, the professionals and the politicians.

While multiculturalism is predicated upon static notions of group identity, interculturalism expects a dynamic and constantly changing environment in which individuals and collectives express multiple, hybrid and evolving needs and identities.

In such a complex environment the place-making professionals need not only a new skillset but a new mentality, based on three themes: Principles, Awareness and Skills, Knowledge and Practices, which can be summarised as the learning of CULTURAL LITERACY in order to achieve a state of INTERCULTURAL COMPETENCE.

Principles

- Diversity of people, places, usage and ownership is not a problem to be managed but an advantage to be nurtured.
- Our object should be not to have spaces that belong to people but people who belong to spaces.
- Good design enables, bad design disables.
- Place-making professionals alone cannot realise change – they must cultivate interdisciplinary collaboration as a matter of course.
- Inherent to interculturality are the ingredients for conflict. The art of good place-making is not to ignore or avoid them but to manage and mediate them as a creative process.
- Identity as the basis for the occupation and ownership of space is a short-term expedient, but in the long term it is a source of fragmentation.
- The point is not to ask “what is the cost of interculturally competent place-making?” but “what is the cost of not doing it?”
- Good intercultural place-making should reach beyond the issues of migration and ethnic diversity to embrace all aspects of difference in contemporary urban communities.
- The two most frequent barriers to new forms of place-making are prejudicial responses: “It cannot be done” and “It is too expensive”. The first is an error in design thinking. The second is an error in accounting practice.

Awareness and skills

The human brain can exhibit different forms of intelligence and sensory perceptions and requires rational and affective stimulation in equal measure. Traditional approaches to planning and building have denied most of these traits, thus excluding the majority from participation and reinforcing the power of the few.

The most important skill for place-makers and planners is to listen to people, to their stories, to the way in which they use space and live their lives, and their aspirations and then to work with them to translate this into expert systems.

Professionals must always be aware of the biases inherent in their own education and training, and regularly seek to review and transcend them.

Recognise that people express their feelings about their environment through very many means but rarely use the language of the professional.

While professionals cannot become experts in all the languages and cultural traits of a diverse community, they can become experts in recognising the key “intercultural moments” when communication is being sought and offered, and in selecting the appropriate medium.

Do not take everything at face value – always seek out the hidden skills, resources and connections in a place.

The preparation of interculturally competent citizens and professionals cannot begin too early and should be considered in school curricula for the very young.

The greatest gifts that professional place-makers can give to cities are neither plans nor physical structures but their skills as facilitators and mediators of opportunity.

Many of the best intercultural spaces emerge organically and unplanned and the art of a good place-maker is to know when to intervene and when to leave well alone.

Knowledge and practices

Good intercultural place-makers cannot know the answer to every question but they usually know where to look or who to ask.

They have the humility to recognise the limits of their knowledge and the curiosity to challenge them.

Engagement with people is not a one-off event but a constant process of listening, learning, designing, acting and re-listening – not a means to an end but the end in itself.

Professional place-making teams, in municipalities and elsewhere, should constantly seek to enhance the diversity of their membership through training, recruitment and collaboration.

They are not afraid of making mistakes or of reversing out of a wrong direction – place-makers are human too and good place-making is based on empathy not infallibility.

Place-making is an act of co-creation between citizens and professionals. They ask each other three questions:

- What do you do already for your place?
- What do you dream for it?
- What do you pledge to do for it?

Questions to address in relation to the intercultural potential of the public realm include, for instance: Do the city's main public spaces and institutions reflect its diversity or are they monocultural? How do different groups behave in the city's public places: do they seek or avoid interaction? Is the atmosphere positive, indifferent, or tense? What is the status of the public realm in the city? Is it protected, safe and well maintained, is it becoming privatised, is it deteriorating or unsafe? Are the city planning and built environment professionals trained in intercultural competence? Is social interaction considered a priority in the planning guidance for new public spaces? Are consultation spaces and techniques flexible and diversified enough to accommodate non-Western participation styles and non-verbal forms of expression?

Example

Planned for the Ruhr 2010 European Capital of Culture programme, the **Duisburg suburb of Marxloh** is to be used as a location for a multicultural experiment in urban planning entitled "Marxloh, Istanbul". Land between the new Merkez mosque and the Catholic Church will be declared a special planning space for a competition to accommodate the ideas of young creative people without the usual restrictions imposed by building regulations. The aim is to strengthen local residents' emotional identification with the whole of their suburb as well as to attract new residents with its cosmopolitan image⁵⁰.

In the framework of the urban development project for the Karl-Marx-Street in **Neukölln**, one of the most important shopping streets and traffic links in the city, the international identity of the city is being promoted with the slogan "**Action! Karl-Marx-Street – young, colourful, successful!**". The objective is to improve the amenity value of this area to make it a vital city centre, amongst other things through the close involvement of the local ethnic economy. The use of the word "colourful" in the slogan, in the sense of interculturality, was deliberate. A programme was therefore developed, whose aim is to link different protagonists in this sector. One special focus is the ethnic economy, which was examined closely and represented by local protagonists during the project.

Good practice and further reading

A selection of place-making project reports and practice guidance notes from the formative years of Intercultural Cities.⁵¹

The UNESCO Chair in Social and spatial inclusion of international migrants: urban policies and practices at the Università Iuav di Venezia (Italy).⁵²

"Sense of Place", an example of the co-production approach to urban place-making in a multi-ethnic district of Birmingham, UK⁵³.

"Surrey Canal", a comprehensive, inner-city, private sector-led development project founded upon intercultural principles⁵⁴.

Designing an *Intercultural Park* in Melitipol, Ukraine. Project by an intercultural team led by Stadslab,

50. www.essen-fuer-das-ruhrgebiet.ruhr2010.de/en/program/projects/urban-quarters.html

51. <http://tinyurl.com/75bsd7n>

52. www.unescochair-iuav.it/

53. <http://tinyurl.com/blhfh67>

54. <http://surreycanal.com/>

NL⁵⁵.

Intercultural Urbanism, blog by Dean Saitta from Denver, USA⁵⁶.

What is this thing called Multicultural Planning? By Mohammad A. Qadeer. A useful document for making comparisons between the Canadian multicultural method of planning and other methods⁵⁷.

Design for All is concerned with environments, products and services is intended to ensure that everyone, including future generations, regardless of age, gender, capabilities or cultural background, can enjoy participating in the construction of our society with equal opportunities, and in economic, social, cultural, recreational and entertainment activities, while also being able to access, use and understand any aspect of the environment with as much independence as possible.⁵⁸

Sandercock, Leonie, *Towards Cosmopolis: planning for multicultural cities*, London: John Wiley, 1998.

The London Borough of Lewisham has pioneered a new way of looking at city planning through an intercultural lens.⁵⁹

c. Housing and neighbourhoods

There is great variation across European cities in the extent to which patterns of residential settlement are connected to culture and ethnicity and there are also varying opinions on whether the state should intervene or if the market and personal choice should be the prime determinants. An ideal intercultural city does not require a “perfect” statistical mix of people and recognises the value of ethnic enclaves, so long as they do not act as barriers to the free flow of people, ideas and opportunities both inward and outward.

The level of neighbourhood cohesion is an important indicator of integration as well as of positive attitudes towards diversity. In a 2011 survey carried out by IPSOS in 7 European cities in the context of SPARDA, a joint Council of Europe/European Union project, highlighted the relationship between perceived levels of neighbourhood social cohesion and securing the benefits of diversity. People who perceived low levels of social cohesion in their neighbourhood were more negative on most aspects of immigration. For example, 66% of people who perceive low cohesion levels in their area agree that immigration has placed too much pressure on the infrastructure of their city compared to 54% of those who perceive high cohesion levels in their area.

The intercultural integration approach therefore needs to place special emphasis on community development and neighbourhood cohesion. Along with participatory structures and processes, **neighbourhood projects which enable residents to work together towards a common goal** are a key tool.

Such projects need to be designed in such a way as to encourage and facilitate the involvement of people of different cultural, educational and social backgrounds, ages and genders. It is important to provide incentives and opportunities for people to interact across their differences as frequently as possible since physical mixing is not automatically conducive to greater contact, openness and

55. <http://tinyurl.com/7ghvfau>

56. www.interculturalurbanism.com/

57. <http://tinyurl.com/6t5tafw>

58. www.designforall.org/

59.

www.lewisham.gov.uk/Environment/Regeneration/DeptfordAndNewCross/DeptfordTownCentre/DeptfordToday.htm

proximity. Such incentives comprise the creation of community centres with diverse staff or/and volunteers, educational, civic and festive events, mediation activities, open spaces with a range of cultural connotations where people of different backgrounds and ages feel welcome and at ease.

Questions to consider: Does the city have residential areas which are defined along ethnic lines? Does the system for allocation of public housing and/or the private housing market contribute to ethnic concentration? Do local community facilities encourage greater ethnic interaction or are they mainly mono-cultural?

Examples

The “South-East” cultural centre in **Reggio Emilia** is the nerve centre of a daring initiative to re-create a civic culture of debate and self-management and re-build the fabric of the diverse community living in the Rail Station district.

The centre is run by volunteers from a range of different origins. It was instrumental in facilitating the signature of a pact between the residents of the station district and the Mayor of Reggio Emilia, whereby the municipality declared its trust and promised to invest in the neighbourhood, while citizens undertook to manage the centre, look after public spaces and exercise community control to ensure respect for law and order. The notions of cohesion and co-existence are commonly used and the citizens show a strong commitment to them.

Within the context of the Community Pact, inhabitants have developed projects to combat alcohol and drug abuse, undertaken citizen mediation of neighbourhood conflicts, youth and family education and a “dances of the world” project. The city has rehabilitated a park in the neighbourhood, improved street lighting and reinforced police presence. Within only a year, the neighbourhood, which previously had the reputation of being dangerous and unpleasant, has become a reference for citizen commitment and positive development.

The project is based on the key principles of interculturality:

- citizen participation in defining the objectives, dialogue with the city authorities and mobilisation of city services to work, together with volunteers, towards these objectives;
- citizen empowerment and cross-cultural communication;
- development of a positive discourse and diversity-based action (videos, a weekly neighbourhood journal, participation of artists...); and
- proximity action: reducing the psychological distance with “the other” through actions which involve people from different backgrounds.

Continuous feedback and monitoring by citizens is a part of the scheme. Quantitative and qualitative tools have been put in place to make a sound assessment of the initiative, which is planned to last for three years.

Motivating residents to take part has not been easy – the first citizen group was constituted as a result of door-to-door contacts with people asking them to take part in the first consultation meeting. Still, the rate of participation and the impact of residents of non-Italian origin are very low. So alternative methods for consultation and facilitation, including non-verbal techniques, are being considered to give these residents a better opportunity to take part. A theatre project has been initiated as a means to help migrants express their concerns to the community.

d. Public services and civic administration

In an ideal intercultural city public employees – at all levels of seniority – would reflect the ethnic/cultural background of the population. Moreover, the city would recognise that as the population changes, the very nature of the public service must be reviewed and possibly revised. It must be open to the possibility of new ideas and innovation contributed by minority groups rather than imposing a “one size fits all” approach.

Questions to consider: Is the city taking action to ensure that the ethnic/cultural background of public employees reflects that of the population as a whole? Has the city reviewed or changed the structure, ethos or methodology of its public service delivery to take account of the ethnic/cultural mix of its citizens and staff? Does the city take action to encourage intercultural mixing in the private sector labour market? What is the role of the police in regard to cultural diversity – does it act as a factor of positive acceptance of diversity or does it reinforce prejudice; does it maintain peace between groups, enforce immigration laws, or maintain the status quo? To what extent are the police willing and able to take a more proactive role and act as community bridge-builders between groups?

