

PREFACE

The decision to convene the seminar in the implementation of the European Landscape Convention (ELC) is in keeping with the aims of the Landscape Research Group (LRG) to promote and stimulate interest in research and debate on all aspects of landscape. Paul Selman and I chose this theme because we recognised it was a timely opportunity to review progress now the Convention has entered the critical implementation phase. The success of the ELC is heavily dependent on the support all countries of the Council of Europe signing and ratifying it! By March 2008 29 countries had done so with a further 6 only having signed and a further 12 yet to do so.

The European Landscape Convention, signed in Florence in 2000, was welcomed by the Landscape Research Group. It brought to fruition a campaign promoted, by the LRG and others for over a decade, to bring European landscapes more prominently into the political arena. The Convention calls on member states of the Council of Europe to plan, manage and protect their landscapes in an holistic and integrated way and to do so by raising public awareness and understanding of landscape and by engaging people thoroughly in the formulation and implementation of policies and programmes that impinge on their landscapes and their environment and our lives.

Landscapes shape our lives and are in turn a lens on society. The concept of landscape is a slippery one, especially for civil servants and politicians, yet is a popular notion for engaging with people about the planning, management and protection of their environment. The concept is both abstract and enigmatic yet when invited to do so most of us feel able, the need even, to say something about landscape and especially so, if the landscape in question is well known to us.

The ELC is important for several reasons. Not only is it the first treaty (in the world) specifically dedicated to landscape, it acknowledges the importance of all landscapes being deserving of attention. It emphasizes the need for integration of landscape planning and management

processes, public engagement, sharing experience and good practice and co-operation between states. Yet these parameters are only broadly prescribed – they are not too prescriptive. They leave plenty of scope for individual countries to choose their own methodologies to implement the Convention in ways they see fit, albeit there is a clear expectation, that, by virtue of their signing and ratifying the Convention, they will take forward this work.

We were fortunate in securing support to run the seminar from the Network of the Regional and Local Authorities of the European Landscape Convention (ENELC) of the Council of Europe, Defra, Countryside Council for Wales, Department of Environment Northern Ireland, Natural England and Scottish Natural Heritage. We were pleased also to have attracted over 50 experts from over 20 countries to the seminar and grateful to the University of Sheffield for hosting the event.

We received excellent feedback from our delegates which is heartening for those of us who helped organise the seminar. Equally heartening is to be reassured that there are many people in Europe who are passionate about their landscapes and who believe this Convention offers the best way forward albeit with changes to its administration. It is clearly challenging yet a well conceived, realistic and appropriate means for us to protect, plan and manage our landscapes in ways that will help ensure that their diversity is maintained, and their character and qualities are enhanced to bring benefits to us all.

Gareth Roberts.

Specification for papers

All delegates were asked to prepare **short papers** on any aspect of the implementation of the European Landscape Convention. These should be approximately 2000 words in length, with selective high quality illustrations, inclusive of a small number of Harvard style references, written in an accessible style and well structured into sub-sections.

For those who planned to write **specifically about experiences of implementation of the ELC in their home country** we asked them to structure their paper as follows:

1. Locate your country geographically (in the context of Europe) and give some selective facts and figures.
2. Provide an overview of the landscapes of your country (remembering the broad ELC definition of landscape).
3. Confirm your country's position regarding signing and ratifying the ELC and provide a brief history to the process leading up to the current position, and /or reasons why delays in signing / ratification might have occurred.
4. Highlight lessons (good and bad) that have been learned from the process (to date) in your country.
5. Describe actions your country has undertaken, or is planning to take, to implement the provisions of the ELC, focusing particularly on Articles 5 and 6.
6. Highlight key challenges / issues relating to the planning, management and protection of landscapes in your country today.

Taking Stock, Taking Opportunities

Michael Dower

Preamble I start by saluting the Landscape Research Group, through two of its Trustees Gareth Roberts and Paul Selman, who have organised this event.

The Landscape Research Group was a co-initiator – with the Countryside Commission, the European Federation of National and Nature Parks (now called Europarc), and ECOVAST – of the idea of a Convention for the Protection of Europe's Rural Landscapes, as a sequel to the National Trust's seminal Conference 'Europe Preserved for Europe', held in 1990.

That led to the Conference on 'Landscapes in a New Europe: Unity and Diversity', held at Blois in October 1992, on the joint initiative of the Landscape Research Group and the French organisation *Paysage et Aménagement*, where Adrian Phillips set out the reasons for, and the possible scope of, such

a Convention.

Adrian (in his IUCN capacity) and I (having succeeded him at the Countryside Commission) then pressed the Council of Europe to take up this cause (this early cooperation makes me happy that Adrian and I are, so to speak, the book-ends of the Seminar, with me offering ideas now and him summarising at the end). Our approach to the Council of Europe coincided with a separate initiative from Spain, France and Italy to create a Mediterranean Landscape Charter, approved in 1992. The outcome of these two approaches was the setting up in 1995, by the Congress of Local and Regional Authorities, of a Working Group to prepare a European Landscape Charter or Convention. I had the privilege to be an Expert Adviser to the Group; and, with Yves Luginbuhl, to prepare the first non-legal draft of the Convention. I salute the Working Group, and particularly my good friend Riccardo Priore, Secretary of the Group, who is with us at this Seminar.

You are all aware of the outcome, namely the Convention, signed in Florence in October 2000; and the subsequent events – the build-up of signatures and ratifications to the point at which the Convention came into operation in 2004; the steady growth in number of the states who are signed up; and the Conferences and Workshops organised by the Secretariat. These Workshops are lively occasions, with a rich cast of characters, but it is not easy on such occasions to have a well-focused professional debate. For that reason, I welcome this Expert Seminar, which offers a chance to probe more deeply how the implementation of the Convention is progressing.

I am asked to speak briefly on the theme 'Taking Stock: Taking Opportunities'

Taking Stock What have we achieved so far ?

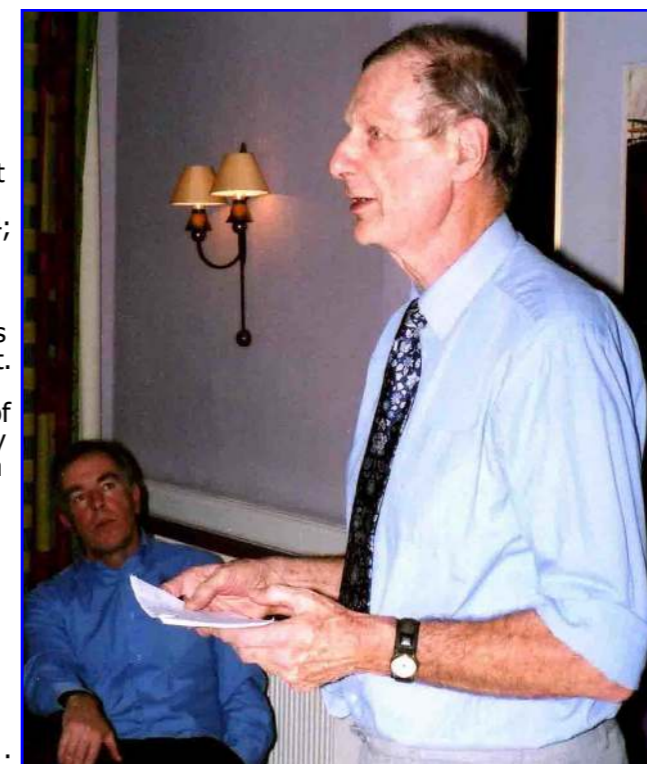
We do have a Convention :

- ◇ It recognises the landscapes of Europe, in all their diversity, as a major asset for all Europeans, as the setting of people's lives, as

- the integrating force between the natural and cultural heritage
- ◇ It relates to all the landscapes of Europe – urban, peri-urban and rural; marine, coastal and terrestrial; the ordinary and the degraded as well as the remarkable
- ◇ It recognises that landscapes matter to all people, and calls for public awareness and popular involvement in caring for them
- ◇ It demands the recognition of landscapes in law and in all relevant public policies
- ◇ It calls for the strengthening of professional capabilities in the field of landscape, and for education and research of the kinds that occupy many people here
- ◇ It provides for cooperation, mutual assistance and exchange between the nations.

Today, of the 47 member states of the Council of Europe :

- ◇ 28 have signed and ratified the Convention
- ◇ 7 have signed but not yet



ratified, notably including Greece, Spain, Sweden and Switzerland

- ◇ 12 have neither signed nor ratified, notably including Austria, Estonia, Germany and Russia.

We may wish at this Seminar to discuss this process of ratification ...

what does it mean for those who ratify ? what does the refusal to ratify mean to the states concerned and to the whole effort in Europe?

I use three countries to illustrate this point :

Croatia was one of the earliest to ratify; saw the Convention as a chance to show its desire to be European; but had no clear understanding of what it implied and no strong Ministerial commitment to implement it : the result, so far, is minimal action.

Germany opposed the idea during the consultation on the Convention, and made plain that it would not sign because it was already burdened by too many EU Directives and Council of Europe Charters or Conventions, and because the responsibility for landscape lies with the Lander: but in fact it is doing a good deal of what the Convention seeks, and should certainly not be excluded from international cooperation

The United Kingdom took 6 years to sign and then ratify, despite the fact that it already does a large part of what the Convention demands: our attitude in this country is that we won't sign up to an international treaty unless we intend to honour it: our Ministers wished to be sure that we could honour it without a crippling addition to the things that we should do or observe.

What is even more striking - in terms of 'Taking Stock' – is the very high variation, between the countries in this remarkable continent, in four further factors :

- ◇ the national perception of, or attitudes to, landscape, indeed the words that we use to describe it
- ◇ the basis of national law related to landscape
- ◇ administrative structures and patterns of responsibility for landscape among public bodies, with

Ministries varying widely in name and in portfolio, and with delegation to regional level in some countries

- ◇ the strength or weakness of non-government organisations in this field.

When, at this seminar, we compare

experience, and particularly when we discuss the harmonisation of processes related to landscape, we should remember this great diversity, which is as much a part of the charm of Europe as is its rich diversity of landscapes.

Taking opportunities So, with nearly two-thirds of the countries in the wider Europe signed up to the Convention, including many which are direct neighbours to each other, what opportunities do we have, in order to realise the aspirations behind the Convention? The task is in fact demanding, ubiquitous and multi-faceted, and must be sustained over long years ahead. It calls upon the energy, the willingness, the commitment of:

- ◇ Governments
- ◇ Local and regional authorities
- ◇ All who own, manage or influence the use of land
- ◇ Those who represent public opinion or whose mission is to raise public awareness
- ◇ Those in Universities and elsewhere whose role relates to training, education and research.

For me, the Convention's focus is on 12 active verbs, and the action may lie with different people. I rehearse and comment on the 12 verbs.

1. to recognise landscapes in law
2. to integrate landscape into all relevant policies

These are jobs for government, and very demanding ones. It is relatively easy to persuade Ministers of Agriculture or Forestry to introduce landscapes into their policies, for example (for EU member states) in Axis 2 of the Rural Development programmes. But the challenge is to get landscapes also into the policies for such fields as transport, water supply, energy generation, coastal defence, and (crucially) spatial planning.

My next seven verbs define the action that is needed everywhere, for every landscape. The action on them lies mainly with public bodies, but working closely with all stakeholders. The key verbs are :

3. to identify landscapes, that is to describe their character and the key elements in that character
4. to assess the landscapes, that is to analyse what contributes to, and what detracts from, their quality and distinctiveness

5. to define objectives for landscape quality, after public consultation: these objectives should form the frame for the main process of physical action, embodied in the next three verbs
6. to protect what should be protected
7. to manage what needs management in order to be sustained
8. to plan, in the sense stated in the Convention, namely to take strong forward-looking action to enhance, restore and create landscapes
9. to monitor what is happening to the landscapes, in terms of change and the impact of that change upon the character of the landscapes and upon the achievement or not of the stated objectives.

These seven verbs are, for me, the heart of the matter. They are an integral package, in that:

- ◇ the objectives for landscape quality must be based upon the sound identification and assessment of landscapes
- ◇ in turn, the objectives form the base for the action to protect, manage and plan : most landscapes in Europe need some action within all three of these verbs.
- ◇ monitoring is vital, in order to judge the results of action within all the preceding verbs and to provide a basis for sharpening policy and action wherever that is needed. I regret the lack of emphasis in the Convention upon monitoring within the member states, and I believe that we are only at the beginning of the monitoring process in most countries. I regret also what I perceive as the inadequacy of the mechanisms for monitoring at the European level.

The next two verbs provide an essential supportive context.

10. To promote education and training

The tasks that I have just described are indeed demanding. Landscapes, and the processes that affect them, are so diverse and complex, so linked to the cycles of nature and the demands of people, so subject to change as policies and human actions evolve, that the understanding of them is a major inter-disciplinary challenge. It is a great opportunity for the universities, professions and schools

of Europe.

11. to raise public awareness and participation

This is a great task for both public bodies – at all geographic levels – and for NGOs and the world of education. It is a vital task for three main reasons – democracy, in the sense that landscapes belong to everyone; co-responsibility, in that every citizen, every property owner, every user of land, can influence the look of the landscape for good or ill; and governance, in that concern within the population can lead to a commitment in government. We have a long way to go in raising not only public awareness of the landscape, but active involvement in the action related to landscape which I described earlier.

The final verb is ...

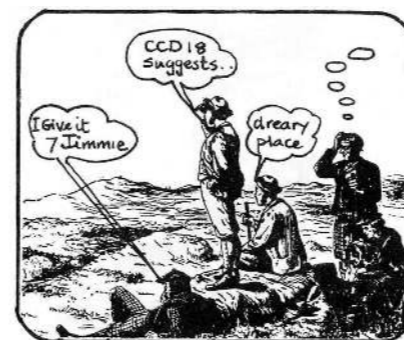
12. To cooperate at European level, through exchange of experience, of information and of specialists.

This seminar is part of that cooperation, and I strongly hope that it will be followed over the coming years by other exchanges, each with a clear focus. Such exchanges may be initiated by the Landscape Research Group, or by any other of many bodies associated with the Convention.

- ◇ To provoke discussion, let me suggest some focal subjects for such exchanges:
- ◇ Techniques of identification and assessment of landscapes
- ◇ Approaches to the statement of landscape quality objectives, and how these objectives are then reflected in measures of protection, management and planning
- ◇ Techniques for monitoring landscape change, vis-à-vis the objectives, and for assessing that change as the basis for review of policies or programmes
- ◇ Policy and action related to specific types of landscape, such as karst landscapes, dehesa, estuaries, mountain pastures, historic city centres, industrial zones, degraded landscapes or major river valleys
- ◇ Cross-border landscapes
- ◇ Approaches to raising public awareness in landscapes
- ◇ Training, education and research.

Exchanges of this sort must fit

within a coherent European framework for implementing the Convention. At this seminar, we may wish to discuss the effectiveness of the present structure within the Council of Europe, by which responsibility for oversight of that implementation is vested in three Committees – those for Regional Planning (CEMAT), Cultural Heritage (CDPAT) and Biological and Landscape Diversity (CO-DBP) – each of which has a central focus on its own main concern. Clearly, landscape concerns should have strong links to each of those three subjects: but one may question whether a major



Convention might be better served by a dedicated Committee and Secretariat.

We may also wish to discuss the issue of networks. In their message of March this year to the Committee of Ministers, the Expert Committees decide to "encourage the setting-up of local, regional, national and international landscape centres" and to "promote the creation of landscape networks under the Convention work programme". If one seeks to understand what is meant by networks, by reference to the Council of Europe website, one meets a series of pages without any listed organisations. This is a gap which we may wish to see filled.

I conclude with a short anecdote, drawn from my time as National Park Officer of the Peak District, based 15 miles from here. During my first month in the job, we were asked by the Forestry Commission to advise on an application by the Chatsworth Estate for licence to fell a great hanger of mature beech trees. I went to see it myself. The agent to the Estate brought a message from his employer, the Duchess of Devonshire, 'Tell Mr Dower you cannot freeze a landscape'. Quite right too! At a time of rising demands upon our

land, and facing the potentially massive impact of climate change, the challenge is rather to guide the change in our landscapes so that this great asset of Europe retains its distinctiveness and achieves new levels of quality throughout the continent. That is the great opportunity for us all, as we seek to animate the implementation of the European Landscape Convention.

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European Landscape Convention as 'Interface'

Kenneth R. Olwig

An interface is a place 'at which independent systems meet and act upon or communicate with each other,' to quote the theme from the September 2006 meetings of the Permanent Conference for the Study of the Rural Landscape. The idea that the European Landscape Convention (ELC) provides just such an interface was the premise for a round table held. The point of departure for the roundtable, which I organised, was the premise that the Convention embodies contradictory as well synergistic aspects, and that it provides a discursive interface where differing approaches can meet within the Convention's framework. The following text is a modified version of the 'afterword' to the written text that was the outcome of the round table, now published in the *Norwegian Journal of Geography* (vol. 61, no.4, 2007).

The Convention as interface

The Convention is not a fixed law, but rather a framework, or discursive interface, for a continuous process of legal change or, as the explanatory report puts it:

An international Convention is a dynamic legal instrument, which evolves together with the subject matter of its provisions. An international legal instrument ... should be able to keep pace with changes in those values and interests (Europe 2000b, II, §32).

The Convention came about under the auspices of The Council of Europe – not the European Union. The Council, unlike the EU, represents not the power of a state, but the moral authority of Europe as represented by its members, and, as such, it does not make and

enforce laws, it facilitates conventions.

A convention is essentially an agreement, and it only becomes legally binding because the parties to the agreement agree to make it binding within their jurisdictions. Conventions thus, according to the Council of Europe, 'are not statutory acts of the Organisation; they owe their legal existence simply to the expression of the will of those States that may become Parties thereto, as manifested *inter alia* by the signature and ratification of the treaty' (Europe n.d.). The parties to the agreement thus essentially agree to enforce its provisions, rather than subject themselves to the enforcement of an outside authority such as the EU. As the Convention states:

Each Party shall implement this Convention . . . according to its own division of powers, in conformity with its constitutional principles and administrative arrangements, and respecting the principle of subsidiarity, taking into account the European Charter of Local Self-government. Without derogating from the provisions of this Convention, each Party shall harmonise the implementation of this Convention with its own policies (Europe 2000a, chpt 2, art 4).

This process of 'harmonisation' is not intended to create a fixed body of law, but rather to facilitate an ongoing discursive interface by which law is kept up to date. The language of conventions tends to frame general goals, rather than make specific demands. This means that the language of the convention is open to differing interpretations and that it tends to act as a discursive interface facilitating the confrontation of differing interpretations in the work of the different signatory countries in putting the Convention into practice. It is therefore also important that the places where differences in interpretation may occur be made apparent.

Differing interpretations of the Convention

One in-built source of differing interpretations of the Convention is to be found in the relationship between the Convention itself, and its 'Explanatory Report.' 'Explanatory reports' are prepared by a 'committee of experts,' under the authorization of the Council's Committee of Ministers. These experts are instructed to elaborate on a given Convention in the hope that this 'might facilitate the

application of the provisions of the respective treaties.' Explanatory reports, however, 'do not constitute instruments providing an authoritative interpretation' of a treaty's provisions' (Europe n.d.). The explanatory report should thus be read more as an interface within the convention, than as an authoritative interpretation of the text. The Convention itself is the outcome of the work of the representatives to the Council of Europe and its staff —people with a political, legal or diplomatic background, as informed by organizations and individuals affected by or concerned with the subject at hand, in this case landscape. A 'committee of experts,' on the other hand, prepares the Explanatory Report, and this means that there is an in-built interface between people with a general concern with the subject of landscape and a group of external commentators defined as experts.

