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STEERING COMMITTEE FOR CULTURE, HERITAGE AND LANDSCAPE (CDCPP)

DRAFT RECOMMENDATIONS ON ON THE EUROPEAN LANDSCAPE CONVENTION

For action

Secretariat Memorandum
prepared by the
Directorate of Democratic Governance
Culture, Nature and Heritage Department

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Summary

The 10th Council of Europe Conference on the European Landscape Convention (Palais de l'Europe, Strasbourg, 6-7 May 2019) decided to forward two draft Recommendations contributing to the implementation of the European Landscape Convention of the Council of Europe to the Steering Committee for Culture, Heritage and Landscape (CDCPP), for their submission to the Committee of Ministers:

– Draft Recommendation of the Committee of Ministers to member States contributing to the implementation of the European Landscape Convention of the Council of Europe: Landscape in rural territories in energy, agriculture and demographic transition;

– Draft Recommendation of the Committee of Ministers to member States contributing to the implementation of the European Landscape Convention of the Council of Europe: Landscape and democracy: public participation.

*(*Document *CEP-CDCPP (2019) 20E, items 5 and 15).*

The Committee is invited to consider the following draft Recommendations of the Committee of Ministers with a view to submitting them for adoption to the Committee of Ministers:

– Draft Recommendation of the Committee of Ministers to member States contributing to the implementation of the European Landscape Convention of the Council of Europe: Landscape in rural territories in energy, agriculture and demographic transition;

– Draft Recommendation of the Committee of Ministers to member States contributing to the implementation of the European Landscape Convention of the Council of Europe: Landscape and democracy: public participation.

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Draft Recommendation…
of the Committee of Ministers to member States
contributing to the implementation
of the European Landscape Convention of the Council of Europe:
Landscape in rural territories in energy,
agriculture and demographic transition

(Adopted by the Committee of Ministers on ….
at the ….th meeting of the Ministers' Deputies)

The Committee of Ministers,

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;

Having regard to the European Landscape Convention (ETS No. 176), which states 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";

Recalling the text of its preamble, according to which "the landscape has an important public interest role in the cultural, ecological, environmental and social fields, and constitutes a resource favourable to economic activity and whose protection, management and planning can contribute to job creation";

Recalling the provisions of the Convention, according to which:

> "…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" (Preamble),
>
> "'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 1, e – Definitions),
>
> "…this Convention applies to the entire territory of the Parties and covers natural, rural, urban and peri-urban areas. It includes land, inland water and marine areas. It concerns landscapes that might be considered outstanding as well as everyday or degraded landscapes" (Article 2 – Scope),
>
> "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" (Article 5 - General measures),
>
> "To put landscape policies into effect, each Party undertakes to introduce instruments aimed at protecting, managing and/or planning the landscape" (Article 6 – Specific measures, Implementation);

Referring to the provisions of Recommendation CM/Rec(2008)3 of the Committee of Ministers to member States on the guidelines for the implementation of the European Landscape Convention, concerning means of intervention and instruments used to implement the Convention;

Noting the importance of introducing instruments that may contribute to protecting, managing or planning the landscape;

Having regarded to:

– the strong links that exist between local capacities for the management and planning of rural landscapes, and the vitality of rural areas,

– the need to protect the many high-quality rural landscapes without turning them into museum pieces but instead incorporating them into plans to consolidate the assets of rural areas to meet citizens' expectations,

– the consistency between the participatory approach advocated by the European Landscape Convention and local development approaches being tested in rural areas,

– the aim of bringing landscape concerns into economic planning and development projects as early as possible, rather than raising them further down the line in the form of a counterproductive objections;

Considering approaches involving several local authorities provide rural areas with both an appropriate framework for landscape activities and a joint capacity for action and measures to highlight and maximise their potential,

Recommends that the States Parties to the European Landscape Convention to encourage national, regional or local authorities to take the following measures into consideration, depending on their powers and responsibilities in these areas:

1. Show express political recognition for the role and importance of rural areas in the development of European society by adopting strategic guidelines at the highest level providing a reference framework for public policy in rural territories as a means to achieve objectives of the European Landscape Convention ;

2. Favour the establishment, at supra-municipal or sub-regional level, of integrated, participatory strategic approaches making it possible to enhance the potential for rural areas to frame a form of development geared to new global challenges and to integrate the landscape dimension more readily into the very core of such processes;

3. Establish this same type of forward-looking dialogue at cross-border level so as prevent situations undermining the natural and cultural components of landscape quality in frontier regions;

4. Take increased advantage of high-quality rural landscapes as pilot territories for the convergence of landscape and sustainable local development concerns;

5. Encourage comprehensive territorial approaches to meet climate and energy challenges by identifying local potential for reducing energy consumption and diversifying the production of alternative energies, so as to avoid standardised solutions and unthinking sectoral responses to landscape impacts;

6. Facilitate and support, through the introduction of appropriate financial tools, the energy transition of rural areas, taking a global strategic view, including landscape aspects, so as to enable rapid commitment of projects or investments generating financial benefits for the host area and its population;

7. Encourage more quality-based forms of agriculture in terms of landscape and soil management and negotiate international agreements by broadening the objectives pursued to the amenities of rural territories,

8. Promote high-quality rural landscapes by insisting that agricultural support policies must include adequate funding for the protection and management of distinctive landscape character;

9. Promote policies for research and knowledge transfer on the economic and social possibilities offered by diversified family-based farming;

10. Set up or reinforce land-use monitoring and management bodies for the increased integration of landscape concerns into local urban planning documents, including consideration both for the quality of the inside landscapes of villages and small towns and for their surroundings.