How to motivate the authorities’ interest in intercultural development:

- Organise workshops or discussions with officials in mixed groups, across administrative silos and specialisms, and including intercultural innovators with professional, educational and creative backgrounds;
- Organise workshops or other meetings not in the administrative offices but in art spaces or other unusual environments that invite out-of-the-box thinking. Foster the creative confidence of the administration;
- Encourage civil servants to take part in field projects involving interaction with citizens, as in designing Dublin;
- The bonus for mistakes approach in Copenhagen.

Example

Following a campaign for culturally sensitive care for senior citizens, the Department for Social Affairs, Housing and Environment of the City Council of **Neukölln** is working together with the migration service of Caritas (a social welfare institution of the Catholic Church in Germany) in the area of services for senior citizens. The staff of the service for senior citizens was familiarised with culturally sensitive services for senior citizens at information and awareness-raising events. An important aim was to attract migrants for voluntary participation in social committees. The constructive co-operation with domestic migrant associations in all areas of services for senior citizens, in particular the work of the social committees and the Senior citizens’ Committee at local level, is an objective of the culturally sensitive service for seniors. A further cornerstone of the culturally sensitive service for seniors is the opening of established meeting points for seniors on themes for groups of elderly migrants with the aim of attracting more visitors from this group.

The police has a very experienced group of colleagues, the so-called “Foreigners Working Group”, in which employees with migration background also work. They are in contact with every migrant association, as well as mosque associations in the municipality. The mutual trust and the knowledge built up over the years have proved to be essential. In very special individual cases, e.g. homicides, the working group has had a de-escalating effect and has mediated between fronts.

Further reading

Intercultural competence for social care workers⁵³

London's Mentoring for diversity programme⁵⁴

Constructing an inclusive institutional culture – Intercultural competences in cultural services, Council of Europe Publishing, 2011

e. Business and economy

Large parts of the economy and the labour market may be beyond the remit and control of the city authority but may fall within its sphere of influence. Because of nationally-imposed restrictions on access to the public sector labour market, the private sector may provide an easier route for minorities to engage in economic activity. In turn, such activities (e.g. shops, clubs, restaurants) may provide a valuable interface between different cultures in the city.

To ensure recognition and optimal use of migrants' skills in the urban economy to drive innovation, growth and entrepreneurship, the city must encourage business organisations to go beyond formal qualification recognition and look for a greater range of criteria for establishing skills, provide mentoring and targeted guidance for migrant entrepreneurs, incentives for young entrepreneurs such as prizes and incubators, and encourage business links with countries of origin.

In 2008, at the peak of an economic boom, the total unemployed workforce in Copenhagen was 40 000 people, one third of whom were of a minority background. Ninety per cent of the 1 000 companies approached thought that having a minority workforce was positive and around 30% thought minority employees were more reliable. However, at that time Danish immigration policy was very restrictive, there was much extreme anti-migrant discourse in Europe. Seventy percent of Danes did not have any friends from minority backgrounds, an indication of a high degree of cultural divide.

An organisation called "New Danes" was created at that time by minority DRH and other professionals, to raise awareness of the lack of equal job opportunities for migrants. At first they used moral arguments, based on the concept of corporate social responsibility. In the meantime their discourse has shifted towards the business case for diversity, using examples and data to convince enterprises to open up to a diverse workforce and develop competence in diversity management.

The secret of New Danes' success was to involve various stakeholders – academia, municipality, enterprises, in a comprehensive process towards realising the diversity advantage. They use appreciative enquiry to assess the level of achievement of each company, looking at the diversity of the workforce, within their customer and user groups, as well as within partner and supplier companies, and at initiatives and policies to seek and cultivate diversity and a diversity culture. Criteria by which to gauge the diversity advantage are innovation, management quality, product and service development, new markets, recruitment and retention, and communication and branding.

60. <http://incoso.wikidot.com/intercultural-competences>

61. www.london.nhs.uk/what-we-do/londons-workforce/leading-for-health/mentoring-for-diversity-programme

The city of Copenhagen has launched a series of projects to enhance migrant employment (e.g. “Integration Contact”, which was run by the Jobcentre), a Diversity Board to involve businesses in the city’s diversity agenda.

The Confederation of Norwegian Enterprise has launched the Global Future programme aimed at qualified professionals of minority background who seek high executive and board positions. Through a series of 19 one-day seminars over a year and a half and a mentoring scheme, they benefit from leadership and management skills development, intercultural understanding and networking.⁶²

Some questions to consider: Is there a business umbrella organisation whose objectives include promoting diversity and non-discrimination in employment? Does the city have a charter or another binding document prohibiting discrimination in the workplace and/or targets for enterprises working with the cities as diversity employers? Does the city take action to encourage intercultural mixing in the private sector labour market? Does the city take action to encourage businesses from ethnic/cultural minorities to move beyond localised/ethnic economies and enter the mainstream economy? Has the city taken steps to encourage “business districts” in which different cultures could mix more easily? In its procurement of goods and services does the city council give priority to companies with a diversity strategy?

Building companies in Botkyrka (both public and private) provide space for small-scale educational centres providing support for children with learning needs. One company has also provided an apartment free of charge as an artist residence for community-based art projects.

Further reading

Global diversity and inclusion: Fostering innovation through a diverse workforce, Forbes insights⁶³.

Examples

In co-operation with the social services, businesses in **Neuchâtel** have launched Speranza 2000, a recruitment and training project for marginalised young people. The young people are trained for 12 weeks and then offered a contract of unlimited duration. At the end of the first year of the project, all 48 young people have remained in the companies concerned. Only 30% of them were Swiss nationals.

In **Tilburg** connections are forged between new migrant entrepreneurs and experienced and skilled Dutch entrepreneurs. A special promotion team looks for trainee posts for migrant trainees. The team approaches many employers until they find the right trainee posts for students from the regional institution for adult and vocational training. This investment is profitable in the long term. Another programme sends successful migrants to meet employers and convince them that migrant employees are not a risky proposition.

The association “**Economy and Work in Neukölln**” regularly organises business salons on different topics in co-operation with the Economic Development Department of the city council. The business salons, traditionally in the style of the old Berlin Evening Salons, take place with about 120 guests invited to a festive evening event based on a general topic. The guests are businessmen and women of Neukölln and personalities who have rendered outstanding services in the field under discussion. The salons

62. www.nho.no/globalfuture.

63. www.forbesmedia.com/files/Innovation_Through_Diversity.pdf

combine interesting themes, cultural performances and a formal dinner und create a unique atmosphere of exchanges. They help business entrepreneurs to become acquainted with each other and encourage guests to look “beyond their own nose”. Interculturalism is also to be found in the economic sector, where Turkish businessmen are an important economic factor.

f. Sport and the arts

The time which people allocate to their leisure may often be the best opportunity for them to encounter and engage with people of another culture in a neutral and festive context. At the same time, however, if leisure is structured along ethnic lines (e.g. a football league of teams from only one culture) it may reinforce separation. The city can influence this through its own activities and through the way it distributes resources to other organisations. For cultural events or activities to be vectors of intercultural communication and interaction, they need to be conceived with a diverse public in mind; people must be encouraged to cross over artificial barriers and experience other cultures; cultures must be presented as living, changing phenomena which thrive on interaction with other cultures and stimulate the hybridisation of cultural expressions.

The following questions need to be asked: Are most cultural and leisure groups in the city constituted on mono-ethnic or multi-ethnic lines? Do the city’s professional sports and arts organisations explicitly encourage ethnic mixing? Are there funding and training schemes to support talent from ethnic minority backgrounds?

Elements of an intercultural urban policy for the arts:

- Invite high-level contemporary artists from the countries of origin of major migrant communities – this gives them pride in their culture and allows them to keep abreast of the cultural evolution of the country of origin, avoiding the classic syndrome of migrant conservatism;
- Encourage mainstream cultural institutions (opera, theatre, dance halls, museums, orchestras...) to programme local migrant artists – international and intercultural programming are not one and the same thing. Opening up these institutions to contemporary art forms (video, hip-hop, graffiti...) helps to involve more diverse artists and audiences (ethnic and age-wise);
- Encourage artistic programmes that promote intercultural collaboration between artists and feature the results of such collaboration;
- Allocate significant resources to neighbourhood and amateur artistic involvement (e.g. carnivals, art clubs, graffiti competitions, video and photo projects, etc.);
- Sponsor artists’ work on intercultural themes (e.g. on the segregation of public space and minds), employ artists as cultural mediators for community-building projects;
- Divert the holding of cultural events from the mainstream institutions, city centre and prestigious venues, to open spaces, marginalised/poor neighbourhoods;
- Encourage (also through funding criteria) the active involvement of people from other communities in “national” cultural events and celebrations (e.g. the Chinese New Year), not only as spectators but also as participants.

Examples

In **Tilburg**, a group of women from the Antilles asked the local government for support to organise a carnival procession. Tilburg already had traditional carnival clubs and the alderman promised his support on condition that the two groups of carnival clubs co-operated on a single carnival procession. From that time on a strong bond was established between the two different cultures. The so-called T-Parade now boasts 60 000 visitors, 37 floats and 1 200 participants of Japanese, Dutch, Moroccan, Indonesian, English, Brazilian, Venezuelan, Surinam, Antillean, -Turkish and Chinese origins.

The “**Sport Youth Neukölln**” project is implemented in the area of “Streetball” youth cultural activities in co-operation with the citizens association “Culture of Helping”, the Turkish Community Berlin and the German-Arabic Independent Community and with the support of the Berlin-Neukölln City Council. The objective of the youth social work department in the field of sports is to support children, adolescents and young adults in developing a self-dependent and socially compatible personality, to support them in their individual and social development, to encourage self-organisation and strengthen self-activity, to provide support for the development of decision-making skills and responsibility, to demonstrate non-violent conflict resolution methods and impart social skills and also to demonstrate participation opportunities. Proposed activities should have a lower participation threshold and be demand-oriented, work on violence prevention, support social integration and social participation and include gender specific approaches and various methods.