Insider inhabitants vs. outside experts Landscape, according to the Convention, is not an objectively given thing, but: 'an area, as perceived by people, whose character is the result of the action and interaction of natural and/or human factors' (Europe 2000a, chpt. 1, art. 1). Landscape is thus more than an area, it also expresses the perceptions of an area that is shared, valued and used by people. The Convention likewise states that it has been conceived as a response 'to the public's wish to enjoy high quality landscapes and to play an active part in the development of landscape (Europe 2000a, preamble) For this reason, as the explanatory report itself notes: 'Official landscape activities can no longer be allowed to be an exclusive field of study or action monopolised by specialist scientific and technical bodies' (Europe 2000b, II, §32: 22).

Given the explanatory report's apparent opposition to monopolisation by specialists, it is interesting to note the subtle way in which the experts behind the report have nevertheless altered the definition of landscape that appears in the Convention. Whereas the Convention proper writes that landscape is 'an area, as perceived by people, whose character is the result of the action and interaction of natural and/or human factors,' the explanatory report alters this to:

'Landscape' is defined as a zone or area as perceived by local people or visitors, whose visual features and character are the result of the action of natural and/or cultural (that is, human) factors' (Emphasis mine, Europe 2000b, I, §1). According to the dictionary 'area' means: 'An expanse or tract of the earth's surface,' and a tract is: 'a region or stretch (as of land) that is usually indefinitely described or without precise boundaries.' A zone, on the other hand, is something that is especially associated with the action of zoning, which means to 'arrange in or mark off into zones . . .', (Merriam-Webster, 1968: area, tract, zone). The experts have thus subtly changed the meaning of landscape so that it becomes identifiable with the work of specialist planners. The meaning of landscape has also been narrowed to refer specifically to the visual,



Kenneth Olwig with Audun Moflag

whereas the Convention itself seems to open up a broader interpretation of landscape more in line with Lionella Scazzosi's finding that: 'The meaning of the term 'landscape' has become broader than that of a view or panorama of natural scenery'. (Scazzosi 2004: 337).

Landscape management The Convention's 'landscape quality objective' requires 'the formulation by the competent public authorities of the aspirations of the public' (Europe 2000a, art. I, § E & C). One way that public authorities can deal with 'the diversity of . . . [people's] shared cultural and natural heritage' is through education, and the Convention itself thus calls for 'multidisciplinary training programmes in landscape

policy, protection, management and planning, for professionals in the private and public sectors and for associations concerned' (Europe 2000a, art. 6, § B). Questions involving people's cultural and natural heritage, as well as the foundation of their identity would indeed seem to require a truly interdisciplinary approach engaging both the humanities and the social sciences. The 'committee of experts,' however, with regard to these 'multidisciplinary programmes,' simply concludes that:

The aim here is to improve the technical expertise of bodies with landscape responsibilities. Examples of such bodies are professional organisations concerned with regional planning, the management of the environment or heritage, agricultural land use, tourism, industry, construction work or infrastructure (Europe 2000b, art VI, §B: 53).

This statement illustrates the contradictory interface between the Convention proper and its 'Explanatory Report,' as formulated by the 'Committee of Experts.' This is nevertheless an illuminating example of the kinds of interpretive contradictions that must be confronted when implementing the Convention.

Landscape as interface The core of landscape, in the original sense, which referred both to the region of a polity and its environment, was the multitude of gatherings in which people discoursed on things in common, generating a *res publica*, or political landscape, in which there was general agreement about such things as a polity's 'shared cultural and natural heritage' (Heidegger 1971; Olwig 2002, 2005). It is arguably the interface between such local and regional *res publica* and their material environment, which plays a key role in shaping the material 'landscape' that is the focus of landscape ecology and other sciences. It is the interface and synergy between these landscapes that, in practice, shapes the landscape in which local and regional life takes place.

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Greece and landscape: an unfulfilled relationship

Theano Terkenli

The argument Greece has not yet ratified the European Landscape Convention. On the contrary, it does not even have a landscape department or directorate at ministerial level, nor even at the regional or local level. Meanwhile, irreparable destruction of Greek landscapes has been accelerating since the 1950s (Simaioforides

1989). Why this shortcoming? I argue that this Greek attitude indicates a deeper problem in our relationship with landscape, namely *the lack of a landscape conscience* in the country, and I explore some of its causes. Following the International Dictionary of Psychology, 'conscience' is here defined here as a mixture of perceptions, thoughts and emotions, that presupposes the existence of an external world.

The making of the Greek landscape and the present situation

Since prehistoric times, continuous and unchecked human intervention has been irreparably degrading the Greek landscape, a rich context of human life. Perhaps the most significant value of the Greek landscape is its depth of historicity, as evidenced from a variety of real, imaginary and mythological data, threatened by factors related to multiple contemporary facets of 'development'. Today, the Greek landscape represents an enormous asset in tourism general place promotion, aiming at local development, through population retention and increased employment opportunities.

Manifold dangers and problems plague the contemporary Greek landscape, such as land use change and subdivision, lack of comprehensive planning, partial documentation and historical restoration, unchecked urban development, intensification of agriculture, loss or degradation of its natural, aesthetic or cultural character, desertion of remote and marginal rural landscapes through abandonment of traditional rural activities. Contemporary trends include the selling-off of the Greek landscape or its overwhelming dependence on state or individual economic and political pursuits—among which the State Archaeological Service holds a prime role. Local interests and input are normally ignored in decision-making concerning the landscape.

The Greek landscape's existence is legally acknowledged in various environmental laws, master plans and regulatory statutes concerning the protection of archeological spaces as well as in legislation concerning traditional settlements, forests and national parks. It is implicitly or explicitly dealt with in environmental legislation as 'areas of high biological, ecological,

aesthetic or geomorphologic value'. Two categories of protected natural landscapes have so far been established in Greece, 'aesthetic forests' and 'landscapes of natural beauty', but their existence plays a minimal role in forestry planning. Besides international organizations active in Greece (EU, ICOMOS, WWF. etc), the most significant actors in landscape policy-making and management in essence remain the Archeological Service of Greece, the Ministry of Culture and the Ministry of Environment, Regional Planning and Public Works, NGOs, local governmental or private factors and some civic societies.

Moreover, landscape science, research and practice have been slowly gaining ground in Greece in very recent years. In the 1990s, landscape science underwent a shift from the fragmentary, peripheral and haphazard preoccupation of the so-called *design sciences* (architecture, landscape architecture, urban and regional planning) with practical landscape issues—as they developed out of related design and planning initiatives and spatial interventions—to a more concerted, focused and systematic landscape approach by several disciplines and practitioners. This was mainly a qualitative shift, characterized by its very limited extent and impact on actual landscape problems and issues in Greece (Terkenli 2004). Generally speaking, systematic physical planning interventions have been largely restricted to metropolitan and urbanized areas, whereas mobilization in matters pertaining to the agricultural landscape in Greece has only very recently been instigated through European Union legislation and subsidized interventions (CAP) that enforce rural landscape protection and preservation.

The lack of any substantial institutional support has been evident in the absence, so far, of a ministry for the environment. Instead, all environmental matters are dealt with by the Ministry of the Environment, Regional Planning and Public Works. With pressure mounting from EU and OECD initiatives onto landscape research, planning and policy, Greece currently finds itself in a position of having to struggle to meet its own landscape problems and challenges, very fast and to develop its own landscape agenda for the future.
Towards an historical,

geographical and socio-cultural interpretation Landscape is decidedly an ordering of reality from different angles (Tuan 1979). The characteristics of modern European landscapes were already established by the 17th century, imbuing the definition of the landscape with notions of vistas, prospects, or views of scenery— notions which have accompanied the development of European landscapes until today. For instance, prospect implies directional and intentional looking across both space and time; it captures the experience and intervention techniques of landscape spatialities established in early modern times (Cosgrove 1998). Renaissance central-point landscape perspective created an imposed sense of place identity from the top down, by adjusting the human landscape or its representation to certain scientific principles. On the other hand, North European mapmakers and artists persisted in conceiving a landscape picture as a surface on which to set forth or inscribe the world rather than as a stage for significant human action (Olwig 2001) — a bottom-up organic landscape ideal and figurative form of thought articulated at the level of community and inscribed by local culture.

Greece never went through any of these stages. It simply adopted aspects of modernity in certain realms of life *a posteriori*, by implanting and overlaying them on pre-existing cultural particularities and local ways of life. Instead, landscape ideals and forms of representation most characteristic of this cultural realm emerged from Byzantine traditions, in the form of the two-dimensional flat perspective of ecclesiastical art, as exhibited in Orthodox iconography. El Greco's manner of landscape depiction was perhaps the closest Greek art came to Western landscape depiction and articulation, until the creation of the modern Greek state and the importing of foreign painting and painters to Greek landscape representation and all manner of intervention.

West and north European landscape perspectives appeared at different locations, during different time periods. One common factor that appears to have played a significant role in this appearance is the development among Europeans of a landscape conscience, always tied

to the Industrial Revolution. It seems to have been instilled by the loss of place and the disruption of landscape particularity, inevitable outcomes of social structural adjustments brought about by industrial capitalism. In place of this loss, vis-à-vis undifferentiated space, the bourgeoisie of the place and of the times kept re-inventing the landscape concept (in various contemporary forms of landscape spatiality) (Stathatos 1996), initially closely tied to the picturesque (English) landscape school. How about This led to the generation of new European landscape attitudes, through the emergent opposition between the rural and the urban, and the consequent urban nostalgia for the loss of the countryside.

Thus, the countryside ideal and the re-discovery of the rural landscape has been a social construct of the times, best exemplified in the case of the UK, the first nation to experience these trends and the



Theano Terkleri second right with Terry O' Regan, Birgitta Elfsstrom and Professor Carys Swanwick (right) social

consequent development of a deep landscape conscience for six generations now (Bunce 2000). In contrast, Greece never went through a fully-fledged industrial revolution. The Greek landscape— taken for granted till the end of the 1970s—was first acknowledged through tourism and inter-connections emerging then between agricultural modernization and the rural landscape (nature vs society).

Subsequent social and cultural factors and failures have compounded the lack of a passage through the urban origins of a landscape conscience for Greece. Primary place in these failures is the broader inability to view the

landscape as a 'common good'. Landscape defined as a common good is an integrated set of material and non-material landscape dimensions and features at the disposal of a particular social group, where its use by one user diminishes its amount available to all others, but for which the exclusion of additional users is difficult or impossible (Bromley 1991). The lack of a landscape ethic can be traced to the disintegration of the environmental conscience that used to characterize pre-modern Greece vis-à-vis its outdoor resources and the environment—including the landscape—as a context of people's everyday life.

In place of a more consciously cooperative attitude towards the environment, among Greek cultural characteristics, a 'marketplace principle' has persisted and predominated in Greek social life (McNeill 1978). This stands in sharp contrast to contemporary

scientific findings, whereby rationally optimal behaviour favours a cooperative, ethically active and vigilant strategy of generous mutuality (sense of community). No matter how materialist the conditions of contemporary socio-cultural life, the 'good life' would be ineffable without reference to non-material (cultural) conditions (Tuan 1986), such as provided by landscape as a mirror of society and a stage set for everyday life.

Concluding thoughts At the core of the claims made above, lies the fact that Greece suffers from a lack of a sense of the significance of the individual's surroundings for his quality of life — landscape as the

stage set of everyday life and as a part of a common home. For example, Athens has the lowest *per capita* green space in the EU (2.3--3m²). Greece has been blessed with wonderful landscape variety, a source of cultural inspiration since antiquity, that is under grave threat of loss, with social, cultural, economic, environmental, ethical, aesthetic and spiritual consequences. Can the Greek landscape still be saved, before it is too late? Can it profit from other countries' experience? Obviously, the task of re-defining and developing lay landscape conscience is long and arduous, but for Greece it is a one-way imperative. This task needs to rest on knowledge and education, active participation in decision-making and, most of all, immediate action in re-configuring our landscape geographies—a task long overdue.

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π

Romania – a Cultural Landscape

Kázmér Kovács
The most famous piece of Romanian folk literature, by Alecu Russo and published in 1852, is the tale of an enchanted ewe-lamb called Mioritza. She warns her shepherd that his two companions are plotting to murder him at sunset. At this the boy, instead of preparing to fight or to flee, gives the sheep quite poetic directions on how to organise his imminent burial and what to say when casting the news of his death to the flock and to his ageing mother if she comes seeking him. The setting imagined by the shepherd for his passing involves mountains, the sun and the moon, the woods with its singing birds. One would say today that he is describing a ravishing alpine landscape, except that the fatalistic hero of the ballad sees himself *inside* this Arcadian milieu and does not contemplate it as scenery.

The idea of landscape was imported to the Romanian provinces by members of the elite who started studying in Western universities during the early nineteenth century, as part of the valiant attempt to westernise these parts of the world. Even the Romanian word for landscape – *peisaj* – is the transliteration of its French correspondent.

One example is the garden made around the summer residence of Queen Maria of Romania in Balchik, now on the Bulgarian shore of the Black Sea, which was part of greater Romania between 1912 and 1940. During that period it was a favourite summer resort of the Romanian aristocracy. Queen Maria

was born a British princess, granddaughter to Queen Victoria, so it is perfectly understandable that she had her garden made properly. She also liked to wear stylised versions of the traditional costumes of Romanian peasants in the same way, as the style of her villa in Balchik is a very fine piece of the neo-Romanian national style in architecture. Although the Queen was thus attempting to bridge the gap between "imported" garden and landscape culture and local (Southeast-European) opaqueness for nature as aesthetic object, the division exists to this day. The nonchalant disposal of garbage in the immediate vicinity of the perfectly charming gardens in Balchik makes the point.

One might be tempted to blame half a century of state-barbarism for the worsening of this situation. However, another example taken from the Balkans indicates that the source of such indifference towards landscape and the laying out of public space in general must be



Sounion, an imaginary landscape depiction from the campaign of the National Tourism Organization of Greece, 2006.

sought elsewhere. There are no heaps of garbage in sight around the Monastery of Saint Joachim Osogovski in Macedonia. Instead, it is its setting that seems astonishing to someone looking for the beauty of the scenery. Nothing is done here architecturally speaking to manipulate the 'capabilities' of the topography. While the monastery buildings are well set in their natural context, the view is never presented, introduced or improved.

With such a traditional lack of concern for scenery in this part of Europe, it is hardly a wonder that an environmental horror (turned even worse by the inherent brainlessness of the totalitarian

regime) like the surface mining area in Valea Crişului could have happened. Closed down immediately after the change of regime, the place has become an anti-landscape. The 35 metres deep void extended across 95,4 hectares is almost irretrievable, unless a gigantic financial effort is directed towards its improvement. There are signs recently that the matter will be dealt with at least on the theoretical level.

A state-commissioned study proposes turning the former mine into a lake and forest area. It is too little in comparison with the environmental calamity at hand, and similar examples great and small can be found throughout the country.

Ratification of the Convention Romania's Parliament ratified the European Landscape Convention in 2002. Yet the specific legislation is still to be articulated; hence, there is no central and regional institutional framework in place which could coordinate the work of different public and private initiatives. This is unfortunate, but perhaps understandable if one recalls that we needed more than a decade after the fall of Communism to re-enact the preservation of the built heritage. The man who led the team in charge of preparing the new law for landscape preservation died last summer and a new team leader is still to be appointed.

Even, once a 'landscape act' is passed, there is still a long way to go until institutional apparatus and individual initiative meet in order to make the whole system functional.

Up to now, the one major successful event is the recent blocking by the ministry of Environment of the planned gold mining in the region of Roşia Montană. The achievement is the result of a gathering of non-governmental forces with significant support from environmentalists from abroad and the vociferous protest of a larger civil audience, which in the end convinced Government that a mining technology based on cyanides, banned by law in many European countries, must not be allowed any longer.

Signs of hope This recent rencontre between civil society and governmental circles is not the only reason for optimism, nevertheless.

There are encouraging developments to be seen on various levels of private initiative. There is of course the widespread rural tourism, even if it has not assumed a conscious landscape-preservationist role so far, which will in the long run learn to give value to the natural heritage of the countryside.

If concerted action on landscape and concern for its management shared by official and civic circles is still quite absent in Romania, there are instead numerous cases where private initiative and local authorities cooperate in improving the landscape.

For example the archaeological site on the Popina of Borduşani has been dug for more than three decades. However, it is only during the past fifteen years that it has been subject to multidisciplinary advanced study. This year, a team of architects, archaeologists, ethnologists and biologists undertook a complex research on how the site, on an island of the Danube of rare natural beauty and precious wildlife can be integrated within a complex, including the landscape. The aim is to establish a *Methodology for the identification and evaluation of landscape*. Here both central and local authorities joined in partnership. This might well have been the key of the success of the enterprise—one more demonstration of the fact that a comprehensive approach to such an elusive matter as landscape can succeed only when cooperation is managed between as many social groups as possible.

The local people have always considered the Borduşani Island as some sort of earthly paradise, though in Romanian the phrase "heaven on earth" connotes a general state of wellbeing, which has little to do with the visual delight produced by scenery. The idea of heaven on earth can nonetheless be a good starting point for what is still to be done in Romania: the endeavour of catching up with Western theory and practice in a way that also includes landscape preservation.

KK

Latvia and the European Landscape

Convention.

Liga Vodopjanova
The name "Latvia" originates from an ancient Baltic (Indo-European) tribe - the Latgalians (in Latvian: *latgali*), who formed the ethnic core of the Latvian people. The territory known today as Latvia has been inhabited since 9000 BC. At the beginning of this era the territory known today as Latvia became famous as a trading crossroads. Because of its strategic geographic location, the Latvian territory was frequently invaded by neighbouring nations, largely defining the fate of Latvia and its people. Such invasions took place from earliest times. In 1710, the Russian Tsar, Peter I, conquered Vidzeme. The combination of Vidzeme and Rīga provided Russia with a clear passage to Europe via the Baltic Sea. The latter half of the 19th century marked a period of national rebirth — the most active members of Latvian social and cultural life, the so-called 'New-Latvians' (*jaunlatvieši*), demanded the same rights long-enjoyed by other nations. There was a Latvian folklorist, publicist and writer Krišjānis Barons, who started to collect Latvian folk songs, where texts mainly are about landscape beauty and its role in people's life-style, including weather, deities, traditions and main events in people's life's etc.

Nowadays Latvia is one of three Baltic States, located between Lithuania and Estonia. The Republic of Latvia was founded in 1918. It has been continuously recognized as a state by other countries since 1920 despite occupations by the Soviet Union (1940-1941, 1945-1991) and Nazi Germany (1941-1945). On August 21, 1991 Latvia declared the restoration of its *de facto* independence. For its part 1995 Latvia is member state of The Council of Europe and on 2004 Latvia became a member state of European Union and NATO
Shape and view of landscape in Latvia Latvia in total occupies 64.6 thousand square kilometers, with about 2.3 million inhabitants. Most of population lives in urban areas, and lots of rural areas are becoming either abandoned or urbanized. For this reason the landscape diversity in many cases seems to decline and biodiversity is decreasing. By comparison with other European countries the country still has a lot of wildscape.

The 500 kilometres of coast is principally composed of white sands; in some places this is interrupted by small lithified dunes. The country's drainage network comprises 12,400 watercourses; of these 880 are longer than 10



kilometers but only 17 are longer than 100 kilometers. Latvia is rich in lakes, with 2256 lakes bigger than 1 hectare. The total lake area is approximately 1000 km². Little lakes are the dominant form, and only 16 lakes are bigger than 1000 hectares. 42 % of the landscape is occupied by lakes. Latgale the eastern part of Latvia contains 40% of the national total and is given the name "Land of Blue Lakes". Latvia has every reason to be proud of its forests: 45 % of the total territory of the state is covered by forests compared with the European figure of 33%. In the future the forest, cover of Latvia is expected to increase further as agriculture gives way to forests.

