

Landscape Planning at a Local Level in Europe

The cases of Germany, France, the Netherlands, the United Kingdom, Switzerland and the Walloon Region in Belgium



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Edited by:

Pere Sala, Laura Puigbert, Gemma Bretcha

Direction and coordination:

Pere Sala. Coordinator of the Landscape Observatory of Catalonia
Anna Moles Mariné. Head of Unit of Environmental Impacts. Ministry of Environment.
Government of Andorra

Editorial team of the initial technical document:

Irene Navarro, Roser Ginjaume, Jordi Grau, Àgata Losantos

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Photographs:

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Andrew Curtis: p. 117
Myrabella: p. 119

Edited by:

Observatori del Paisatge de Catalunya
Carrer Hospici, 8. 17800 Olot
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Francesc Camp Torres

Minister of Tourism and Environment of the Andorran Government

At the end of December 2011, the Consell General of Andorra approved the ratification of the European Landscape Convention as a logical step ahead after the multiple actions that have been performed in Andorra over recent years. The work carried out to date in the landscape area, mainly driven by the initiative of the Ministry of Environment, is totally in keeping with the obligations of the Convention.

Andorra organises and participates in many activities in the landscape area; we collaborate with the Council of Europe to produce workshops, seminars and publications; we also collaborate, as in this case, with the neighbouring Landscape Observatory of Catalonia which, for us, is a guarantee of quality and seriousness.

This publication on *Landscape Planning at a Local Level in Europe - The cases of Germany, France, the Netherlands, the United Kingdom, Switzerland and the Walloon Region in Bel-*

gium will be an essential document to be consulted by any interested party with a view to developing modern tools and instruments adapted to the characteristics of cities, regions and countries.

There are probably many states which will have to gradually redefine their regulations to include landscape matters because the general public are insisting on an improvement to their quality of life and tourists are increasingly more demanding with regard to the quality of the destination they choose. The translation into English of the study will ensure that the results of these months of intense work have an international repercussion.

I have no doubt that Andorra still has a long way to go and that many of the answers can be found in the document you are holding. I trust that this publication will be of interest to everybody who is concerned about landscapes, everywhere.

Joan Nogué

Director of the Landscape Observatory of Catalonia

At last, the landscape has reached the local world. This is how it had to be as the local scale is the most immediate one, the closest one to managing everyday landscapes. The local administrations are aware of this and have started to see the landscape as a driving force behind the development of the territories they administer. With this in mind, the Landscape Observatory of Catalonia, with the collaboration of the Ministry of Tourism and Environment of the Andorran Government, has carried out a study to get to know the main landscape planning tools and experiences in the local level that exist in Europe in greater depth, to be able to analyse their link to local planning. Therefore, this document should be understood as a tool that is being offered to the local world to be able to find points of reference, ideas and concepts that are applicable or adaptable to each reality.

The writing of this document, which complements the website “Landscape and the local perspective” at www.catpaisatge.net, coincides with a key moment for territorial and landscape policies in Catalonia, as well as in Andorra. The Ministry of Territory and Sustainability of the Government of Catalonia is in the process of drafting the new Territory Act. In addition, the Andorran Government is carrying out the priority actions established in the National Landscape Strategy, approved in February 2012. In this context, it is particularly worth-

while taking a look at the experiences developed in Germany, France, the Netherlands, the United Kingdom, Switzerland and the Walloon Region of Belgium to find out what tools exist in these countries for dealing with the landscape at a local scale and how they are linked to planning. Not to copy these experiences mechanically, but to encourage the creation of our own instruments adapted to our own geographical, cultural and legislative context, because it is true that this is the main pending task of the highly successful 2005 Act on the Protection, Management and Planning of the Landscape of Catalonia. In Catalonia, this law has easily met its objectives and has developed the instruments that were envisaged, such as the Landscape Catalogues and the Landscape Guidelines, instruments of a territorial scope, but not of a particularly local one. The time has come to complete the project. There is just a little more to be done. We will feel highly rewarded if the study described on the following pages contributes towards it.

However, none of this would have been possible without the complicity of the management and staff at the Ministry of Tourism and Environment of the Andorran Government and the general coordination of tasks carried out with such diligence and efficiency by our companion Pere Sala, the coordinator of the Landscape Observatory of Catalonia. I would like to express my sincere gratitude to all of them.

1. **Introduction**

Since its approval in October 2000, the European Landscape Convention (ELC) has become the European benchmark *par excellence* for landscape management. Gradually, institutional, regulatory and planning changes and adaptations have been taking place throughout Europe, as indicated by the ELC. One of the commitments in which most progress has been made in some European countries is that of managing and planning the landscape at a local scale, which in many regions of the continent already had a long tradition.

Local people are increasingly seeing the landscape as a driving force for their development and a way of increasing the general public's level of self-esteem, identity and quality of life. The time has come to face the enormous potentials the territory and its landscapes offer and to reach quality and excellence in what we do and where we do it, and it is at a local level where we are more likely to achieve these objectives today. The relationship between landscape and the local world is precisely one of the pillars of the roadmap of the Landscape Observatory of Catalonia: *Catpaisatge2020*. Country, landscape, future, the reason for which the Landscape Observatory created the website *Landscape and the local perspective* (www.catpaisatge.net/monlocal).

In recent years, landscape policies of a territorial nature in Catalonia have mainly been focused on writing landscape catalogues and introducing the landscape guidelines that resulted from the catalogues into the territorial planning. However, the transfer of the landscape from a territorial level to a local level is still pending, and is an aspect that is not sufficiently considered in the Landscape Act and which is tentatively developed by the Urban Planning Act.

The significance that landscape is taking on in the local area coincides with a growing need to review existing tools and strategies in Catalonia, as well as in Andorra. We are looking at a change in the way in which people relate to their territory and their nearby environment and which calls for changes in the way of looking at

this relationship, from conventional planning tools—which are not providing optimum responses to all the demands of the local world—through to forms of local governance. It is time to reflect on the validity of some tools and strategies on which landscape policies at a local level have been based to date and to analyse the opportunities to overcome current challenges.

This document, produced by the Landscape Observatory of Catalonia with the collaboration of the Ministry of Tourism and Environment of the Andorran Government, aims to provide some answers to these challenges. An initial step was to go beyond our borders, asking a series of questions: what tools exist around Europe to integrate landscape at a local scale? How are these tools linked to local planning (not just urban planning)? How effective are they? Is their application only dealt with in territorial policies or do they have a more systematic, global focus? What is civil society's role in them? How are they organised in the planning systems and in the respective landscape policies? The document is based on the report “Landscape Planning at a Local Level in Europe” and its link to urban

planning. The cases of France, the Netherlands and the Walloon Region in Belgium were drawn up by the Landscape Observatory of Catalonia and presented in November 2012 as a response to the request made by the Ministry of Territory and Sustainability of the Generalitat of Catalonia.

Objectives

The document, mainly pursues three objectives:

- To find out about the main landscape planning tools and experiences in the local area that exist in Europe and to analyse their link with local planning, both from an urban as well as a sectorial perspective.
- To bring new elements of debate and reflection regarding the incorporation of the landscape into planning, focusing on the enormous potentials that the territory and the landscape offer on a local scale.
- To contribute to the debates started by the governments of Catalonia and Andorra regarding their respective territorial and urban policies which should lead to new, more innovative and efficient regulations.

Selection of tools, regulations and cases of application

To write up this document, existing landscape tools and planning regulations in Germany, France, the Netherlands, the United Kingdom, Switzerland and the Walloon Region in Belgium were studied, as they have territorial and landscape policies that are recognised in Europe. The document does not aim to offer an exhaustive approach or to cover all the tools that could be included under the title “Landscape Planning at a Local Level in Europe”, but rather to look for other focuses and responses than those that exist here. For example, although France has particularly emphasised the landscape planning tools envisaged in the urban regulations, in the case of the Walloon Region, greater



Figure 1. *Landscape and the Local Perspective* website by the Landscape Observatory of Catalonia.

emphasis has been placed on voluntary supramunicipal landscape planning and management tools (although they also have urban planning regulations that take the landscape into consideration).

Closely linked to the previous criterion, the selection of tools in each of the countries also aims to show the great variety of possibilities that local planning has — or could have— when dealing with the landscape: from the use of well-established methodologies, such as the application of the landscape character assessment used at a local area in the United Kingdom, or the highly regulated tools for landscape planning (such as the French, Dutch and German landscape plans), including other tools for integrating landscape objectives into local and urban planning tools (such as the planning and programming guidelines in France) or tools that influence very specific aspects of the landscape, such as the landscape quality plan in the Netherlands, with a strictly aesthetic dimension.

Finally, cases of application considered to be exemplary with respect to the aspects that each tool highlights have been studied for each tool and for each country's tradition with respect to landscape planning or treatment.

Structure of the document

The document consists of seven chapters. After the introductory chapter, chapter 2 introduces the institutional and regulatory framework on which the landscape policies of the six countries chosen are based, emphasising the regulations and the landscape management and planning tools at a local scale. As mentioned above, the nature of the descriptions varies in keeping with the aspects considered to be most important to highlight.

In chapters 3, 4 and 5, which are the main body of the study, the main tools and experiences in landscape planning that exist at a local level in these countries are described. They have been classified into three types,

depending on the nature and the type of link with local planning:

- **Landscape planning tools (chapter 3)**, which looks at the tools and instruments specifically created for planning and managing the landscape at a local level.
- **Landscape in urban planning (chapter 4)**, which consists of local planning or urban tools, not specifically for the landscape, but in which the landscape takes on a protagonist role and conditions the envisaged planning.
- **Financial tools (chapter 5)**, in other words, financial mechanisms that result in landscape maintenance and/or improvement projects in the local area.

In chapter 6, a series of comments and reflections are made regarding landscape planning affecting local planning in Europe, obtained from the knowledge acquired in the subject and from the results of the study. The conclusions do not intend to be a magical recipe for incorporating landscape into the local world, but rather a series of guidelines and principles which, in our opinion and based on what is being found here and in Europe, could contribute to the current debate and to the construction of new, more efficient models.

The document finishes up with the list of all the references used in the study (chapter 7).