“Satellitstaden” is a public arts project that relies on community participation to make an artistic installation using satellite dishes in Fittja, a public housing estate located in **Botkyrka** municipality, 30 kilometres south of Stockholm. It is a research-driven artistic project carried out over one year and aims to study the importance of satellite media in the lives of immigrants and cultural integration issues. The main part of the project consists of colouring several satellite dishes in the area, in close collaboration with local residents. The project is led by the Swedish-Brazilian artist Isabel Löfgren, in collaboration with the Swedish artist Erik Krikortz, and in partnership with several local organisations, including Residence Botkyrka, an artists’ residence in the area. For the on-site installation, residents are invited to pick a colour for their satellite dishes from an assortment of 9 bright neon colours. The colour is, in fact, a custom-made waterproof textile cover installed over the satellite dish, and is free of charge. In return, we ask for a short interview and that they recommend the project to a relative, friend or neighbour in the area. The participant decides which part of our conversation can be made public and this corresponds to their coloured dot on the project’s online interactive map. These short statements then become a collective message reflecting the voices of members of the community as they express their views on several issues. These statements include views on the importance of satellite media in their lives, statements to defend their right to keep the satellites on their balconies, their views on living in Fittja or why they picked that particular colour. The last element is a series of walking tours through the area following the coloured dots, with local youths reading these collective statements to the public.⁶⁴

Further reading

Pascale Bonniel-Chalier, *Interculturalism in the cultural policies of European cities*⁶⁵

Ricard Zapata-Barrero, *Cultural policies in contexts of diversity: the city as a setting for innovation and opportunities*⁶⁶

64. <http://www.satellitstaden.org>

65. www.coe.int/t/dg4/cultureheritage/culture/Cities/CULTURAL.policy_en.pdf

66. [www.eui.eu/Projects/ACCEPT/Documents/News/Culturalpoliciesorg\[1\].pdf](http://www.eui.eu/Projects/ACCEPT/Documents/News/Culturalpoliciesorg[1].pdf)

g. Urban safety

Focus on shared safety priorities. Draw up safety strategies that combine “The Best of Three Worlds” i.e. *problem-oriented policing (POP)*, *intelligence-led policing (ILP)* and *community policing (CP)*. This new model is currently being taught at the Dutch Police Academy. As a first step, crime trends are identified on the basis of annual police data and reports, using the standardised method of *Scanning, Analysis, Response and Assessment (SARA)*. Priority problems are defined according to the “80/20 rule” that 80% of problems are due to 20% of causes. These problems are analysed in terms of concentration (“*hot spots*”), frequency (“*hot crimes*”), perpetrators (“*hot shots*”) and targets (“*hot victims*”). The project plan is supported by an intelligence-led model of task forces, partnerships and management, with the mayor occupying the key role of prioritising police capacities and engaging partner institutions. Adopt the Hague “SARA model”, a standard procedure for defining priorities and actions with the police, social partners and citizens of diverse backgrounds (see the Hague example below).

Look for creative safety alternatives in the public realm. Highlight visible improvements in “hotspot” neighbourhoods (Lisbon Mouraria, Reggio Emilia station district, etc.), make safety workshops a key element of the intercultural city strategy.

Promote trust-building in changing police cultures. Make intercultural communication part and parcel of police training, as well as new methods of proximity (community) policing through social media, such as the Finnish “Net Cops” and the Geneva “Flic du Quartier”.

Establish structural and visible relations between safety and care. Develop an intercultural response to youth violence and criminal gangs; connect tested models like the Botkyrka approach to rioting, the Lewisham “Cease Fire” for youth murder re-offenders and the “Tilburg Care & Safety House”, as business-cases in the ICC approach to Community-Based Result Accountability (CBRA).

Develop monitoring tools for safety interventions. Adapt the “Rotterdam–Copenhagen Safety Index” model to local priorities, as a way of taking the safety concerns of citizens seriously, and enabling both trust-building and law enforcement in neighbourhoods.

Examples

Since 2008, youth violence is being tackled by “virtual community policing”. A team of “Net Cops” is making proactive use of social media like Facebook and Twitter. In their professional capacities as uniformed policemen, they talk with young people and share information and advice. A 2011 Internet survey showed that the Net Cops had 172 269 fans on Facebook and were easily recognised in regular street patrols. Apart from preventing incidents, this approach helped to improve reporting on issues such as domestic violence, sexual abuses and cybercrime. Trust in the police clearly increased, also among migrant children. The evaluation study suggests that this approach also helps to prevent radicalisation and extremist violence. But the process is delicate and care should be taken to make sure that young people are not perceived as informants. At present, 30 new Net Cops are being trained at the Police Academy.

Such an approach combines a community policing strategy with ILP. It helps establish widespread trust in the police (96% in Finland). Concrete results can be measured in terms of both “value for money” and “public values” such as greater cohesion and well-being of society. The state of research is summed up in the draft article, “Innovation of community policing in Finland”, which was distributed prior to the

seminar.⁶⁷

The Hague district “Schilderswijk” stands out in all the statistics: it has the highest levels of segregation and poverty in the Netherlands, and 85% of the 30 000 residents are migrants of 120 different origins, predominantly Moroccan, Turkish and -Surinamese. In this compact living environment, world conflicts like the “Arab Spring” can have a direct impact on feelings of safety. Problem-oriented policing (POP) showed that there was a rising number of burglaries (*hot crimes*), concentrated in particular streets and blocks (*hotspots*), and committed by frequent offenders, 75% of whom were young people between 12 and 17 years of age, if not younger (*hotshots*). The most vulnerable were elderly migrants because of lack of social control and poor quality housing (*hot victims*).

In response, community policing was reinforced with 42 “bikers”, highly mobile and approachable street patrols. In co-operation with social workers and housing corporations, the quality of door locks and street lights was improved. The partners made a joint list of the 40 most persistent offenders, selecting five persons every week for extra attention at multiple police levels. Former offenders also receive frequent visits from community police officers or social workers. ILP is made public, through social media and neighbourhood meetings. Instead of hiding disturbing crime data, people are fully informed, receive advice about burglary prevention and are encouraged to discuss community efforts.

It is expected that 2012 will show a drop in the number of burglaries. Experience shows that when the number of burglaries goes down, all other types of crime go down as well. The main challenges are a change of organisational culture in the police force and in social organisations to engage in problem-oriented partnerships, and the active involvement of groups of inhabitants in each neighbourhood. 90% of the victims are migrants who usually do not trust the police and fail to report crimes out of fear of retaliation. The focused policing method helps to create a diversity advantage in urban safety, in the sense that migrants are not misperceived as potential criminals but valued as potential allies. Police officers are trained in intercultural skills, also through informal learning, for instance, organising a youth football event together with mosques and other community groups.

Reggio Emilia’s safety strategy. By responding to urban degradation and antisocial behaviour in the notorious railway station zone, the municipality fosters the creation of a new identity for the neighbourhood through urban renewal. Public spaces have become sites of intercultural mixing and dialogue, with the establishment of a new square and the intercultural refurbishment of a local park with Moroccan-themed children’s theatre, an ethical fair trade shop and a social mediation centre. The municipal police local office next door is open 12 hours a day. The project has mobilised volunteers to work in the Reggio East Community Centre, which hosts the “Academy of Everyday Life” – Italian language courses and everyday culture for Arab women, and courses in sport and arts for the 167 summer festival.

67. www.coe.int/t/dg4/cultureheritage/culture/Cities/meetings/LisbonVirta_en.pdf

Further reading

Intercultural approaches to urban safety (section thematic papers)⁶⁸

3. Mediation and conflict resolution

*Acknowledge the inevitability of conflict in mixed communities and develop the city's skills in **mediation and resolution**, including by setting up specialised institutions to deal with cultural conflict.*

It is a basic tenet of the intercultural city that where groups of different cultural background and social and economic status are present in close proximity, there is always the potential for conflict over values, behaviour or resources. This is natural – what would be unnatural would be for city authorities to seek to deny or ignore it. The process of anticipating, identifying, addressing and resolving conflicts is a fundamental process of living together in a dynamic and communicative community. Indeed the optimum intercultural city sees the opportunity for innovation and growth emerging from the very process of conflict mediation and resolution.

The philosophy of the intercultural city in relation to mediation comprises several aspects:

- Recognising the full range of contexts and situations in the city where tension and conflict is underpinned by intercultural misunderstanding, lack of awareness or hostility.
- Recognising the full scope for intercultural mediation between individuals, groups, communities and institutions.
- Identifying city “hotspots” where intercultural mediation may be necessary and urgent if broader progress is to be made on the intercultural agenda. This may include housing and segregation issues, distinctive education needs and issues such as dress and faith symbols in schools, policing, family and social welfare concerns.
- Identifying professionals and NGOs which have to mediate on a daily basis as part of their practice. Looking at whether there is expertise that can be applied more widely or in other settings.
- Reviewing support and training needs for authority professionals.
- Looking at the scope for developing a pool of intercultural mediators available across the city system.

Questions to consider: Is city policy strongly influenced by the need to avoid the possibility of ethnic conflict? Are city officials trained in mediation and conflict resolution skills? Does the city have procedures and mechanisms for recognising and dealing with potential flashpoints? Are there institutions in the city that can help communities resolve their differences?

68. www.coe.int/interculturalcities (thematic documents section).

Examples

Casa dei Conflitti in **Torino** (Italy) is a place for resolving neighbourhood disputes⁶⁹

In **Vic** (Spain) a team of 10 “street mediators” deals with minor neighbourhood conflicts and tries to meet and talk to people on the streets and in public places about their concerns relating to the arrival of foreigners, the changes in the host community and the role of the host population in the integration process.

Schools in **Neukölln** which are located in special development areas (neighbourhood management areas) provide scope for mediation projects, particularly as self-dependent and socially compatible behaviour needs to be learned at these schools. Positive attitudes towards tolerance, non-violence, solidarity, considerateness, moral courage and a sense of responsibility are fostered. Measures to prevent violence are integrated into the school concept.

4. Language training

*Invest heavily in **language** training to ensure that all migrants are able to converse in the majority language, but also enable members of the majority to learn or get an impression of minority languages, and give added visibility to and recognise these languages in the public sphere.*

It is vital for integration that migrants learn the language of the host country. However, there are other considerations in an intercultural approach to language, which entails dealing with languages as a resource for economic, cultural and scientific relations and developments in an interconnected world. Language is a key element of identity in cities where there is no real migration but one or more national minorities (or indeed where there is no clear majority group). The aim of the intercultural approach is to foster equal respect for the languages in question and mutual learning across language-divides. In cities where recent migration or trade connections have brought entirely new languages into the city, which are spoken by a large minority of the population (e.g. Spanish in some US cities), interculturalism is measured by the extent to which the majority are prepared to adopt these languages in daily life.

One of the key areas for promoting multi-lingualism is school education. In the age of super-diversity where children in schools increasingly bring with them dozens of heritage languages, schools can foster language awareness by using examples of languages spoken by the pupils and help to abolish the de-facto ranking between “noble” Western languages and less “noble” or “useful” languages of the non-Western world. Not only is such a ranking contrary to the refusal of the intercultural approach to establish a hierarchy between cultures and languages, but also out of step with the increasing economic and cultural importance of the languages of emerging economies.

Language awareness-raising can be used for all foreign languages but it seems logical to focus on the home languages and linguistic varieties already present in the classroom (for example, singing songs, counting, citing the days of the week in different languages, language portfolio). A positive attitude towards language diversity may contribute to a better understanding between children in

69. http://urbact7.urbact.eu/fileadmin/subsites/euromediation_securities/pdf/03maisondesconflits-turin.pdf

class and at school. It also contributes to well-being and to the development of the identity of non-native language speakers. After all, if this approach is used these children feel encouraged to express their ideas, opinions and feelings in their own language. The attention paid to their native language increases its status and thanks to this children become experts in their mother tongue and their self-esteem, and indirectly their motivation to learn and their school results, increases.

These principles can be applied to both children and parents. Language awareness-raising may be an important instrument to increase the involvement of the parents. In doing so they are considered to be experts in their native language, just like their children, are acknowledged and rewarded and find more self-confidence in their communication with members of the school team. By acknowledging and appreciating their native language parents can be encouraged to help their children with their homework using their native language. This counters the commonly held view that they absolutely need to master Dutch to be able to help their children with their schoolwork.