Latvia has a strong rural tradition. Its landscapes have smooth shapes and pleasing transitions from open lowlands to forests and from hilly areas to lakes. During and since the two last wars more and more people have left the countryside to live in urban areas.

After independence from the USSR (1991) Latvia's remarkable landscape areas have been recognised and protected as special areas or as cultural monuments. Some people look upon this as an imposition. There is no common understanding either in law or society about landscape as such. At

the same time many tourists and environmental experts will say that the entire country is one huge nature park. Landscape matters come under the umbrella phrase 'nature and rural land preservation'.

Although for Latvian society the period of occupation which extended from 1945 to 1991 was mentally and spiritually hard and debasing, nature and the landscape remained largely unaffected. Thus nature and landscape became a focus of cultural identity-building. Politically imposed collective farm management, that in one way helped to preserve nature against urbanization, by contrast destroyed historically developed country estates where families had lived for many generations.

At the end of 1980's collective farming began to disintegrate and land users had the opportunity to farm independently. By the beginning of the 1990's a privatization process was in train, that gave rights to restore to people their landowner status. The restoration date was set at 1940. Thus started a hard and long land reform process, that is still going on. Many people got back their grandparents' properties but didn't really know what to do with them. These lands now are widely abandoned. Those owners with an eye for profit transform their holdings into building land – so widening the urbanization process. In the last 5 years this new 'house-and-village-building-process' emerged as a building boom, because not all local municipalities have the a developed planning process. This has made for a rather haphazard urban landuse development process, hard to fathom and difficult to analyse.

At present there are 527 authorities; after administrative reform in 2009 there are going to be around 100 and for this reason it is hard to sort out and to analyse urbanization and rural development in Latvia.

Society and the scientific community realised that landscape and nature in Latvia is very sensual, a unique heritage from history and gift from nature. Development would severely restrict the space available for nature and cultural identity.

Given this, the Government understood that it was at last time

to make a planning framework for landscape development, management, and protection. If this did not happen, much would go unnoticed and uncontrolled.

European Landscape Convention in Latvia Latvia has now ratified the European Landscape Convention. It did so on the 29th March 2007. Responsible for its implementation in Latvia is the Ministry of Regional Development and Local Governance. On November 6, 2006, cabinet of ministers tasked the ministry to produce a plan called 'Guidelines for Landscape Policy'. The work on this paper is going on at present. It involves experts in landscape planning, development and management; representatives from ministries, non-governmental organizations and other organizations who deal with matters of landscape protection, planning and management. It is working under pressure and there are many organisational changes and job transfers that impede rapid progress. The good thing about ratifying the European Landscape at a late stage is that our country can learn from other member state's experiences and perhaps avoid their mistakes. But the bad thing is that Latvia has partly lost its understanding of the very element of landscape. Local populations have abandoned a number of core landscape related practices and values.

Plans for implementation of ELC instruments in Latvia The basic paper 'Guidelines of Landscape Policy in Latvia' is started. The document is at its very beginning. It will contain projected goals, possible outcomes and results, indicators of performance, action directions, future activities, overview preparation as well as various means of evaluation. For now we recognize, that the core problems are:

- ◇ We have differences in our understanding of the idea of landscape;
 - ◇ There is a lack of cooperation between users of landscape and those who are charged with preserving its quality;
 - ◇ Our planning process coordination is defective.
- Key challenges today**
- ◇ To avoid personality clashes between 'players' within Action Groups.

- ◇ To get society involved in plan implementation to achieve real activities in the here and now.
- ◇ To give societies an overview and common understanding about landscape as a resource for sustainable development in the future, its protection and management. This though a long process, should give sweet results.
- ◇ To involve local municipalities and the business community in landscape policy implementation process.

LV

Monitoring the Rural Landscape in Tuscany

Mauro Agnoletti

A major programme has been under way at the University of Florence to monitor the past history and current trends in the rural landscape of Tuscany. This programme has sampled the Tuscan landscape at 14 sites throughout the province, each of about 2000 hectares and totalling two per cent of the provincial area. Land use data have been collected for three periods, 1832, 1954, and 2000-7

Data from 1832 has come from the General Land Survey of Tuscany and archival documents, for 1954 there are aerial photographs, as well as oral and written sources. For the most recent period these are further supported by field work. All this is put together for analysis using a GIS system, and the entire methodology, known as the HCEA (Historical and Cultural Evaluation Approach) is discussed in detail in Agnoletti M. ed. 2006, *The Conservation of Cultural Landscape*, CAB International, Wallingford.

The trends of main land use changes in the Tuscan landscape 1832- 2000 are the substantial losses in pastures, the continuing great increase in woodland, with arable land now decreasing again after a high point in the 1950s. There is an overall loss of 45% in landscape diversity, measured by the types of habitats, for land uses are also "habitats" even if made by

humans. This represents an increase of monocultures, and a decrease of mixed cultivations of about two-thirds.

In Italy as a whole about 13 million hectares of cultivated land and pastures have been abandoned since 1930, and usually these were the most interesting areas for traditional landscape practices and features. Forest has extended across great areas of abandoned land, which the ecologists have not regretted, but significantly reducing landscape diversity. Climate change, in this area largely warming, is not a major influence in this process which is almost entirely due to socioeconomic changes. The estimated warming of the climate in the next century of 3-4 C° is not forecast to cause changes of the same intensity and quality.

In Cardoso, a typical area, the landscape quantity figures are as tabled below. To these figures it might also be noted that three-quarters of the landslides occurred on abandoned terraces.

The main reasons for the degradation of traditional landscapes and the loss of diversity have been the abandonment of many rural areas, with the consequent reduction of traditional farming activities, alongside the rapid development of industrial agriculture. Despite the great rise in forest land use, there has also been a major reduction of traditional forest activities as a consequence of the development of industrial forestry.

This abandonment has not been assisted by the operation of policies emanating from the national government and from the European Union, which are quite inappropriate for rural areas.

The changes in the landscape are there for all to see:

- ◇ An increase of forest cover following both from abandonment and from new plantations
- ◇ An extension of monocultures
- ◇ A consequent reduction of mixed cultivation, including crop rotations, hedges and rows of trees, shelter belts.
- ◇ The diffusion of agro-systems based on external energy inputs
- ◇ A reduction of wooded pastures, previously a common landscape type and habitat
- ◇ The almost complete

disappearance of certain types of forest, for example orchards of sweet chestnut, and shrublands, pollard trees (aerial coppices)

- ◇ An increase of mixed forests

There is now in place an attempt to combat some of these changes through the National Strategic Plan for Rural Development 2007-2013, sponsored by the Italian Ministry of Agriculture and Forestry, with funding totalling 16 billion euros. This National Strategic Plan has set up 21 regional programmes, linked together with a national rural network, and accepting 'landscape' as one of its five strategic objectives. This has involved the establishment of a Commission for Landscape charged with the task of:

- ◇ setting up strategies
- ◇ setting up actions
- ◇ setting up a national landscape observatory (monitoring system)

The general goal was to include landscape in all aspects of rural development, by producing a thematic document on the situation of the Italian rural landscape including strategies and actions. The National Plan has three main relevant strands:



"Latvia_image3" Autumn sun in the fields of Vidzeme, author Gatis Indrevics.

- ◇ Axis1 is to improve the competitiveness of the rural areas, accepting that landscape is an 'added value'
- ◇ Axis 2 seeks to improve the environment and the countryside by means of payments for approved agri-environment schemes. This should preserve the biodiversity generated by human action so much of which has been lost.
- ◇ Axis 3 is concerned with the quality of life in rural areas,

accepting that a good quality landscape is a major factor in providing a good quality of life, and addressing the identity of local places.

One of the current projects is to create the rural landscape park of Moscheta (1000 ha). This is the first landscape park of Tuscany and the project has been carried out in combination by farmers in the district and their local administrations. The official presentation of the park took place November 2007 and in December there was already a proposal by the local administration to extend the park area to 6000 ha. Its goal is to increase landscape diversity through the restoration of traditional landscapes (reducing the forests, while increasing meadows and cultivated land). As such it attempts to put into practice the Vienna Resolution of the Ministerial Conference on the Protection of Forest in Europe (www.mcpfe.org), intended to preserve and enhance the social and cultural dimensions of sustainable forest management in Europe. (www.forestlandscape.unifi.it)

MA

Landscape planning and territorial and urban planning. Experiences in Italy

Lionella Scazzosi

The landscape of Italy *Italy:* Population 58.000.000 - 301.200 sq/km - 192 inhabitants per sq/km

The material traces of the past are scattered everywhere and they can still be read in most part of the landscape. The transformations that occurred over the last decades have caused a lot of problems: agricultural land simplification and standardization of plains; environmental decay; function separation and reduction; some hilly and mountainous areas abandoned; linear conurbations, periurban areas, scattered

settlements, in particular in some parts of the north (the Padana plain) and around the big towns: Milan, Turin, Rome, Florence, Naples.

Administrative organisation for landscape in Italy From the administrative point of view, Italy is made up of 20 Regions, with different degrees of autonomy in different sectors. As for territorial and urban planning, the State provides the national laws as a general framework and Regions define their autonomous regional laws and provide the instruments for planning at regional, provincial and municipal level. The situation for landscape policies is different: only the State can issue laws, while Regions, Provinces and Municipalities have to apply them. Regions have the role to prepare and to apply the Landscape Regional Plan.

Landscape legislation and policies in Italy Italy is one of the countries in Europe that already had legislation about landscape before the ELC. This legislation had been developed since the beginning of the 20th century (a lot of countries in Europe had similar legislation in the Thirties). In 2004 Italy introduced a law called "Code for cultural heritage and for landscape" (*Codice dei beni culturali e del paesaggio*). As for landscape, this Code puts together the previous laws and regulations, and adds new elements taken from the ELC (if with some differences): in particular it uses a similar definition



"Latvia_image4" The coast of the Baltic Sea near Tūja (North-Eastern Latvia), author Latvian institute.

of landscape, introduces the methodological steps indicated in art. 6 C of the ELC (knowledge, landscape quality objectives, instruments aimed at protecting, managing, planning landscape),

requires policies for landscape directed to the entire territory (outstanding, ordinary, degraded landscapes all to be considered).

In the old legislation that became regional and compulsory in 1985: the Regions could define an autonomous landscape regional plan. Only few Regions used this solution. The new Code obliges the Regions to update the characters of their landscape instruments and today each region has to comply. The Code requires also that all the other administration levels (Provinces and municipalities) either prepare their specific landscape plans or introduce the landscape point of view into their territorial plans.

The role of the State is important: the Code requires that State and decentralised administrative levels co-operate in preparing these instruments ("co-pianificazione").

The characters of the landscape plans under way The old landscape Plans were sometimes simply a list and a mapping of the protected outstanding areas, sometimes they were more complex. In this case they included general analyses and written rules to manage the transformations in particular areas or in relation to different aspects of landscape (historic centres and cultural heritage, new and old roads, protected landscape areas, etc.) The new Plans refer to and use the wider international experiences to update their contents.

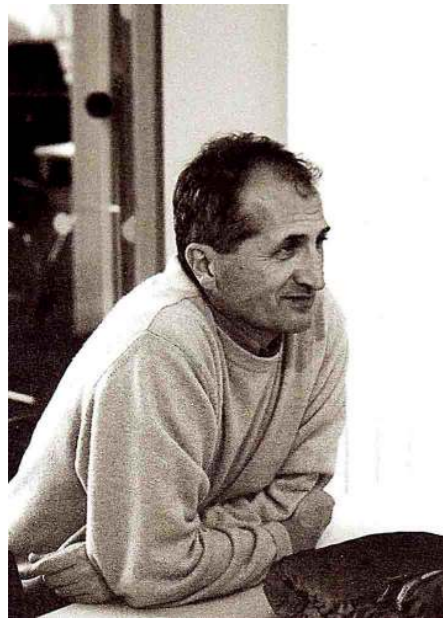
- ◇ **Tuscany** is preparing a Regional Territorial Plan with the legal status of Landscape Plan. The Region is working with the Ministry and Superintendences to define the landscape orientations and regulations (co-planning): it produced an Atlas and Forms for every "ambito" (landscape unit) in which the regional territory is divided. The definition of landscape problems, values, objectives, strategies and regulation is under way, but encountering some difficulties.

- ◇ **Lombardy** is preparing a Regional Territorial Plan and updating its specific Regional landscape Plan. The Region is working alone, without the collaboration of the State. It has produced some short descriptions of particular landscapes within its territory (with photos, maps, and

written descriptions like the Atlases) and its aim is to have landscape data to enable them to monitor landscape dynamics in coming years. There is no systematic definition of the landscape units. It has also produced an analysis showing the specific problems and risks for the landscape throughout its territory, describing from specified viewpoints, the environment and of the formal and functional quality of the settlements. It also deals specifically with particular peri-urban areas, and linear conurbations. It is setting general norms about particular areas (for example, the big lakes, Como, Garda, Maggiore, etc.) and the problems and risks which menace landscape quality.

◇ **Sardinia** has concluded its work which it prepared in co-planning with the Ministry and Superintendences: a detailed description with photos, maps, written text was produced by the Region and a detailed norm for a good strategy of the transformation of landscape quality. Tourism is one of the most important economic resources for Sardinia and the preservation of the landscape quality is very important.

There are, however, some problems which I explain below:



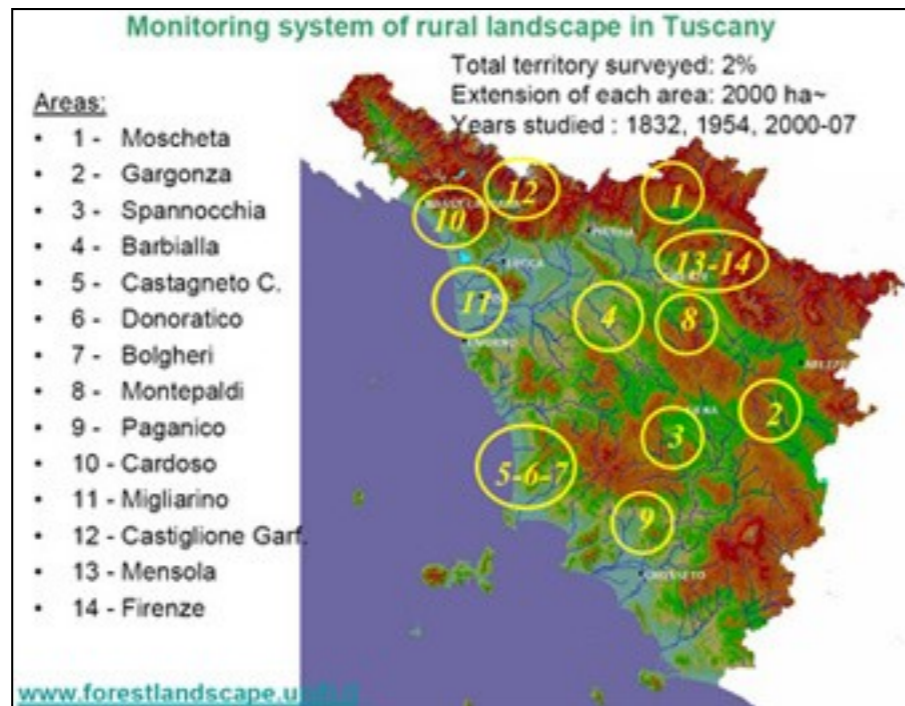
1. Relations between landscape planning and territorial and urban planning

Urban and territorial planning, in this period, in Italy, is focused on

defining strategies, actions, priorities and programs for a good socio-economic development: there is under way a very important change in the characters of the territorial planning, at the different administrative levels (Regional, Provincial, Municipal), with new regional laws and new plans being

levels of the administration of the landscape in the landscape planning

In Italy we have problems between Regions and the central administration, the state because, currently, a lot of Regions want to become more autonomous. On the other side, a lot of Regions



processed.

On the contrary, landscape planning needs a management of all the territory and of all the problems and aspects of the territory. For example: landscape planning must include also ordinary landscape, degraded areas; urban areas, agricultural areas, marginal areas, scattered settlements, and so on.

If the landscape plan is strictly connected with the territorial plan, Regions may have difficulty in defining good landscape policies: the landscape aspects are subordinated to the main objects and aims of the territorial plan and, for example, the re-qualification problems of scattered settlements are not considered. In other cases normal planning and landscape planning do not combine and it is difficult to link and integrate them.

Landscapes evolve over time and social and economic conditions change: the point in time when territorial plans/policy are updated may differ from the updating time for the landscape plan

2. Relations between different

tend to give only general guidelines to the other levels of administration: the real decisions about the territorial transformations and their quality are made by the municipalities, with a lot of evident problems and contradictions. The Regions find it difficult to define a

Land use	Percent cover At 1832	Percent cover At 2007
Arable	22	10
Pasture & Meadow	45	10
wood-land	30	77
Number of land uses	67	16
Land- scape patches	618	84
Average patch size	1.70	12.54

clear orientation and control policy and instruments. At present it is very difficult to reach a balance between autonomy and centralised management.

The most interesting experiments in the Italian context are searching for modes of *preventive* collaboration between institutions, that is, a common understanding at the beginning of the decision-making process, within a general common cultural framework.

It is important that we define more precisely, the meaning of *subsidiarity policy*: concepts, instruments, good practices, experiences, different solutions adopted in the various European countries.

3. Relations between different sectors of the landscape administration of the landscape with landscape planning

Landscape policies and plans are directly managed by the administrative specific bodies, but the action of other government institutions, at every level, has indirect effects on the landscape. These include such factors as agricultural, forestry, environmental control, tourism and cultural sectors. During the production of territorial plans and landscape plans, difficulties occur in the coordination of policies, instruments and the actions of the second group of institutions. This *transversality* (or cross departmental aspect) of landscape is one of the most important items to discuss, both at international level and within each single European Country.

4. From protecting isolated areas to managing transformation for a good quality of all the territory.

Italy has always traditionally protected only outstanding beauty areas and it is difficult to change the mentality of administrators, technicians and population and to improve and change the regulations towards a good general landscape policy. The attitude shift needs some experimentation; it will be of great value not only in the Italian case, but also for all the countries that had no specific old legislation and have to build up a new one.

To sum up, I think that:

Italy is a very interesting laboratory and experience for the other European countries, particularly for these reasons:

◇ The relations between landscape planning and territorial planning

instruments.

- ◇ The innovation in the knowledge of landscape linked with definition of objectives of landscape quality and of strategies and actions (protection, management, planning)
- ◇ The transversality concept and practices

LS

incapacity.

Today, there is no common idea how landscape should be planned or changed in Estonia. Different societal groups perceive landscape differently and they have specific preferences. Estonia is one of the remaining few countries in Europe that has not signed the European Landscape Convention up till now. While in other countries, such as Germany, the problem seems to be legal one, in our case it seems to be terminological as well as administrative incapacity. Currently, there is no holistic policy for landscape protection. This paper focuses on how policy departments view, approach, handle and manage landscape in their actions.

What landscape means to us

The word landscape itself is rather young; it first appeared in the Estonian language only in 1906, and of course in connection with painting. Since geographers took the term over in 1919, there has always been a desire to give it a concrete meaning, to anchor a landscape so that from being a view it turns into an "objective reality". The concept of landscape has mainly been influenced by Russian and German schools of geographical thought. In the beginning of the 20th century it was seen as a region that encompassed both nature and the results of human activity. During the Soviet period "the natural science based approach became dominant, as the human agent was erased from the landscape" and one of the most important agendas was to delimit landscape regions as precisely as possible using the most suitable phenomena of nature. Human sciences such as archaeology, sociology, social and cultural geography were neglected. Archaeologists, folklorists and ethnologists concentrated on material culture; oral heritage was dealt as long it was safe. Historians and archaeologists few of whom had any obvious regard for the physical environment/landscape, dealt with the human experience of landscape.