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Draft Recommendation…
of the Committee of Ministers to member States
contributing to the implementation of
the European Landscape Convention of the Council of Europe:
Landscape and democracy: public participation

(Adopted by the Committee of Ministers on ….
at the ….th 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 provisions of the preamble of the European Landscape Convention (ETS No. 176, 2000), according to which "landscape is an essential element of individual and social well-being and that its protection, management and rights and responsibilities for each "and its Articles 5.c. and 6.D as formulated below:

Having regard to the European Landscape Convention (ETS No. 176, 2000) and its preamble, according to which "landscape is a key element of individual and social well-being and that its protection, management and planning entail rights and responsibilities for everyone"

Having regard to the provisions of Article 5.c. of the Convention, according to which each Party undertakes to: "establish procedures for the participation of the general public … and other parties with an interest in the definition and implementation of the landscape policies";

Having regard also to the provisions of Article 6.D. of the Convention, according to which each Party undertakes to "define landscape quality objectives for the landscapes identified and assessed, after public consultation".

Recalling that under Article 1, c. of the Convention, "'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";

Recalling the provisions of the Recommendation CM/Rec(2008)3 of the Committee of Ministers to member States on the guidelines for the implementation of the European Landscape Convention, on participation (Part II.2.3.A).;

Recalling the provisions of the Recommendation CM/Rec(2017)7 of the Committee of Ministers to Member States on the contribution of the European Landscape Convention to the exercise of human rights and democracy with a view to sustainable development;

Having regard to the legal texts existing at international level on participation as well as the work done in this area, including: the Convention on Access to Information, Public Participation in Decision-making and Access to Justice on Environmental Matters (Aarhus, 25 June 1998); the proceedings of the Council of Europe Meetings of the Workshops for the implementation of the European Landscape Convention (Council of Europe Series, European spatial planning and landscape, Nos 74, 84, 89, 99, 100, 109, 110); and the Principles for the participation of the public in the definition and implementation of landscape policies, as defined in the European Landscape Convention, adopted by the

Working Group of the Council of Europe on the European Landscape Convention "Landscape and democracy", on 19 October 2016;[1]

Having also regard to the publications "Landscape and sustainable development: challenges of the European Landscape Convention", "Landscape facets: reflections and proposals for the implementation of the European Landscape Convention", "Landscape dimensions: reflections and proposals for the implementation of the European Landscape Convention" and "Council of Europe Landscape Convention: Contribution to human rights, democracy and sustainable development", Council of Europe Publishing, 2006, 2012, 2017, 2018); and to the Handbook on Participatory Landscape Planning, prepared as part of the LIFEscape Project, presented at the 8th Council of Europe Conference on the European Landscape Convention, Strasbourg, 18-20 March 2015 (CEP-CDCPP (2015) 11E);

Considering that the procedures for the participation of the general public with an interest in the definition and implementation of the landscape policies contribute to promote:

– better governance, e.g. to achieve legitimacy, confidence, control and good decisions,
– better services, to increase efficiency and quality, and create services that serve the requirements of the individual better,
– knowledge build-up, to increase the competence, knowledge, awareness and self-confidence of the participants,
– active citizenship: to support better relations between citizens and public authorities, and counter disengagement and disenchantment;

Wishing to respond to the public's wish to enjoy high quality landscapes and to play an active part in the development of landscapes,

Recommends the governments of member States:

1. to promote the procedures for the participation of the general public with an interest in the definition and implementation of the landscape policies and to implement them;

2. to consider, where necessary and appropriate, the forms of participation of the general public with an interest in the definition and implementation of the landscape policies, as they appear in the appendix to this Recommendation.

[1]. Council of Europe Landscape Convention: Contribution to human rights, democracy and sustainable development, Council of Europe Publishing, 2018.

Appendix

Forms of participation of the general public with an interest in the definition and implementation of landscape policies

Presentation

The purpose of public participation is to develop a landscape project shared by all stakeholders in the area concerned. This project is essential because there are certain experiences of participation that bring together local actors without however leading to a real landscape project; this can be an evolving or adaptive project that progresses incrementally with new proposals from participants and is enriched at each stage of the project development process.

Several factors can facilitate the process of general public participation. Preparation is necessary for its success, as the process must be informed of the progress of the process and have confidence in the way it will be conducted.

A number of methods and tools can then be used to promote public participation procedures in the definition and implementation of landscape policies by public authorities. The combined use of several of them is often useful. Some are presented here.

1. Factors facilitating public participation

1.1. Parties with an interest in the definition and implementation of the landscape policies

General public

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

Occasional courses, or study circles of longer duration, can be organised and administrated by the participants themselves. This approach can be applied when a common vision for the future of a landscape is desired. There are always some people who have more time than others, and who want to learn more and make new acquaintances. The building of knowledge could become an important aspect of landscape analysis, and it would preferably focus on some area that has not been elucidated before. The courses or study circles should, when they come to an end, lead to tangible results.

Other Stakeholders

To enable an effective dialogue it is important to ascertain at an early stage which other stakeholders are concerned and who are thus important to be included in the process.

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

Networks of professionals and experts

The landscape being complex, its understanding requires the use of various disciplines.

It is important to create networks of professionals and experts (public works engineers, planners, architects, landscape architects, archaeologists, developers, farmers, foresters, geographers, lawyers, biologists, geologists, economists, sociologists, artists...) to discover and know all the dimensions of the landscape. Everyone should keep an open mind to various disciplines and be curious what other professionals and experts have to say. It should also be thought on a large scale and overcome traditional categorisation: even in an area of high natural value, social issues are important. Furthermore, an extensive network allows experiences to be shared that are profitable for everyone.