Between language awareness-raising and multilingual education there is still a wasteland full of opportunities waiting to be discovered, which can be called “functional multilingual learning”. In the context of functional multilingual learning, schools use the multilingual repertoire of children to increase knowledge acquisition. The home languages and linguistic varieties of children can be seen as capital explicitly used to increase educational success and personal development. The first language may serve as a steppingstone for the acquisition of the second language and new teaching content. In this approach, the teacher encourages students to help each other in the execution of a task (for example, explaining to a new student with insufficient knowledge of Dutch what to do) or in the preparation of group work. This approach requires a certain working method: the teaching environment should allow students to interact on a regular basis and should not be entirely teacher-directed. During such intense interactive moments the linguistic skills of the students help to solve a mathematic problem or to execute a task in physics.⁷⁰

Questions: Does the translation of public information into minority languages in the context of various public information campaigns and in social services encourage or prevent people from gaining command of the majority language? Are services offered to support the learning of the host language supported by psychological incentives to people to invest in language learning? Are there actions or initiatives in the educational or cultural fields aimed at promoting recognition of minority/migrant languages in the community? Does the city have local newspaper/journal/radio or TV programs in languages other than the language of the majority ethnic group?

Examples

Libraries providing books in world languages and proactively recruiting readers from the local neighbourhood enable parents who may not have strong skills in the host language to affirm their educational role and authority by reading to their children in their native language.

In the context of the Biennale of Contemporary Art in **Lyon**, speed language courses are organised for migrants to present their language to others, as a symbolic recognition of the importance of these languages for the community.

In **Neukölln**, during the “Weeks of Language and Reading”, celebrities as well as “ordinary” citizens read

70. Sierens, Sven et Van Avermaet, Piet, Language diversity in education: evolving from multilingual education to functional multilingual learning, Centre for Diversity and Learning, Gand University.

multilingual texts in more than 400 public performances. Over 30 000 people of different nationalities attended readings and a poetry slam. The main aim of the project was to highlight the beauty of all languages of the world. The initiative has been developed on the basis of civic engagement and aims to encourage both reading skills and cross-cultural communication.

5. Media strategy

*Establish a **joint strategy with local media agencies** and where appropriate journalism schools to gather and present news in a responsible and intercultural way, secure balanced reporting of migrants/minorities in the media and strengthen community media.*

Important considerations in public discourse and media ethics may include:

- Defining and communicating the key messages of the intercultural cities initiative locally.
- The intercultural understanding, skills and competence of media professionals, including editors and journalists, and how these can be enhanced.
- The scope for intercultural champions and key city figures to act as “ambassadors” and spokespeople on intercultural issues for the media.
- The scope for “catalytic” events at key points of the initiative to generate media attention and public discussion of intercultural issues and for “critical debates” where complex and sensitive issues are addressed by experts and others to sensitise the media to interculturalism and break down stereotypes.

Media-related actions develop ways of working with the media. This is a specific and very successful dimension of Intercultural Cities. Meetings with journalists are always held during expert meetings to help them understand the intercultural city concept and invite them to become partners in achieving the objectives. Cross-media reporting with international teams, where over a period of a few days mixed teams of journalists prepare written/radio/TV reports about certain intercultural issues and present them at a public hearing, has had an enormous success in cities as well as with journalists for whom such experiences are eye-opening.

The local media should be active participants in the ICC project not simply channels for reporting. Ideally the media should be represented on the task force or at least the wider support network. At the very least there should be regular discussions with the media on the progress of the project.

At the same time, cities should address some of the root causes of lack of balanced approach to diversity in the media. On all levels, from owners downwards – to editors-in-chief, editors and reporters – mainstream media lack space for open dialogue on issues relating to language, race, faith, ethnicity, gender and other diversity challenges. There needs to be more diversity in two areas: content (in most of the cases – media content does not reflect existing social diversity), and recruitment (the staff working in the media organisation is less diverse than the audience).

A comprehensive media diversity strategy in cities would involve actions in the following areas:

- media monitoring,
- mid-career diversity training and professional development,
- diversity reporting initiatives,
- diversity reporting, journalism education and curricula development,
- media assistance for civil society organisations and marginalised communities,
- intercultural media award

Further reading: media diversity concept.⁷¹

6. Establish an international policy for the city

A genuine intercultural city would be a place which actively sought to make connections with other places for trade, exchange of knowledge, tourism, etc. It would be a place which the stranger (whether businessperson, tourist or new migrant) found legible, friendly and accessible, with opportunities for entering into business, professional and social networks.

The intercultural strategy of a city would:

- proclaim that the city is open to both ideas and influences from the outside world and also seek to outwardly project its own identity;
- establish independent trade and policy links with the countries of origin of minority groups, monitor and develop new models of local/global citizenship;
- questions to consider: What is the external image of the city? Is it seen as cosmopolitan and open to outsiders? As a place to visit, to invest or do business in? How many local people believe that foreigners bring advantage to the city? How many people think foreign influences threaten local culture?

Example

Lublin (Poland) has established “Closer and closer” – the Euroregional Information and Cultural Co-operation Centre – with a view to providing ongoing support to trans-border cultural co-operation between Lublin and Lutsk in Ukraine, and Brest in Belarus. The Centre operates as an entity of the Lublin Municipality. It has an important role in bringing the cultural institutions and organisations of the three towns together by exchanging information on current cultural events and organising trans-border cultural projects.

Further reading: *Internationalisation of open cities*⁷².

71. www.coe.int/t/dg4/cultureheritage/culture/Cities/mediapack.pdf

72. http://opencities.britishcouncil.org/web/index.php?internationalisation_en

7. Evidence-based approach

Establish an intercultural intelligence function or an observatory, or at least begin the process of:

- monitoring examples of good practice locally and in other places,
- gathering and processing local information and data,
- conducting research into the state of cross-cultural interaction in the city,
- establishing and monitoring intercultural indicators,
- dispensing advice and expertise to local agencies and facilitating local learning networks.

Intercultural policies should, just as any other policy, be evidence-based. A city cannot be intercultural if it is ignorant of its citizens, their diversity and lifestyles and how they interact with each other. An intercultural observatory takes existing data and examines it from an intercultural perspective. It also identifies gaps in the city's knowledge base and where necessary devises new kinds of data and analysis to add depth and clarity to the "intercultural audit" underpinning the development of a diversity-management strategy.

Digital mapping

One of the instruments that have been developed more recently and which provides great opportunities for the management of public policies, including in the field of intercultural relations, is the digital mapping of a territory.

Barcelona has used this method to shape policies in the field of migration management and interculturality. A few years ago the city council commissioned the development of a web portal that allows the mapping of various kinds of information related to immigration, cultural practices, places and organisations.

The result was the Immigration Portal de Barcelona, a valuable tool for visualising and securing a better understanding of the demographic changes taking place in the city in recent years.

The portal is structured as a city map and makes it possible to search for information from multiple variables that can display various units of territory: by district, ward or smaller units. The information that can be displayed is very diverse: statistical information regarding the city population profile and nationality (the number of people, places of residence, age, gender, births, etc.).

The map also incorporates a great deal of information relating to migrant associations, organisations dealing with intercultural dialogue, places of worship of different faiths, and relevant social, educational, cultural and health institutions and organisations.

The possibility of crossing several variables and displaying them simultaneously on the map makes it possible to deepen the perception and knowledge of a complex and rapidly changing reality.

For example, we can "create" maps that show and compare the degree of dispersion or concentration over time of citizens of different nationalities. We also have the possibility to compare the place of residence of citizens of a particular nationality with the location of the entities that offer hosting services or public libraries to assess the degree of closeness with one another and give us a better understanding of the way in which they use these services.

When we “click” on a neighbourhood, a table appears giving all the statistical information we have chosen. And if we click on the symbols of the institutions or places of worship, the table will show explanatory information, a link to a web site, etc.

The interactive digital maps can be converted into a PDF to attach to any document, study or press release.

The portal is intended for the general public and obviously for policy-makers. But it can also be of interest to groups such as journalists, researchers and students, etc. as it facilitates access to objective information in an area where transparency and rigour is fundamental to increase knowledge and avoid the consolidation of stereotypes and clichés.

Questions to consider: Does the city work in collaboration with the local university? What role does the university play? Does it provide and process local information and data on ethnicity, on the impact of measures included in the city’s diversity strategy, on public perceptions of diversity? Is this data then used by local government to formulate and implement future initiatives? Does the local government use this information to directly/indirectly improve its services to ethnic minority populations?

Examples

In **Reggio Emilia**, a partnership with the local university ensures the monitoring of integration and the well-being of migrants, the public opinion and the effects of city policies.

Every two years, a survey is held among the residents of **Tilburg** concerning -people’s attitudes to “the multicultural society”. This survey includes the same ten statements each time, so it is easy to compare the results. The city’s Research and Information Department also presents monitor studies, like the Poverty Monitor, the Integration Monitor, the Antilleans Monitor, the Moroccan Monitor, etc. On the basis of this information, the policy of Tilburg can be maintained, adapted or completely changed.

8. Intercultural awareness training

*Initiate a programme of **intercultural awareness training** for politicians and key policy and public interface staff in public sector agencies. Encourage the private sector to participate.*

Intercultural awareness first became popular in international enterprises, where it was used to facilitate the management of diverse teams and work with foreign clients. More and more cities now provide intercultural awareness training for their employees to improve the effectiveness of the administration and services and ensure adequate access to social rights. Such awareness is indeed vital for the employees to be able to assess the ways policies and services are perceived by different groups and adapt them to citizens’ cultural specificities. Family relations, expressing one’s expectations, feelings and reactions, perceptions of punctuality, authority and many other key dimensions of human behaviour are shaped by culture and affect profoundly the way people relate to each other, the community and public authorities.

Very few people can be expected to be experts in more than one or two of the languages and cultures of the many groups who live in a city. However, the competent public official in an ideal

intercultural city should be able to detect, and respond to, the presence of cultural difference, and modulate their approach accordingly, rather than seeking to impose one mode of behaviour upon all situations. Such sensitivity and self-confidence in unfamiliar situations is not commonly seen but is a skill which can be acquired through expert training and must become as important to the officials as their specific profession and technical skills.

Example

Public authorities can extend intercultural awareness training beyond their own staff. Together with the Novarox company, the Multicultural Cohesion Department of the Canton of **Neuchâtel** has prepared a training course on intercultural awareness and offered it to over 200 managers working for the company.

In the context of the European certification system, Xpert, the Neukölln adult education centre has been training multipliers in the field of intercultural competence. Teachers, day-care centre teachers, teachers at the adult education centre and all interested persons are exposed to other cultures in a sensitive fashion. Certificates can be acquired at basic, master and professional levels.

All nine Neukölln neighbourhood management teams for areas with special development needs are organised in such a way that the teams and the neighbourhood advisory board takes account of migrants' competences. Migrant associations are involved in on-site decisions. The neighbourhood management teams are strong generators of integration work.

9. Welcoming newcomers

*Launch **welcoming initiatives** for newcomers and urban exploration projects whereby not only (temporary and permanent) new arrivals but also local citizens can visit parts of the city they have not previously seen, hosted by people of different cultures, become acquainted with the city services and institutions, and receive personalised integration support.*

People arriving in the city for an extended stay (whatever their circumstances) are likely to find themselves disorientated and in need of multiple forms of support. The degree to which these various support measures can be co-ordinated and delivered effectively will have a major impact on how the person settles and integrates. What is often overlooked, but has a powerful impact on intercultural relations, is whether those from the host community have been given any prior preparation or whether, on the contrary, they might feel surprised or alarmed by the new arrival.

Questions to consider: Do the local authorities provide welcoming initiatives such as encounters with policy-makers, orientation meetings with NGOs and services, skills testing? Are there urban exploration projects (such as intercultural guides and city walks)? How often do these take place and who is targeted? How does the local authority select the guides for the projects/ initiatives? How does it ensure that the guides come from various cultural backgrounds? Is heritage – diverse heritage – celebrated through e.g. literature, songs myths or symbolic events where different groups can present their heritage?