The breakdown of the Soviet Union somehow brought along an influx of fresh ideas which also extended to landscape studies. Geographers discovered cultural geography, archaeologists and semioticians discovered landscape. Unfortunately, nature conservation that had an unrecognised the well-

Landscape is a foreign country: Institutional confusion in Estonian landscape planning

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Where we are Estonia is among the three countries in European Union who have not signed the European Landscape Convention. We argue here that the concept of landscape, as defined in the convention, is unfamiliar to Estonian ministries as well as to our society. This has led to unsustainable processes in landscape planning. We argue there are two main problems behind it: confusion in terminology and administrative

hidden agenda of nationalist humanism in landscape protection turned much more towards nature, forgetting landscape.

Landscape in everyday use

Previous studies in Estonia have revealed the complicated nature of the concept landscape. Landscape is generally understood and perceived differently by different stakeholders and persons and the concept covers a wide range of understandings. To most lay people, landscape consists of single elements, most often man made elements, to which they attribute certain values. In the everyday language of lay people, the concept of landscape is almost unknown. Instead, notions such as 'neighbourhoods', 'nature' and 'home area' are most commonly used. When one would ask about the beautiful landscape, people speak of nature. In the process of delimiting valuable landscapes for County planning in Põlva and Viljandi, those canvassed pointed out architectural monuments such as manors, schoolhouses, cemeteries and churches as valuable landscapes.

Landscapes embody local traditions. Especially in the countryside, schools teachers and the elderly pass on local knowledge and children are keen to appreciate this. This becomes apparent when comparing the answers of young and older people. Young people recite what they have been told; adults say what they know and have experienced. On the other hand, young people do not see the change in the longer term, and they perceive the present landscape as the yardstick for their assessment. Therefore, in that study, they were more superficial in identifying problems – waste was the most visible, hence it was a problem, overgrowing with scrub took place during several years and as they could not compare, it was not seen as a problem. The Setu case study has pointed out that, as a result of changing power relations during the Soviet time, the rural landscape became a foreign country for younger generations. People born in the early eighties and later do not understand rural life: for them it is totally foreign. They are unable to understand how places functioned, and which values were involved in those landscapes. For them, collective landscapes are remnants of the past, something whose existence is over. Thus they

have become outsiders and strive towards building anew on the ruins of previous social orders.

Institutional understanding of landscape

The fuzzy connotation of the word landscape and that it is related to nature have led to a vagueness of responsibility for and management of landscape matters within and between ministries. Environment, Internal Affairs, Agriculture, Culture all impinge on landscape issues and all are reluctant to take the lead signing up the Convention. Hitherto, protection policies for countryside, nature and cultural heritage have been mostly overlooked in Estonia. Nature protection deals with landscapes primarily in the landscape protection areas and national parks.



Landscapes are mentioned in cultural heritage protection, and sustainable development. Several development

plans also refer to landscape as a problem; however they do not identify who should be responsible for it and no institutional body is willing to take the responsibility. At a field trip to the Rebala Heritage Reserve near Tallinn, as partners in the planning process we discussed with the National Heritage Board what is their concept of landscape. This component of our discussions proved the greatest challenge. We realised that the heritage functionaries handled landscape rather as a landscape 'element' with its protection zone around the element; whereas we understood landscape as a larger territory both with its natural and cultural elements, in its historical, socio-cultural setting, with its *Genius loci*. In other words, the main focus of the heritage area had so far been on protection of sites

and there was neither knowledge nor experience what to do with the territory in between. Once we found a common language we were able to take next steps for delimiting the landscapes.

Cultural heritage protection and environment protection are very closely intertwined. Today, the databases have been synchronized, so that one department could see the limitations and restrictions established by another department. We hope in this way to make progress.

Conclusion/Confusion The ELC defines landscape as an area as perceived by people; in everyday spoken language the Estonian word for landscape refers mostly to nature and much less to people or perception. Moreover, both scientific and nature conservation landscape discourses have tried to get rid of the vague understanding of landscape as scenery and handle it as a geomorphologically founded and defined unit. Those authorities "traditionally running landscape business" have found few links between the Convention and their usual approach. On the other hand, the culture-based approach to landscape is still rather abstract, hence not suited to offer guidance in management or protection. When these two approaches find a balance, work on signing and then applying the Convention may resume.

Spain moving to the Convention

Pascual Risquesco-Choueca

The landscape background

Several comprehensive descriptions of Spanish landscapes have been developed, among them, the Atlas of the Spanish Landscape -- completed in 2003 and published in 2004 -- sponsored by the Ministry of the Environment. It contains cartography, and an analysis and valuation of Spanish landscapes, thus supplying a framework for landscape studies, both at the local and regional scale. A complementary raster based analysis is provided by the Corine land-cover initiative, whose results are used in Spain by the OSE or Observatory of Sustainability.

A notable feature in recent years is the expansion of dispersed urban

areas (of second homes), particularly along the coast. Forested landscape is also expanding, but there is simultaneous depletion of traditional landscape types, such as the rural mosaic in the northwest and the wooded pastures (*dehesas*) in the West. Other traditional landscapes, such as the Huerta along the Mediterranean shore (a horticultural mosaic), are also under pressure from urbanization.

Signing and ratifying the ELC: the process

Spain signed the European Landscape Convention in 2000. At the official signing ceremony in Florence Spain was represented by the Ministry of Environment. A precursor of the ELC was a joint initiative formulated between the Regions of Andalusia, Languedoc-Roussillon and Veneto to draw up a Mediterranean Landscape Charter, which was agreed in Seville in 1992 and adopted by the Congress of Local and Regional Authorities of Europe at the 3rd Conference of Mediterranean Regions at Taormina, Italy in 1993.

Other events heralding the Spanish Government's commitment to the goals of the ELC are listed below.

- ◇ In April 2000, the Environment Ministry organized in La Granja, with the help of the CoE, the European Seminar 'Awareness to the landscape: from perception to protection'. At the opening ceremony, the Minister of Environment claimed landscape to be a key element in sustainable development, and the General Secretary of the Environment mentioned that the ELC would become the paramount reference for landscape protection in Spain.
- ◇ In April 2005 the Environment Ministry (General Secretariat for Land Issues and Biodiversity, SGTYB) held the first reunion on landscape, with the participation of all the autonomous communities (regions).
- ◇ In June 2006, Parliament voted to promote ratification. Later that year, the SGTYB organized, in Gerona (along with the CoE

and the Regional Government of Catalonia) the fifth Landscape Workshop, including a session concerning Spanish initiatives to promote the Convention at national, regional and municipal levels. Spanish regional landscape policy is defined by a constitution whereby regions are vested with full responsibility in matters concerning territorial policy. However, the Ministry plays a role in providing assistance in global issues. Territorial planning improvements include guidelines for shore-land planning, public acquisition of land plots in high-quality landscape or environment areas, and the regeneration of public land. A new Master Plan for Coastal Sustainability is being designed

declaration was voted to demand ratification of the ELC. Subsequently, the Catalan Landscape Catalogues are being drafted: these are documents of a descriptive and prospective nature, applicable to territorial ambits, which define the types of landscapes in Catalonia, identify their values and state of preservation and propose the quality objectives to be met.

- ◇ In July 2004, the Autonomous Community of Valencia passed an Act for Land Planning and Landscape Protection, inspired by the principles and proposals of the ELC, and providing several planning and management tools for their implementation.
- ◇ The Landscape Observatory of



Lionella Scazzosi in discussion with Peter Howard at the evening reception.

Catalonia, was created in 2004 and is an advisory body to the Government of Catalonia and Catalan society in general in matters of landscape.

- by the Ministry of Environment.
- ◇ The Parliament of Catalonia unanimously agreed to join the ELC in December 2000. The Council of Territorial and Environmental Governance, including all the regional administrations, was held in Palmas de Gran Canaria (December 2002) under the sponsorship of the Canarian Regional Government.
- ◇ In May 2004, at the symposium 'Catalunya 2004' in Barcelona, with the participation of the CoE and the Environment Ministry a
- ◇ In June 2005, the Catalan Parliament passed an Act for the protection, management and planning of the landscape in Catalonia based on the ELC.
- ◇ Also in June 2005, the Andalusian Government created, along with ten public universities, the Centre of Study for Landscape and Territory, in Andalusia, aiming at increasing the visibility of landscape in Andalusian society.

Lessons learned from the process There is a clear trend toward greater landscape awareness; and multiple steps are being taken both by the nation and the regions. Very rapid economic growth has given rise to acute deterioration of the Spanish landscapes, and there is an urgent need to reverse this tendency. The dynamics of landscape must be identified in detail.

Spain does not have sufficient experience concerning the management of ordinary, mundane landscapes. There is also a lack of tools for coping with extremely degraded landscapes (mining areas, quarries, old infrastructures, urban sprawl). These adaptation processes not only need a wider understanding of the landscape, but also a change from protection to management and regulation. This is the main challenge in the formulation of landscape policies.

Dealing with an extremely decentralized territorial policy will be a tough challenge for the implementation of the Convention, and early initiative is needed from the central Government in order to harmonize the process.

Key challenges In Spain changes are extremely rapid in different landscapes, especially the coast, cities, intensive agricultural areas, high mountains with new recreational uses, uninhabited rural areas. The present situation of economic and consumption growth, together with mobility of people and goods, require solutions from the public sector, which till now have been insufficient.

The impending ratification of the ELC is a welcome step, as Spain was one of the initial signing parties in Florence in October 2000. This initial commitment and the rapid evolution of the Spanish landscapes, with a clear decrease in environmental and scenic quality, require express action with sufficient political involvement to reverse the current negative tendencies.

Ratification of the ELC should lead to the development of tools guaranteeing the implementation of the convention throughout Spain, as well as the development of recognisable landscape policies guaranteeing some priority areas, favouring high-quality of life,

protecting singular landscapes, crafting appropriate tools for trans-border landscapes. The actions of the regions regarding landscapes find a valuable starting point in the pioneering steps of Catalonia and Valencia, which will no doubt influence others. A welcome step will be the organization of inter-institutional events (sectoral committees, technical meetings, online forums) to stimulate the exchange of information and experiences.

Coping with geographical and institutional diversity is one of the most complex challenges ahead. Being able to promote a positive comprehension of landscape by politicians and the general public will be necessary in order to



Hannes Palang (rear), Louis Cassar (front), during a workshop

promote societal cooperation.
P R-C

ECOVAST Landscape Identification: A Guide to Good Practice

Arthur Spiegler

ECOVAST was involved intensively

in the preparation of the European Landscape Convention (ELC) since the 1990s. With the help of its Austrian national section it developed and tested a method to identify landscapes through their character. This approach proved to be appropriate as character being a holistic term itself, meets in the best way the requirements of the holistic nature of landscape.

Furthermore the tool is characterised both by its simplicity and by its scientific method. Finally it is designed to involve interested citizens, including students and pupils – not only experts – to deal with the landscapes in which they live. At least in the beginning they need guidance from someone experienced with the method. The method and its application is presented in the publication *ECOVAST Landscape Identification, a Guide to Good Practice*. In the sense of the ELC ECOVAST is focusing on helping to achieve at least the following three main goals;

- ◇ to identify all landscapes on the whole territory of every European country,
- ◇ to involve the broad public (the civil society) and
- ◇ to raise public awareness in all matters concerning landscapes.

The essence of the method

The technique, illustrated with examples, is essentially an exercise in applied geography, based on intense observation in the field. It focuses on the identification of a landscape unit, by which we mean an area that has a character different in some significant way from the next landscape (the official landscape definition of the CoE [Kuba 1]). The technique is based on observation of the visible or tangible features in a landscape, by reference to a matrix of types of features which contribute to its character. These features are:

- ◇ the underlying rock,
- ◇ the climate,
- ◇ the form of the land,
- ◇ the soil,
- ◇ the pattern of land cover,
- ◇ the pattern of farming and forestry,
- ◇ houses and settlements,
- ◇ other man-made features,
- ◇ historic features,
- ◇ feelings and associations.

The Guide explains these terms,

provides a format for recording what has been observed, and suggests how the survey may be done. Of special value, as we have experienced when practising the method, are the many lively discussions in groups when carrying out the identification.

ECOVAST does not pretend that this is the only method of studying landscapes. We recognise that, in its present form, it may be better suited to rural than to urban or peri-urban landscapes, because ECOVAST's own focus is on the well-being of rural people and heritage. But we are happy to offer it, for you to use if you wish. We believe that it may have value in three types of context:

- ◇ It enables citizens to study the character of their own landscape, and can thus make an active contribution of raising public awareness of landscape;
- ◇ It can be used by local authorities or NGOs in broader-scale appreciation of landscapes, as shown by the map of landscape units [Kuba2] throughout Austria — prepared by the Austrian section of ECOVAST on the basis of a map elaborated by the Austrian Association of Nature Parks;
- ◇ It may also be used by governments if they do not have the resources for a more detailed approach for a first simple identification of the national landscape.

How to work with the ECOVAST method

There are ten steps that should be followed, but in none of these steps is the process that complicated. In accordance with the Convention's definition, landscape character takes equally into account nature, culture and the perceiving human being.

1. The team has to agree on the landscape to deal with and do some preparatory home work – find a good physical map, if possible a geological map and other helpful means, as may be (historic) literature.
2. Excursions into the landscape. Use a bus, cars, bikes but also your feet; find viewpoints to gain a good overlook.
3. Use your eyes and other senses. Note on a pad what you see and believe to be specific or characteristic for this landscape; take photos; discuss. Try to find at least local border lines or places – more likely they will be 'border

zones' with adjoining landscapes. These are places where in your opinion the character of the landscape obviously changes (for example through rising hills, the changing of agriculture patterns, the forms of houses and settlements). Mark these places on the map. A thorough mapping of the border lines or zones can be done later.

4. Coming home from the excursion (s), condense the written material. Participants read to each other, deleting multiple entries and at the same time further concentrating the content if possible into single terms. Interesting discussion will occur.
5. Write the remaining terms on stickers – one term, one sticker.
6. Apply the stickers onto an enlarged matrix (the check list for landscape identification as published in the *Guide[Kuba3]*). Ensure that the term written on a sticker is applied to the appropriate line of the matrix. Thus the stickers begin to build rows of different length along the lines of the ten layers in the matrix. Do not worry if a line of the matrix does not gain a sticker. Only very rich and complex landscapes contribute characteristics in every item of the matrix!
7. Now every participant is given eight coloured, sticky points to apply to those stickers or terms that, in their opinion, are the most important. Centres of gravity begin to emerge.
8. A single person of a small editorial team now have to find the 'generic term' to represent the meaning of all the items on the stickers of every line. This condensed 'generic term' is written on an extra sticker and applied at the beginning of every line that has collected stickers. Now put aside all the terms that did not gain a point. They are out of evaluation for the matrix. But such items are not lost; they can be taken into account in the wording of the illustrations.
9. Evaluation: assign the terms to four groups according to the number of points. The terms that collected the most numbers, no doubt are those that contribute in the strongest way to the character of the landscape; they may be called dominant or at least strong (see the filled-in matrices in the *Guide*). [Kuba4]
10. Filling in and completing the matrix. Fill in the matrix with the terms according to the four

graduations – dominant, strong, medium and low; complete the page with a brief description of the landscape below the table of the matrix, and if need be, add special comments. Complete the task of identifying a landscape with the illustration (pictures and text) on the issues of the landscape's character (see the *Guide*).

Final remarks

The ECOVAST method has successfully been tested to identify landscapes in different European countries and regions at a scale of 1:50,000-1:500,000. This is what we call 'European scale for national landscape identification' (compare England's Countryside Character or the Slovenian 'Typological Landscape Classification@ and it is the basis of the 'Austrian Landscape Register', work still in progress).

The *ECOVAST Method of Landscape Identification* is free to be downloaded from www.ecovast.org

AS

The implementation of the ELC – a matter of people

Jerker Moström

Sweden is often referred to as a small country in the north. And indeed this accurately accounts for both the geographical context and the number of inhabitants, but certainly not for the size of the territory, which is equivalent to the size of Spain. Hence, Sweden is one of most sparsely populated countries in Europe. Its nine million people are just enough to cover the territory with some 21 people/sq km. In comparison, the corresponding figure for Spain is 78.4 people/sq km (Eurostat 2007).

Sweden has a lot of landscape per capita, and it is both an asset and a curse in terms of planning, management and protection of landscapes. This concept of vast spaces and desolation is an important part of the national brand of the Swedish landscape. The

advertising business and the tourist industry carefully cultivate exotic images of true wilderness, vast forests, archipelagos and the Nordic light, fully aware of its economic potential.



The abundant supply of landscape has also been a basic condition for the establishment and upkeep of customs such as the Swedish right of common access (*allemansrätten*). The as-yet-uncontested right to roam the landscape regardless of property rights, is a conception as deeply rooted in the Swedish common consciousness as freedom of speech in the North American.

But vast space also has its drawbacks. A truly un-exotic fact is that almost half of the Swedish municipalities are facing a situation with a rapidly decreasing population. This may not be an exclusively Swedish or even Nordic trend, but taking into account the insignificant number of residents housed by these municipalities, the problem is striking. The situation is most critical in the rural areas, especially in the northern part of Sweden. The municipality of Jokkmokk is equivalent to Wales in size but has only 5500 inhabitants which makes approx. 3.5 people/sq km (Eurostat 2007).

Bearing this in mind, the approach to the European Landscape Convention in Sweden is a bit different from central and southern Europe. The most urgent issues raised by the Convention are not land use in crowded places, urban control or restoration of degraded

landscapes but rather how to keep the landscape inhabited. Anyone trying to address the topic of landscape management with stakeholders on the Swedish countryside will face the same old questions; where to live, what to do, how to cope? The preamble of the Convention states that 'landscape is a key element of individual and social well-being' (ELC 2000, preamble). This matter is brought to a head in Sweden; how powerful is landscape in providing and sustaining individual and social well-being? The current status of the Convention in Sweden Sweden signed the Convention in 2001. However, no efforts were made to adopt it until 2006 when the National Heritage Board was commissioned by the government to prepare a proposal for its national implementation. At present (November 2007), work is still continuing and the result will be reported by the end of this year. The reason for the previous lack of action is partly because the responsible ministries have been busy with other conventions (such as the Convention on Biological Diversity). The Convention has also been considered less controversial and the Ministry of Culture, which is the responsible ministry, has asserted that the concept of landscape is well supported in the Swedish legislation. The preliminary plan is to ratify the Convention within the coming years. Some lessons learned during the process

In preparing a proposal for the implementation of the ELC we have learned some valuable lessons:

- ◊ Landscape really matters! – The problem is not lack of interest, but rather strong interests in various specialized fields of landscape. Policies and practices concerning various aspects of landscape thrive without a common agenda for landscape as a whole.
- ◊ Landscape is taken for granted – Even though there is a general understanding of the importance of landscape, the concept is rarely used in political rhetoric. The meaning of landscape is often transferred into concepts like *environment* and *nature*. This also accounts for the legislation where landscape usually is presupposed by the use of other, adjacent, but less comprehensive concepts.

Without anticipating the current

work, we wish to see the Convention as a means of re-assembling and re-establishing the concept of landscape. Centuries of specialization have created efficient and competent authorities but have also produced a situation where trans-disciplinary actions such as planning, management and protection of landscape become very complex. Compartmentalized policies with diverging objectives and unclear responsibility often block holistic solutions.