The next step: civil society's growing commitment

The landscape planning tools affecting local planning in Europe on which the study focused are eminently driven and managed by local, regional or national administrations. However, precisely as a result of the change in the way that people relate to the territory, mentioned at the beginning of this introduction, we are observing the birth of a series of initiatives led by local civil society, which are increasingly more dynamic and

committed to the territory, that also opt for quality of the landscape as a way for its development, and which cannot be forgotten if we wish to take a complete look at the current situation.

Therefore, this document represents a first step that is significant —but not sufficient— to be able to have a more complete vision that in the future will enable us to get to know the most interesting initiatives and experiences from close up. Both those led by the public administrations, as well as those led by civil society, and which will provide more responses to the challenges and to the questions there are today in the field of landscape management and planning in the local world, in Catalonia, as well as in Andorra and throughout the rest of Europe. The website mentioned earlier, *Landscape and the local perspective*, was specifically created to contribute to this purpose.

Landscape policies in Catalonia and Andorra

The writing up of this document coincides with a key moment for territorial and landscape policies in Catalonia, as well as in Andorra. The Department of Territory and Sustainability of the Government of Catalonia is in the process of drafting the new law on the territory, urban planning, architecture and landscape with the aim of bringing together all legislation related to land and landscape management in a single regulatory framework. Therefore, we believe that in view of the uncertainty and the questioning of existing tools, it is an important moment to contribute to the debate on how municipalities can address the landscape in our country.

The Andorran government is also carrying out the priority actions established in the National Landscape Strategy, approved in February 2012. To improve the urban landscape, as stated in the third objective of the strategy, we need to introduce the landscape into urban and territorial planning. In this sense, and in view of the ratification of the ELC by the Andorran government in

2011, the 2012 General Land Use and Urban Planning Act states the need to take the landscape into account in the content of parish organisation and urban planning.

In order to understand how the current landscape policies for these two territories were reached, it was felt that it would be a good idea to offer a brief summary of their respective regulatory contexts in the landscape area.

Catalonia

In December 2000, just two months after the approval of the European Landscape Convention, the Catalan parliament adhered to it. This was a first step that reflected the interest of the leading institution in the country to preserve and improve the landscape. Nevertheless, the fundamental steps were taken during 2004, with the creation, at the end of the year, of the Landscape Observatory of Catalonia and, the following year, with the approval of Law 8/2005, of the 8th of June, on the protection, management and planning of the landscape.¹

The first result of the Landscape Act was, therefore, the setting up of the Landscape Observatory, which has been operating since 1st March 2005, and which was conceived as the Generalitat of Catalonia's assessment body and as a way of creating awareness among the general public in matters regarding the landscape. The Observatory is a centre for thought, study, documentation and action on the landscape that promotes landscape initiatives and projects with the complicity of the stakeholders and which, over these years, has become the meeting place *par excellence* for the Generalitat of

1. Law 8/2005, of the 8th of June, on the protection, management and planning of the landscape (Official Gazette of the Government of Catalonia (DOGC) no. 4407 - 16.6.2005). It was developed by means of Decree 343/2006, of the 19th of December, in which Law 8/2005, of the 8th of June, on the protection, management and planning of the landscape is developed, and studies and reports on landscape impact and integration were regulated (DOGC 4723 - 21.9.2006).



Picture 1. The drawing up of the landscape catalogues has allowed a map of the landscapes in Catalonia to be obtained for the first time.

Catalonia, the local administrations, universities, professional groups and, in general, Catalan society for everything concerning the landscape.

Taking the law as the basis, in 2005, the Generalitat of Catalonia promoted the landscape catalogues, drawn up by the Observatory and created for the purpose of combining better knowledge about landscapes with landscape actions. The law defines them as “the documents of a descriptive and prospective nature that determine the type of landscapes in Catalonia, identifying their values and the state of preservation and proposing quality objectives that must be met.” Therefore, they

are an extremely useful tool for implementing landscape protection, management and planning policies in territorial, urban and sectorial planning through objectives of landscape quality; to integrate new uses or constructed features in the character of each landscape, and to promote a form of landscape governance based on participation and consensus.

It should be pointed out that the objectives of landscape quality defined by the landscape catalogues are incorporated in the corresponding partial territorial plans, through the landscape guidelines, a tool created by the Landscape Act, which therefore makes binding and fa-

cilitates the progress from the landscape catalogues to the planning tools, to sectorial policies and, in short, to action on the territory. This is a highly relevant aspect, and one of the few existing references in Europe.

The drawing up of the landscape catalogues has allowed a map of the landscapes in Catalonia to be obtained for the first time. There are 135 of them in all, which place the knowledge obtained at the service of action: without going any further, the map serves as a reference for urban, touristic, cultural and communication policies; it has been incorporated into compulsory secondary school books and is being used as a basis for local stakeholders when promoting landscape initiatives of any kind.

Therefore, the landscape units become a good basis for developing landscape policies at a local scale, although the current Landscape Act has a gap when dealing with this scale. The only tools promoted by the Landscape Act at a supramunicipal level are the landscape charters, which are voluntary and have a heavy component of consensus and of compliance with agreements, which become veritable landscape strategies between municipalities and which involve public powers and economic and social stakeholders to promote and introduce landscape improvement and management actions.

Another tool envisaged by the law, which has a financial nature, is the Fund for the protection, management and planning of the landscape, destined to developing landscape actions which, for some years, was mainly funded by the budgets of the Generalitat and by contributions from other administrations.

Another tool envisaged is the impact and landscape integration study and report, which ensures that activities located on land qualified as unavailable for urban development should fit into the landscape better.

Finally, one could not really talk about a landscape policy without including the challenge of citizen

awareness and education. This is why the Catalan Ministries of Education and of Territory and Sustainability, along with the Landscape Observatory of Catalonia have promoted the innovative educational project *Ciutat, Territori, Paisatge* (City, Territory, Landscape), which encourages students to work on the interpretation of twelve landscapes in Catalonia, representative of the diversity of landscapes found in the territory.

Andorra

In the Principality of Andorra, which covers just 468 km², concern with the landscape dates back, although in a sectorial way, to the 1980s, with the publication of the byelaw regarding advertising on hoarding in August 1982 and the Protection of the Cultural and Natural Heritage of Andorra Act.

With the later approval of the Constitution by the people of Andorra in a referendum held on the 14th of March 1993, the mandate of the Government was set regarding the rational use of land and of all natural resources, with the purpose of guaranteeing everyone a dignified quality of life; of re-establishing and maintaining a rational, ecological balance in the air, water and on the land for future generations and to defend local plants and wildlife and historic, cultural and artistic heritage.

During the early years of the first decade of the 21st century, Andorra had already started to pursue the objective of preserving its most valuable landscape. This can be seen by the approval of the Cultural Heritage of Andorra Act, of the 12th of June 2003, in which, in addition to the preservation of assets of cultural interest, the preservation of cultural landscapes, and the measures taken to protect the Madriu-Perafita-Claror Valley up until 2005, were envisaged.

However, the veritable landscape policies, in the sense of the European Landscape Convention approved in

Florence in October 2000 and ratified by Andorra on the 29th of December 2011, started in 2006. That year, the National Landscape Strategy was drawn up and a series of events to create awareness among citizens and training events for professionals (national landscape seminars in 2007 and 2009, postgraduate courses on landscape and territory with the University of Andorra in 2008 and 2009, the travelling exhibition “*L’Andorra dels paisatges*” and the *Som Paistage* resource for schoolchildren aged between 8 and 14 from 2010) took place.

The National Landscape Strategy is the result of several studies conducted from 2006 to 2009 by the Department of Landscape Management and Evolution of the University of Barcelona to identify and assess landscapes, and the National Landscape Strategy Forum, which the Andorran Ministry of the Environment organized at the end of 2010. The forum, which was attended by about sixty people from the administrations and from diverse economic and social sectors in the country, reached a consensus on the seven landscape quality objectives of the strategy, as well as a set of ninety-nine actions to achieve them, which were prioritised according to urgency and importance. Later, the set of these actions was analysed and reorganised to draw up the book of actions for horizon 2020, which includes almost fifty of them.

Therefore, the National Landscape Strategy, approved by the Government on the 27th of April 2011, follows the principles and objectives of the European Landscape Convention, which recognises that landscape is an important part of the quality of life of the population and that exceptional as well as everyday areas should be considered landscape. The Convention states that each country can agree on quality objectives for its landscape and define the necessary actions to achieve them, counting on citizen participation.

On the 24th of January 2012, the Minister of Tourism and Environment invited those who attended the Na-

tional Landscape Strategy Forum to the presentation of the actions envisaged for the 2012-2015 period, before submitting them to the Government for approval in February 2012.

Since their approval, diverse actions have been carried out to be able to meet the seven landscape quality objectives. We would mention, among others, the inventory and the solving of black landscape points, and the setting up of a marsh management plan, boosting new agricultural crops and the introduction of rural tourism, riverside forest maintenance, the adaptation of the network of refuges by creating two new manned refuges (Sorteny and Madriu), the publication of the *Guia d'integració paisatgística de les estacions d'esquí alpí d'Andorra* and holding a conference on landscape and ski resorts. In terms of awareness and citizen participation, we would highlight the section on the Ministry of the Environment's website that allows people to send in photos to denounce black landscape points, and the digital photography competition on the landscape, which is now in its third edition, with more than 101 participants in each addition. Another measure has been the creation of the National Landscape Committee as a body that follows up on the strategy and the exchanges between the Government, the *comuns* (the governments of each of the parishes) and the various stakeholders involved.



Picture 2. The National Landscape Strategy intends to deal with the seven landscape quality objectives thanks to a series of actions prioritised by urgency and importance.

2. Landscape policies

This chapter introduces the institutional and regulatory framework on which the landscape policies in Germany, France, the Netherlands, the United Kingdom, Switzerland and the Walloon Region are based, emphasising the regulations and the landscape management and planning tools at a local scale. As mentioned in the introductory chapter, the nature of the descriptions varies in each case, in keeping with the aspects considered to be the most important ones to highlight.