Example

In **Tilburg** there is a special ceremony in the town hall every month for people who have passed the integration programme exams. During a festive ceremony up to 30 migrants are welcomed by the alderman as official residents of Tilburg. After the ceremony a tour of the city by bus is proposed. Then the newcomers are informed about the historical places of Tilburg and its heritage. Once a year the municipality organises a big party for all the new residents. In some neighbourhoods and in some blocks of flats special “welcome”-guides welcome the newcomer to the neighbourhood. They teach the new residents how people in Tilburg used to live and provide important information (about doctors, hospitals, the local police, the town hall, public transport, etc.). During the integration programme for new-comers a “buddy system” can be used. A civil servant is paired with a newcomer of the same nationality, so that the newcomer can speak his or her own language.

Newcomers often find it difficult to decipher the cultural norms of the new host society and to distinguish them from legal norms and obligations. To dispel such confusion, **Neuchâtel** has introduced a Citizenship Charter, which breaks new ground in that it is designed to foster intercultural integration, in contradistinction to the integration agreements that one finds, for example, in Germany. The latter are a sort of contract between the authorities and the migrant, requiring him or her to fulfil certain obligations, with the emphasis on the formal, binding aspect. They tend to be used in very specific cases, e.g. foreign nationals taking up high religious office, or migrants who have committed criminal offences of some gravity. In contrast, Neuchâtel Canton’s Citizenship Charter focuses on reciprocity between the migrant and society, while at the same time emphasising the basic values of democratic society. The charter further emphasises “the notion of welcome” and mutual respect, which contribute to greater acceptance of the obligations associated with integration.

Central to the charter is the idea of tolerance and open-mindedness as a way of ensuring stability in mixed communities. The vision of Neuchâtel Canton as a “democratic, secular, social state that guarantees fundamental rights” is also explained in the charter, in particular vis-à-vis newcomers. Copies of the charter are handed out against signature. Signing the charter does not create a binding legal obligation but it does underline the importance of the document. Experience shows that, contrary to expectations, most new arrivals are quite happy to sign the acknowledgement of receipt, with only a few refusing to do so.

The launch of the charter in 2009 was preceded by a series of courses and individual sessions for municipal agencies and officials over a period of two days, so that they would be able to deliver the Citizenship Charter in an informed manner⁷³.

10. Intercultural governance

*Establish **intercultural governance** processes for encouraging cross-cultural decision making in both civil society organisations and public institutions, support the emergence of new civic and political leaders from diverse backgrounds and ensure the current leadership is culturally knowledgeable and competent.*

Perhaps the most powerful and far-reaching processes a city can establish in making a city more intercultural are democratic representation and decision making. Clearly some of these may be determined nationally, but there is much that a city council can do to influence the way in which diverse groups interact and co-operate through the allocation of power and resources.

73. <http://www.ne.ch/chartecitoyennete>

With regard to intercultural governance cities need to recognise that:

- intercultural values build on accountability, transparency and trust between institutions and communities and these values, and projects to enhance them, are important in themselves;
- the intercultural city will require leadership in a wide variety of spheres and at different levels; the enhancing of intercultural leadership in NGOs and communities and of partnerships and networks will be as important as leadership of the city authority;
- the initiative will inevitably raise questions with regard to the representation of minorities in city authority structures and this may generate tension and conflict. This issue should not be avoided but be used creatively to consider how minorities are brought into the mainstream decision-making structures.

Questions to consider: Are city leaders well-informed about the city in all its diversity? Are there clear procedures for taking multi-agency action in relation to community relations issues? Does the city have an umbrella body which represents all ethnic minorities and is independent of the local authority? Does the local authority have a cross-departmental body for overseeing implementation of the city's policy on integration and intercultural relations? Does the city take account of the improvement in intercultural relations when it is designing and implementing public consultation programmes? Does the city encourage actions (for example, neighbourhood management forums) in which neighbours of different ethnic/cultural backgrounds can participate together in the development of their area? How do political and community leaders in the city emerge? How open is the system to newcomers and outsiders? Do community leaders speak only for their own ethnicity or a broader interest group? Does the city nurture cross-cultural leaders who emerge outside the formal political and community channels?

The success of Neuchâtel's intercultural policy (Neuchâtel has the best score on the Intercultural Cities INDEX)⁷⁴ is due to a large extent to the multi-layered and yet coherent and effective system of governance of diversity, based on the canton law of 1996 (first of its type in Switzerland) and the new Cantonal constitution of 2002. The governance system consists of:

1. A **Multicultural Cohesion Service** (the MC Service) with a multicultural staff of 15 who, between them, speak many of the 95 languages present in the community. The service has a mandate to work with other institutions at all levels and to take policy initiatives. The office has a good operational capacity and an integrated approach covering several policy fields. The Canton clearly cannot meet the challenge of diversity alone. It operates via a vast network of associations – African, Latin-American, Islamic, Turkish, Kosovar, Albanian and Macedonian – which provides a vehicle for consultation and programme implementation.

The role of the MC Service is to apply the Cantonal Law on the Integration of Foreign Nationals of 26 August 1996, which is aimed at mediating and fostering harmonious relations between Swiss people and foreign nationals and at promoting the integration of foreigners in the Neuchâtel Canton. It oversees the service under the responsibility of the Department of the Economy.

It works in close co-operation with the Working Community for the Integration of Foreigners (Communauté de travail pour l'intégration des étrangers, CTIE, see point 2 below).

74. www.coe.int/t/dg4/cultureheritage/culture/Cities/Index/default_en.asp

The service has three principal and very important functions with regard to integration policy.

It acts as:

- a specialised contact centre,
- the cantonal Commissioner for Foreign Nationals and
- a logistical body for the CTIE (see point 2 below), migrant organisations and groups concerned by the various aspects of the presence of foreign and migrant populations.

The service offers **interpretation and mediation services**, based on a three-party model and a network of 85 mediators (adopting a “pragmatic” – vs. cultural – approach). It includes a unit (centre de compétence) providing targeted information to promote social and integration policies, and a unit to prevent racism and discrimination.

Along with the welcome programme for new arrivals (ANA) and Neuchâtel’s Citizenship Charter, the key integration programmes carried out by the service are:

- vocational integration, including (since 2005) collaboration with watch-making enterprises;
- implementation of the federal 12 measures concerning integration of pre-primary children;
- prevention of forced marriages, an initiative (since 2007) implemented by the - *Conseil d’Etat* (Cantonal government) including an information campaign and the distribution of over 1 000 leaflets;
- the *FeNEtre sur le monde* programme, including radio broadcasting of significant cultural and sport events, with special focus on the migrant integration and intercultural relations dimension;
- the *Vivre ici en venant d’ailleurs* programme (since 2002) including the publication and the radio broadcasting of narratives by people of foreign origin living in the Canton.

Targeted information is also available through the *InterDialogos*⁷⁵ review published at La Chaux-de-Fonds.

The service has been developing an “*Integratio Tempo*” tool to track and identify key issues and developments concerning the integration of migrants. The tool maps the position of migrants according to two intersecting tensions: inclusion-exclusion and aggregation-segregation. Such mapping produces four main positions: integration, distinction, discrimination and insertion. It is based on 12 basic and a number of complementary indicators.

2. Committee for the integration of foreigners (CTIE). The committee has 40 members and since 1991 has served as a consultative body issuing recommendations for the *Conseil d’Etat* (Cantonal government). For 15 years the *Conseil d’Etat* has always adopted these recommendations and validated the policies and projects of the *Service du Délégué aux étrangers*. The committee meets four times a year in plenary and holds sub-committee meetings (three to four times a year for each sub-committee).

The committee comprises representatives of ethnic communities (but not of religious communities because the Canton is officially secular) in numbers proportionate to the members of the group. The representatives are proposed by the communities and appointed by the *Conseil d’Etat*. Representatives of other groups (employers, trade unions, etc.) and geographical entities are also

75. www.ne.ch/interdialogos.

included, in particular in sub-committees. For instance, the sub-committee on employment and social problems comprises representatives of the Italian community, Catholics and Protestants, representatives of the watch-making and building industries.

Each session focuses on a theme or issue such as criminal behaviour (with a presentation by the head of police), cross-border workers (do they “steal” the jobs of locals – a researcher and the head of the observatory explained that there is no job dumping), integration through football; Islam between myth and reality.

The committee also has an operational budget.

Immigration policy is the responsibility of federal government while integration -policy falls within the local government remit. Integration policy makes no distinction between people in relation to their legal status. However, some fundamental principles/values have to be respected by everyone. As yet, no other Swiss canton has a body responsible for combating racism.

Current priorities for integration policy:

- a. Professional integration. Studies show that non-Europeans are often victims of discrimination;
- b. Housing integration;
- c. Citizenship.

Although the Neuchâtel integration policy is considered to be successful, the Canton’s participation in Intercultural Cities is motivated by the need to constantly anticipate and be prepared for new challenges, since the social context is constantly changing and situations are never consolidated. One of the key challenges identified by the Canton is the federal government policy of restricting immigration and not facilitating integration.

For additional information: the annual reports by the Multicultural Cohesion Service (Service de la cohésion multiculturelle – COSM);⁷⁶ the monthly newsletter;⁷⁷ an overview of Neuchâtel’s management of intercultural diversity as an example of public politics is provided by Oriane Von Gunten in the four-page article “Swiss interculturality in Neuchâtel”.⁷⁸

Examples

Reggio Emilia has introduced a city councillor with observer status, who is elected by the foreign nationals residing in the city. The city has also signed a “neighbourhood pact” in one of the poorer multicultural neighbourhoods outlining mutual obligations for the city (provision of services) and citizens (management of conflict, organisation of events and activities).

Instead of going directly to migrant organisations when an issue arises, **Tilburg** prefers the bottom-up approach: when there is an initiative by one of the residents, the city immediately looks for possibilities to support it. In the context of the *Enrich your neighbourhood* scheme residents can receive some money for special activities in their own neighbourhood. This could be related to a barbecue in the street, a

76. www.ne.ch/neat/site/jsp/rubrique/rubrique.jsp?StyleType=bleu&CatId=1428

77. www.ne.ch/neat/site/jsp/rubrique/rubrique.jsp?StyleType=marron&DocId=12956

78. www.coe.int/t/dg4/cultureheritage/culture/Cities/Publication/BookCoE24-Neuchatel.pdf

multicultural cooking evening, flower-boxes in the street, an extra swing in the playground, a neighbourhood party, etc. The neighbourhood committee decides whether or not to approve the request. Alcohol is not paid for. The city has special “enrich your neighbourhood” ambassadors – residents who have experience and who can help other residents with the organisation or the necessary paperwork.

Lyon has put in place an equality audit for the city’s recruitment and career policy and is preparing a quality label to encourage enterprises and associations working with the city to apply diversity policies themselves. Ultimately, employing people from diverse backgrounds is set to become a condition for organisations receiving public support.

Further reading: ICC paper on intercultural governance⁷⁹

V. Monitoring implementation and measuring progress

Appendix I

Appendix II

As with all urban policies, it is essential to monitor implementation, assess progress, communicate the results of the assessment to the community and take corrective action.

A number of points relating to the development of an evidence base for intercultural policy have already been discussed in chapter IV.7. The results-based accountability method presented above also involves the development of indicators and a dashboard to monitor progress towards specific objectives.