Experienced personalities

The involvement of experienced personalities helps to reach target groups much more easily.

It can be difficult to reach certain groups of people (children, adolescents, elderly people, and disabled people) professionals and experts or immigrants. Personal contacts are important in local development projects. Experienced personalities can use their networks to reach these groups. They should be communicative and reach the groups that should be involved. Their role is more about supporting groups that have difficulties in voicing their opinions, for example some young people. The experienced personalities become a contact person and a support to them.

1.2. The steps necessary to know the landscape

Landscape discovery

The discovery of the landscape reveals its values.

An invitation is addressed to a group of people to undertake a discovery visit of part of an area. An invitation is addressed to a group of people to take a journey of discovery of this area which helps to generate interest and initiate a dialogue or consultation. The duration of the visit (by taking a walk, a ride by bike or bus) may vary. Landscape discovery can be a good way to start a participation process, which can later be continued with meetings. Those present benefit from their participation and are not obliged to make a great effort. The nature of the main focus group should be identified and its requirements and wishes defined. It is necessary to adapt the activity so that all those who wish can participate, whatever their age and mobility.

Landscape documentation

There is explanatory value in documentary support by description or evidence of a landscape (paintings, drawings, photographs, documentaries, films, writings, sound recordings...) and this facilitates identification and analysis of its characteristics, as well as the dynamics and pressures which are transforming it.

To initiate a discussion, participants can refer to documentary support material corresponding to their vision of a landscape and discuss its values and its weaknesses. This allows them to present and discuss these various views and values. It is possible to use documentary materials on several landscapes to better understand the various opinions and agree common standards in terms of quality of landscape.

Landscape analysis

Landscape analysis and context must be the starting point of any project.

In the work of landscape identification and assessment undertaken for the creation of landscape atlases, landscape catalogues, landscape maps or landscape character assessment maps, it is necessary that the population and the experts have the opportunity to share their knowledge. The Geographic Information System (GIS) can be used to pinpoint specific places. The participation of people in this work enables the gathering of information, notably on social issues, and thus establishes an improved knowledge base. Even if an analysis is never quite over, and, if the discussion continues, a regular inventory should be produced. The participants will be able to see how the experts have taken into account their points of view and ask that any errors can be corrected.

Landscape narration

Storytelling about a landscape promotes the interest of parties with an interest in the definition and implementation of the landscape policies and can reinforce their commitment to care for the landscape.

Stories can be told indoors or outdoors, or even on an online communication system. Participants listen to the story, and can then comment on it. Stories do not have to be extraordinary, stories that can be considered mundane are in fact often very interesting. They may indeed describe the relationship that people have with their territory and landscape. Furthermore, according to research, people better understand a situation by listening to a story about it. Stories arouse feelings and activate the memory of individuals. They are more easily assimilated to understand a landscape than technical terminology and statistics.

1.3. Landscape protection, management and planning process

A process undertaken for landscape protection, management and planning, based on the particular values that interested parties and the population concerned assign it, should focus on the potential of a situation or place, rather than any problems they may present.

In order to encourage the involvement of the general public and other parties with an interest in the definition and implementation of the landscape policies, it is often more constructive to work on positive feelings than negative ones. It is common for landscape discussions to focus on problems, while taking into account the living conditions of the population of a territory, its dreams and aspirations, it is possible to create constructive development. It tends to be the people who live and work in a place who best know the value and resources of their territory. Adopting a landscape protection, management and planning process assumes that stakeholders are well chosen, that the proposed project is appropriate, and that the exercise is time-limited. These considerations may seem simple, but their results are generally favorable.

1.4. Communication

Group dynamics

A good group dynamic is a prerequisite for successful participation.

The manner in which the meeting is organised is important. Ideally, it should foster creativity, sustainability and efficiency at the same time, which is not always easy. Moreover, efforts should be made in order that everyone can give their opinion, to avoid only a few people expressing themselves. It is necessary to have a meeting programme, so that participants can agree on its purpose and the implementation of its results. As people are not all equal in communication, it can be beneficial to use the services of a co-ordinator for communication. Choosing a neutral co-ordinator can encourage the participants to express themselves more freely. The choice of the meeting room and its furnishings, as well as the schedule of the meeting, and the refreshments that are brought, promote good group dynamics.

Conflict resolution

In all group dynamics some form of conflict arises. Stakeholders may not agree, but disagreements need not lead to conflict.

One should be prepared for situations of conflict caused by diversity of opinions, and prevent or resolve them as they arise. In cases of disagreement, it is important to focus on the subject of the disagreement, not the person: the speaker should be allowed to speak without interruption, but discussions that degenerate should be forestalled. Listening is an important basis for solving differences of opinion. Conversely, abuse of power is a frequent cause of conflict. It is important that professionals and experts, representatives of public administrations and policy makers consider the impact of the power that they have. In certain issues a consensus cannot be reached. It is then necessary to take a decision at a political level.

2. Methods and tools of participation

General public participation in the definition and implementation of landscape policies can be manifested in various ways: through access to information, the opportunity to participate in consultations; by the possibility of dialogue; by being able to influence decision-making; and finally to be able to take part in the decision as such.

2.1. Information

Information for the general public is a prerequisite for its participation in the definition and implementation of landscape policies. In order to participate, the public must be well informed and aware of the issue to be discussed. Some topics are not suitable for public consultation, but the public must retain the right to be informed of the decision.