A fitting analogy to the current situation would be a jigsaw puzzle. We have the pieces in terms of strategies, directives, economic and legal means of control, but we don't know how to put them together because the image on the puzzle is blurry or fragmented. Therefore actions undertaken to implement the provisions of the Convention (particularly Article 5) have to address the need for coherence and coordination. The Convention should help us to complete the fragmented image on the puzzle.

JM

A change in mindset - The ELC and our every day life as public servants

Birgitta Elfström

The holistic approach — we all want it, we all believe in it with almost religious fervour in planning and dealing with landscape. So why do we not succeed? Of course we have our laws, our departments and other defenders of fragmentation. But legislation is made by humans, and can be both interpreted in different ways and changed altogether. Practice most certainly is changed all the time. Politics change, especially once the election is won. In Sweden, the division between 'nature' and 'culture' has been debated for at least a hundred years. Yet we still deal with the two entities. Why haven't we changed?

Because we don't want to. Perhaps **we** are the obstacles to the

holistic approach. Pluralism is difficult to manage in real life; it complicates the process and threatens the consensus. To agree to disagree is a much better basis on which to build a long-term relationship, instead of pretending that we have consensus.

There is no such thing as a single truth; we all know that, and with landscape it is a matter of many truths, many perspectives enlightened and considered to create a richer image, more complex and also ever changing. A holistic view is therefore a social process owned collectively, rather than a single key to better planning.

Real change starts within, and everyone who has any experience of a close relationship with another human knows that you can only change yourself; that is at least where it starts. Easier said than done, but cooperation with other sectors is top priority and we must establish mutual goals, formed together, followed up together. We also need to leave our safe zones and kill a few cherished shibboleths.

One of the experiences from the Swedish work is that it is possible slowly to redefine concepts and terms used. The meaning of the word 'landscape' has changed since we started, but of course it helps that Swedish is a comparably small language. We have also come to the conclusion that it might be more sensible slowly to fill the old and familiar terms with new meaning. They can change totally over time.

The landscape has undergone a great change over the past 50 years. Of course, landscape has changed rapidly over the past 8,000 years in Scandinavia -- when agriculture was introduced, when all the trees were used for the iron and glass production in the 18th century, when the wet lands were drained a century later. But memory seems to be short when it comes to great change. Now we must deal with the political decision to make Sweden fossil-fuel free in 20 years. This includes the mass planting of new and old crops, increasing the density of the forest by 30%, building unfathomable amounts of wind-mills along the coasts and on visible ridges. We are talking change. The cultural heritage and protected areas will interplay with new ways of cultivating the landscape, new arguments and a much less local view.

How can I deal with this? By changing my mind, my attitude and my perception of myself as a cultural-heritage person firstly, and as a public servant secondly: time for a makeover.

I must ask myself "How can I contribute?" And in case of diverging opinions I will make a great effort to understand and respect underlying values in order to make my own values clearly understood and respected. It is difficult to change attitudes, but it is necessary if you want a change, and if we are to meet the changes around us. Cooperation means giving up a little but gaining a lot. This is how I can serve the public—and the landscape of course.

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BE Experiences of implementation of the ELC in Norway

Audun Moflag

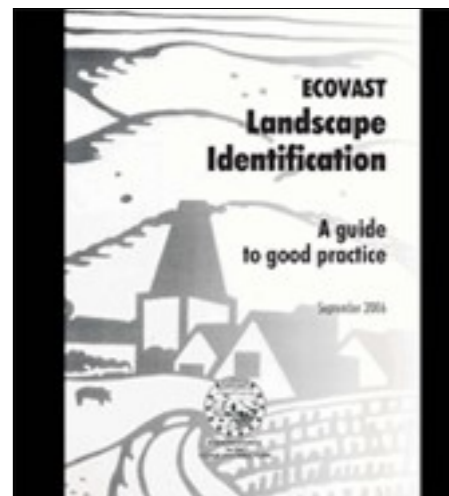
The landscape setting In Norway we experience a wide variety of climatic zones and landscapes, we have land within the Arctic Circle, inland plateaus and valleys, and our extraordinary coastline of fjords. The Norwegian Forest and Landscape Institute (previously NIJOS) has developed a comprehensive national reference system providing top level information about the characteristics of Norwegian landscapes. In this work, the major different categories of landscapes are visualised to allow their characteristic qualities to emerge more clearly. The country has been divided into 45 landscape regions. Each region is described by six main components of the landscape: major landscape shape; smaller subordinate shapes; lakes and water courses; vegetation; agricultural land and builtup areas; and technical constructions. The six

components then make up an overall character description of the region. This method of spatial analysis makes use of cross disciplinary understanding and overall assessments to a greater extent than traditional natural science and cartography.

The Norwegian Forest and Landscape Institute is elaborating the reference system into a tool that enables analysis of the landscape qualities within specific regions. Figure 1 shows the kind of detail that is given, in this case for the valleys and fjordside areas in western Norway.

The signing and acceptance The European Landscape Convention was signed by Norway on the 20th October 2000 in Florence and adopted (ratified) 23 October 2001; the first country to do so. The Convention entered into force in Norway on the 1st March 2004. During the preceding work in the Council of Europe, the Ministry of the Environment consulted regularly with the Ministry of Agriculture and the Norwegian Association of Local and Regional Authorities, which they assumed would be the most affected bodies.

In the opinion of the Ministry of the Environment, the Convention did not require amendments of current legislation. Neither would it imply budgetary nor staff increases



beyond present government responsibilities and commitments. Any specific expenses were to be included in the regular activities of

the ministries and government agencies concerned, and funded within their annual budget allowances. As it was in keeping with present legislation and regulations, the decision to sign was not put forward to the government cabinet. Nor did the approval of the convention require ratification by the Parliament. For these reasons, the convention was merely adopted by an administrative decision of the Ministry of Foreign Affairs.

The Ministry of the Environment is responsible for the implementation of the Convention, in co-operation with other ministries and government bodies. A co-ordination group was set up within the ministry and underlying directorates. The group is also meant to become the core of a countrywide implementation network. The experiences of the Convention itself and the seminars and workshops attached to it are entirely positive. Much has been learnt and much contributed. Fulfilling our obligations according to the specific articles, however, has proved rather more difficult.

What follows The convention gives new meaning to our notion of landscapes. The definition "an area, as perceived by people ..." differs from definitions within natural sciences, and indeed elsewhere. It puts people in the centre and emphasises the landscape as a kind of biotope for human life. This has led to a focus on landscape sensations to help people recognise the significance of landscapes – everybody has a landscape of their childhood! Meeting people on a personal level in this way and for these purposes, does not divide them into experts and non experts with different validity, and values. They all have an equal say. Furthermore, according to the ELC, landscape does not belong to one academic discipline alone. It is the common meeting ground for a number of disciplines and professions.

In the actual implementation of the Convention, we face problems of attention, priority and resources. The simple and quick process of signing and ratification involved only a few government bodies, leaving little scope for participation by other authorities and interested parties. Consequently, the convention is still poorly rooted at central government level.

The fact that activities and expenses are to be integrated and funded within the annual budget allowances poses a problem for no preparations were made to facilitate an integration process, and there is no clear priority to do so.

Our obligations in implementing the Convention are rather vague. It is not obvious how they should be integrated into the present activities. And, being so lofty, landscape arguments often lose in debates about priorities. It is therefore hard to release human resources and money for capacity building and specific activities on the ELC.

Norway has, despite these overall difficulties introduced some significant changes. These include activities related to: Information and awareness raising; legislation;



From far right to left Arthur Spiegler Professor Paul Selman and Professor Tim Collins enjoying an intervention in Alister Scott's presentation

national sector policies; training and education; local and regional planning; european co-operation, and I deal with these below.

- ◇ *Information and awareness raising* The convention text is translated into Norwegian and Sami. Currently, we are preparing an information folder about its relevance for municipal policies and community development. We are also working on the concept of a DVD film, visualising the notion and perception of landscapes, and what it means to human well being, physical and mental health.
- ◇ *Legislation and regulations* The Norwegian Planning and Building Act is being revised. Landscape concerns are included, according to the ELC definition. Further to the regulations on impact assessments of plans and

enterprises, we are elaborating guidelines for how the impacts on landscape should be assessed.

- ◇ *National sector policies* The ELC approach to landscape is integrated into major policy documents, including: Report no. 26 (2006-2007) to the Storting (the Norwegian Parliament). *The Government's Environmental Policy and the State of the Environment in Norway.* and Report no. 24 (2003-2004) to the Storting. *National Transport Plan 2006-2015*
- ◇ *Training and education* A number of universities now offer training in landscape related subjects and landscape analysis. Additionally, the Norwegian University of Life Sciences (UMB) has carried out a study on accessibility for disabled persons as part of the landscape analysis.

Implementation in local and regional planning In Norway, 12% of the national territory is controlled by central government (national parks and other protected areas). Land use in the remaining 88%, is controlled by the municipalities through the Planning and Building Act. This implies:

- ◇ that landscape quality objectives must be included in planning and community development within each municipality and across municipal borders.
- ◇ that local and regional authorities themselves are responsible for developing and implementing policies and plans.
- ◇ that central government sectors must achieve the national goals by local and regional planning.
- ◇ In this context, we have initiated pilot projects on methodology in two counties. **Hordaland:** Landscape in municipal planning, supported by landscape experts at regional level. **Telemark:** Landscape as development strategy for settlement and business development in the hinterland of the Telemark Canal (regional park).

European co-operation The Nordic countries are building a network between professionals in the Nordic countries, to form a basis for joint Nordic action. In September 2004, Norway hosted a seminar on implementing the ELC by local and regional planning. Sweden was hosting a second

seminar in September 2007, this time on landscape in change. These seminars were funded by the Nordic Council of Ministers.

Issues and challenges

Whatever we have achieved there remain some major issues and challenges. First and foremost, we have to elaborate the national strategy for implementation – in close cooperation with all relevant government bodies and NGOs. The strategy should identify ways of applying the Convention to our national needs, in particular Articles 4, 5, 6, 8 and 9, and the corresponding division of work.

In our opinion, awareness raising is the very key to implementation. Everyone in a decision making position must recognise:

- ◇ that the whole territory is made up of landscapes, where the everyday landscapes, in which people live and work should receive the most attention
- ◇ that landscape experiences are not limited to visual aesthetics alone, they are perceived by all our senses, giving rise to emotional associations and personal identity.

We also need to see landscape as a development strategy. The landscape has a great impact on human well being and health, sustainable community development and local enterprise. However, this fact works both ways – the landscape may also develop in a detrimental way. Most landscape changes are caused by human actions. By applying the ELC in the planning and decision-making processes, we must reinforce people's positive experiences, and reduce or eliminate the negative ones. Focus should be on the areas most prone to changes and development threats: urban and rural settlements, the fjord and coast landscape and mountain areas.

There are also problems of training and education. In their decisions and actions local authorities are often not aware of landscape assessments made by external bodies (like the National Reference System by NIJOS). Nor may they recognize how their decisions enhance or just degrade the landscapes. This raises a series of issues:

- ◇ How should knowledge compiled at national level be disseminated and applied in local community

development issues?

- ◇ How should local authorities involve experts in their landscape analysis?
- ◇ How should they organise cross sectoral training for everybody preparing or deciding actions within the community?
- ◇ How should they create educational materials for the local primary and secondary schools?

This in turn raises the major challenge of the Convention regarding participation. Landscape quality objectives must be recognised by all players within the community. Otherwise they are going to act in different directions. Reaching common understanding and mutual agreement however, requires active participation, so:

- ◇ How should local authorities



A solitary man in the spacious landscape of northern Sweden.

- organise participation, particularly by authorities and enterprises likely to cause landscape impacts?
- ◇ How should they provide for transparency and participation by the general public?

And finally, we need to learn from exchange of knowledge and best practice with other member states – within the framework of the Nordic Council of Ministers and the Council of Europe as well as bilaterally.

AM The Protection of Landscape Values

in Slovakia through the European Landscape Convention

Pavlina Misikova

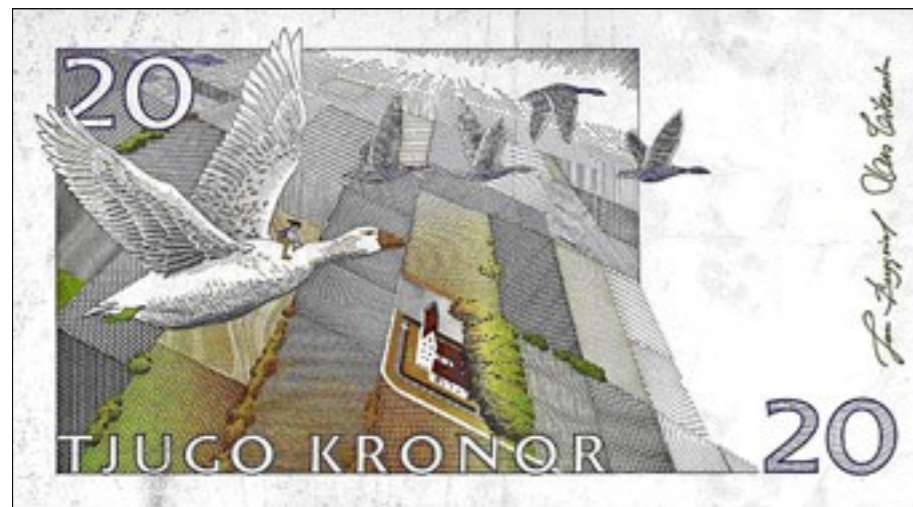
Slovakia, a country in the centre of Europe, has a population of 5.4 million, giving a density of 111 per square km. There are significant Magyar and Roma minorities. Only 12 per cent of the population is classed as urban. Agricultural land accounts for half the area, and forest for a further 41 per cent, so this is a very rural country, and 23 % of it has some form of designation as a protected area, with 9 National Parks, 14 Landscape

Protected Areas, 4 Biosphere Reserves and 5 Protected Bird Areas. The Carpathian mountains, including the Tatras, form the backbone of the country, and include many of the most famous landscapes.

There has been considerable research into the aesthetic and artistic development of many of the landscapes, including the capital city of Bratislava, and the mining settlement of Banska Stiavnica, but perhaps the main criterion for classification has been based principally on the type of relief; hence we have: low and undulating landscapes; hill landscape; upland and mountain landscape. Within this categorisation, land use is the

major criterion, and at a second level there are: forest landscapes; pasture and meadow landscapes; recreational landscapes; urbanised landscapes; industrial landscapes. These are the classifications used in the Landscape Atlas of the Slovak Republic published in 2002, and mapping at scales from 1:2,000,000 to 1:50,000. There is also an Atlas of Representative Geo-ecosystems of Slovakia, published in 2006

Despite contemporary rapid changes there are still many examples remaining of historic rural land use systems and landscape patterns.



Landscape really matters! The Swedish people are literally dealing with landscape every day, but are we taking it for granted? Nils Holgersson overlooking the landscape of Scania on a Swedish twenty kronor bill.

Slovakia and the European Landscape Convention

Slovakia started the accession process to the ELC in 2004, conscious that it is a country with a great deal of experience in the scientific study of landscape planning, carrying capacity studies, the protection of biological and landscape biodiversity and landscape character assessment. Slovakia signed in May and ratified a mere 3 months later.

Government decree no. 201 on 16 March 2005 places the primary responsibility on the Minister of Environment who has to co-operate with the Minister of Building and Regional Development, the Minister of Culture, and the Minister of Agriculture to ensure the implementation of the convention

The programme of work for 2006 – 2007 includes:

- ◇ designing The National Implementation Programme
- ◇ activities within the CoE, EC, international co-operation
- ◇ networking on the national level
- ◇ opening-up new themes
- ◇ educating experts and municipalities
- ◇ publishing articles, leaflets, posters
- ◇ presentations at home and abroad

The Convention, and its team based in Strasbourg, has been perceived, particularly by Bas Pedroli, as at the centre of three circles or networks

Cooperation to provide exchange of experience, national and international co-operation
Professional support to identify landscape types, typical landscape character, significant landscape elements, and landscape quality objectives

At the moment two important questions are emerging out of this. In the protected nature landscapes, we need to overcome the problem of the isolated nature islands. In the countryside, we need to understand how to support people's livelihood in order to continue landscape maintenance.

Article 5 of the Convention demands several responses. One of these is the recognition of landscapes in law. Slovakia is responding with an Act on land-use planning, using a landscape plan (LANDEP) as a background document. There is a whole network of acts each act relevant here: an act on the preservation of historic monuments; one on nature and landscape protection; one on soil, water and forests; and another on the environment.

The establishment of landscape policies involves us in awareness raising; training and education, identification and assessment; deciding on landscape quality objectives, and implementation. We are also required 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.

One Slovak project has been the Village Renewal Programme, including the Village of the Year Award. This is based on assessing the competitor villages according to a series of criteria, such as:-

- ◇ the village as manager of land within its boundaries;
- ◇ village as a painted frame (by a set of viewpoints)
- ◇ how well the village manages its funds and builds its community spirit

The major challenges we face in dealing with the landscape can perhaps be divided into those with a **science** orientation and those oriented on **practice**. I list these below. Those based on expert scientific assessment include:

- ◇ The development of landscape

- models
- ◇ Methods of achieving biological and landscape diversity
- ◇ Studying ecological networks in landscape
- ◇ Landscape fragmentation
- ◇ Studying land use changes and landscape history
- ◇ Developing integrated assessment
- ◇ The social dimension of landscape ecology

Challenges in practice include:

- ◇ Making landscape management plans
- ◇ Environmental impact assessment
- ◇ Agri-environmental schemes
- ◇ Sustainable management of landscape
- ◇ River restoration



Birgitta Elfstrom and Jerker Mostrom of Sweden.

- ◇ Visual impact assessment
- ◇ Perception of landscape
- ◇ Involving stakeholders and public participation
- ◇ Dealing with the Genius loci
- ◇ New tools – conceptual, legislative, economic
- ◇ Producing a Landscape Typology at a scale of 1:50 000

The Landscape Atlas of the Slovak Republic was first published in 1980 with chapters devoted to:

- ◇ Landscape and its representation
- ◇ Development of settlement and map representation

- ◇ Location
- ◇ Primary landscape structure
- ◇ Secondary landscape structure
- ◇ Population and its activities in landscape
- ◇ Natural-settlement regions
- ◇ Protected areas and natural resources
- ◇ Stress phenomena in landscape
- ◇ Landscape as the human environment

A note: The audience here at Sheffield (and those reading this published report) may wish to know of the 7th Meeting of the Council of Europe Workshops for the Implementation of the European Landscape Convention. It is entitled *'Landscape policies and governance: integrated spatial management'* and will take place at Piestany, Slovakia, 24 – 25 April, in 2008.

PV

The Irish Experience of the European Landscape Convention

Terry O'Regan

Ireland signed and ratified the European Landscape Convention in 2002—one of the early signatory nations despite the fact that it had a low level of involvement with the development the Convention. However, it has been my experience that at Government level there was no great appetite for the convention. I believe the responsible ministers had a poor understanding of the importance of landscape and saw it as more of an enemy than an ally.

The History of Ireland from a Landscape Perspective

I would have wished to describe the Irish cultural perception of landscape in positive terms, but I cannot. We have not treated our landscape well. The cultural perception of landscape in any country is laid down over a very long period. In looking at Irish history I may have a possible answer to our particular national contempt for landscape – the answer may resonate and be of

some use for other countries and regions.

Over the 850 years of English rule, Irish landowners were dispossessed of their lands, replaced by settlers from England and Scotland and exiled to Connaught (in the far wet and infertile west). The departures accelerated over the years including the mass emigration of 2 million people after the Great Famine 1846-49 when it is estimated 800,000 died of starvation.