The setting up of monitoring groups and committees, composed preferably of representatives of public authorities and civil society, is a useful mechanism to ensure ongoing assessment of progress. In some cases, such groups would critically assess results and make recommendations to a decision-making body responsible for the strategy. Ideally, however, the group which monitors results would be also able to take decisions to adjust the strategy.

An additional tool to follow the intercultural development of the city over time and in comparison with other cities across Europe is the Intercultural Cities INDEX.

The INDEX was developed during the pilot phase of the Intercultural Cities programme and tested by the 11 pilot cities. Although each city starts from its own unique position within different national contexts, all have agreed to work towards a common set of objectives and themes as expressed in the elements of an intercultural city strategy presented above.

79. www.coe.int/t/dg4/cultureheritage/culture/Cities/paperviarregio_en.pdf

The INDEX is not intended to be a scientific tool. It would be impossible to reduce the essence of interculturality to a few measurements, or to establish clear-cut relationships of cause and effect between policies and actions and outcomes in something so subjective. The intercultural city approach is not a science but a general set of principles and a way of thinking. Thus, the Intercultural City INDEX aims to highlight a few common facts and phenomena – or what we might describe as crucial “acupuncture” points,– which give an indication of the level of interculturality of a city, and which enable the beginning of a discussion whereby one city can be compared with another. However, it is not the intention of the project to use the INDEX for the simple “ranking” of cities. Rather, it should be used to encourage greater self-reflection, learning and improvement.

Since the INDEX is conceived as a development (bench-learning) tool to inform and support city policy-making and not as a ranking tool, its results are communicated directly to the cities and not made available to the public. The INDEX report is accompanied by a set of recommendations and suggestions as to where to look for inspiration and good practice.

Toolbox

Intercultural Cities INDEX questionnaire⁸⁰

Intercultural Cities INDEX interactive charts⁸¹

Appendix I

Quick self-assessment exercise

What is it like in your city?

| | Non-policy | Guest-worker policy | Assimilationist policy | Multicultural policy | Intercultural policy |
|------------------------------|---|---|--|---|---|
| Minority group organisations | State ignores them | Informal co-operation on a limited number of issues | State does not recognise them | State supports them as agents of empowerment | State supports them as agents of integration |
| Labour market | Ignore. Turn a blind eye to black market activity | Minimal regulation – limited vocational assistance | General vocational support – non-ethnic criteria | Anti-discrimination policy; Affirmative action on training and hiring | Anti-discrimination policy; intercultural competence and linguistic skills emphasised |
| Housing | Ignore need for migrant housing. React to crisis with temporary | Short-term housing solutions; minimal | Equal access to social housing – non-ethnic criteria. Ignore | Anti-discriminatory letting policy. Affirmative | Anti-discriminatory letting policy. Ethnic monitoring. Encouragement for ethnic housing mix |

80. www.coe.int/t/dg4/cultureheritage/culture/Source/Cities/Indexquestionnaire.doc

81. www.culturalpolicies.net/web/intercultural-cities-charts.php

| | Non-policy | Guest-worker policy | Assimilationist policy | Multicultural policy | Intercultural policy |
|-----------------------------------|---|--|--|--|--|
| Education | shelters | regulation of private rental sector | ethnic discrimination in housing market | access to social housing | |
| | Ad hoc recognition of migrant children | Enrol migrant children in schools | Emphasis on national language, history, culture. State ignores or does away with supplementary schooling | Special support for diverse schools. Mother tongue language support. Religious and cultural education | National and mother tongue/ culture teaching. Intercultural competence for all. Desegregation |
| Policing | Migrants treated as security problem | Police as agents of migrant regulation, monitoring, deportation | High profile policing of migrant areas | Police as social workers. Proactive anti-racism enforcement | Police as agents of inter-ethnic conflict management |
| Public awareness | Migrants as a potential threat | Migrants as economically useful but of no political, social or cultural significance | Campaigns to encourage tolerance of minorities but intolerance of those not assimilating | “Celebrate diversity” festivals and city branding campaigns | Campaigns to emphasise intercultural togetherness |
| Urban development | Ignore emergence of ethnic enclaves – disperse if crisis arises | Ethnic enclaves tolerated but considered temporary | Ethnic enclaves considered an urban problem. Dispersal policy and gentrification. Oppose symbolic use of space | Recognise enclaves and ethnic community leadership. Area based regeneration. Symbolic recognition, e.g. minarets | Encouragement of ethnically mixed neighbourhoods and public space. Conflict management a key skill for city officials and NGOs |
| Governance and citizenship | No rights or recognition | No rights or recognition | Facilitate naturalisation. No ethnic consultative structures | Community leadership, consultative structures and resource allocation ethnically-based | Encouragement of cross-cultural leadership, association and consultation. Acknowledgement of hybridity. Emphasis on functional not symbolic use of space |

It should come as no surprise if, having conducted this exercise, you find that different functional areas are operating in rather different ways, perhaps owing to the presence of a strong individual or team or in response to a particular crisis of opportunity. You may find some areas are already operating in an intercultural way, while others behave rather differently.

The categories outlined above are not exclusive and you may find it helpful to expand the table with other policy areas and complete the boxes yourself.

Appendix II

Key stakeholders to be consulted and involved in the preparation of the intercultural city strategy:

- The mayor
- City council political representative(s) in charge of integration/diversity or related issues and chief policy officers
- Council equality, diversity and/or inclusion/cohesion representative(s)
- Council community services representative, including for cultural and arts policy and initiatives
- Council project managers of relevant programmes or initiatives (including city planning, education, housing, economy/employment, public services, etc.)
- Council project manager/co-ordinator for the Intercultural Cities Project
- Some key individuals or groups – civil society organisations – from a range of key cultural communities expected to be key beneficiaries of the initiative, in particular migrant/minority groups
- Some key individuals from local media organisations, educational and cultural operators
- Individuals (artists, journalists, entrepreneurs and other professionals) with critical thinking, unusual ideas and leadership drive and commitment to diversity and intercultural relations
- If relevant, representatives of religious communities and organisations of non-believers
- Businesses, trade unions, housing associations and any other relevant partners
- Organisations carrying out integration/intercultural projects on the ground
- Researchers and/or statisticians

While consulting specific departments separately (both in writing and through specifically organised meetings) has a value in helping to explore issues in detail, organising cross-service meetings, involving practitioners and civil society makes it possible to open up perspectives and eventually create new relations and alliances which cut across institutional silos and encourage lasting trust and partnership between the authorities and civil society organisations.

APPENDIX VI

COUNCIL OF EUROPE COMMITTEE OF MINISTERS

**Draft Recommendation CM/Rec(2013)...
of the Committee of Ministers to member States
on the European Landscape Convention Information System of the Council of Europe
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 – hereinafter “the convention”), adopted by the Committee of Ministers of the Council of Europe on 19 July 2000 and opened for signature by Council of Europe 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 Parties to the convention:

- use the European Landscape Convention Information System of the Council of Europe⁸² with its glossary as it appears in the appendix to this recommendation, in the framework of their co-operation as mentioned in the convention;
- co-operate to develop this Information System to fulfill the goals mentioned above;
- continue to exchange information on all matters covered by the provisions of the Convention in order to promote knowledge of landscapes and landscape policies, in view of enhancing the quality of people’s lives, taking care of their surroundings.

⁸². Public part: https://elcl6.coe.int/WebForms/Public_List.aspx.

Appendix to Recommendation CM/Rec(2013)...

Glossary of the European Landscape Convention Information System of the Council of Europe (L6)

The European Landscape Convention Information System of the Council of Europe and its glossary answer the strong ambition to promote the European co-operation expressed in Chapter III of the European Landscape Convention. By identifying as clearly as possible general principles, strategies and guidelines, as well as specific measures for landscape protection, management and planning, the Information System will facilitate exchanges of experience and information between authorities and governmental and non-governmental organisations, and among European citizens with an interest in landscape.

The glossary focuses on the key concepts mentioned in the Preamble or certain articles of the European Landscape Convention and has not for object to be a document about landscape in general. It refers to the European Landscape Convention, the Recommendation CM/Rec(2008)3 of the Committee of Ministers to member states on the guidelines for the implementation of the European Landscape Convention and to other official texts listed in the appendix below.

Preamble, Articles 1c, 5a

Surroundings

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

Individual and social well-being, where 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.

See also: *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”.

Preamble, Article 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.

See also: 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%.”.

Preamble, Articles 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, it does not recognise a hierarchy between landscapes which would serve as a basis for a hierarchy of activities. On the contrary, it 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. Elements of one and the same landscape may also 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). Such protection does not have the effect of preserving these 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, namely, the 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.

See also: 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”.

Preamble, Article.5

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”.

Preamble, Article 5

Heritage

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 previous generations. 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: tangible heritage, which is the subject of the Convention concerning the World Cultural and Natural Heritage, and intangible heritage, which is the subject of the Convention for the Safeguarding of the Intangible Cultural Heritage. Tangible heritage comprises a range of “property” (monuments, natural features, sites), whereas 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 Convention for the Protection of the Architectural Heritage of Europe (Granada Convention, ETS No. 121), the European Convention on the Protection of the Archaeological Heritage (Revised) (Valletta Convention, ETS No. 143) and the UNESCO Convention concerning the Protection of the World Cultural and Natural Heritage, heritage comprises property considered to be outstanding. The Council of Europe Framework Convention on the Value of Cultural Heritage for Society (Faro Convention, CETS No. 199) puts forward a definition of 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.

See also: 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”.

Preamble, Articles 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 European Landscape 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, namely, the “Parties to the Convention”, bear specific responsibilities. When they become parties, upon 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.

See also: 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”.

Preamble, Articles 5, 6C

Public/Population concerned

The European Landscape Convention makes no distinction between the general public and the 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.

This claim and these rights and responsibilities are expressed through the active role that the population (the general 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.

See also: 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”.

Article 1

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. Among 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.

See also: 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”.

Article 1

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, that is, 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, namely, 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 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 these 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.

See also: 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”.

Article 1

Area/territory

In many texts, terms are sometimes used which seem to be synonymous with “landscape” in order to avoid repetition. 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, namely, 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”.

Articles 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 seem 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. These objectives, furthermore, may be drawn up at different levels corresponding to the different political levels. “Vertical” co-ordination 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.

See also: 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”.

Articles 1, 5, 6, 11

Sustainable landscape protection, management and planning

It should be noted that, from an 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

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

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 orient 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

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 to 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”.

Article 1a

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 landscapes. This 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 factors and others who study the human factors shaping the character of landscapes. 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 such landscapes 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” was 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 Convention, ETS No. 104, 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 how populations perceive them. 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, landscape elements form the basis for the analysis of landscapes’ features, landscape protection, management and planning activities and for 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 components formed by landscape elements and their interaction are, depending on the country, known as landscape structures or landscape systems.

See also: 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”.

Articles 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 and is not primarily a policy centred on intervention. It is a cross-cutting one, not a sectoral one additional to 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, which are not taken 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.

See also: 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”*.

Articles 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.

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

See also: 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”*.

Article 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.

See also: 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%.”.

Article 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.

See also: 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, small scale 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 on the problems of Europe’s countryside:** “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%.”.

Article 5

Direct or indirect effect on landscape

The direct or indirect effect on landscape of either a landscape or 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 needed primarily to reduce or eliminate effects considered to be negative, but rather 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”.

Article 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 **economic value** of a landscape is usually understood in monetary terms that are, calculated in terms of the cash flow 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 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 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, health, 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.