Policy makers and representatives of public administration may also wish to obtain information about a situation or an area. The public, finally, must be able to convey to politicians and representatives of the administration information concerning the definition and implementation of landscape policies. All concerned parties must have information on how the process will evolve, where and when meetings take place, what the results of the various activities are, and what the final results are. A transparent organisation generates confidence. There are several means of communication for transmitting information. Some of them are presented below.

2.1.1. General meeting

The general assembly is a relevant means of simultaneously informing a large number of people on an important subject.

A general meeting is essentially a one-way communication method and should not be confused with a dialogue: it is primarily a method for informing citizens. Its aim and agenda must be clear to all participants. Verbal information should be supplemented with written information and presentation materials of various kinds. It should be clear on the invitation that this is an information meeting and not anything else. However, it is not possible to hear all opinions. In most cases it is only those who dare express themselves in other contexts who can express their views and opinions. It is necessary for an experienced person to lead the meeting, allowing various participants to speak and managing situations as they arise. A general meeting is an easy method to spread information simultaneously to many people. This means of communication, however, should not be used if the objective is to acquire substantial views and engage in dialogue.

2.1.2. Website

Websites are simple and efficient tools for simultaneously transmitting information to many people.

A website is not a static means of communication made once. It must be updated continuously and adapted to the demands of the world. In spite of the large access to computers and the internet, not all citizens can be reached through the website. Consideration should be given to how the information is given: is the content there intended to address citizens or users? Perhaps several levels of information are required: it is, for example, possible to bring an exhaustive description of an issue to the attention of the people, the media and other stakeholders, and to provide further information to users and professionals and experts. The website is a fast means of communication for spreading information. It should be professionally managed, which requires resources, a level of skills and tools.

2.1.3. Printed information

Printed information conveys a clear message but can sometimes be difficult to reach a particular discussion group.

Although websites and internet network have supported much of the flow of information, printed information (brochures, documents, posters, etc.) is preferable in many cases. When a document intended for distribution is developed, it is important to use clear language with words that can be understood by everyone and avoid overly technical terminology. The target group should be defined, in order that the information reaches the intended recipients. It is not always possible to address young and older people in the same manner. The contents of the printed documents must also be available on the website. There are opportunities for presenting in-depth information or discussion forums. When it comes to publishing the programme of many activities, the printed document is also a good channel. The invitation may include an entry stub or reply form, if desired. A method frequently used is the conducting of questionnaires in the neighbourhood, where people are approached in the street. In that situation it may be worthwhile to provide for those who want additional information. A leaflet or brochure that explains or provides facts has a value in being easy to take away for later reading. It is necessary to consider whether the information printed will have a short or long life. If it is short, it is necessary to consider other information channels. The cycle from idea to finished product can be long, but it varies with the requirements of the end product. By calculating backwards from an imagined delivery date, it will become clear how much time the process will take.

2.1.4. Video

It is possible, through relatively simple tools, to produce a video that can be posted on a website.

The use of video often brings policy makers closer to their citizens. The videos are a great way to invite people to meetings or citizen panels. The training of speakers can help make them more confident during recording. The message delivered and content of information are indeed more important than the visual design and simplified production methods exist. The time required to complete a brief interview requires minimal preparation, if technology is put to good use. However, buying skills throughout the production chain, from recording to finished product, increases the cost of a video. The presentation of the video on a home page may require special software tools.

2.1.5. Study trip

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

This can be an opportunity to consider similar conditions elsewhere or find inspiration. Study trips can take place near or far afield, depending on what needs to be shown and available resources. They often take place by bus, which limits the number of participants.

2.2. Consultation

The purpose of the consultation is to request an opinion from a group of people on a specific topic. The group of people is composed of professionals (experts) as well as representatives of the general public. The methods and tools used can be very simple or more elaborate. On the occasion of a controversial question, the representatives of the public can present the solution they prefer, justifying their position. Different projects must be prepared by professionals (experts) appointed by the public authorities. The public representatives must then be able to choose the solution they prefer. The process can lead to consultation of professionals on a particular point or to a survey of a group of professionals, open to the public. The public representatives must then be able to choose the solution they prefer. The process can lead to the consultation of professionals on a particular point or to a survey of a group of professionals, open to the public

2.2.1. Questionnaire

The questionnaire is used in the surveys (opinion polls, knowledge tests...) to collect information.

The questionnaire can take a written form, being sent to the respondents by mail (a reply-stub can be prepared), or be done online. This method chosen depends on the aim of the enquiry and the resources available. This method makes it possible to reach many people at the same time: to obtain as many answers in the interview, it would take a lot more time. However, in a questionnaire, interviewees can be anonymous, which makes any further explanation or explanation impossible. In this respect, the interview is much more suitable.

2.2.2. Discussion group

The discussion group facilitates easy and quick consultation of the people who participate. However, the organisers must have enough time to form a group and bring the members together.

The discussion group is used to discuss an issue of landscape protection, management or planning through dialogue. The method is very useful but does not allow in-depth consideration of a theme or question. Before planning the work and inviting participants, it is necessary to think about the composition of the group (participants can be selected for their representativeness of the whole population or some of its groups). Each meeting lasts two to three hours. The discussion is guided by a moderator who has prepared their discussion and with good knowledge of the subject. This can be assisted by another person. It is useful to arrange the chairs in the meeting room in a semicircle, so that all participants can see the information presented. The optimal size of a discussion group is six to 12 people, so that everyone is comfortable enough to give their opinion. It may be helpful to offer coffee or a meal, to encourage people to take part in a discussion group. It is possible to treat the same problem in several groups. The method works best in a homogeneous group dealing with a specific subject, although groups dealing with a variety of topics may be useful at times. The method is generally quite economical but it is necessary to provide for, if necessary, the cost of the meeting room and miscellaneous expenses (coffee, meals, childcare ...).