These countries were chosen rather than other ones because of the confluence of three criteria. In the first place, because of their recognised background and experience in territorial and landscape policies; secondly, because of their degree of internalisation of the principles of the European Landscape Convention (even without having approved it, such as the case of Germany). The third reason is their long tradition in developing landscape tools applicable at a local scale, whether with national legislative recognition or thanks to the commitment of their respective national and regional governments in this matter. The adoption of these three criteria excluded other interesting regulations and tools that could exist in other European countries from the study.

2.1 Germany



Germany, along with Switzerland, was the first European country to incorporate landscape management in its legislation. In 1976, Germany approved the Federal Nature Protection Act (*Bundesnaturschutzgesetz*, *BNatSchG*), in which it listed the contents of landscape planning (*Landschaftsplanung*). From the outset, the approach of German legislation to the concept of landscape, which has impregnated landscape planning in the country, is mainly based on its more ecological dimension.

After more than two decades since the approval of the law, in order to adapt it to the context of a reunified Germany as a result of the fall of the Berlin Wall, in 2002, and furthermore in the context of the on-going negotiations between national and federal level about certain competences in this field, a reform in the Federal Nature Protection Act was approved, which included the Natura 2000 network and the various federal nature and landscape protection services of the former FRG and GDR (the most recent of which was in 2010). Thanks to this reform, all German territory today follows the same landscape planning system. The body responsible for directing the landscape policies of the German government is the Federal Nature Protection Agency (*Bundesamt für Naturschutz*).

Although the basic objective of the Federal Nature Protection Act is the protection, restoration and development of nature, the development of the landscape—which also includes a cultural component—is among the purposes of the protection and improvement of the ecosystems. The law also proposes specific measures regarding awareness, training, management, protection and planning of landscapes that promotes an economic and social development that is compatible with territorial balance and an improvement in the quality of the landscapes.

It should be noted that in German territory, landscape planning is governed by the following principles: All people must conserve, protect and preserve the cultural, heritage and productive values of the landscape,

and, to differing degrees, the organisations and institutions must introduce landscape rules and ensure compliance with them.

A hierarchical system

Germany's territorial organization determines that the federal states (*Land* in singular, and *Länder* in plural) must adopt the objectives of the federal law and draft a law on the protection of nature and of the landscape itself (*Landesnaturschutzgesetz*) adapted to the needs of the territory. Therefore, the federal law is a general reference framework for the laws drawn up by the *Länder*.

In this way, landscape policies are carried out in a decentralised system, which covers the entire territory, with a very clear three-scale territorial hierarchy: federal state (*Land*), administrative region and municipality (*Gemeinde*), in keeping with legislation (*BNatSchG*). The municipal scale is considered to be the most determining area in which policy must end up being applied, as the municipalities have the competence to regulate aspects such as the construction of housing, or the creation of industrial estates, as well as landscape protection.

The main landscape planning tools at the different levels are the following:

- **Landscape programmes** (*Landschaftsprogramm*). These are the strategic landscape planning tools at a *Länder* level. The landscape programmes define the objectives and the basic rules for protecting, managing and planning the landscape in each *Land*. In some *Länder*, the landscape programmes have greater functions, such as protecting and managing plants and wildlife. Its objectives are integrated into the land use of each *Land* (*Landesplanung*).
- **Framework landscape plans** (*Landschaftsrahmenplan*). These are documents at a regional administrative level that contain information about the state of the landscape, as well as about the objectives for its protection, management and planning. Citizen par-

ticipation plays a significant role in its preparation process. These plans are integrated in the territorial planning at this level (*Regionalplanung*).

- **Landscape plans** (*Landschaftsplan*). These are tools at a municipal level that specify the measures of the framework landscape plan and implement them, in keeping with article 16 of the Federal Nature Protection Act. They define objectives and propose the uses of landscape, they specify the boundaries of urban development and formulate the landscape objectives. Citizen participation is important in the preparation process of these plans. They can have an impact on the urban development master plans (*Bauleitpläne*).

In a parallel way to the landscape planning tools already mentioned, there is another one, of a more sectorial nature, designed for planning, urban parks and gardens at a local scale (*Grünordnungsplan*). This tool lists the contents of the landscape planning for a specific area of the municipality, focusing above all on the management tasks of the open areas and green areas. The *Grünordnungsplan* can also be prepared as part of the landscape plan. In some *Länder*, the *Grünordnungsplan* are being replaced by landscape plans, which permit a more comprehensive treatment of the territory.

The planning system for the German landscape is completed with additional plans or support plans to landscape management (*Landespflegerischer Begleitplan*). These plans indicate the compensatory measures to be carried out to minimise the impacts on the landscape of different building projects, in particular infrastructures. The additional plans are part of the legally binding documents that are required to approve construction projects.

The integration of the landscape tools into territorial and urban planning

Federal law (BNatSchG) provides that the objectives, requirements and measures with territorial impact of the main protection, management and landscape planning tools mentioned above (in other words, those of

the landscape programmes, framework landscape plans and landscape plans) must be integrated into the corresponding territorial and urban planning, granting the landscape plans the value and the legal effects of territorial planning plans. Therefore this integrated approach is included in the federal state laws in this field. This aspect has been also included in the Federal Building Code (*Baugesetzbuch, BauGB*).

The integration of landscape planning into territorial planning can be done via two processes:

- **Primary integration** (*Primärintegration*). The different landscape planning tools are prepared directly as a comprehensive part of the landscape and urban plans (examples can be found in Rhineland-Palatinate, Bavaria and Hesse)
- **Secondary integration** (*Sekundärintegration*). By means of a process of balancing and evaluating (*Abwägung*), the contents of the landscape planning documents, drawn up as preliminary documents in their own right, are partially or completely integrated into the respective territorial and urban planning (examples can be found in Baden-Württemberg, Schleswig-Holstein and Saarland).

The landscape plans (*Landschaftsplan*), prepared at the municipal level are an extremely useful tool for meeting

this objective, as they represent the basis on which local authorities can make decisions regarding projects that affect the landscape, particularly with respect to unbuilt areas, or when addressing new sectorial plans. This is why this study describes this kind of plan in greater detail.

For many years, Germany has been implementing landscape protection and management policies. Together with this historic momentum, there is the fact that it is a hierarchical system, which impregnates all the levels of planning and, above all, the fact that from the federal government, the preparation and implementation of landscape plans is subsidised, all of which contribute to there being more possibilities that the policies follow the same criteria, that they are more coherent and that they meet the integrated landscape improvement objectives for the entire territory in a coordinated way. It also represents a guarantee by integrating citizen participation into the development processes of the various tools. However, the very fact that it is a highly established, rigid and carefully marked planning system makes it very difficult to propose new landscape planning tools that are not envisaged in the federal law, despite the effort that diverse civil society organisations are making to shape a more flexible system that allows other kinds of initiatives to be included.

Planning area	Landscape planning	Territorial planning	Relevant administration	Level of application
Land	Landscape programme (<i>Landschaftsprogramm</i>)	Territorial planning of the land (<i>Landesplanung</i>)	Land territorial organisation administration	1:500,000 to 1:200,000
Administrative region	Framework landscape plans (<i>Landschaftsrahmenplan</i>)	Territorial planning of the administrative region (<i>Regionalplanung</i>)	Regional administration	1:100,000 to 1:25,000
Municipality	Landscape plan (<i>Landschaftsplan</i>)	Urban development master plan (<i>Bauleitpläne</i>)	Municipal administration	1:10,000 to 1:5,000
Part of the municipality	Urban parks and gardens (<i>Grünordnungsplan</i>)	Partial plans	Municipal administration	1:2,500 to 1:1,000

Table 1. Existing relationship between landscape planning and territorial planning in Germany.

2.2 France



The way in which landscape is planned and managed in France is clearly related to the long, deep-rooted French tradition of creating parks and gardens. Beyond the coming into effect of the European Landscape Convention on the 1st of July 2006, in France, the main law on the landscape is the so-called *Loi Paysage* (Law 93-24 of the 8th of January 1993, on the Protection and Valorisation of Landscapes). The approval of the law involved a change in the previous regulatory approaches, which went from emphasising exceptional or touristic landscapes to emphasising the territory as a whole. The law proposes a series of measures aimed at better landscape integration in planning measures and policies and suggests tax incentives and regulatory measures that help to preserve the quality of the landscape as a whole. An example of this is the 1% landscape and development policy established in the Circular number 96-19 of the 12th of December 1995. It completes the Urban Planning Code (mentioned later on) through building permits, for which a study of placing the new constructions into the environment and the visual impact that they generate is required.

The *Loi Paysage* also makes a firm commitment to public consultation as a way to achieve better consensus between the stakeholders in the territory. In this respect, it establishes some of the tools that are prepared at a local scale, both in the municipal as well as the supramunicipal area, such as the landscape plans and landscape charters (*plans de paysage and chartes paysagères*). The latter should not be confused with the regional natural park charters (*plans de paysage and chartes paysagères*), which determine the application area of the guidelines and measures for the protection, improvement and development of parks and that also have a significant repercussion on local planning.

Apart from this, the law completes and reinforces the protection tools in the Circular of the 15th of March 1995, regarding tools to protect and valorise the landscape, and it does so increasing the competences of the

Coastal Protection Agency (*Conservatoire du Littoral*), reinforcing the regional natural park charters and defining the protection areas of the architectural, urban and landscape heritage (*zone de protection du patrimoine architectural, urbain et paysager*, ZPPAUP), currently known as Areas of valorisation of architecture and heritage (*aire de mise en valeur de l'architecture et du patrimoine*, AVAP).

Another landscape planning tool that should be mentioned is the landscape atlas (*atlas des paysages*), prepared by each French department at a regional level. The aim is that they should become reference documents in landscape matters, although so far they have had little concretion at a local level.

The French Ministry of Ecology, Sustainable Development and Energy (*Ministère de l'Écologie, du Développement Durable et de l'Énergie*), which is responsible for the environment and for territorial management and planning, housing and nature, is also responsible for landscape policy. In September 2014, this Ministry submitted the document called *Communication relative à la reconquête des paysages et à la place de la nature en ville*, a genuine roadmap on the landscape for forthcoming years.

Incidence of the landscape on urban planning tools

To understand the implication that the landscape has on French urban planning, we need to briefly get to know some of the fundamental principles established by the regulatory framework on the matter. They are the following:

- **Sustainable development.** The Guidance for the Sustainable Planning and Development of the Territory Act (*Loi d'orientation pour l'aménagement et le développement durable du territoire*, 1999) states that in France, economic progress, social protection

and quality of the environment and of the natural resources (and of the landscape) must be reconciled.