See also: 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”.

Articles 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.

See also: 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”.

Article 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.

See also: 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”.

Article 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, namely, with interaction between natural and human factors, between different natural factors and between different human factors.

See also: 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”.

Article 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, namely, 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 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.

See also: 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, Council of Europe, 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**, Eurostat, 1999; **Urban sprawl in Europe – The ignored challenge**, European Environment Agency report, 2006; **Forestry in the EU and the world, A statistical portrait**, Eurostat, 2011.

Article 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.

See also: 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”*.

Article 6C

Landscape assessment

Knowledge of landscapes necessitates study of their location, their extent and their tangible characteristics, supplemented by analysis of their intangible aspects, namely, 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 sometimes contradictory. 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.

See also: 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".

Article 6C

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.

See also: 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”.

Article 6E

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, namely, 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 is frequently considered to be the fourth pillar of sustainable development.

See also: Competent authorities, European co-operation, Interested parties, People’s surroundings

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”.

Articles 7, 8, 9, 11

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, namely, 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 across 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.

A very wide range of theories, methodologies and experience exist in the different parts of Europe. The pooling of experience, methodologies and theories provides food for thought and fuels discussion. Such exchanges may be developed through workshops, networks (of universities, European NGOs). This is also precisely what the European Landscape Convention Information System of the Council of Europe is for.

See also: 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”; **Landscape Observatory 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”.

Article 12

Language 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 several different languages are available on the Council of Europe website:

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

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” (Literally “to translate is to betray”)? The European Landscape Convention and the concepts within it are sometimes weakened by language versions.

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 is « *Protocole dans le domaine de la protection de la nature et de l’entretien des paysages* », and its English equivalent is “Protocol ‘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 among all who work for the implementation of the European Landscape Convention.

Source: 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.”

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 (ETS No. 106, Madrid, 1980)
- Convention for the Protection of the Architectural Heritage of Europe (ETS No. 121, Granada, 1985)
- Convention on the Law of Treaties between States and International Organizations or between International Organizations (Vienna, 1986)
- Report of the World Commission on Environment and Development “Our Common Future” (Brundtland report, 1987)
- European Convention on the Protection of the Archaeological Heritage (Revised) (ETS No 143, 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 (CETS No. 199, Faro, 2005)
- “CEMAT Spatial Development Glossary”, Council of Europe (2007)
- “Urban sprawl in Europe – The ignored challenge”, European Environment Agency (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, Council of Europe (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)

APPENDIX VII

COUNCIL OF EUROPE COMMITTEE OF MINISTERS

Draft Recommendation CM/Rec(2013)... of the Committee of Ministers to member States on landscape and education at primary and secondary school

*(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,

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

Having regard to the European Landscape Convention (ETS No. 176), adopted by the Committee of Ministers of the Council of Europe on 19 July 2000, opened to member States for signature in Florence on 20 October 2000 and entered into force on 1 March 2004;

Concerned to achieve sustainable development based on a balanced and harmonious relationship between environment, social needs, culture and economic activity, for a better quality of life;

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

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

Acknowledging that landscape is an important part of the quality of life for people everywhere: both in urban and rural areas, in high quality or in degraded areas, in areas recognised as being of outstanding beauty and in everyday areas;

Noting that developments in agriculture, forestry, industrial and mineral production techniques, the expansion of urban areas and of infrastructure networks, the increase in transport, tourism and recreation activities and, at a more general level, changes in the world economy are in many cases accelerating the transformation of landscapes;

Wishing to respond to the public's demand to enjoy high-quality landscapes and to play an active part in the management of landscapes;

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

Acknowledging that the quality and diversity of European landscapes constitute a common resource, and that it is important to co-operate towards its protection, management and planning;

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

Referring to Article 6.B of the European Landscape Convention on specific measures for training and education, which states that "Each Party undertakes to promote: ... school ... courses which, in the relevant subject areas, address the values attaching to landscapes and the issues raised by their protection, management and planning";

Recalling the principles laid out in CM/Rec(2008)3 of the Committee of Ministers to Member States on the guidelines for the implementation of the European Landscape Convention, regarding how school curricula should foster children's awareness of and sensitivity to landscape;

Having regard to its previous recommendations:

- concerning the promotion of an awareness of Europe in secondary schools (Recommendation No. R (83) 4);
- on the role of the secondary school in preparing young people for life (Recommendation No. R (83) 13);
- on aid for artistic creation (Recommendation No. R (85) 6);
- on teaching and learning about human rights in schools (Recommendation No. R (85) 7);
- on the role of museums in environmental education, information and training (Recommendation No. R (90) 18);
- concerning heritage education (Recommendation No. R (98) 5);

Considering that one of the aims of education is to train young people and equip them with a set of skills necessary for citizenship and democracy;

Asserting that educational activities in the landscape field are an ideal way of giving meaning to the future;

Recommends that the governments of member states Parties to the convention adopt legislative, regulatory, administrative, financial and other appropriate measures to initiate and develop landscape education activities and to promote landscape awareness among the young in accordance with the principles set out in the appendix to this recommendation.

Appendix to Recommendation CM/Rec(2013) ...

I. Principles and proposals

a. General principles on teaching and learning processes

The acquisition of knowledge should be one of the objectives of school education. It should take account of school pupils' learning processes and speed of learning. This may be done by fostering approaches to knowledge acquisition commensurate with their age and mental development. It should also acknowledge the value of overall educational continuity throughout the school experience, avoiding the pointless superimposition of concepts already acquired and disregarding others. It should also succeed in finding, throughout the different stages of school, the right relationship between the subjects taught during the year and should give all pupils, at the various schools, the possibility of achieving the appropriate level of maturity and preparation.

The subject of landscape accordingly provides many advantages for the pupils' education and is an important means for them to become familiar with their surroundings considered as their living space and to understand them. It makes it possible for them to be taught to see the environment they know well from a new perspective – things they are used to “seeing” without “observing”, to “sensing” without “feeling”, frequenting without understanding, and enables them to acknowledge that the landscape is common to all of us and, whether we are conscious of it or not, represent a source of well-being for the community. It should provide an opportunity for pupils to discover the role of each individual in his or her role as an inhabitant of the landscape surrounding them, as a guardian of its identity and its culture and as a protagonist aware of its future development.

Children, the citizens of tomorrow, should be able to develop the knowledge necessary to take care of this source and resource and understand the best ways to contribute to landscape protection, management and planning for present and future generations.

It is therefore necessary to gradually provide pupils with a basic knowledge of the landscape at all school levels in order to show them that the landscape is not just the visual aspect of a place, but a territorial entity where numerous natural and human factors interact. The landscape should consequently be studied in all its complexity through the developmental processes that modify it.

Educational methods should be primarily based on direct observation and on active participation involving pupils' research into, and discovery of, the landscape around them. It should encourage school outings to enable pupils to understand, through direct observation, that the landscape is much more than just nature.

Different approaches should be used depending on the pupils' ages and maturity:

- in the case of **primary school** children, the principal method should be the sensorial approach, which comprises not only sight but all the other senses too. The visual dimension should be employed to provide an initial knowledge of the landscape, as the personal perception of places and familiar areas will help pupils to observe the variety of forms, materials, colours and the many different activities carried on there. In order to teach the concepts useful for their education, primary school children should either be put in direct contact with the landscape by means of careful, guided observation or use relevant audiovisual material, pictures and publications. It would also be necessary to use other forms of perception (auditory, olfactory, tactile and taste);
- at **secondary school**, a different method of knowledge acquisition should be used: an initial analysis of the distinctive characteristics of landscapes and of the diversity of the elements which compose it. Pupils should be taught about the different landscapes of places which are familiar to them and taken to visit landscapes, using a historical approach, characterised by various relationships between human beings and nature. This should make it possible to begin implementing interdisciplinary activities to enable pupils to understand and analyse the landscape. These activities could then be extended as a result of the input from several subject areas taught in the course of the year.

b. Proposals to public authorities for the implementation of the European Landscape Convention through the promotion of landscape education

It would be welcome to address a short list of proposals for the attention of the competent national, regional and local authorities as a possible response to the provisions and objectives of the European Landscape Convention. These proposals concern:

- introducing landscape education into primary and secondary school curricula to enable school pupils to acquire an understanding of the values, features, importance and role of the landscape with regard to the quality of life of people surroundings;
- promoting school teaching that involves activities which will foster understanding and knowledge of the landscape;
- encouraging school pupils to acquire a personal knowledge not only of the landscape in which they live, but also of other landscapes with different characteristics and features;
- encouraging school pupils, as early as secondary school, to participate and get involved with proposals for projects and plans for the protection, management and planning of the landscape in which they live;
- promoting capacity-building training for teachers in order to develop their capacity to transmit to school pupils the basic knowledge they need to understand the landscape.

II. Implementing landscape education

- Landscape education, which is interdisciplinary by its very nature, should be promoted and integrated into different school subjects at all levels and in all types of teaching.
- Encouragement should be given to the setting up of educational departments in organisations responsible for landscape.
- Workshops and practical training courses should, wherever possible, be organised for both teachers and professionals.
- A partnership for landscape education activities should be set up on an official basis between the relevant ministries, if possible within existing structures.
- Initiatives taken by schools, landscape professionals and associations should be encouraged and facilitated, in so far as they correspond to the definitions and goals of the European Landscape Convention.
- Assessment of landscape education actions or initiatives should be undertaken by the relevant ministries and/or partners, especially considering the educational results.

III. Documentation and material

The relevant authorities and ministries in each State should be encouraged to produce or commission teaching material relating to landscape. It would be useful for landscape specialists to produce a handbook of teaching methods that would be helpful to teachers in this particular field.

The most up-to-date information and communication should be available for landscape education activities. It would be useful to provide schools with materials and audiovisual equipment to help them develop and update their knowledge of landscapes.

Exchange of experience and a better multilateral dissemination of information on landscape education should be ensured through the European Landscape Convention Information System of the Council of Europe (L6).

APPENDIX VIII

Declaration of CDCPP members⁸³ Strasbourg, 27 May 2013 on the European Heritage Network (HEREIN Network)

The European Heritage Network (HEREIN) was born out of a recommendation of the European Ministers of Culture (Helsinki - 1996). The evolution and development of the network was then recognised and welcomed by the Ministers of Culture six years later (Faro - 2005).

After the end of the HEREIN 2 program, it is now clear that its replacement (the new HEREIN 3 system) is not functioning satisfactorily, is not valued (not online on the website of the Council of Europe) and does not reflect the European political realities in the field of heritage. Many states have contributed financially to this project and experts have also contributed important work.

No document adequately presents the activities of the HEREIN network to the plenary meeting of CDCPP 2013 (although many documents presented to the same committee included Culture and Landscape activities), nor is any reference made to the mandate of the Steering Committee to oversee the HEREIN network, and set its policies and operating procedures.

Participants at CDCPP 2013 ask the Steering Committee to consider and determine the content, objectives, prospects and human resources required for the future development of the HEREIN network for 2014-2015.

They propose the creation of a restricted steering committee composed of representatives of the ministries in charge of heritage at a high level of responsibility (CDCPP representatives), some network national coordinators, and any other person deemed competent, ensuring a geographical balanced in order to define the needs, objectives and expected results.

To meet the demand for rationalization of the work expressed by the Council of Ministers, we also hope that the Secretariat shall conduct an analysis of the various monitoring systems for Heritage and Landscape Conventions and the relationships established between them.