2.2.3. Map reading

Public Representatives are invited to comment on a landscape issue by identifying on a map a place or area to be discussed.

Public representatives identify on a map a specific location, or area, that is the subject of a landscape-related discussion. They report it with a mark, in pen, and mention if they wish to comment on the reasons guiding the choice of this positioning. All responses are geographically related and can be analysed using a Geographic Information System (GIS).

It is important not to ask too many or too complex questions (it is possible to ask simple questions, such as: "What are safe places for pedestrians?" or "Where to build a playground?"). The questions should have been well thought out; the survey should not take more than 15 minutes. The established questionnaire should be tested on a group, before being used more widely. The method should allow several people to express their opinion and make proposals, without the constraint of time or place. The information obtained can be collected without further effort and compared. Cards used in an internet survey can be printed and used in meetings. It is essential to have quality cards. The costs of using this method may vary depending on the number of professionals and experts consulted.

2.2.4. Citizen panel

The citizen panel method implies that its participants are chosen at random. It allows reaching people who otherwise would not take part. Participants should be informed and discussions and consultations allowed.

The citizen panel can be organised as a physical meeting (in a given space) or a virtual meeting (e-panel). It provides quick answers and requires little material means (the participation of panel members from home). Alternatively, a panel of citizens can take place over a day, in the form of a workshop with various activities. Management tasks still take time (invitation of participants, formulation of questions, processing of answers, administration of the panel, results to be communicated to panel members and publication of results). It is also preferable not to solicit panel members more than two to four times in a six-month period, to avoid disengagement.

2.2.5. Voting of participants at a meeting

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

The objectives of the meeting should be clearly formulated and the results of the votes cast during the meeting should be made available promptly using the website or other information channels. The questions should be worded so that it is easy to answer them and they should be tested beforehand on a few people. The voting method provides an immediate answer to questions. These answers, as well as written messages, can be presented on a screen, appearing as they are received. Everyone has the opportunity to give his opinion; this mode of operation prevents the most comfortable people in public from monopolising the meeting. This method allows many questions to be asked in a relatively short time, the answers remaining anonymous. Meeting participants can quickly see if their opinion is shared by more people and if other opinions are expressed. This method is often appreciated as it provides an accurate picture of what the consulted people think on many topics. Since equipment may have to be rented, the premises must be assessed and the number of participants estimated beforehand. Time is required for preparation, booking premises and equipment, invitations and formulating questions. The meeting itself will not take more time than an ordinary meeting. There are variations in how advanced the equipment is, which affects the cost. In a number of administrations the council halls are equipped with static voting equipment that can be used to conduct citizen surveys. If such equipment is invested in, a mobile set could be a good alternative so that it can be used in various locations. Investments can be shared by two or more neighbouring authorities.

2.2.6. Short Message Service (SMS) panel

A Short Message Service (SMS) panel is a public panel where communication is carried out by text message on mobile telephones.

The general public is invited to register on the website to participate in a citizen panel. The method provides fast feedback from many people. Since the answers are to be given via

text message, the questions must not be too complicated. The following questions appear adapted:

- questions calling for the following responses: Yes / No / Do not know;
- questions using a ranking;
- questions asking for a proposal to be selected;
- questions allowing for short answers by text message.

It is necessary to formulate questions that are easy to understand, and then to publish the answers to these questions, presenting summaries and other information on a website. An SMS panel is a fast and simple way of receiving opinions. If minors are participating, permission from legal guardians is required in most cases. It is preferable that the invitation is aimed at various defined groups, such as the residents of a certain area, youth or festival-goers. A decision must be made as to who pays the texting fee, the panel member or the recipient, and to check what is included in the telephone contracts. A cost for answering could be regarded negatively by some.

2.2.7. Workshops on the quality of public space

Workshops on the quality of public space make it possible to measure the quality of a public space, even before time and money are invested to improve it. It is necessary to collect the opinion of the public users of the space, as well as that of the professionals (experts).

Participants take part in a (half-day) workshop, led by a moderator, to discuss the quality of public space design and how it is used. It is a question of collecting the opinions of the people who use this space by asking them, for example, to fill out a questionnaire. This method can help users and managers of a public space to better understand how the space works (considering its different uses) in order to identify its strengths and weaknesses. Targeted improvements can then be proposed. It is possible to identify measures that can be used to encourage the public to participate in the improvement of parks, streets, playgrounds and other spaces.

2.3. Dialogue

It is essential that everyone can express their opinion and defend their vision on an issue through dialogue, without necessarily having to reach consensus. There are a number of different tools to promote good dialogue. Dialogue is often central to participation of the general public in the definition and implementation of the landscape policies.

Increased participation often takes longer, and therefore requires more resources. In order for the process to be creative, however, it is necessary to allow enough time. The dialogue also saves time, as it can avoid the adoption of bad decisions or prevent conflicts. The public commits to issues of concern to them and protests if they consider that projects or decisions are unsatisfactory. In addition, it should also be considered that the population has knowledge that can be of great help to policy makers and representatives of the public administration, they do not have the full knowledge at the level local.