- **Decentralisation**, in other words, local empowerment. Municipalities and their associations have urban competences, and the region and the state have territorial planning competences.
- **Project for the territory**. The Law of the 13th of December 2000, regarding solidarity and urban renewal (*Loi relative à la solidarité et au renouvellement urbains, SRU*) provides that urban planning documents are the expression of a planning and a sustainable development project (*projet d'aménagement et de développement durable, PADD*), be it municipal or supramunicipal.
- **Public consultation**, in other words, public information, the involvement of local stakeholders and citizen participation that impregnates the entire process of preparing the documents.

In recent years, landscape has found itself a place in urban regulations. One of the most relevant changes that the SRU Act has introduced is the framing of the territorial planning and management tools within the central objective of sustainable development. This has led to the reduction of land consumption in non-urbanised areas and the densification of urbanised areas.

In article L121-1 of the Urban Planning Code (*Code de l'urbanisme*), it states that territorial planning tools with a local influence, such as the territorial coherence outlines (*schéma de cohérence territoriale, SCoT*), of a supramunicipal or regional area, and the local urban development plans (*plan local d'urbanisme, PLU*) and the municipal charters (*cartes communales*), of a municipal area, must try to establish a balance between urban development and the careful use of natural spaces, to preserve areas with agricultural and forest activity, to protect the natural environments and landscapes, as well as urban settings and remarkable architecture and to preserve and promote the urban, architectural and

landscape quality of the entrances to town centres and of green areas. In these tools, the landscape is the backbone feature of the territory.

Other tools that are used to include the landscape in local urban development plans are the previously mentioned PADDs, the guidelines for planning and programming (*orientation d'aménagement et du programmation, OAP*) and the protection and development of periurban agricultural spaces (*périmètre de protection et de mise en valeur des espaces agricoles et périurbains naturels, PAEN*). All these tools should follow the principles and objectives established in the *Grenelle de l'Environnement* Agreement, explained below..

The Grenelle de l'Environnement Agreement

Another key law to understanding how the landscape is incorporated into the French planning system is the *Grenelle de l'Environnement*. This law has led to relevant changes in the way of planning and managing the territory and the landscape.

It was created in 2009 with the aim of including the objectives of sustainable development into public policies, setting the Government's commitments in thirteen fields of action: construction, urban planning, transport, energy, biodiversity, water, agriculture, research, risks, health and environment, waste, governance, and information and training. The *Grenelle de l'Environnement* Agreement was reviewed on the 12th of July 2010, when it became known as the *Grenelle II Agreement*, and it was extended from 57 to 248 articles.

The chapters devoted to urban planning and biodiversity in the Grenelle I and II Agreements are those that have had the greatest repercussion on the landscape and on the local area. Thus, some of the objectives it pursues are the following:

- Harmonising planning at a metropolitan area scale.

- Studying the reform of taxation of urban planning and the possible limitations to artificially extending the territory.
- Reinforcing the regulations on advertising signs, with the aim of minimising the impact on the landscape, particularly at the entrance to cities.
- Extending the SCoTs to the whole of France before 2017.
- Reinforcing the urban planning code to simplify it, strengthen it and increase the introduction of the landscape into planning tools (SCoT, PLU, etc.).
- Fighting against the regression of agricultural and natural open spaces as a consequence of urban expansion.
- Maintaining and promoting biodiversity, reinforcing the national strategy for biodiversity.
- Setting up Green and Blue Networks (*trame verte et bleue, TVB*) that join the exterior and interior areas of the city and in which local authorities and different stakeholders collaborate, in a context previously defined by the state.
- Drawing up a study to define how to include the Green and Blue Networks into urban planning documents, plans for infrastructures and local taxation.
- Preparing a plan to organise and restore the green areas in cities, with the aim of preserving the biodiversity and adapting the urban landscape to the climate change.

One of the features of French legislation is its dynamic, active nature, in which the consensus processes with the stakeholders are found right from the beginning. This allows innovative methods to be used that are close to the stakeholders who come into direct contact with the territory.

2.3 The Netherlands



In the Netherlands, the general principles of landscape quality are integrated into territorial strategies and planning at a national, regional and municipal scale. Due to its unique spatial context, the strategies in land-use matters are highly advanced, as they are based on the belief that practically any transformation of the territory is possible. In this context, landscape management and planning in the Netherlands gives less weight to the preservation of the landscape and focuses more on creating and designing new landscapes. It should be added that the Netherlands ratified the European Landscape Convention in 2004.

Dutch policies regarding landscape matters are based on the conservation movements from the beginning of the 20th century. The role of foundations and societies for preserving the landscape have been and continue to be key features for developing landscape policies, both regionally and locally. The Society for the Preservation of Natural Heritage (*Vereniging Natuurmonumenten*), which is privately owned and was founded in 1905, was the first institution to acquire land for the purpose of preserving it. It currently has 700,000 members, and 100,000 hectares in its safekeeping. The *Landschapsbeheer Nederland*, on the other hand, coordinates and organises twelve associations, one for each province, to preserve the landscape in the Netherlands. These organizations convey most of the projects and tools for the conservation and valorisation of the landscape, at all levels of intervention. These associations are funded by calls for grants from the state, but they also receive a significant contribution from the proceeds of the National Postcode Lottery (*Nationale Postcode Loterij*). In general, NGOs have three action fields: nature protection and management of reserves, landscape management and citizen awareness, and policy influence on new spatial developments.

Towards landscape quality

The Dutch government has historically been responsible for guaranteeing the quality of the landscape and the preservation of the natural heritage at a national scale, and it has done so by promoting general principles or major strategic lines, which become authentic roadmaps.

In 1977, the Dutch government introduced the Perspective for Landscape Development (*Visie Landschapsbouw*). It included the need to develop landscape plans, both regionally as well as locally. In 1992, it approved the Landscape Policy Plan (*Nota Landschap*), which laid the foundations for current Dutch policy in landscape matters. In the plan, the main principles proposed were promoting the conservation, recovery and development of quality landscape, with the distinctive features of identity, aesthetics and sustainability.

In 1999, on the initiative of the Ministry of Education, Culture and Science, the Ministry of Housing, Urban Planning and Environment and the Ministry of Transport, Public Works and Water Management, the Belvedere Memorandum (*Nota Belvedere*) was prepared, the central axis of which was the cultural dimension of the landscape. Its main objective is to preserve, develop and restore the historical and cultural identity as a determining factor for future territorial planning. According to the Belvedere Memorandum, the historic and social identity of cities and of the rural environment should be taken as a starting point for development and as a source of inspiration for planning. The practical application of this memorandum concluded in 2010.

As a continuation of the Belvedere Memorandum, and to offer a response to the demands of society, at the end of 2008, the Landscape Agenda (*Agenda Landschap*) was drawn up. This document sets out the Government's landscape strategy up until 2020, with the aim of turning the landscape into a prominent factor in the

policies of the country with the collaboration of the economic stakeholders involved.

The social movement around the landscape in the Netherlands has been important in defining the strategies for the landscape at a national level. This was shown by the signing of the Landscape Manifesto (*Landschaps Manifest*) in 2005, by more than 40 stakeholders, including non-governmental organisations and diverse associations, within the context of the European Landscape Convention. The aim of the manifesto was to promote measures and activities from the signatory institutions as part of a transversal programme of a mixed public and private nature, with the following basic principles:

- The landscape belongs to everyone and is for everyone.
- Access to the landscape must be easy and beauty must be a significant aspect in its development.
- New planning actions should ensure the quality of the landscape.
- The landscape should be ecologically, economically, socially and culturally integrated.
- The landscape is a phenomenon that goes beyond borders.

Moreover, the state assigned twenty areas as national landscape (*nationale landschappen*), for their unique combination of natural, cultural and historic values.

In these areas, conservation coexists with the development of the agricultural world and of nature, and multiple options are offered so that citizens can enjoy the landscape, at the same time as them being places of special attention. Citizen participation in the management and conservation of these areas is fundamental, as forest and agricultural owners, water boards, etc. are involved in its maintenance and care.

The role of the regional and local administrations

In recent years, and as a result of a change in landscape policies, the 12 regions have been taking on competences in the landscape area. Thus, since 2012 the State (*Rijk*) has abandoned the role it hitherto had in landscape matters and has transferred some functions to the regions (*provincies*) and to the municipalities (*gemeenten*). Therefore, regions and municipalities work to maintain and improve the quality of their territory, and they do so within the context of the Strategy to Develop a Quality Landscape (*Landschap Ontwikkelen met Kwaliteit, LOK*), drawn up by the Dutch government, which still sets the main strategic lines in this

respect and which considers the quality from the following four perspectives:

- **Natural quality:** characteristics of the land, water, relief, physical geography, fauna and flora.
- **Cultural quality:** characteristics related to the cultural history, cultural renewal and architectural design.
- **Quality for users:** accessibility (recreational), multiple uses of the area.
- **Perceptive quality:** spatial variation, informative value, contrast with the urban area, green character, peace and quiet, silence, darkness.