The ultimate landscape impact of Ireland's history is that after it gained its freedom to control its own affairs, it had to restore its own sense of place and time and it found it difficult to relate to a colonized landscape and the associated era. Instead we cast the national mindset back 850 years and more to our Golden Age. We put national blinkers on as far as the landscape heritage of the intervening 850 years is concerned. We wanted our land back for its functional exploitation, but that was very different to how we felt about the landscape.

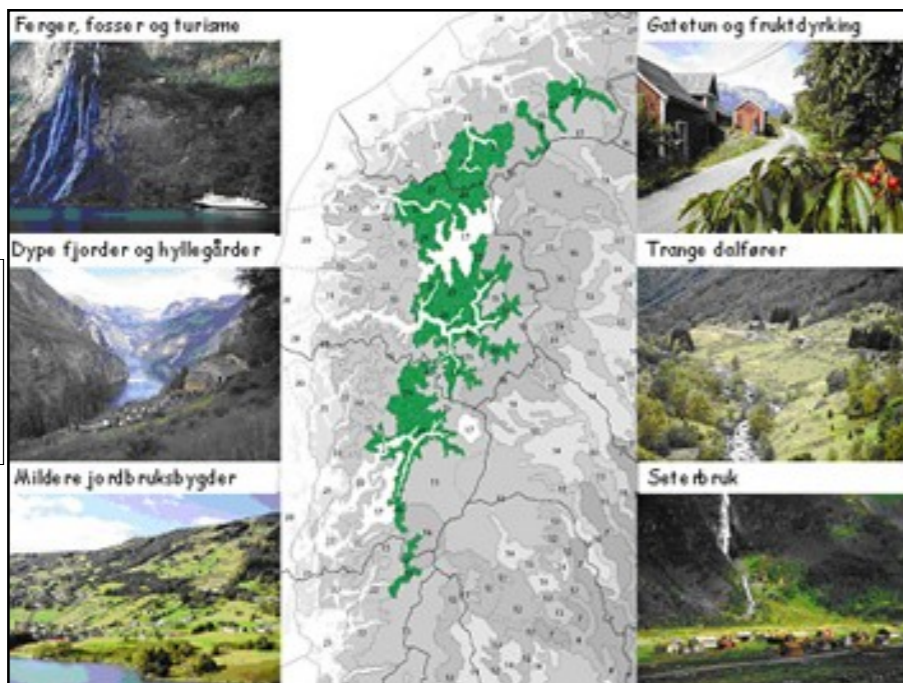
Ireland, Landscape and the European Landscape Convention

Landscape only figured as a scenic asset for the fledgling tourism industry and it was limited to a small number of highly scenic areas such as Glendalough, Gougane Barra, Glengarriff, Kilarney, Connemara and Donegal. You could map it by the Automobile Association guide to Irish Hotels. The tourism industry began to take off in the 1960s and at the same time the efforts of a few visionaries began the process of dismantling the protectionist economic structure and attracting international manufacturing companies to Ireland. So a range of forces for change in the Irish landscape were beginning to rattle their excavators.

This emerging scenario gave rise to the first attempt to regularise planning and development in Ireland as embodied in the 1963 Planning and Development Act. Prior to 1963 we had a range of different pieces of legislation mainly dealing with town planning, derived in large part from English legislation. There was no specific provision for landscape in the 1963 Act, but it did set out an organised framework for planning that should have benefited landscape management.

Of greater landscape significance around the same time was the important integrated measure involved in setting up An Foras Forbartha -- The Development Institute. The Foras carried out valuable research which supported the planning process. This included case-study work on landscape and a range of publications including *The Inventory of Outstanding Landscapes*. The inventory had its roots still in the tourist hotspots and this was an inherent weakness. An Foras Forbartha was disbanded by the then Minister of Environment, Pádraig Flynn in 1987, an ill-considered and irresponsible act, disastrous for the Irish landscape and environment. Whilst we subsequently had the Environmental Protection Agency established in 1992 that assumed some of its responsibilities,

Landscape region 23. Rural districts in western Norway



Ireland, probably the fastest developing state in the world, has been without a Development Institute to guide and inform its development planning process.

A new Planning & Development Act emerged in 2000, and this contains improved provisions for landscape protection and management, but still fails to recognise landscape in the integrated manner called for by the ELC. The authorities were in the midst of preparing the new bill at the same time as the ELC was being finalised. It might have been expected that the bill would have reflected all the landscape energy emanating from Europe. Sadly this was not the case and Ireland signed and ratified the Convention without any wide-ranging consultation. We only consulted other government departments and decided that Ireland was already in full compliance with the requirements

of the convention and that it would pose no problems for our development-led economy.

Most local authorities in Ireland have undertaken landscape character assessment exercises in some format. But these have been produced in the absence of a national framework. Other measures of relevance include Local Area Action Plans — a very recent development. Local authorities have also produced a range of landscape relevant guidelines such as the Cork Rural Design Guide (2003) published by Cork County Council. But the actions undertaken by government at national and local level in Ireland have been uncoordinated, limited and

piecemeal to date.

Irish ELC Lessons

As will be obvious there have been a number of players involved in the 'implementation' of the Convention in Ireland. The body that should have been most involved – the responsible government department has yet to take more than a rudimentary interest. But organisations such as Landscape Alliance Ireland and the Heritage Council have made significant progress on a number of fronts.

In retrospect it would have been preferable if a much more inclusive and rigorous process of examining the implications of the European Landscape Convention had taken place before we signed and ratified, as we believe this might have

ensured that the convention would have become more deeply embedded in the administrative structures.

Undoubtedly Ireland at government level has followed the general trends in Europe in taking somewhat greater cognisance of landscape and engaging in a certain degree in study and analysis over the past ten to fifteen years. It is very difficult to assess whether the Convention accelerated this process or instigated it or whether it would have happened anyway. The evidence would suggest that the convention had very little influence at government level.

The lessons that might be learned from the Irish experience would be:

- ◊ All states should engage in a wide ranging consultation process prior to the signing and ratifying.
- ◊ States should mount a campaign subsequent to ratifying, to ensure that there is a broadly based knowledge and understanding of the convention, throughout the administrative structure and amongst all the players and stakeholders involved in landscape intervention and change.
- ◊ There must be a national policy or strategy with regard to landscape from the beginning of the process as this would appear to be vital to ensure that the Convention is fully implemented across all of its articles, bearing in mind that it is a very comprehensive and integrated convention.

We have to move from the rather unsophisticated reasoning that it must always be a choice between landscape and progress and move to a the more mature and responsible position of incorporating landscape management into all decisions with a balanced strategy of preservation, recycling, redesign/ design, enhancement and maintenance.

There is reason for some optimism as the current government, elected in June 2007, have included a landscape strategy for Ireland in their programme and this hopefully will embody the ELC. The responsible Minister is a member of the Green Party and only just in office. There is now a queue at the door of the minister from various representative organisations and institutions to influence the shape and objectives of the proposed strategy. Landscape Alliance Ireland's position is to seek the full in-depth implementation of the Convention and its integration into all of the administrative processes of the state.

T O' R

Landscape management in the Maltese Islands: the state of implementation of the European Landscape Convention

Elisabeth Conrad and Louis F. Cassar

Landscapes of the Maltese Islands

The Maltese archipelago is located in the central Mediterranean Sea, midway between the European and north African shores. The Islands have a total land area of only 316 km², but a substantial human population of 405, 611 (National Statistics Office, 2007) inhabitants is superimposed on this physical canvas. The country's present-day landscapes are a product of many factors, both natural and anthropogenic. Geo-tectonic processes in the Mediterranean Basin over time have shaped the geomorphological expression of Maltese landscapes, and influenced the biotopes and associated ecological diversity which the

Islands harbour. However, indisputably the biggest agent shaping Maltese landscapes has been the human species. Malta has a long history of human habitation, dating back some 7500 years. The long and varied history of human habitation is of great relevance in discussing Maltese landscapes. The present-day ecological assemblages which are present, for example, are a direct result of human-related trends. The widespread need for firewood in past centuries led to widespread and extensive deforestation; as a result, there are no forests *per se* in the Maltese Islands today. Similarly, the introduction of the goat led to widespread grazing, and to alteration of floral assemblages. The introduction of alien species likewise led to landscape-scale visual changes that persist to this day.

Landscape changes in Malta have been particularly marked since the latter half of the twentieth century. During this period, Malta experienced rapid economic growth, and in the absence of adequate spatial planning and environmental legislation this led to widespread insensitive urban development and degradation of the countryside (Cassar *et al.*, in press). The first



planning and environmental management instruments only came into effect in the early 1990s. Today, population density on the Maltese Islands is highest amongst all European Union member states (at 1,274 inhabitants/km², compared to an EU average of 113 inhabitants/km²). In addition, there is the substantial pressure of an additional tourist population. The most marked net result has been extensive urbanization, with an urban footprint of circa 23% (compared to an EU average of 8%). Furthermore, rapid and unplanned growth has resulted in several environmental problems ranging from pollution and exhaustion of groundwater resources, to poor air quality (with

resultant public health impacts), to widespread habitat destruction. The Maltese landscape is therefore a resource with two facets. On the one hand, it is a unique product of nature, history and culture, both distinctive and irreplaceable, and upon which depends one of the country's main income generators, namely tourism. On the other hand, it is a resource under threat from forces of urban growth and globalization which may prove impossible to curb.

LC

State of implementation of the European Landscape Convention in Malta

Malta was one of the original group of signatory states to the European Landscape Convention in 2000, but is one of only two members of this group to have not yet ratified the Convention. The following discussion evaluates the current situation in the light of the Convention requirements. There are two points on which Malta's implementation to date appears to fare rather weakly. One is the definition of landscape as "an area, as perceived by people". This definition has been fully acknowledged in the *Landscape Assessment Study of the Maltese Islands*, which was issued in 2004. However the extent to which the perceptual element has been integrated into landscape planning appears to be limited. Landscape character areas were defined on the basis of topography, predominant landscape elements, and zones of visual influence. The stakeholder component was limited to consultation concerning a derived *Landscape Assessment Model* outlining landscape sensitivity in the Maltese Islands, There is a relatively weak history of public participation in decision-making.

The second point on which Malta fares weakly is that of scope

The eight Local Plans which have been issued address both outstanding and ordinary landscape areas through a variety of measures, including locality-specific and site-specific policies, provisions for embellishment, guidelines for development, and designation of protective measures. There is, however, certainly scope for expanding consideration of degraded areas to include ecological restoration. At present, such measures are largely limited to

disused quarry sites. Overall, however, Malta appears to have made significant progress in terms of implementing the requirement to integrate landscape into regional and town planning policies, and in cultural, environmental, agricultural, social, economic and other policies.

Chapter II of the Convention outlines national implementation. It also discusses division of responsibilities. In Malta, there are two levels of government administration, namely national government and 67 local councils. Given Malta's limited land area, landscape planning has been implemented at a national scale whilst local initiatives have been limited to small-scale sites, which nevertheless can also cumulatively contribute to the enhancement of broader-scale landscapes. In terms of general measures, Malta appears to satisfy, to some degree, the requirement to recognize landscapes in law.

Participation in landscape policy measures in Malta has been limited to essentially two events:

- ◇ The involvement of 300 stakeholders in order to validate a landscape assessment model developed in 2004; and
- ◇ A public consultation exercise relating to the issue of the *Landscape Assessment Study of the Maltese Islands*.

There are presently no mechanisms for the ongoing involvement of stakeholders in decision-making where landscape is concerned. Involvement of stakeholders is largely limited to other planning processes which indirectly impact upon landscapes.

A general perception of landscape as a resource and as heritage is still largely lacking. Training for students and professionals is also inadequate and landscape is a peripheral, rather than central, concern in education. A landscape characterization exercise was carried out as part of the *Landscape Assessment Study of the Maltese Islands*, and this also included an extensive analysis of pressures and trends. However, there is a critical shortcoming in implementation to date, namely the inadequate consideration of social and cultural dimensions. The ELC notes the assessment of landscapes should take "into account the particular values assigned to them by interested parties and the

population concerned". It is doubtful whether this is indeed the case with regard to the *Landscape Assessment Study*.

Article 6E of the ELC discusses the need to introduce instruments aimed at protecting, managing and/or planning the landscape. To date, the predominant mechanism utilized in Malta is scheduling of land under the Development Planning Act, 1992, particularly as Areas of High Landscape Value. Several Areas of High Landscape Value have been identified at regional levels through the Local Plans. Within scheduled areas, land-uses and activities are



restricted; however, these areas are not actively managed. At the level of the individual development, landscape assessment has been increasingly utilized as a tool in Environmental Impact Assessment. Initially, the focus of such assessments tended to be almost exclusively visual, but the Malta Environment and Planning Authority, is now emphasizing the need for an assessment of visual and non-visual aspects of landscape.

Chapter III of the ELC discusses European co-operation, addressing points such as international policies and programmes, mutual assistance and exchange of information and transfrontier landscapes. The provisions of Chapter III have particular relevance for Malta at Mediterranean rather than European-wide scale. The landscapes of the Mediterranean region have several common traits, emanating from a history that unifies the region, both in natural and anthropogenic terms. This is particularly the case if one considers landscape in its broadest sense, to also incorporate the sea. It is thus possible to talk of a Mediterranean identity; indeed, the term "Mediterraneanism" has been defined with respect to several landscape aspects, including vegetation, geomorphology and

land use. The need for pan-Mediterranean collaboration is, however, more than merely a matter of history and culture. Several threats to landscape extend across the region. One issue which dramatically illustrates this factor is the issue of illegal immigration from the poorer North African shore to the more affluent countries of Southern Europe. In the case of Malta, the pressures exerted by an immigrant population are substantial, and are likely to manifest themselves in increased urbanization and demand for resources.

The way forward

An assessment of the *status quo* serves to establish trajectories for future action. A number of aspects emerge. One of these is the way in which landscape is understood and interpreted. We argue for the need to expand the understanding of landscape beyond the conventional visual domain, to include all senses (Phillips, 2005), as well as intangible social and cultural values. As Pedroli and Adolfsson (2002) note, the European Landscape Convention is revolutionary precisely in that it argues for common guidelines for a diversified management of European landscapes, bringing together base targets for understanding the *true* landscape in relation to natural processes, the *right* landscape in the local cultural context, and the *real* landscape on the basis of coordinated public action. To date, Malta's focus appears to have been primarily on the *true* landscape, and more attention needs to be paid to *right* and *real* landscapes.

Whereas past vernacular history was often interwoven with a variety of landscape aspects, an increasingly consumerist lifestyle has diminished the attachment to place, and the sense of self and identity is no longer closely linked to regional landscapes. Landscape planning may need explore ways to re-establish linkages between people and land, in order to render the externalities of landscape problems an internalized aspect of society. At the policy level, there is also a clear need for landscape to become a key theme and a focus for attention. Within the Maltese Islands, the subject of landscape is still somewhat peripheral. Despite the unique landscape heritage that the Islands enjoy, there has been little focus on marketing landscape as heritage in its own right, and the

impact of this is sadly evident in the extent to which landscape has suffered at the hands of development in recent decades.

An integrated landscape strategy should focus on *all* aspects of landscape, including seascapes.

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EC

Building Co-operative Systems around the European Landscape Convention

Riccardo Priore

Local and regional authorities started work on a draft European Landscape Convention in 1994 within the Council of Europe's Congress of Local and Regional Authorities, and at first had to deal

with reactions ranging from simple lack of interest, through barely disguised derision to open hostility.

At the time, the proposal to produce the outline of an international treaty on the landscape was considered by an important number of governments impossible to fulfil. A decade on, this lack of understanding is behind us and it might perhaps be claimed that the dream is about to become reality. Today, as an international treaty, the ELC sets forth binding principles committing the Contracting States to adopt policies and measures aimed at promoting landscape quality throughout their entire territory, with the involvement of the people concerned.

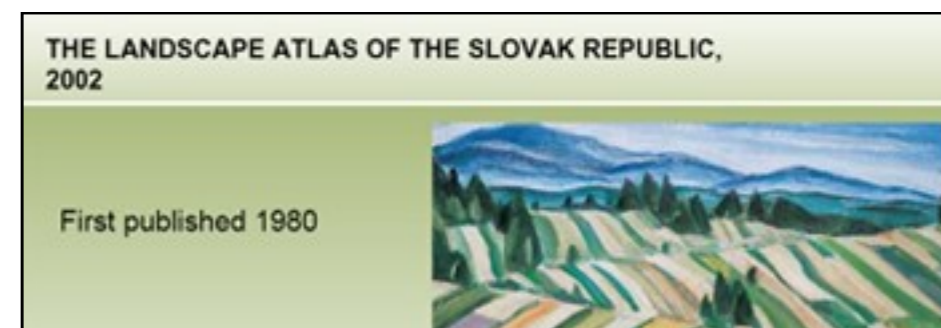
However, excessive enthusiasm is still not in order. The work has barely started and its completion is intimately bound up with the implementation of the political project of which the Convention is simply the authoritative legal expression. This project is undoubtedly ambitious; indeed some have even called it revolutionary. The terms are not

flow and become a resource accessible to all. Based on the subsidiarity principle, it must inspire those who still treat their natural surroundings exclusively as a means of satisfying their own material interests rather than as an essential source of environmental balance, public health, cultural identity, sustainable development.

Reflecting its origins, the Convention pays particular attention to local and regional authorities, by:

- ◇ referring explicitly to the subsidiarity principle and the European Charter of Local Self-Government;
- ◇ committing states to establishing procedures for local and regional authorities' participation in defining and implementing landscape policies;
- ◇ requiring full local and regional authority involvement in identifying and assessing landscapes.

Taken together, these provisions provide local and regional authorities with a strong legal incentive to exercise their



unjustified, given that what is sought is a major shift in the relationship between public authorities, people and the character of the setting of their everyday life.

For the project to succeed, Contracting States must ensure that, like a liquid flowing through a complex structure, the Convention's principles penetrate the very innermost workings of society. Without the co-operation of national, regional and local authorities, and also education institutions and NGOs, the liquid in question could remain in its exalted European container, where it could be put on display by a small number of particularly proud, inspired or zealous civil servants. Yet this liquid is no magic potion, but simply a form of sap which, if it is to bring life, must be allowed to

institutional landscape responsibilities. In most European countries direct responsibility for everyday landscape matters lies with regional or local authorities, in the latter case sometimes as a regionally delegated responsibility. However, when taking part in European conferences related to the ELC, one can hardly detect proposals put forward by or referring to local and regional authorities. They are dramatically absent from the debates regularly organised and promoted by the Council of Europe with regard to the Convention. But if the Convention is to be properly and fully applied, cooperation between local and regional authorities is badly needed and requires organisation—hence the need to build supportive systems around the Convention, able to promote co-operation between public authorities,

universities, and NGOs as well as professionals and experts.

The European Network of Local and Regional Authorities for the Implementation of the European Landscape Convention, ENELC

Aware of these needs, the Council of Europe's Congress of Local and Regional Authorities, the body at the origin of the ELC, by Resolution 178 (2004) encouraged decentralised authorities all over Europe to set up a cooperation body able to support them in the implementation of the ELC. In reply to the Congress recommendation, and further to the initiative of the Campania Region (Italy), twenty-two local and regional authorities in 2006 constituted ENELC—the European Network of Local and Regional Authorities for the Implementation of the European Landscape Convention.

ENELC today has 37 members. Its permanent headquarters are in Florence, at the Medicean Villa of Careggi. This European network offers local and regional authorities co-ordination, assistance and technical support in carrying out their landscape responsibilities in accordance with ELC principles. It helps to improve their decision-making capacities particularly in the areas of planning and authorisation procedures. ENELC also assists in preparing documents on the identification and assessment of landscape units, and helps set landscape-quality objectives and advises on landscape protection, management and planning. These activities are supplemented by programmes and projects for informing, educating and training those concerned in this field.