2.3.1. Open forum

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

The open forum method is a useful form if there are many participants (from ten to several hundred). It is animated by at least one person and can last from half a day to three days. The forum takes place as follows: the participants meet and jointly decide on the specific subjects to be discussed in connection with the theme. Anyone can propose subjects and the subjects which generate the most interest can be debated. Discussion topics are listed on the agenda of the various meetings, and each discussion is directed and summarised by

the person who suggested the theme. The day starts with an inspirational lecture and is then divided into three sessions. Participants are divided into groups in different rooms, and discussions are terminated when it is time for lunch or coffee. During discussions participants are free to change group, as this can enrich other discussions by the exchange of good ideas between groups. At the end of the day, the groups get together to present a summary of discussions and evaluate the results of the meeting. It is useful that documentation reflecting the meeting is given to participants. It also provides a basis for future work.

2.3.2. Collective reading path of the landscape ("walk")

The collective reading path of the landscape (walk) is based on the idea that think tank participants think more creatively outside a meeting room than inside it.

The collective reading path of the landscape can be prepared for a group of participants ranging from 10 to 30 people. It must lead them to let them express their creativity and to collect their ideas and proposals. The advantage of the walk is that the participants are together throughout the visit. They stop at points they have shortlisted or that have been shortlisted by the organisers. These stops allow them to make notes that can then be used as part of a discussion. Some walks can be made to evaluate new neighbourhoods. The participants are experts of the area analysed with various competences and experiences (inhabitants, administration officials, professionals and experts...). The size of each group should be 10-15 people. As it is useful to involve more people in the evaluation, several walks can be arranged. A number of stops based on the function of the places are decided beforehand. It could be, for example, the entrance to the area or a square. The participants are not supposed to exchange ideas with each other during the walk, but just write down notes at every stopping place. After the walk, participants gather in a room to discuss their observations and everyone can express their opinion. All opinions are presented to the participants on a flipchart, projector or computer with projector. This allows everyone to ensure that no observation is misinterpreted and that all contributions are taken into consideration.

A variant of this method is to organise a meeting "on the street" between policy makers and representatives of the public administration and citizens, to make them walk together while asking questions on a particular subject (by means of a pre-defined form or questionnaire, or similar tool). Policy makers and representatives of the public administration analyse the results and then present an analysis seminar. The material is used in the continued work on the issue/subject. The results are fed back and presented to the general public in an announcement or in another way, as declared to the interviewees. It is important to decide on the issue beforehand, with a programme, agenda and venue. The feedback should also be arranged before meeting the citizens. This method is not a detailed analysis of an issue and it should rather be regarded as a consultation method. Time is required for preparation, presentation and the follow-up work with seminars, for an analysis of the results.

2.3.3. Workbook

This method consists of developing three manuals. It requires resources and time from both public authorities and participants.

The workbooks contain information and questionnaires that are distributed to selected study groups. The first workbook raises current issues for discussion. Parallel to the study circles that meet this first workbook, new study circles are started to discuss the issues. The answers from the first workbook and the study circle are compiled into a second workbook. In addition, the second workbook is supplemented with more questions, and once again sent out to the citizens. The comments from this second workbook are compiled into a third workbook, which presents the final outcome. Public authorities refer to it to make decisions. This method takes about a year of work to perform, which is one of its disadvantages. Otherwise, it is efficient in communicating knowledge and providing a

well-founded dialogue.

2.3.4. Chat conversation

A chat promotes communication by short messages, in real time.

A chat could be open for a limited time, e.g. 7.00-8.00 pm, to allow citizens to put questions to the people responsible for a certain issue. It could be regarded as a modern form of phone-in. Given that a chat is fast and that many people can ask questions in a short time, it is necessary that some people accustomed to this form of communication can respond to requests. Everyone can see all the questions and answers, and the chat can be followed without making a contribution. Questions and answers can be saved for future use and publishing. Apart from the work of preparation and realisation of the activity, which involve access to the programme, the effort required to use this method is fairly minimal. However, not everyone wants to participate as long as the exchanges are at a steady pace.

2.3.5. Discussion forums on the Internet

A discussion forum allows a large number of people to exchange and consult a conversation on the internet network, without necessarily being present at the same time.

A discussion forum can be used for fully open discussions, in which everyone is invited to participate.
It can also be used in a narrower setting, such as for a panel of citizens, or as a way to continue a discussion after a focus group meeting. The discussion can be conducted entirely text-based or can include sound and image, according to focus and aim. It is important to consider whether the forum should be open to everyone or closed and connected to a limited group, such as a citizen panel. Facilitating contributions featuring multimedia provides support to people with difficulties in expressing themselves in writing. A person can play the role of moderator and regularly check comments, so as not to post inappropriate content. Many people can take part in the discussion, as it is public. The method therefore assumes that participants have access to a computer connected to the Internet and that a moderator leads the discussion.

2.3.6. « Dialogue café »

The "dialogue café" is a method of encouraging people to discuss current topics in an informal and comfortable setting.

The "dialogue café" is held in a friendly atmosphere and the debate is led by a moderator. The meeting begins with the presentation of a brief summary of the facts that are the subject of the debate. It is necessary to provide information documents to the participants. Around each table (in small groups), the participants examine the theme treated by referring to open and stimulating topics. After a while, they change tables (and groups). The process generally follows three phases: first analysis; deep analysis; formulation of a proposal. A report of the discussions is established. Ideas and opinions are passed on to other participants during or after the meeting. The meeting co-ordinator should be experienced and the topics and issues dealt with should be relevant and clearly presented. This method does not require a heavy framework and allows the organisation of creative meetings. If the locale is a real café, with about ten participants sitting around small tables, the meeting involves little expense. The cost is higher for large events with hundreds of participants in one place.