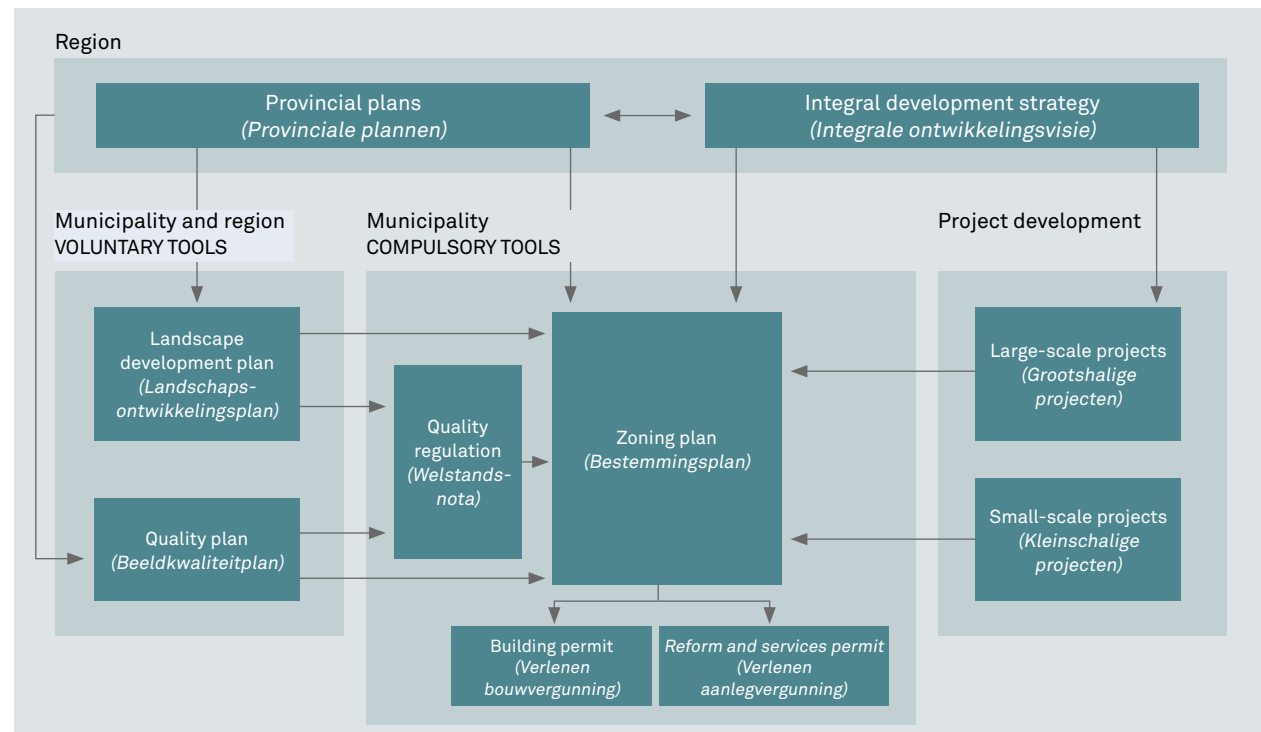


Figure 2. Diagram of the relationship between landscape planning and territorial and urban planning in the Netherlands. Source: *Handreiking Kwaliteit Landschap 2006. Voor provincies en gemeenten, 2006.*

The strategy for the development of a policy landscape is a guide that helps regions and municipalities to include landscape quality in their territorial development. Under the LOK, new projects are permitted as long as they improve or, at least, do not worsen the quality of the landscape. The LOK is applied to zoning plans (*Bestemmingsplan*), regional plans (*Streekplannen*), the local framework and regulatory plans that determine the aesthetic quality of constructed elements (*Welstandsnota and Welstandsbeleid*) and to the landscape development plan (*Landschapsontwikkelingsplan, LOP*).

The granting of building permits and of reform and services permits (*verlenen bouwvergunning and verlenen aanlegvergunning*, respectively) depends on compliance with the criteria contained in the *Welstandsnota*, both in the project phase as well as the development. This regulation can be complemented and/or influenced by another tool: the landscape quality plans (*Beeldkwaliteitsplan, BKP*). The BKPs are plans that, based on the definition of quality objectives, also determine how the constructive elements must fit in with their environment and which, therefore, also affect permits being granted. At a regional level, there are many landscape plans, specially related to quality, which stimulate municipalities to develop more specific guidelines at a local level. These plans are voluntary and are a result of each region's methodology and philosophy.

Since January 2012, with the state approval of the Land Planning Decree (*Besluit ruimtelijke ordening, BRO*), municipalities are obliged to take into account the cultural historic values of the landscape when drawing up their plans. This decision is the result of updating the 2009 Monument Protection Act (*Beleidsbrief Modernisering Monumentenzorg, MoMo*).

2.4 The United Kingdom



In the United Kingdom, the landscape has historically enjoyed highly relevant social recognition. Therefore, in 2006, the European Landscape Convention was signed and ratified, which involved the Department for Environment, Food and Rural Affairs, DEFRA. In addition to this, the government also has a significant system of government agencies with full powers to assess on the introduction and development of landscape policies. One of the most important ones is Natural England, resulting from the combination of the former Countryside Agency and English Nature. Another agency that plays an essential role in landscape policies, particularly those of a more heritage character, is English Heritage.

In Wales, Northern Ireland and Scotland, the introduction of the European Landscape Convention is developed by the Assembly of the Welsh Government, the Northern Ireland Department of the Environment and the Scottish Government, respectively. The body that is responsible for leading landscape policies in the Scottish Government is the Scottish Government Directorate of Environment and Forestry, as well as Historic Scotland and Scottish Natural Heritage.

Since 2007, the DEFRA, along with the government agencies Natural England and English Heritage and the Department for Culture, Media and Sport, formed an active working group to implement the European Landscape Convention in England (England Project Group), which was also joined by the administrations of Scotland, Wales and Northern Ireland, as well as their respective government agencies.

Landscape Character Assessment

One of the cornerstones of the landscape policies in England and Scotland since the 1960s has been having information about the landscape character², the factors that influence it, as well as the assessment of this character, from a national to a local scale, passing

through the regional scale. The concept of landscape character, based on the differentiation between landscapes and the features that give them personality, has evolved from only objective, scientific, quantitative approximations to the incorporation of the perception of the landscape by the citizenship. Another significant change has been that of overcoming the classic view of landscape considered to be unique in keeping with exceptional ecological or aesthetic conditions, and dealing with the rural English countryside as a whole.

Since 1993, the landscape character has been gaining weight as an assessment tool and basis for planning and has become known as the landscape character assessment, LCA. At this time, the Countryside Character Initiative programme was started to characterise rural landscapes, which has two main objectives: on the one hand, to identify, describe and analyse the landscape character and, on the other hand, to discover opportunities for preserving and/or improving it. In this setting, local administrations have been adopting an increasingly active attitude in developing their respective landscape character assessments.

One of the most visible results of the Countryside Character Initiative was obtaining the national landscape character map of England. Each of the resulting 159 national character areas, have been described in eight volumes and make up the top level of the hierarchy of scales with which the landscape character in England is assessed.

In Scotland, Scottish Natural Heritage has, in recent years, carried out in an exhaustive landscape character assessment programme, with the aim of also creating a hierarchy that defines the landscape types into three

areas: national, regional and local. Unlike England, Scotland has not developed its own landscape character map. Nevertheless, the information generated can be used for matters related to land use and urban planning.

Landscape in the local planning system

In recent decades, the landscape has been found, to a greater or lesser degree, in the English territorial planning system. For example, in the Planning Policy Statements, PPS, in landscape matters, it is established that the damages and impacts of certain actions must be minimised, and that the natural beauty of national parks and areas of outstanding natural beauty, AONB, must be preserved.

At a local level, the Core Strategy has been the key document for including the landscape in the Local Development Framework (LDF), plans. It is mandatory and coordinates how local development is intended to be. The Core Strategy can include the results of the landscape character assessment (LCA) at a local level; the

management plans of the areas with landscape interest at a national level (National Parks, AONBs, Heritage Coasts) and/or at a local level (local landscape designations); historic landscape characterisation; the need to develop a green infrastructure, GI, or the management strategies of the open spaces, that promote the development of rural areas, among others.

In order to simplify the planning procedures at a national level, and to grant more decision-making capacity to local authorities, since March 2012, the PPSs have been replaced by the National Planning Policy Framework, NPPF. This policy requires local authorities to draw up a local plan in which the Core Strategy specifies the strategic view and the long-term objectives (15 to 20 years) for the area, identifies the areas that it is intended to develop (urban extensions, new settlements or locations that need to be regenerated), and to draw up a map with the main proposals—a proposal map—that will become the spatial representation of the local plan.

In this regard, Article 58 of the National Planning Policy states that local plans should:

Landscape Evaluation	Landscape Assessment	Landscape Character Assessment
<ul style="list-style-type: none"> • Focused on landscape value • Claimed to be an objective process • Compared value of one landscape with another • Relied on quantitative measurement of landscape elements 	<ul style="list-style-type: none"> • Recognised role for both subjectivity and objectivity • Stressed differences between inventory, classification and evaluation of landscape • Provided scope for incorporating other people's perceptions of the landscape 	<ul style="list-style-type: none"> • Focused on landscape character • Divided process of characterisation from making judgements • Stressed potential for use at different scales • Linked to historic landscape characterisation • Emphasised need for stakeholders to be involved
Early 1970s	Mid 1980s	Mid 1990s

Table 2. Evolution of landscape character assessment in the United Kingdom. Source: Swanwick, 2009.

2. By landscape character, we understand the set of distinctive, clearly recognisable features found in a certain kind of landscape, which contribute to the fact that one landscape is different from another and give a specific area an identity of its own.

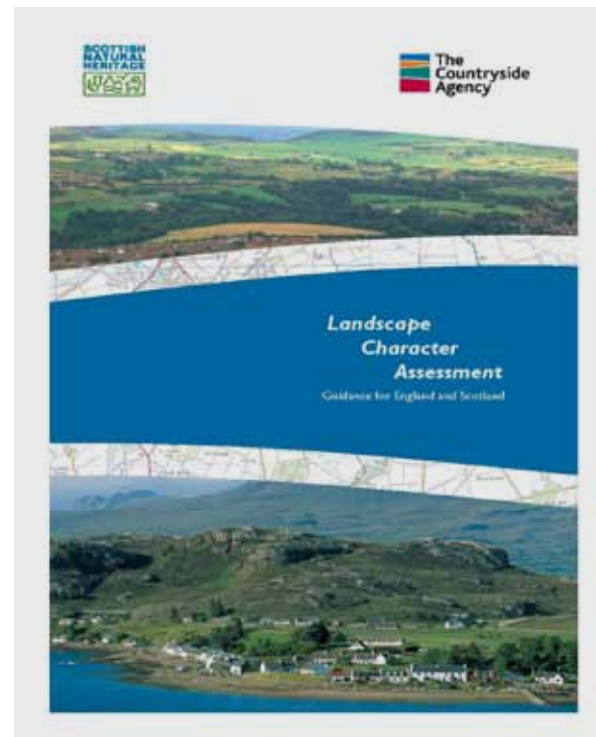
- Establish a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live, work and visit.
- Optimise the potential of the site to accommodate development, create and sustain an appropriate mix of uses (including incorporation of green and other public space as part of developments) and support local facilities and transport networks.
- Respond to local character and history, and reflect the identity of local surroundings and materials, while not preventing or discouraging appropriate innovation.
- Create safe and accessible environments.
- Improve the visual attraction as a result of good architecture and appropriate landscaping.