In addition to these technical aspects, ENELC also represents a political forum for dialogue between the local and regional authorities and helps them to co-ordinate their landscape policies. By co-ordinating their own activities within ENELC these authorities are also able to establish a more harmonious dialogue with central governments.

The European Network of Universities for the Implementation of the European Landscape Convention UNISCAPE

is a European, multidisciplinary, association promoting scientific co-operation between the universities interested in ELC principles and

their implementation. UNISCAPE will support study and experimentation concerned with the evolutions and transformations of landscapes and the decision processes which, based on landscape projects, lead to interventions oriented towards protection, management and/or innovation.

UNISCAPE will also encourage educational processes that train individuals as specialists who wish to contribute to the implementation of the Convention principles. More generally, UNISCAPE will support the analysis of the principles and objectives of the Convention. In view of this UNISCAPE will encourage and support its Members:

- ◇ to render one another technical, scientific, and administrative assistance through the pooling and exchange of experience in landscape matters;
- ◇ to promote the exchange of landscape specialists in particular for training and information purposes, and;
- ◇ to exchange information on all matters covered by the provisions of the Convention.

The European NGOs Platform for the implementation of the ELC, CIVILSCAPE

Similar contacts are being made also with NGOs involved in the creation of CIVILSCAPE. The aim of CIVILSCAPE is to function as an international network for non-governmental organisations striving to improve the quality of landscape as outlined by the ELC by:

- ◇ serving as the technical and logistic core of a European network in the field of citizen's involvement in landscape management and planning;
- ◇ promoting international exchange of knowledge and experiences in management and planning of landscapes in Europe between non-governmental organisations on local, regional, national and international level;
- ◇ developing courses for practical training and education in competences needed for citizen participation in landscape planning and management issues;
- ◇ stimulating improvement of public awareness in landscape planning and management issues;
- ◇ coordinating actions to influence policies relevant to the aim of

the foundation;

- ◇ producing electronic, digital and printed publications for a general public, policy support and scientific objectives.

UNISCAPE and CIVILSCAPE were constituted in Florence in early 2008. On the basis of their respective activities and mutual co-operation ENELC, UNISCAPE and CIVILSCAPE will assist the ELC implementation process. In order to make this process even stronger, it would be important that direct links are established between the Council of Europe's Conference on the European Landscape Convention and the networks. This would allow to the setting up of an informal pan-European cross-sectoral / multilevel supportive co-operation system dedicated to the Convention. The creation of such a system appears necessary and urgent if the political process sought by the Convention is not to remain a list of revolutionary intentions, confined within the close bounding lines of Council of Europe intergovernmental co-operation.

RP

Summing up and Closing Thoughts

Adrian Phillips

We have achieved a remarkable amount in just over 24 hours. That so much ground has been covered in such a short time is a tribute to the organisers of this excellent event (Paul Selman and Gareth Roberts in particular), the sponsors who generously supported it and to all of you who came here to share your experience and wisdom.

Michael Dower described his contribution as the opening 'bookend' to the event and I suppose I am therefore the closing one. The thought did cross my mind that bookends are put on the shelf – a suitable thought, perhaps, when you consider that Michael's and my combined ages are something like 140 years.

My concluding remarks cover five areas:

- ◇ Reflections on landscape
- ◇ Reflections on the ELC
- ◇ Why we are at crucial state in

the convention

- ◇ What we need to do now in our own countries to make reality of the convention, and
- ◇ What we need to do together in Europe.

We know that landscape is a powerful concept that people care about: you will recall that image of Mount Ararat, the iconic mountain which Armenians use as a reference point for their nation. Yet it is a hard task to describe what landscape is. It is always this *and* that: nature *and* culture, past *and* present, objective reality *and* cultural construct, a resource to be cared for *and* a medium through which decisions can be taken, and with tangible *and* intangible values. Most certainly, as Paul said, it is not a sector in its own silo.

So it is a slippery notion, hard to pin down. No single profession speaks for it. And because it is culturally related, it is difficult to get agreement among different people about what it is and what is valuable about it. It cannot be quantified. It tends to get co-opted by the defenders of the *status quo*, easily portrayed as anti-change and even elitist. In short, landscape is a topic which we can argue about for ages but not something about which it is easy to reach agreement.

Which is why the accomplishment of a continent-wide agreement on landscape, in the form of the European Landscape Convention, was all the more remarkable. To the architects of the convention, such as Riccardo Priore and Michael Dower, we owe a great debt of gratitude.

Let us recall first why this was such achievement. This is the world's first treaty specifically about landscape, and the majority of countries in Europe have signed and ratified it. It has given us a common meeting point around the complex idea of landscape. So while each country may approach the topic slightly differently, we can all do so within the shared language and the agreed framework that the treaty offers. The convention tells us that *all* landscapes matter, and that landscapes are about people as much as they are about place. Above all, it gives us the opportunity to raise the profile of landscape and enable us to talk about landscape issues with more confidence. It is not surprising therefore that speakers have today

referred to it as "opening the door" (Slovakia) and "solving problems" (Sweden).

If later I make some critical remarks about the convention, do not therefore think that in any way I belittle its significance or the achievement of getting agreement on the text and securing so many signatory countries.

So where are we now? I believe that we are at a critical stage in the history of the ELC. The first stage, up to 2000, was about building up to the triumphal agreement at Florence: in effect, the design stage. Since then the second stage has involved a preoccupation with obtaining ratifications – you might call this the establishment phase. Now we are moving into the all-important implementation phase. And it is at this point that things can go wrong.

I see two possible paths forward. In one, the ELC becomes increasingly important both at the national and international level. It is referred to more and more by governments. It actually influences the outcome of decisions on the ground. It is welcomed by communities throughout Europe and it really affects the lives of its citizens for the better.

Along the other path, it founders in an atmosphere of frustration and indifference. We can't get governments to take it seriously, we can't engage properly with communities, landscape remains a second or third order issue in public policy, and we watch the landscapes of Europe deteriorate around us. If you want a really depressing experience, look at the Council of Europe web site and find the page on international treaties forged by the Council. 176 were adopted before the ELC and 24 have been since. But, with the possible exception of the Human Rights Convention, how many have really impacted in day-to-day manner on the lives of people in Europe? Yet that is what we want of the ELC. The size of the challenge is truly daunting.

In fact the convention has begun to make an impact, at the national level and indeed below. We saw this in yesterday's informal session, in the display downstairs and in the addresses this morning.

There is a clear message for those

States that have *not* yet ratified the convention: use the time before you do so to explain the convention to the stakeholders in the government, and beyond. It is better to secure a body of support and understanding for what the ELC aims to achieve before you commit the country to its legal text. The dangers of signing up fast and then asking what it is all about were amply demonstrated by case studies from countries like Norway and Ireland.

For those that have ratified, we have a growing volume of practical experience and lessons learnt. Carys Swanwick summarised these very clearly this morning and I will only pick out a few points which struck me as especially important.

We have to address the difficult issue of governance. Who does what and at what level in relation to landscape? Where does the power lie? What mechanisms are available to get landscape integrated into sectors like transport and energy? Governance is indeed 'the elephant in the room' when we talk of landscape and it needs to be tackled as a core issue if we are to make real progress at the national level.

Nearly every speaker spoke of the need to raise public awareness about the convention. This is a huge and complex challenge. Several speakers referred also to a sense of powerlessness among European citizenry about the changes taking place in the world around them. We have to open up ways in which people can engage with landscape, by contributing their knowledge of it, their views on what is happening to it, and helping to determine its future. The power of the Internet should be harnessed here. I would mention two examples in the UK, the Ancient Tree Hunt run by the Woodland Trust [see <http://www.woodland-trust.org.uk/getinvolved/index.htm>] (which invites people everywhere to find and record 'old fat' trees) and the "Geograph" Project [see <http://www.geograph.org.uk/>] (which invites people everywhere to photograph their favourite grid square). These and many other examples around Europe show how we could engage millions of people in a meaningful way in understanding and caring for their landscape – thus making the convention real to the lives of people.

We have to win the argument that landscape is a medium or context through which to guide development and change every bit as much as a resource to be protected, managed and created. If we can do that, then the builders of roads, power plants and new homes will see a full understanding of landscape as a way to get the right development outcome, not just as an obstacle to their ambitions.

At the same time, we need to build alliances between landscape and areas that command high political and public attention, like health, education, biodiversity protection and coping with the effects of climate change and the switch over to a low carbon economy. We have to show how a better understanding of landscape will help achieve these broad societal goals.

Another lesson that we have learnt from this morning, with the example from Terry O'Reagan is the importance of asking ourselves at the national level "how well are we doing?", or monitoring -- in Michael Dower's words of last night. Developing simple techniques for this would be invaluable.

Finally we should look at the success of efforts, for example in Slovakia and the UK, to create a national strategy, programme, plan or framework to implement the convention. Does this work? If so, would it work in more countries?

Lastly I turn to the international level. What next for the convention at the European level? It seems to be clear that there is strong need to drive the convention forward. More specifically we need to:

- ◇ Encourage the exchange of best practice in the implementation of the convention. Michael Dower set out such an agenda last night. It is lengthy, ambitious and necessary,
- ◇ Develop multi-country landscape initiatives (such as trans-frontier landscape projects) among countries in Europe,
- ◇ Relate to interests outside the Council of Europe. So invite the EC to become a party to the convention and develop agreements with them; look at the potential for co-operation with other instruments (for example, does the Mediterranean Landscape Charter offer a way to engage with Malta's concerns about the non-European dimension to its

- landscape concerns?); and
- ◇ keep a strong contact with UNESCO and the World Heritage Convention, and
- ◇ Assess how we are doing at the international level, the mirror of the national importance of monitoring.

Quite a challenge. Is the convention as presently constituted up to job? My fear is that while the convention has been a great platform for our efforts so far in encouraging co-operation on landscapes in Europe, it may now become a ceiling to our aspirations. Let me explain why.

I have been involved in several international conventions, notably the Ramsar (wetlands) Convention, the Convention on Biological Diversity and the World Heritage Convention. It is clear to me that a successful convention requires three things: a periodic Conference of the Parties; a fund; a dedicated secretariat

The ELC has none of these things. It is indeed seriously constrained by Article 10.1, which assigns responsibility for monitoring the implementation of the convention to three existing committees of experts who report to the Committee of Ministers of the Council of Europe. This arrangement means that the level of political drive behind the convention and the high aspirations that it has engendered is very limited – one might cruelly liken this to a tanker driven by an outboard motor.

What can be done about this?
There are three options:

- ◇ *Develop a new convention or a protocol to amend the existing one.* That means going back to the drawing board, as even an amendment to the existing convention would have to be treated in law as if it were a new convention. Years of negotiation would follow, with no guarantee of success; and the governments who ensured the weakness of the convention by striking out proposals for a conference of parties, a fund and a dedicated secretariat would probably still oppose these again.
- ◇ *Develop an EU directive.* While this might seem attractive it is likely to be strongly resisted by many EU Member States who would see it as an unwelcome European intrusion (probably

Austria and the UK for a start). And it is surely questionable if the top-down, rather *dirigiste* mechanism of an EU directive is a suitable instrument for the slippery notion of landscape. (This does not preclude other ways in which the EU could help and complement the ELC, for example through a funded programme of activities on landscape).

- ◇ *Build supportive systems around the convention.* This option recognises that implementation of the convention cannot be left to the Council of Europe. But it would propose to complement the formal inter-governmental mechanisms of the ELC with supportive networks and activities. It is evident that this meeting favours this approach as the way forward.

Riccardo Priore has told us of two emerging European networks in support of the ELC. There is ENELC for local and regional governments and UNISCAPE for universities, about which Carys has just spoken too. A third is CIVISCAPE that Bas Pedroli has referred to. We need these networks and their arrival at this time is great news. But there is also a potential fourth network that appeared in Pavlina Misikova's presentation, a network of experts. I tend to cringe at the word 'expert', with its implied claim to knowledge from which others are excluded. But there is certainly room for a network of enthusiastic and informed individuals, working together in support of the ELC, and doing so in their individual capacities and without institutional baggage. Such a network can form what we, in Britain, sometimes refer to as a 'ginger group.' for the convention. The term means a group that provokes, prods and pushes ideas along. It may be that this meeting in Sheffield could start the process of setting up such a network and that the Landscape Research Group can play a part in beginning the process.

To conclude We have come a remarkably long way since 2000, but are now at a critical point in the history of the ELC. The momentum must not be lost. If it cannot be maintained through the Council of Europe alone, then now is the time to begin to build supportive networks and activities. This will help to make sure that the convention does become a reality across the diverse landscapes, and

among the diverse communities, of Europe.

AP

THE WORKSHOP SESSIONS

Workshop 1

Policy: raising 'landscape' on the political agendas in Europe.

Chair Paul Selman, Rapporteur Peter Howard.

The agenda

Landscape has often been as an afterthought (eg the land left over after development) or has been a negative constraint (preventing development in scenic areas). How can we change attitudes so that influential people see landscape in a positive way, supporting sustainable development?

- ◇ An economic driver – underpinning tourism; creating settings for investment; underpinning natural resource productivity; enabling value to be added to farm produce through regional branding etc.
- ◇ A social driver – creating a 'sense of place' in which people have pride, providing outdoor opportunities for improving health and fitness; providing a shared cultural heritage across Europe.
- ◇ An environmental driver – integrating a wide range of environmental functions and services (not just visual ones); providing a green infrastructure for urban and agricultural development across Europe.
- ◇ How can we promote landscape as an important topic in its own right and a cross-cutting issue delivering integrated benefits across sectors (health, culture, planning, agriculture etc).

The discussion

The chair reminded the group of the questions raised – changing attitudes by reference to landscape as an economic driver, as a social driver and as an environmental driver, and the promotion of landscape as a cross-cutting issue.

On economic issues, some of the working party favoured exercises to

remind governments of the financial value of landscape, for tourism, for industrial location, for community regeneration and in many other respects. While all agreed that the resulting figures might be surprisingly high for many policy makers, but some doubted the effectiveness of such exercises, in that they tended to reduce landscape to a financial value, so that all the other values, including that of identity-making, were then easily dismissed. Indeed some of the debate hinged on that question as to whether financial arguments or identity arguments were likely to be more effective.

We were reminded that we needed to be clear of the difference between policy, strategy and instruments, with the former usually the concern of central governments, and the latter of local administrations or private companies and individuals.

Several people made the point that before we could decide where to go, we should know where we are – so a careful review of existing policy documents was necessary, sometimes revising the language to take account of the ELC and the definitions used there.

A thread running through all the debate was the limits of subsidiarity. Clearly national organisations thought that the appropriate arena for action was the state (e.g. UK) or the nation (e.g. Wales) but the appropriate distribution of policies all the way from cadastre or parish through to Europe was important. Some considered that it was not possible to use landscape to make a European identity, but others pointed out that it was used to make an international Scandinavian identity.

There was some debate about the origin of policy. How are governments influenced? There were two main influences – only very crudely expressed by the phrases 'top-down' and 'bottom-up'. The top-down influences included the ELC being seen as an incentive and reminder to national governments to look at their policies; some thought the EU a more potent such force than the Council. Another suggestion was to put landscape issues into the constitution, which is happening in Sweden.

The opposite influence is by influencing voters, taking the Convention's requirements of participation very seriously. Explicitly linking the landscape agenda with the climate change agenda was seen as a particularly potent force. Some countries, e.g. Slovakia, had experience of engaging people at all levels of government, providing funds to local NGOs, but finding that landscape and nature protection were easily confused. The English experience of parish plans was also relevant but they had to be regarded as a process and not a one-off exercise. The involvement of communities was certainly seen as valuable, but it was important that some notice was taken of their plans and aspirations.

Participation – one significant issue was timing, and an example was given of a local community who worked very hard to research all the issues, but simply were not given sufficient time to make a valid case. Some institutions clearly regarded proper participation procedures to be very expensive, and there was some debate as to whether it should be seen as a cost or an investment. Examples were quoted where good local involvement had saved money, especially if wider social costs were considered, such as reduced crime. The cost of NOT getting good participation might be very high.

Workshop 2

Implementation: overcoming stumbling blocks and seizing opportunities

Chair Rapporteur Alister Sccott

The agenda

How useful are 'toolkits' in landscape protection, management and planning (eg Landscape Character Assessment, capacity analysis)? Do they need further development? Are there some 'tools' missing from the 'kit'?

Is there a tendency to treat landscape as a sectoral activity for one government department? How can it break out of these silos? How is the ELC being implemented through existing mechanisms, eg spatial plans, national guidance, regional programmes? Is this sufficient? Are new statutes? mechanisms necessary?

Are there examples of new

landscape measures or funds which definitely would not have happened without the ELC?

The discussion

The principle question addressed was to discuss whether the available tools are really participatory and whether they work? The question is hampered, of course, by the huge variety of approaches from country to country and the huge range of possible toolkits from visualisation techniques to the use of the internet.

There was a real need for landscape to become dominated by public discourse, and there is a major problem of the use of language and vocabulary in landscape tools when dealing with the public, exacerbated by the fact that many words are in daily use, but without the precision used by specialists.

At the outset of any project clearly defined objectives have to be laid down, and there are several oppositional situations to be addressed. These include whether to use reactive approaches with the public, or the much less used proactive approaches. In all cases there is a tendency for the voice of the 'usual suspects' to dominate and majority voices can remain hidden. There is a need or public ownership of the project to be real, not just represented in paper plans but visible in real actions on the ground. The UK National Forest is an interesting project here.

The ELC may act as a potential bridge, where 'top down' meets 'bottom up' but who, exactly, acts as that bridge? Do we need a trans-disciplinary negotiator to act as an interface? (though with a better job title!)

Promoting landscape as sectoral good

Cultural change as an issue may help us to move out of disciplinary silos, helping us to move from nebulous ideas to practical realities. Research will need to inform practice. If landscape is to become a political good in politicians' agendas, then a degree of pragmatic subsidiarity is needed in order to share responsibilities. But there are inevitably some national programmes where policy framework is top down in other sectors that impact positively upon landscape.

Some countries, e.g. Finland have used the concept of national/local champion to get ministers to act collectively, and some might have the principle of the One-stop-shop to simplify landscape governance. We need both landscape policies and the insertion of landscape in other policies.

Implementation through existing mechanisms

The success of the Convention can be done via marking schemes, but who does the scoring? And by whom and how is the community informed? We are aware that there are other significant EU initiatives which are directly relevant to landscape that badly need to be adjusted to meet the ELC (Natura 2000, WFD, Regional Development Programme). Such issues raise the matter of underfunding, exacerbated by the fact that some EU funds are not working to support the ELC. This brings home the issue of scale and role of the EU in financing projects and that funding is multi-level question.

Workshop 3 Research and training – needs and priorities

Chair Gareth Roberts; Rapporteur Tim Collins.

The agenda

The ELC requires expertise in:

- ◇ survey of landscape resources and character
 - ◇ definition and monitoring of landscape quality objectives
 - ◇ expertise in understanding how the finest landscapes can be managed – not just preserved
 - ◇ expertise in enhancing, restoring and creating landscapes
 - ◇ expertise across sectors (because landscape is to be integrated into many policy areas), not just a separate cadre of landscape experts
 - ◇ public consultation in relation to landscape survey and decision-making
 - ◇ landscape valuation.
- How well equipped are we to undertake these? Are there gaps in initial professional education, continuing professional development, short courses, school curriculum? Are there areas of good practice that can be shared throughout Europe? Are there areas where training delivery would benefit from transnational

cooperation?

The discussion

What areas might we flag up for Council of Europe? Who might pay for them?