2.3.7. Debate

A debate is conducted on a given topic by a panel of policy makers and representatives of a public administration, a panel of experts and a panel of representatives of the citizens. The debate is usually conducted in the presence of a large audience.

The purpose of the debate is to enable expert professionals and stakeholders to make a thorough presentation of a given topic to public authorities and representatives of the general public, in order that they in turn can ask questions. This can lead to long and interesting discussions. The chair of the meeting can conclude the debate by inviting the participants to share what they have learned. The debate requires a lot of preparatory work because it is necessary to gather and define the topics to be debated, to find and invite participants, so that the panel of professionals and experts is truly diverse. The invitation to those invited to participate in the debate should state what its purpose is and how it will be used. The people supervising the debate must have a good experience of the meetings and it is necessary to charge several people to keep track of the debates, possibly by recording them. The meeting should be planned and made public in a timely manner to encourage strong participation. The organisers must decide how the assessments will be communicated to panel members and participants. Resources must be available to collect information, to communicate and document the debate.

2.3.8. Citizen assembly

The citizen assembly is intended to address important issues, create dialogue and answer questions from the general public. It must take place in a venue suitable for meetings between citizens, local associations and policy makers.

The citizen assembly promotes on-going co-operation with a local population, discussion and dialogue. It cannot decide on actions to be undertaken but proposals may be formulated. Meetings may be held periodically (every two months, every quarter or twice a year, for example). They usually take place in the evening and are led by policy-makers, assisted by representatives of the public administration, to present facts and methods of work. The agenda is established and announced before the invitations are sent. To make sure all questions are dealt with properly, they should be listed in advance. During an assembly, participants need time to ask questions. A record of work is prepared and important documents are attached. It is signed by the president of the assembly and two persons representing the public, and then registered. It is sent with an explanatory letter to participants and public authorities, posted in the town hall and made available on the internet. Fees related to the use of the method are relatively low, the main costs being related to the cost of the staff needed to plan and hold the meeting.

2.3.9. Dialogue workshop

The dialogue workshop is a simplified group discussion that allows participants to examine a problem in depth, discuss different opinions and develop points of view or arguments, in order to achieve a better understanding of a topic.

The dialogue workshop allows in-depth discussion on a specific topic (reviewing its advantages and disadvantages, its financial implications and its long-term consequences), with some people for a few hours. It provides a better understanding of what motivates the opinions or statements of the general public. It is similar to discussion groups but focuses more on negotiation. Because it involves a limited number of people, it cannot be used to collect reliable statistical information to accurately measure public opinion. A dialogue workshop can last a few hours or a whole day. The fact that the points of view of the participants are developed throughout the discussion could mean that they are not representative of those of the public as a whole. However, the method could provide the organisation with valuable information on public views and standpoints on a certain issue. Through discussion with others, they acquire insights into other perspectives, allowing their own views to develop and be challenged. These dialogues may build and strengthen relations between participants, and could provide them with new knowledge and skills. Usually, eight to 16 participants meet. The membership varies depending on the subject. Participants may be selected on the basis of demographic criteria, through interest groups or randomly. The costs for this format are generally not very high, unless participants must be found through a genuinely random selection, which may involve fees. Incentives

to participate in the workshop may be required. A budget for this activity should provide for the rental of the venue (an informal place if possible), food and special reception facilities, such as childcare.

2.3.10. Strengths, weaknesses, opportunities and threats (SWOT) analysis

This method allows analysis of strengths, weaknesses, opportunities and threats associated with a situation.

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

The work takes place in several phases:

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

The assimilated results of the analysis form the basis of the continuous process. It is important to clearly explain what the purpose of the meeting is and why this specific method is used. It is helpful for someone who knows this method to guide the process. This quickly reveals the strengths and weaknesses, threats and opportunities that arise. It is also possible to use only the top two squares of the matrix to examine strengths and weaknesses. The method determines how best to focus efforts, harnessing strengths, addressing weaknesses, reducing risks, and promoting opportunities. It is necessary to have a meeting room with sufficient wall space to display notes.

2.3.11. Advice

The advice allows public representatives to meet to discuss alternative approaches to addressing a question. This may be to examine the advantages and disadvantages of a project and the consequences of its implementation.

Advice should be well prepared and organised to allow a clearly structured dialogue between the general public, stakeholders, entrepreneurs and other actors of the landscape concerned. This method has several variants, and can be applied to situations where aims as well as courses of action are open. It could be a question of determining what direction should be followed and what should be the basis for upcoming changes and developments in dialogue with the residents and actors of an area. Proposals are formulated and prioritised, and then passed to the public authorities for decision. The term 'advice' may be used when public authorities want the citizens to prioritise one proposal, either on the internet or in meetings. They often commit that the proposal which gains the most votes will be the one that is carried out. If the parties concerned by a project wish to actively participate in its implementation, the project should deal with a real situation, agreeing on a specific goal and setting a timetable for action. The appropriate target groups or stakeholders must be identified and an adequate number of participants must be invited from the start. In order to oversee the process, an experienced co-ordinator is needed to lead the discussion. It is appropriate to define rules and clearly explain to participants how they can influence the process. At the end of the project, it is necessary to communicate to them what has been decided, and how. This method requires work and effort on the

part of policy makers and representatives of the public administration, before, during and after the advice. The main proposals having been made, no new proposals shall be presented subsequently.