The National Planning Policy also stipulates that local planning should incorporate other relevant aspects, such as:

- Green infrastructure, GI, which improves accesses, guarantees quality of life benefits and promotes visual quality and green spaces, as well as restoring damaged areas.
- The effect of the climate change on the landscape.
- The quality of natural spaces and their biodiversity.
- The development of landscaped character assessments, integrated with historic assessments of the landscape, for areas that are likely to be more urbanised.
- Maintaining the landscape character of coastal areas that have not been built up, reinforcing their more significant landscapes and guaranteeing access to them, and the ability to enjoy them.

One of the ways to fund landscape projects locally is the Heritage Lottery Fund, HLF. This fund, which has been operating for more than 20 years, finances projects aimed at the preservation and appreciation of

English Heritage, as well as creating awareness about its values. More recently, it has funded projects based on creating landscape partnerships and understanding the landscape.



Picture 3. Natural England has played a significant role in the development and promotion of the landscape character assessment method. One example of this is the *Landscape Character Assessment Guide* (2002), published in collaboration with Scottish Natural Heritage.

2.5 Switzerland



In Switzerland, the landscape has historically been recognised as one of the bases of its national identity. This background can be found in the fact that the landscape was taken into account long before the signing of the European Landscape Convention in 2000, and therefore, before its ratification in February 2013. Landscape protection was inscribed in the Swiss Federal Constitution in 1962. In this country, landscape protection is governed by the 1966 Federal Act on the protection of nature and cultural heritage (*Loi fédérale sur la protection de la nature et du paysage*, LPN), by the Ordinance on the protection of nature and cultural heritage and by several special ordinances.

The Swiss landscape policy is the result of a very complex combination of rules, competences and stakeholders. In addition to the laws and specific ordinances on the landscape and nature mentioned above, there are also others in which the concept of landscape protection and management are relevant, such as the Federal Act on Spatial Planning of 22 June 1979 (*Loi fédérale sur l'aménagement territorial*, LAT), the Forest Act or the Agriculture Act. In the latter, farmers are recognised as important stakeholders of the landscape in view of the large agricultural surface area of the country and the important task of maintaining and managing the rural landscape that they carry out. The Swiss Agricultural Policy did reinforce the trend by instituting in 2014 a new direct payment entitled “contributions to the quality of landscape” and which support regional landscape projects.

The management of natural policies in landscape matters

The federal office that manages landscape policies in Switzerland is the Federal Office for the Environment FOEN (*Office fédéral de l'environnement*, OFEV). The FOEN initially based its policies on the provisions of the LPN, and was responsible for ensuring that the sectorial policies of the Swiss Confederation guaranteed the protection and conservation of landscapes, as well

as the urban features or the natural or cultural monuments. Therefore, the landscape concept has always been closely linked to the protection of historic and natural heritage.

Later on, with the approval of the Swiss Landscape Concept (*Conception Paysage Suisse*, CPS) by the Federal Council in 1997, Switzerland officially defined the concept of *landscape* with a broader meaning that was closer to the principles of the European Landscape Convention. Thus, the CPS, a kind of strategy for Swiss landscape, gives a twist to Swiss landscape policies.

The CPS reflects article 13 of the LAT and obliges all the federal services that participate in spatial planning and their activities to reassess the landscape and take it into consideration. It aims to combine the various laws related to the landscape into a set of objectives that specify the actions required on the territory. The general and sectorial objectives are obligatory for the Confederal Government. However, they have a merely indicative nature for the cantons and for the municipalities. The CPS includes objectives and measures, both from the point of view of biodiversity, as well as landscape in a broad sense.

One of the measures adopted in the CPS framework was the drawing up of the guiding principles of the FOEN, known as *Paysage 2020*, and approved in 2003. This document contains goals to be followed by the FOEN in matters of biodiversity and landscape. Over recent years, the eight fields of action and the thirty-eight quality objectives included in *Paysage 2020* have been based on the work of the FOEN.

Switzerland has been permanently reviewing and improving the various political tools to adapt to the rapid evolutions of the general and social context, as well as the evolution of the work methodologies and new knowledge in the field. In this sense, the CPS and *Paysage 2020* have been restructured and have generated two new political strategies. On the one hand, all the objectives for biodiversity have been structured around

the Swiss Biodiversity Strategy, adopted in 2012 by the Swiss Federal Council. On the other hand, the objectives for the landscape were consolidated in the FOEN Landscape Strategy (2012), detailed hereafter.

Also, the LPN was revised in 2007 with the institution of the “parks of national importance” (National park, Regional nature park, Nature discovery park). The aim is to promote regions characterised by high natural and landscape values, which are pursuing sustainable development and meet the specified criteria. These parks have to arise from regional initiatives and to be backed by the local communities.

The FOEN Landscape Strategy

The FOEN Landscape Strategy pursues an integrated, strategic policy that defines general objectives, complemented with some transversal objectives. The two general objectives of the federal nature with regard to the landscape have a long-term approach, with a view to horizon 2030, and are the following:

- The evolution of the landscape should take respect for its identity into account.
- A better understanding of the landscape services and their permanent preservation.

Of the general and of the transversal objectives, seven spheres of action of the Landscape Strategy are derived. They are the following:

- To promote a more coherent landscape policy.
- To reinforce the incorporation of the landscape in the Confederacy activity.
- To emphasise interest in unique landscapes.
- To consolidate and improve landscape services.
- To formulate objectives in terms of the quality and the evolution of the landscape.
- To share knowledge and to communicate.
- To expand knowledge and observation (monitoring).

Regarding landscape monitoring, the FOEN initiated in 2010 the Swiss Landscape Observation Programme (LABES), which assesses and documents the state and development of the Swiss landscape.

Landscape management at the regional (canton) and at the municipal level

The regions (cantons) as well as the municipalities have significant competences in landscape and territorial planning. While the Confederacy has the CPSs and the sectorial planning plans (such as those of the national infrastructures), the regions have master plans for the development of the territory which must be complied with for municipal area plans. Some regions have a landscape master plan that the municipalities also have to take into account in their local planning plans (*plans d'aménagement local*, PAL). However, the municipalities can also elaborate their respective landscape plans, whether in the framework of their local planning plans or independently of them.

To do this, the FOEN has designed the landscape development plan (*conception d'évolution du paysage*, CEP) tool aimed at the municipal area as well as the regional one, which allows the perspectives of landscape development to be determined from the points of view of its sustainable use and its ecological and aesthetic valorisation. The CEP is based on the involvement and collaboration of the citizens. Legally, it is a basis for planning, as it comes as a recommendation.

In the context of landscape policies in the local area, apart from territorial planning and landscape planning, we would also mention the Swiss Landscape Fund (*Fonds Suisse pour le Paysage*), created in 1991 by the Swiss Parliament. This organisation, which is endowed with economic resources by parliament itself, provides economic support to landscape projects promoted by private individuals or by associations and foundations, as well as those of a municipal or regional initiative. Between 1991 and 2013, two thousand projects benefited from this support, which came to 125 million Swiss francs (some 100 million euros). Therefore, it is an organisation with a national scope which offers support to local projects.

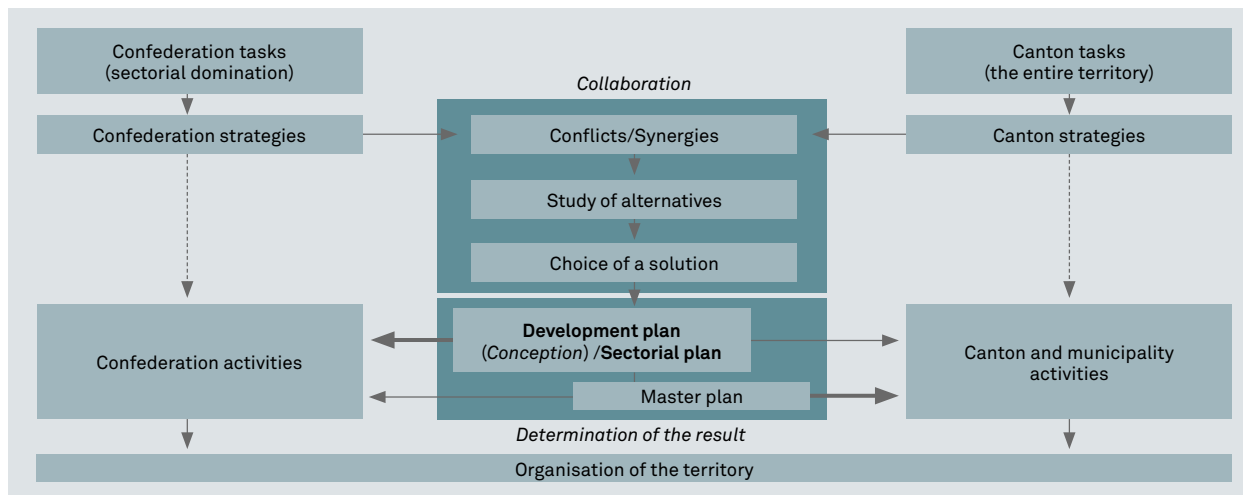


Figure 3. Complementary nature between the development plans (*conception*), the sectorial plans and the regional master plans (*cantons*). Source: Office Fédéral de l'Aménagement du Territoire, 1997.

2.6 The Walloon Region, Belgium



Belgium is a country with a great diversity of landscapes as a result of its geophysical and natural diversity and of a long history of multiculturalism. From an administrative point of view, it is a federal state, made up of the regions of Flanders, Wallonia and Brussels capital. Since 1980, these three regions, with full powers in areas such as planning, environment and heritage, including landscape, have been determined by the country's policies in these areas.

The federal state defined landscape units for the entire region based on physical aspects. In the same way, each region has undergone a distinct development in terms of infrastructure, urban development and the transformation of rural areas, meaning that the evolution and treatment of the landscape is different in each of them.