We ask that the Secretariat inform the Steering Committee at its next meeting on the progress of the project in regard to the functioning of the system's conceptual developments.

26 Delegations, of which 22 representing member States and 4 Observer organisations, have signed the Declaration:

Member states: Andorra, Armenia, Belgium (Wallonia, Flanders and Brussels), Croatia, Cyprus, France, Georgia, Greece, Holy See, Hungary, Italy, Lithuania, Republic of Moldova, Netherlands, Poland, Slovak Republic, Slovenia, Spain, Switzerland, United Kingdom

Observers: EAC, IFLA Europe, Conference NGO's ECTP and Europa Nostra.

⁸³ Participants have the opportunity to sign this statement, and to send a letter to Ms. Luciani, copied to the relevant embassy in order to help progress this issue

APPENDIX IX

**"Joint Statement of the delegates from
France, Belgium, Portugal, Switzerland, Hungary and Italy"
28 May 2013**

France, Belgium, Portugal, Switzerland, Hungary and Italy reaffirm their commitment to the European Landscape Convention and the ongoing work of the Council of Europe in this context.

We ask that at the Steering Committee for Culture, Heritage and Landscape, the work program of the Council of Europe on the European Landscape Convention is officially endorsed.

We ask that this programme includes the following areas of work that we want to voluntarily limited and prioritised:

In the short term, for the next two-year program 2014-2015:

Give more importance and visibility to the Convention in the projects and activities of the Council of Europe, on two levels (within the Council of Europe and outside) in terms of the new orientation DGII as its contribution to the promotion of democracy, participation and diversity.

Maintain and deepen dialogue and cooperation between States and civil society on the theme of landscape:

1) Organise biennial Conferences of the Council of Europe on the European Landscape Convention and organise workshops each year the workshops for the implementation of the Convention. To do this, ensure that the human and financial resources, without generating additional costs, compared to the current situation.

In this regard, it should reinforce the existence of conferences of the Council of Europe on the European Landscape Convention by explicitly introducing the next term of CDCPP a reference to the periodic organisation of these conferences, such as the paragraph included in the mandate of CDPATEP.

2) Implement, deploy the information system of the Council of Europe European Landscape Convention (ELCIS).

Awareness-raising of various audiences:

3) Establish a working group, supported by expertise to explore the different possibilities of the Council of Europe and the States Parties to give more visibility to the European Landscape Convention and the work of the Council Europe's Landscape (Landscape Award of the Council of Europe, thematic reports...) and emphasize its contribution to democracy, social and physical well-being and socio-cultural diversity in Europe.

4) Develop a model training package to educate the public school landscape, the state could then translate, adapt, multiply and spread (based on the report "Landscape and education" presented at the last conference).

It should be noted that for the year 2013, France and Switzerland offer based on their voluntary contributions to the landscape of the priorities identified in this joint statement (as specific projects).

In the medium term, for the two-year program 2016-2017:

- 1) Improve the Information System of the Council of Europe European Landscape Convention (ELCIS): Launch of Phase 2 development of the tool.
- 2) Establish working groups to demonstrate the contribution of the European Landscape Convention objectives, priorities and values of the Council of Europe, such as:
 - the landscape and democracy (taking account of the contribution of heritage and culture, as an expression of the physical and spatial diversity of our territories),⁸⁴
 - the landscape quality objectives,
 - the landscape indicators,
 - urban landscapes.

⁸⁴ Because these thematic areas are an essential basis of identity, diversity and thus participation in democratic structures, part of space life and its quality is a prerequisite for their functionality.

APPENDIX X

LIST OF DECISIONS STEERING COMMITTEE FOR CULTURE, HERITAGE AND LANDSCAPE 2nd meeting, 27-29 May 2013

1. **OPENING OF THE MEETING** by Ms Deiana Danailova, Chair of the Steering Committee for Culture, Heritage and Landscape. The agenda was adopted.

2. INFORMATION FROM THE SECRETARIAT

The Committee:

- thanked Ms Snežana Samardžić-Marković, Director General of Democracy, for her presentation on the Secretary General's priorities for 2014-2015, the recent developments in the Secretariat's internal restructuring and on the challenges facing the CDCPP.

3. CDCPP ACHIEVEMENTS 2012-2013

3.1 Final statement of the Moscow Ministerial Conference, 15-16 April 2013

[CDCPP (2013)13]

The Committee:

- noted the contents of the final statement of the Ministerial Conference and congratulated the Russian authorities for the excellent organisation of the event;
- took note of the proposal by the Russian Federation to host an annual Moscow forum on the follow-up of the 2013 Conference of Ministers of Culture of the Council of Europe and topical issues of European cultural cooperation, including those related to the final statement of the Conference.

3.2 Presentation of the Cultural Policy Review of the Russian Federation

[CDCPP (2013)24]

The Committee:

- welcomed the conclusion of the Cultural Policy Review of the Russian Federation and congratulated the Russian authorities and the joint team of Russian and independent experts on the achievement;
- expressed its interest in learning about the follow-up given to the report at national level and invited the Russian authorities to report back in this respect at the CDCPP's 2015 Plenary Session.

3.3 Presentation of the Cultural Policy Review of Turkey

[CDCPP (2013)25]

The Committee:

- welcomed the progress made on the Turkish Cultural Policy Review and expressed its interest in a swift conclusion of the exercise;
- requested the Turkish delegation to finalise the report by autumn 2013 in order to present it at the next meeting of the CDCPP Bureau.

3.4 Report on the implementation of the Programme of activities in 2012-2013

[CDCPP (2013)11]

The Committee:

- thanked the Secretariat for the well-structured and clear document, and took note of the substantial list of activities and outcomes in 2012-2013 in relation to the CDCPP's terms of reference.

3.5 Conventions follow-up:

- **Report and conclusions of the European Landscape Convention's Conference**

[CDCPP (2013)15 + CDCPP (2013)15 Addendum]

The Committee:

- took note of the Report and Conclusions of the 7th Council of Europe Conference on the European Landscape Convention (Strasbourg, 26-27 March 2013) and decided – according to Article 10 of the European Landscape Convention – to transmit them to the Committee of Ministers with a view to taking note.

- **Landscape Award of the Council of Europe**

[CDCPP (2013)21 + CDCPP (2013)21 Addendum]

The Committee:

- appreciated the important work done by the Parties to the Convention at national level to select the projects submitted in accordance with the European Landscape Convention;
- recognised the great value of the eighteen nominations presented for the Landscape Award, which consider the landscape as an area perceived by the populations, whose character is the result of the action and interaction of natural and human factors and which have allowed measures to be taken aimed at the protection, management and planning of landscapes according to the provisions of the European Landscape Convention; and
- proposed attributing the Council of Europe Landscape Award of the European Landscape Convention for the 3rd Session 2013 to: “Preserving ecological value in the landscape of the Szprotawa river valley, Lower Silesian Association of Landscape Parks, Poland”;
- proposed attributing identical special mentions to the following three nominations:
 - i) The rebirth of Alto Belice Corleonese through recovery of land confiscated from the mafia organisations, Libera Terra Association names and number against the Mafia, Italy (*Special mention for strengthening democracy*);
 - ii) U-parks. U-turn we love, Utena district Municipality, Lithuania (*Special mention for giving attention to the urban landscape as a common good*);
 - iii) The Gate of Gornje Podunavlje, NGO ‘Podunav’ Backi Monostor, Serbia (*Special mention for contributing to European ideals*).

- **Action Plan for the promotion of the Faro Framework Convention on the Value of Cultural Heritage for Society**

[CDCPP (2013)16]

The Committee:

- took note of the proposed Action Plan which was supported by member States;
- noted the Belgian (Walloon region) and Slovak Republic invitations to organise forthcoming events as part of the “Faro Walks” series.

- **Meeting Report and Action Plan of the Standing Committee of the European Convention for the Protection of the Audiovisual Heritage (EAHC)**

[CDCPP (2013)14]

The Committee:

- took note of the report of the meeting of the Standing Committee.

3.6 Draft Recommendations for adoption by the Committee of Ministers

The Committee:

- examined the draft recommendations on
 - i) intercultural integration⁸⁵; [CDCPP (2013)17]
 - ii) the Information System of the European Landscape Convention and its Glossary; [CDCPP (2013)26]
 - iii) landscape and education at primary and secondary school; [CDCPP (2013)27]
- and decided to transmit them to the Committee of Ministers for adoption⁸⁶.

3.7 Enlarged Partial Agreement (EPA) on Cultural Routes

[CDCPP (2013)18]

The Committee:

- thanked the Chair of the EPA for her interesting presentation;
- took note of the decisions of the Governing Board of the EPA concerning the 2012-2013 evaluation cycle;
- approved the decisions concerning the certification of two new routes.

4. REFLECTIONS ON FUTURE ACTIVITIES

4.1 Contribution of the CDCPP to the objectives and priorities of the Council of Europe

[CDCPP (2013)19]

The Committee:

- took note of the contribution and held an exchange of views;
- instructed the Secretariat to revise document CDCPP(2013)19 in the light of the comments made by delegations, so that it could be considered as a strategic framework for the 2014-2015 programme of work.

4.2 Proposal for a draft Programme of work for 2014-2015

[CDCPP (2013)20]

The Committee:

- thanked the Secretariat for the well-structured document on the draft Programme of work for the next biennium;
- held an exchange of views and asked the Secretariat to incorporate the various comments made, including those on:
 - i) the follow-up to the Final Statement of the 10th Conference of Ministers of Culture (Moscow, April 2013)
 - ii) the Declaration of 22 member States and 4 observer organisations on the HEREIN information system
 - iii) the report and conclusions of the 7th Council of Europe Conference on the European Landscape Convention (see item 3.5)
 - iv) the Joint Declaration, presented by some member States and approved by the Committee, on the European Landscape Convention work programme;
- endorsed the draft programme of work 2014-2015.

⁸⁵ Germany proposed the following amendment in the Appendix (page 5, I, point 3) to read "Finally it deals with the issue of monitoring the implementation of their intercultural strategies."

⁸⁶ The Russian Federation has reserved its position on points i) and iii).

5. REQUEST FOR OBSERVER STATUS FROM THE “ASSOCIATION INTERNATIONALE DU RESEAU EUROPEEN DU PATRIMOINE”

[CDCPP (2013)23]

The Committee:

- examined the request of the “Association internationale du réseau européen du patrimoine” and agreed unanimously to grant observer status to this Association.

6. ELECTIONS OF THE CHAIR, VICE-CHAIR AND MEMBERS OF THE BUREAU

[CDCPP (2013)12]

The Committee:

- elected Erminia Sciacchitano (Italy) as Chair of the Committee for the period 2013-2014;
- elected Arev Samuelyan (Armenia) as Vice Chair of the Committee for the period 2013-2014;
- elected Sanja Ljeskovic Mitrovic (Montenegro) as member of the Bureau for the period 2013-2015;
- elected Irakli Metreveli (Georgia) as member of the Bureau for the period 2013-2014 to complete the term of office of Erminia Sciacchitano.
- thanked the outgoing Chair, Deiana Danailova for her work during the past year.

7. MISCELLANEOUS

The delegate from Azerbaijan informed the Committee about the forthcoming Forum on intercultural dialogue to be held in Baku from 30 May to 1 June, entitled “Living together peacefully in a diverse world”.

8. ADOPTION OF THE LIST OF DECISIONS

The dates of the next Committee meeting will be decided at the next Bureau meeting (subject to a Committee of Ministers’ decision regarding the possible continuation of the Committee and any revision of its terms of reference).