The workshop was conducted largely as a brainstorming session, and Kenneth Olwig pointed out that the Convention does include a paragraph about research and training, but largely reduced to technocratic matters. But we need more than that kind of mapping; there are important issues of values, and ethnology and anthropology are critical here to provide this broader perspective. Issues within the cultural and anthropological field examine custom – what people do rather than what they say.

Carys Swanwick discussed the confusion between landscape as a thing or resource, both as a spatial unit to be assessed and as a value itself, an expressed aesthetic.

Hannes Palang suggested that politicians need to understand that these customs matter, as there was a real need to keep people in the countryside, in some countries, although in the UK people were repopulating the countryside.

Louis Cassar made the point that decision making is usually driven by development, and there was a serious breach between persons academic and those at the grass roots. This led to a discussion of public consultation and participation and the need to find innovative tools and mechanisms to achieve significant participation within reasonable time and resource constraints.

The issues is the gap between experts and non experts, and the need to educate people in landscape matters, while allowing this to be a genuinely two-way debate and not top-down training. This will certainly include spiritual understandings as well as technical ones.

Mauro Agnoletti said that Italy had money for local administration to run projects. More nature does not necessarily lead to better landscapes, but certainly doing things at local level is important.

UNISCAPE, being constituted in January 2008 is a group of universities cooperating in the study

of landscape convention problems, and is a proper arena for these kind of decisions and debates.

Kazmer Kovacs thought that the visual dimension of landscape might be underestimated, and suggested we needed to train people how to look, citing Alain Roget's ideas of visible components supported by invisible phenomena.

Maggie Roe was of the opinion that there is quite a lot of work done in terms of participatory approaches to landscape, but the trainers needed to be trained. It was essential to pursue the relationship between the ELC agenda and the climate change agenda, which offered opportunities as well as impacts.

Daniel Terrasson described the French national landscape programme on landscape and its discussions between scientists and landscape policy interests. There were several difficulties, including the lack of links between research and public decision-making and between research and education. We are good at survey, with little or no demands towards research. Policy tools for landscape protection are still lacking, and we are not sure of the actors, and their relationship to the population.

Major questions include:-

- ◇ How to convince politicians of the value of an economic understanding of landscape and development.
- ◇ We need to investigate sustainability and what it means in landscape terms.
- ◇ We need to understand what causes changes in landscape perception. Do tastes change more or less quickly than the landscape itself?

◇We need to work with children as with recent projects by the BBC and in Ireland.

REFLECTIONS ON THE ELC WORKSHOP

Professor Carys Swanwick

This is a personal overview of the main points arising from the presentations at the workshop. It does not claim to be a summary of what was said but rather it seeks to

offer a personal reflection on some of the key themes that emerged.

The diversity of Europe's landscapes and its institutions and approaches was a major theme of the presentations and was recognised as both a strength and weakness when it comes to finding a common approach to implementing the ELC. We need to find the common threads that bind us but also to protect fervently the diversity and distinctiveness that is such a characteristic of Europe. The idea of 'pragmatic subsidiarity' which emerged in discussion perhaps best sums this up.

People and place and the relationship between them is widely recognised as the concept of landscape that underpins the convention. But which people? It was particularly recognised that urban and rural populations will probably have a very different view of landscape issues and that attitudes will also vary from country to country. Perhaps the clearest message from all the presentations was the need to actively engage people with the idea of landscape, but we heard relatively little about how best to achieve this. There is a need for innovative tools to engage people and for greater exposure of landscape in the media.

Politics is everywhere playing a part in responses to the ELC and there was a clear sense that many governments are signing and ratifying the convention in the hope or even the belief that they can get away with doing nothing. It is though all too easy to be pessimistic and we have to remind ourselves of the great progress that has been made in focusing attention on landscape over the last twenty years. Despite that there is now a need for a step change in government commitment at all levels. There is an important role for 'landscape champions' who are needed in every government department, every agency and every regional and local authority. But such champions also need to have a common voice and to come together to share ideas and experiences – landscape forums in some countries offer good examples of how to achieve this.

Legislation has an important role to play in achieving the aims of the convention but it is often very fragmented and tends to be rather out of date – still concentrating on

protecting 'the best' of our landscapes rather than looking after 'the rest'. While legislation may not be the best way of achieving the aims of the convention there are interesting examples from around the world, such as Japan's relatively new 'Landscape Law' which is being piloted through engagement with a small number of local communities. Thought needs to be given to whether legislation helps or hinders the aims of the convention and thought also to what other mechanisms might encourage regional and local authorities to act.

Expert or public was a key theme in discussions about work to identify and describe landscapes and determine objectives, but of course it does not necessarily have to be one or the other. Ideally there should be a bringing together of both so that each can learn from the other and the sum can be greater than the parts. A new breed of landscape facilitator might be needed to achieve this but where will they come from? Training is needed but this is a highly multidisciplinary area involving many professions and disciplines. So who do we train and how; who trains the trainers; and how do we persuade people that they need training in the first place?

Finally - **the future**. Everyone talked of pressures for change in European landscapes and of the way that people may respond to change. Most of us are conservative in our views – we want the landscape to stay the way it is now. Landscapes will, however, always change: climatic variation and many other modern drivers of change may cause landscapes to alter quite dramatically in the next 50 years. How do we deal with the transition to these new landscapes given that is has been said to take at least a generation for people to accept new ones. We also should not accept change unquestioningly and we need to work hard, through the Convention and our various national tools and mechanisms, to make sure that we get the future landscapes that we want and don't look back with regret to what we have lost.

CS

THE POTTED BIOGRAPHY SECTION: PARTICIPANTS

The Editor apologises in advance for any misrepresentation or under representation of any person's abilities as listed here. These biographies have been twice distilled and something of importance will have fallen out.

Tina Blandford is Landscape Policy Officer in DEFRA's Landscape & Forestry team. She is responsible for establishing with Natural England an action plan on the implementation of the ELC

SPEAKER Elisabeth Conrad is an environmental impact assessment consultant and coordinator, working specifically within the field of applied landscape assessment. She is also a research associate with the University of Malta. She is currently conducting doctoral research on the valuation of cultural landscapes.

SPEAKER Louis F. Cassar is a landscape ecologist and environmental planner by training. He is currently the Director of the International Environment Institute of the University of Malta. In the course of his research, Louis Cassar developed a methodology that sought to value ecological resources at the landscape scale, addressing the gap between the domain of natural science and stakeholder concerns and involvement.

Professor Timothy Collins, is Associate Dean for Research and Development at the Centre for Art, Design, Research and Experimentation School of Art and Design, University of Wolverhampton, UK. On the Board of the Landscape Research Group, he is an artist and interdisciplinary academic interested in the relationships between art, environment and planning

INTRODUCTORY SPEAKER Professor Michael Dower Visiting Professor on European rural development at the University of Gloucestershire. In the period 1995-98 he occupied the position of expert adviser to the Council of Europe's working group on the European Landscape Convention,

and is currently advising the Ministry of Agriculture in Romania on the setting up of its National Rural Development Network.

Graham Fairclough works for English Heritage (EH). He is currently head of EH's Characterisation Team responsible for the national Historic Landscape Characterisation Programme and urban equivalents. He has published widely on historic landscape, heritage management and ELC issues.

Isabel Glasgow is Chair of the Firth of Clyde Forum and Chair of SSMEI Clyde Pilot Project. She was, for many years, Chair of the Scottish Council for National Parks and member of the Loch Lomond and The Trossachs Interim Committee.

Dr. Liz Hughes A geographer by training, Liz's background has been in both academic and professional arenas, variously as a research associate, a rural community development practitioner, university teacher, consultant, and project manager. All of these activities have related in some way to landscape planning, management or protection, either in a UK or an international context. Since 1995 she has worked for the International Centre for Protected Landscapes (ICPL), and since 2003 as Executive Director of the Centre. She is Vice Chair of UNESCO Cymru -Wales.

Sandi Howie is a Senior Scientific Officer and qualified landscape architect in the small 'protecting landscapes' team of the Environment and Heritage Service. She contributes to policy development on landscape protection in Northern Ireland. As a

Tim Irwin Tim has an honours degree in Civil Engineering He led the team responsible for producing the Sustainable Development Strategy for Northern Ireland which was published last year.

Jenny Camp specialised in GIS and rural geography at the University of Amsterdam, She has spent most of her professional career working on landscape assessment. She currently works for the Countryside Council for Wales on LANDMAP (Wales's landscape assessment programme) and the implementation of the ELC in Wales.

SPEAKER Hugh Llewelyn. Currently working as Defra Team Leader, Branch Head, Bristol, Landscape and Forestry, and for them leads on Landscape Conservation Policy and Forestry Policy in England. His work with others is to progress action plans on the implementation of the ELC in England.

SPEAKER Dr Kazmer Tamas Kovacs graduated in 1984 from the University of Architecture and Urban Planning "Ion Mincu", Bucharest, He now takes as his specialised area of expertise, the themes of architectural and urban design, monument preservation and architectural theory. He is currently working on the theory of built heritage and that of garden planning and landscape. His most recent book (2003) is entitled "The Time of Historical Monuments". He has written a number of papers mostly in his own language and done several translations out of romanian into english.

Margaret McClenaghan works at the Planning and Natural Resources Division of the Department of the Environment in Belfast. She has worked in the area of environmental policy and legislation for some 7 years. She is involved with natural heritage and has recently been asked to monitor the implementation of ELC in Northern Ireland.

Bob N McNeill studied geology at Edinburgh University graduating in 1977. He worked from till 1985 as a mining geologist in Central/Southern Africa . He then joined the Scottish Office/Executive/Government where he works now in the Scottish Rural Directorate, Landscape & Habitats Division. His work centres on landscape policy including National Scenic Areas, planning guidance, the Scottish Landscape Forum, the ELC, and UNESCO natural heritage site designations.

SPEAKER Professor Kenneth R. Olwig was brought up in the United States and studied in Denmark and the University of Minnesota. He is now in the Department of Landscape Architecture, Planning and Heritage at the Swedish University of Agricultural Science, Alnarp Campus (SLU-Alnarp). He is the co-chairman of the Nordic Landscape Research Network. He is also on the

board of LRG and an assistant overseas editor for *Landscape Research* with responsibility for continental Europe and North America. He is the leader of a research project, funded by the Swedish Heritage board, which is responsible for the implementation of the ELC in Sweden

SPEAKER Audun Moflag works in Oslo at the Ministry of the Environment and trained as an architect. He has been involved in development work in spatial planning and planning systems/policies. He takes part in the Informal Working Group in the Ministry of the Environment for coordinating implementation of the ELC in Norway.

SPEAKER Pavlina Misikova Graduated from the University of Comenius, Bratislava, Slovakia with a Masters degree in Environmental Science specialising in environmental planning and management. She works within the Ministry of Environment of the Slovak Republic in Bratislava, where she is the adviser on ELC matters. Prior to this she was an independent environmental consultant involved with spatial and landscape planning projects, the design of territorial systems and ecological stability.

Dr Bas Pedroli is employed at the University of Amsterdam. Bas is a senior landscape researcher with an academic background in physical geography and landscape ecology. He acted as invited expert of the Council of Europe for the aspects of public awareness, education and training with regard to the implementation of the European Landscape Convention. Recently he has taken the initiative to establish CIVILSCAPE, a European Platform of NGO's for the European Landscape Convention. Since 1997 he is has been employed by Alterra Wageningen UR in The Netherlands. He is secretary general of *Landscape Europe*.

Laura Sabrina Pelisetti is attached to the Centre de Documentation Historique, History of Art and Landscape using written texts to study the idea of landscape in Europe.

SPEECH IN SUMMARY Professor Adrian Phillips CBE trained as a planner and geographer. He has worked in London, Kenya and Switzerland for

the government, the United Nations Environment Programme and IUCN - the World Conservation Union. He was Director General of the Countryside Commission (1981-1992), and then professor at Cardiff University until 2000. He chaired the IUCN World Commission on Protected Areas (1994-2000), and has worked closely with the World Heritage Convention and European Landscape Convention. He has written and lectured on landscape and served on the boards of RSPB, WWF and CPRE. He is currently a trustee of the National Trust and the Woodland Trust, a Ministerial appointee on the Cotswolds Conservation Board, chairs the Gloucestershire Environmental Trust and is an advisor to the Heritage Lottery Fund.

SPEAKER Riccardo Priori is a lawyer in an official role to the Council of Europe. After a first degree he again studied law at the Libera Universita Internazionale degli Studi Sociali, Rome, where his dissertation was "Landscape law in relation to regional planning and environmental policies" subtitled this "towards a European convention on landscape issues". He has occupied a leading role in the ELC drafting committee. He also lectures at the Polytechnic University of Turin and the University Robert Schuman, Strasbourg. He is director of the provisional executive board of UNISCAPE which networks European universities on the implementation of the ELC.

SPEAKER Dr Pascual Riesco-Chueca is an associate professor at the University of Seville. He first studied mechanical engineering at Seville and then at Yale gained a PhD in studies which include technology as a component of landscape deterioration. He currently works on the evaluation of the landscape situation in Spin, and definition of research lines for the development of the ELC.

Norman Rigava trained in wildlife and protected area management in Zimbabwe and holds an MSc degree in Protected Landscape Management from the University of Wales. His main research interest is looking at the relevance of the European Landscape Convention in Africa, particularly southern Africa.

CONFERENCE CO ORGANISER Gareth Roberts, is an art historian, geographer and planner. He was Head of Environmental Policy at the Countryside Council for Wales (CCW) between 2003-2006 and prior to that Head of Recreation and Access and European Affairs. As a Director of the Landscape Research Group since 1989, Gareth has contributed to LRG conferences which have helped promote the ideals espoused in the ELC. He has travelled and worked widely in Europe and has particular interest in the Czech Republic

SESSION CHAIR Dr Maggie Roe editor in waiting Landscape Research and a board member of the Group, is a senior lecturer at Newcastle University which she joined in 1994 following a year of research at the Graduate School of Design, Harvard University. She has experience on building consensus between the public, voluntary and statutory organisations. She has been a Visiting Professor at Beijing University. Maggie is a Director of LRG and recently spoke on their behalf at the Council of Europe, Strasbourg at a conference on the implementation of the European Landscape Convention.. A second edition of her book *Landscape & Sustainability*, co-edited with John Benson has just been published by Routledge.

SPEAKER Dr Lionella Scazzosi is an architect whose PhD was in Preservation of the Historic Heritage. She is currently Professor at the Polytechnic of Milan. Since 1998 she has acted as consultant to the Italian Ministry of Cultural Heritage for Italian landscape policies and rules and the permanent Italian representative at the Council of Europe and its expert in the application of the ELC. She is author of a number of highly detailed reports on the Italian landscape.

Alister Scott is a senior lecturer in the School of Geography and Environment at the University of Aberdeen. His work is focussed on the extent to which policy has an impact on different countrysides and publics. He has worked extensively in the field of public perception of landscape in Wales and Scotland.

SPEAKER

Pere Sala Martí has a Master's in Environmental Impact Audits and Studies. He has worked as Technical Coordinator for the Catalan Landscape Observatory since 2005. His responsibilities include preparing the Catalonia Landscape Catalogues and he is co-author with Joan Nogué of the guides for their implementation. He is co-author with Arnau Queralt and Pere Torres of the document *Challenges of the Implementation by the European Region of the Directive on Strategic Environmental Assessment* (Departamento de Medio Ambiente, 2001)

CONFERENCE CO- ORGANISER

Professor Paul Selman joined the Department of Landscape at the University of Sheffield as a Professor of Landscape in October 2004, and became Head of Department in 2005. He has conducted research on the implications of the European Landscape Convention, and on the role of community participation in landscape management. He is the author of a recent book *'Planning at the Landscape Scale'* published by Routledge, 2006.

Arthur Spiegler is senior vice president of the organisation ECOVAST the European Council for the Village and Small Town which has 14 European national groups. He lives in Vienna.

Nancy Stedman is a board member of LRG and has worked in both landscape conservation and the visual arts. Following a period in private practice, she worked for what was then the Countryside Commission, then moved to the post of Landscape Conservation Officer at the Yorkshire Dales National Park Authority. She has worked on the mapping and definition of the Countryside Character Areas for the Countryside Agency. She now works as Landscape Advisor for the Yorkshire & Humber region of Natural England, also seconded to Pennine Prospects, the rural regeneration company for the South Pennines.

SESSION CHAIR

Professor Carys Swanwick, has been head of the Department of Landscape at the University of Sheffield since 1995. Previously she worked for 23 years as an environmental consultant with Land

Use Consultants (LUC) where she was a Director of the Company. Originally trained in biology and ecological conservation, Carys has played a leading role in the development of approaches to landscape character assessment over the last two decades. She was also responsible for developing the New Map of England for the Countryside Commission. For the last three years she has been involved in the 'Countryside Quality Counts' project to develop indicators of change in countryside character and quality.

SPEAKER

Theano Terkenli is an associate professor at the University of the Aegean. She began her academic life studying forestry at the university of Thessaloniki and followed this with an Masters degree in landscape architecture and a PhD in Geography both of these in the United States. She has a particular interest in cultural change, cultural landscapes, the concepts of cultural identity, place and home. She is much involved with the study of tourism. Theano has four books to her credit dealing with her main interests. She was the organiser of the PECSRL international conference in Greece 2004. She has published papers in *Landscape Research* **30/2**, *Landscape and Urban Planning* the *Geographical Review* and tourism journals both in English and Greek.

Daniel Terrasson studied as an agronomist and forest engineer and is now Senior adviser and Chief Engineer for Rural Engineering, Water and Forestry at the Scientific Direction of CEMAGREF. He began his career in the north of France. He then moved to French Polynesia as responsible of the forest program and of rural development in remote islands. He joined Cemagref, a public research institute in 1985. There he was head of the land management research department from 1994 to 1995, then joined the Direction Scientifique. Since 1998, he has been coordinator of the two national research programmes on landscape launched by the Ministry of Ecology and Sustainable Development. Daniel's fields of interest are the relations between sciences and public decision making, and the development of interdisciplinarity in research.

SPEAKER

Liga Vodopjanova works in Latvia for the Ministry of Regional Development and Local Governance

in long term development. She studied at the University of Agriculture, Latvia, specialising in land use planning. She also studied International Rural Innovation and Development at the Dronter Professional Agricultural University in the Netherlands. She is now desk officer working on questions of territorial and spatial planning at all levels. Liga has experience in producing GIS based cadastral data and the digital mapping.

Dirk Wascher has a masters degree in Landscape Architecture and works with Bas Pedroli and others at Alterra Green Worlds Research in Wageningen. He takes a particular interest in landscape modelling drawing on GIS and cartography. In 2005 he published a typology of European landscape types, with proposals for the use of cartography and indicators for the assessment of sustainable landscapes.

CO EDITOR OF THIS REPORT

Professor Peter Howard, a trustee of LRG for which he is International Officer. He is an English geographer, author of 'Landscapes: the artists' vision' (Routledge 1991) and Visiting Professor of Cultural Landscapes at Bournemouth University. He edited a volume of *Landscape Research* **(29.4)** devoted to issues arising from the Convention, and contributed a piece listing some of the major questions still to be addressed. He has taught widely in Europe. He is on the Scientific Committee of the Research Programme 'Landscape and Sustainable Development' of the French Ministry of Ecology run by CEMAGREF.

SENIOR EDITOR OF THIS REPORT

Bud Young has been on the board of the Landscape Research Group since 1971, and is creative editor of *Landscape Research Extra* which he launched in 1988. He studied geology at Oxford and soil at Reading University. He is chair of LRG's Research and Events committee. He now specialises in airphoto interpretation and digital mapping, and has 16 years of involvement in analysing, mapping and exploiting landscape overseas and 20 years of habitat and land use mapping in England and Wales. He takes a great interest in urban land use. He is particularly interested in communication of clever ideas in accessible language.