This document focuses on the landscape policy of one of the Belgian regions, the Walloon region, as although

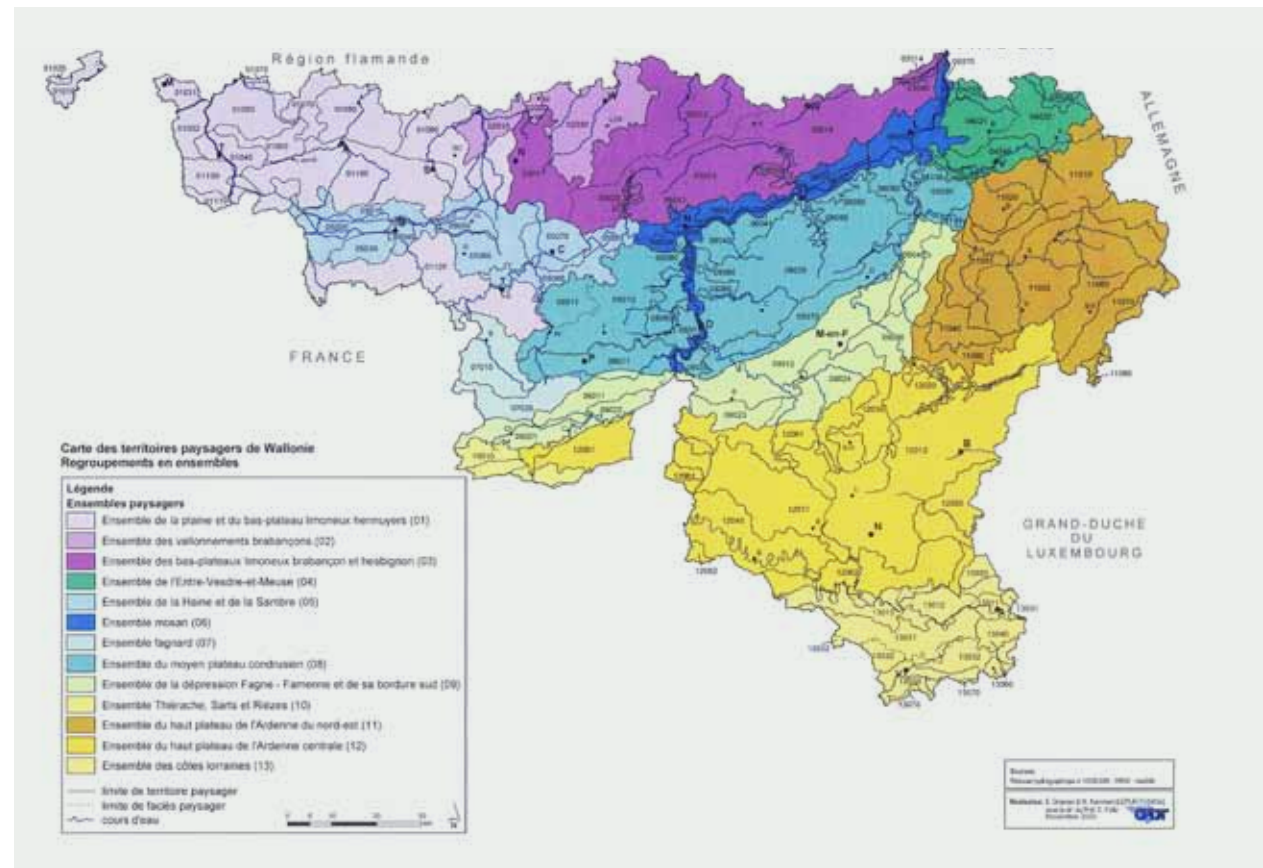


Figure 4. Map of the partnerships for the landscape in the region of Wallonia, Belgium. Source: Direction Générale Opérationnelle d'Aménagement du Territoire, DGO4.

it does not have any legislation specifically dedicated to the landscape, it has a long tradition of considering the landscape in public policies, particularly in regulations relating to the heritage and to territorial planning.

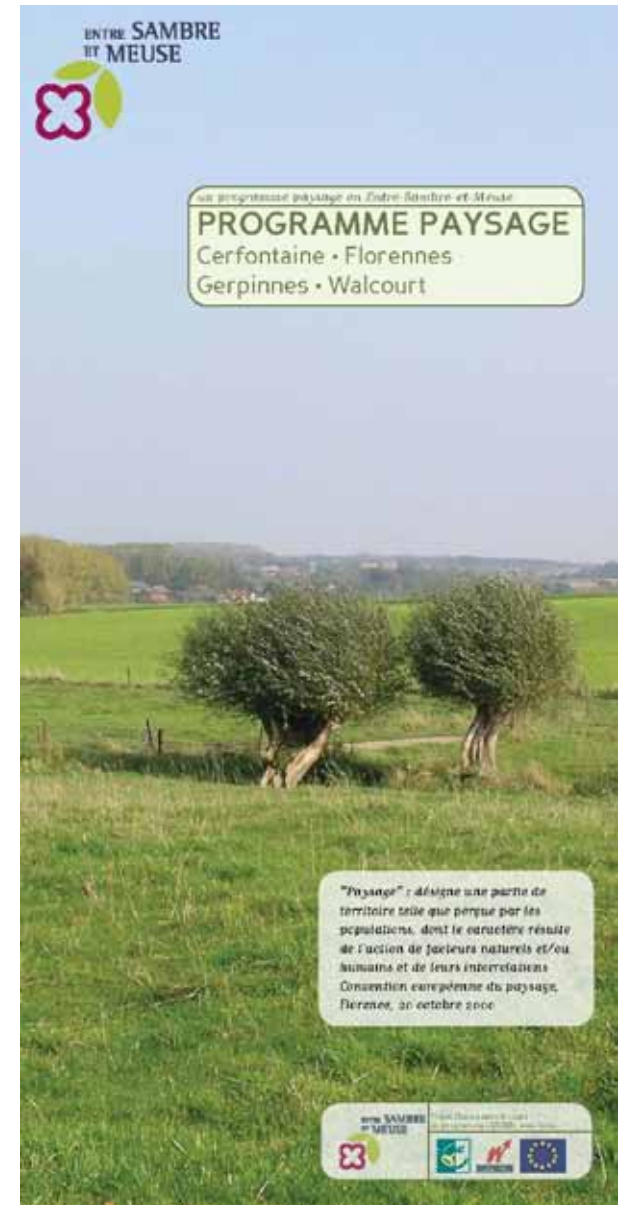
In 1997, the landscape was legally registered in the first article of the Walloon Code of Territorial, Urban and Heritage Planning (*Code wallon de l'Aménagement du Territoire, de l'Urbanisme, du Patrimoine et de l'Energie*), which considers the landscape to be a value that the public authorities must guarantee and manage. From this time onwards, the landscape became a question to be taken into account in certain procedures and management measures, and the obligation to integrate the landscape perspective into planning documents, such as sectorial plans, the plan of supramunicipal structure (*schéma de structure communal*)³ or urban and environmental reports was established. The ratification of the European Landscape Convention by the Walloon Region in 2001 and the Belgian government in 2004 represented a further stimulus to developing landscape policies.

In the current context of Wallonia, the sectorial plans (*plans de secteur*) are the reference tool for territorial planning. However, these plans do not influence the multiple stakeholders that act on the territory. There are other instruments with local influence, such as the General Regulation on Constructions in the Rural Environment (*Règlement Général sur les Bâtisses en Site Rural*), the Supramunicipal Urban Planning Regulations (*Règlements Communaux d'Urbanisme*), and the landscape programmes (*programme paysage*), of a voluntary nature, which complement them and help to protect specific areas.

Therefore, in the landscape area, the function of the regional government of Wallonia, through the Gen-

eral Directorate of Territorial Planning (*Direction Générale Opérationnelle d'Aménagement du Territoire, DGO4*), is that of defining landscape guidelines which the municipalities will later adapt to their territories. Specifically, the DGO4 encourages local stakeholders to develop tools to improve or take into account the specific landscape of their territories, taking the need to involve the citizens in decision making into consideration at all times. One way of promoting these tools is co-funding and supervising the landscape projects of diverse supralocal association structures, also known as landscape partnerships (*partenariats pour le paysage*). The actions that these partnerships promote can be multiple and varied, such as the creation of a photographic observatory of the landscape, drawing up landscape studies, the development of landscape programmes, making an atlas of the landscape or the creation of a landscape interpretation centre. To ensure the coherence of the initiatives undertaken, it is fundamental that there is good coordination between the partners (*partenaires*).

Moreover, the ratification of the European Landscape Convention, mentioned above, also served as a stimulus for the development of a map of the landscapes in Wallonia (*carte des territoires paysagers*) and for the development of diverse initiatives of evaluation, management, education and training in the landscape by the DGO4.



Picture 4. Cover of *Programme paysage d'Entre-Sambre-et-Meuse*.

3. Guidance, management and programming development document for a supramunicipal territory.

3.

Landscape planning tools

This chapter offers a selection of landscape planning tools in the local area (understood as the tools and the methodologies designed for planning and managing the landscape in the sense given by the European Landscape Convention) that are linked to local planning.

The variety of approaches to the landscape that the countries analysed have determines the existence of a high diversity of tools, both with regard to the scales of application (municipality, a group of municipalities, specific areas within a municipality), the thematic focus (designed to preserve the landscape, to maintain and improve the quality of the landscape from an aesthetic point of view or to plan the landscape in the sectorial way or in an integrated way) as well as to their level of involvement with the planning.

Despite these differences, a single model of presenting the information was established. A description is given of all the instruments that are mentioned regarding what kind of instrument it is, an explanation of the procedure and the contents it includes, as well as the variety of forms of application at a local level. Each instrument also incorporates an example at the end.

3.1

Landscape Plan

Landschaftsplan

Germany

Description

Article 16 of the Federal Nature Protection Act defines the German landscape plans (*Landschaftsplan*) as landscape planning tools of a local area drawn up by the municipalities, which, following the hierarchical order of the German planning system, must specify and implement the measures of the landscape framework plan at a regional scale (*Landschaftsrahmenplan*).