2.4. Influence decision-making

By participating in the definition and implementation of landscape policies, the public is involved for the duration, at each stage of the development and formulation of a project. A proposal is sent to politicians for decision. This method allows participants to become involved in the decision-making process. It is important that those who can influence the decision-making process take part in the proposed exercises and that participant have confidence that their opinion will be taken into account. This is a very interesting form of citizen involvement which, however, requires time and resources (so that all points of view and proposals can be taken into account). In order for participation to be effective, adequate preparation is necessary and proper functioning must be ensured.

2.4.1. Foresight workshop

The foresight workshop can bring out ideas and visions that are particularly interesting. The number of participants should be limited to 25 people. It is useful to proceed with the work in stages so that participants can present possible criticisms and solutions.

The foresight workshop brings together policy makers, government officials, representatives of the public, as well as other stakeholders, initially meeting at a public meeting or having been invited selectively. Its purpose is to take advantage of the participants' opinions, using their creativity. Experienced moderators should conduct the debate. The participants are led to define a work theme, then to develop it in order to implement their ideas and decide on the conduct of the actions to be undertaken. Work teams can be formed. Working papers are used and questions can be asked throughout the process. Participants are encouraged to contribute actively to the work by sharing their ideas and developing an action plan outlining what should be done, by whom, how, and when. The workshop can take place over a day or last up to three days. Follow-up of continuity of work may be necessary as long as the schedule and deadlines are respected. It is necessary to have a large room with noticeboards on which to fix notes. A foresight workshop includes five phases of equal importance, devoted to the preparation of the works, to the expression of the criticisms, to the presentation of ideas, to their realisation, then to the definition of the modalities of their implementation and their follow-up. The participants in the workshop must commit themselves in the long term, in order to be present throughout the work.

Preparation phase

A theme is agreed and a workshop co-ordinator is chosen. Practical matters such as the duration of the workshop, the venue and invitations to the participants must be arranged.

Critique phase

This phase marks the official launch of the workshop. All members of the group must formulate the problems associated with the discussed theme. The participants are then separated into small groups to analyse and understand the advice given.

Utopian phase

This phase allows participants to explore possibilities of landscape protection, management and planning. Everyone can formulate ideas and a vision of an ideal future. These ideas must be creative and attractive, even if they are not always feasible or realistic.

Embodiment phase

This is the most important phase of the workshop. The collection of problems and visions must be formulated in such a way as to be usable. Groups are formed to address the problems that have been identified. They discuss how to proceed, who to involve, and the timing to follow.

Implementation and follow-up phase

Documented results of the workshop are distributed to all interested parties, whether participating in the workshop or not. In order for the process to continue, follow-up meetings should be organised regularly, and it is necessary that the momentum is maintained by motivated people.

2.4.2. Charrette workshop

The charrette workshop brings together policy makers, representatives of public administration, professionals and experts (urban planners, architects, landscape designers, geographers, lawyers, sociologists, developers...), interested associations and representatives of the population.

Through a variety of carefully prepared sessions led by a project manager, the charrette workshop allows participants to develop a project together, and come up with a final proposal. If the workshop, in its project, has omitted an important aspect for one of the stakeholders and a divergence of point of view arises, the sessions must be repeated. The workshop can thus take several days to a week. This method has many advantages, the main one being the promotion of dialogue and good co-operation between all stakeholders involved. It is also very effective for quick decision-making. However, it may not be suitable in various planning modes.

2.4.3. Conference

The conference promotes a stakeholder relationship: it contributes, through discussion, to overcoming certain obstacles or to promoting projects. It thus allows continued, good co-operation in the long term.

The conference allows policy makers, representatives of public administration and various citizen groups, or those who may be interested in a specific issue (the elderly, parents or young people, for example), to meet to address certain issues, in order to solve problems or initiate new actions. This method involves the active participation of groups concerned in the planning process, organisation and follow up of the conference, the establishment of an implementation plan and the appointment of a co-ordinator. At the conference, stakeholders are invited to take part in discussions, and ideas and proposals are presented. Preparation work is needed to mobilise certain resources: it is necessary to develop the programme, send invitations, book the meeting room and prepare documentation. The conference can last half a day, one or two days.

2.5. Decision

A democratically elected assembly may decide to delegate its responsibilities, including its decision-making power, to a group of people chosen not for their political affiliation but their personal capacities. Thus, there are cases regarding the management of protected natural areas or neighbourhood groups, for example, in which a group of people is given decision-making powers. The most common mode of participation is, however, collaboration with representatives of the public administration to develop a project which is then validated by policy makers. Some methods of direct democracy allow citizens to participate in decision-making on a particular subject.

2.5.1. Referendum

The referendum is a way of conferring the power of decision-making to the public.

Its result can be binding or consultative; in the latter case, the authorities take a decision influenced by the outcome of the referendum. A referendum can be national, regional or local. The people concerned are invited to choose between very distinct alternatives. This method of consultation supposes the adoption of consequent administrative and organisational measures.

2.5.2. User council

The creation of user councils allows the general public to appoint delegates to make decisions together in various fields.

These matters are identified, insofar as they relate to the interests and opinions of the public about the protection, management or planning of an area. There are examples of planning methods in which the public is responsible for developing plans, in co-operation with professionals and experts. In other cases, decision-making on certain issues may be delegated to it.

Many of the previously mentioned methods and tools can be used to make decisions. It is appropriate to distinguish within a situation where the decision-making authority has been delegated, and a situation whether decisions must be made through the usual channels of representative democracy.

2.5.3. Working group

A working group can be appointed to deal with a practical issue by making practical decisions about it.

This is the most common form of delegation of responsibility and decision-making. It can be used for the implementation of various projects (organisation of activities, administration of public land adjacent to a residential area, property management...).

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