The Landscape Acts of the various *Länder* state that the landscape plans are a voluntary initiative by one or several municipalities, but that, once approved, they are

binding. One of the most relevant aspects is that the local authorities use the landscape plans to meet the nature conservation and landscape improvement objectives while integrating them into the master urban plans (*Bauleitpläne*), on which they have a direct impact. These plans may cover one municipality or several at the same time, and to write them up an exhaustive process of citizen participation is carried out.

The landscape plans, mainly based on the more ecological dimension of the landscape, include multiple aspects regarding the protection, conservation, regeneration and development of nature (ecosystems, species, protected areas, etc.) and of the landscape (landscape units, landscape features subject to protection, restoration, rehabilitation and improvement, etc.), as well as the analysis of the historic evolution of the landscape in order to obtain:

- An approach that aims for low levels of land use and of landscape impact (they assess the impact of proposals for development on the landscape and propose alternatives, if necessary).

- An increase in the efficiency of the planning processes.
- Promoting the attractiveness and image of municipalities with the aim of improving the quality of life of the population and promoting economic development.
- A guarantee of the integrity of the natural ecosystems, while developing proposals for protection of features and species that are valuable in the landscape, as well as the management of water resources.
- An improvement in the opportunities for recreational use and tourist development, putting together an inventory of natural and rural areas, identifying their character and quality, and facilitating access to them through planning green connectors.
- Promoting local products.
- Increasing the sense of local identity.

Content

Most of the German *Länder* have published manuals for drawing up landscape plans and, thanks to this, the content, structure and sequence of the procedure of the plans is often very similar for the landscape plans within the same *Land*. In general, the content of the landscape plan is made up of:

- The description of the protected areas and of the plants and wildlife in the area of the plan.
- The special provisions (land use, description of the mineral resources that are extracted, etc.).
- The consensus of the objectives and the measures for managing and preserving nature and the landscape.

The report of the landscape plan is divided into three phases:

- **Inventory and assessment.** This enables basic information to be obtained on the state of the landscape, its functional capacity, its qualities and opportunities, as well as the impacts that affect it. The

<p>Scale: Supramunicipal and municipal</p>	<p>Key aspects</p>
<p>Reference framework</p> <ul style="list-style-type: none"> • Federal Nature Conservation Act (<i>Bundesnaturschutzgesetz - BNatSchG</i>) • Land Nature Conservation Act (<i>Landesnaturschutzgesetz - LNatSchG</i>) 	<ul style="list-style-type: none"> • Drawing up the landscape plans is a voluntary initiative. Once they have been written up and approved, they are binding. • The landscape plans are incorporated into the master urban plans (<i>Bauleitpläne</i>), which are municipal planning tools for a 10 to 15 year period, on which they have a direct influence. • Citizen participation is important to prepare them, particularly in the phase for defining objectives and measures. • Local authorities use them to prioritise their landscape conservation, improvement and management actions. • They guarantee the integrity of the natural ecosystems and improve the opportunities for the recreational use and tourist development of them through the
<p>Summary: Landscape plans are landscape planning instruments at a local scale that influence multiple aspects of protection, conservation, regeneration and development of nature and the landscape (landscape units, protected features, restoration, rehabilitation and improvement, landscape image, etc.), and are integrated into local planning through the master urban plans (<i>Bauleitplan</i>). The landscape plans define the limits of urban development and formulate the landscape objectives for the place.</p>	<p>landscape. They promote the attraction and the image of the municipality.</p> <ul style="list-style-type: none"> • The development of a transition map which puts the inventory, the measures and the objectives of the landscape plan on the same level as the symbology and standards of representation of urban planning make its implementation easier. • The German Federal Government rules the implementation and subsidises the hierarchical landscape planning system in such a way as to guarantee coordination and greater coherence between the plans. <p>Examples</p> <ul style="list-style-type: none"> • <i>Stadt Norderstedt Landschaftsplan</i> • <i>Nachbarschaftsverband Karlsruhe Landschaftsplan</i> • <i>Stadt Fulda Landschaftsplan</i>

inventory provides information mainly about the land, the water, air, climate, the plants and wildlife and their habitats, as well as the recreational value of the landscape.

The aim of the assessment phase is to determine the areas that require protection and management measures.

- **Planning objectives.** The future strategy and the objectives it is intended to meet are established.
- **Planning measures.** In this phase, the measures and actions to be established are defined to protect and manage the nature and landscape in the area of the plan. It is developed with the participation of all the stakeholders involved: local public administration, related governmental offices, landowners, users of the areas, the general public, planners, associations and NGOs, etc. It is fundamental that the contents of this phase should be easy to understand in order to make access to them easier and to improve their implementation. Also, and with the same aim, the measures are described in the greatest detail possible, setting a calendar for the implementation, the main targets of the information and the information about how, where and with what financial support they will be carried out.

Each of the previous phases includes, as a rule, a mapping representation that will help with the localisation and implementation.

To facilitate the implementation of the landscape plan, a transition map is developed, which puts the inventory, the measures and the objectives of the landscape plan on the same level as the symbology and standards of representation of urban planning. For example, the areas that federal law establishes and that are represented in the urban planning are included in the mapping of natural protected areas of the landscape planning inventory, and the same is done with features such as water or agricultural areas, among others. In this regard, it is considered that making the landscape plans easy to understand improves the possibilities of successfully implementing the plan.

Application

Landscape plans represent a very important tool to introduce the landscape (agreed on through processes of citizen participation) in municipal planning, specifically in the master urban plans, which establish the municipal objectives for a 10 to 15 year period, and which include the land use plan (*Flächennutzungsplan*) and the construction plan (*Bebauungsplan*). In this respect, it has been observed how the consideration of the landscape in urban planning is more effective when a landscape plan has been developed. With the adoption of the landscape plan in the planning processes, they become legally binding.

Landscape plans are often considered by the local authorities as priority programmes for their own conservation, improvement and landscape development measures. They also represent a magnificent opportunity for carrying out a follow-up on the evolution of the landscape and showing the community in which condition it is found, as well as the progresses that have been obtained as a result of the improvement of the quality, and therefore of the image and attractiveness offered by the place.

In addition to being integrated into the master urban plans (*Bauleitpläne*), the implementation of the landscape plan can take place in three other ways, which are not incompatible with each other.

- Integrating the plan into the nature conservation policies: determining areas of protection and mitigation measures, assessing compatibility with laws on species protection, etc.
- Integrating the plan into sectorial planning (on more general scales).
- Integrating the considerations of the plan into the approval procedures of specific projects (such as projects for carrying out a mining activity or forestry exploitation) that must take into account the requirements and the measures of the landscape plan drawn up for its area of action.

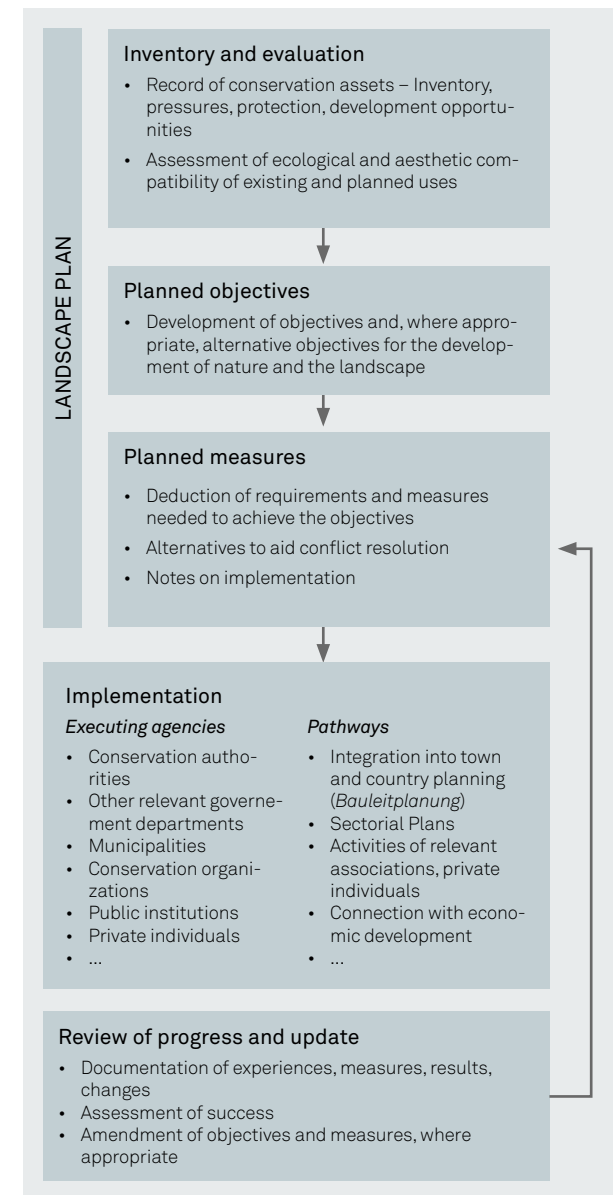


Figure 5. Sequence that is followed to draw up the landscape plans. Source: *Landscape planning for sustainable municipal development, 2002.*

Stadt Norderstedt Landschaftsplan

The landscape plan for the city of Norderstedt, approved in 2007, is applied at a local area and receives public funding. Its aim is to establish the requirements and the measures for achieving the nature conservation objectives throughout the municipality, both in the urban part as well as the periphery, and the open spaces.

Specifically, the following objectives are pursued: (a) the protection and the creation of ecological networks; (b) the protection, restoration, improvement, development and maintenance of certain parts of nature and the landscape, ensuring a recreational use that respects nature; (c) the protection, restoration, development and maintenance of the habitats and plant and wild animal communities, and of the biotopes protected by law; (d) the protection, regeneration and improvement of the quality of the land, the water, air and climate; (e) the elimination or reduction of adverse effects on the natural environment; (f) the maintenance and development of the diversity, uniqueness and beauty of nature, and (g) the protection and care of historic cultural landscapes and of other particularly important landscapes.

The contents of the landscape plan are incorporated into the municipal plan, as established by the Urban Planning Code (BauGB) and the Federal Nature Con-

servation Act in the Slesvig-Holstein land. The contents of the Norderstedt Landscape Plan are also determined by the law and are heavily focused on the study and assessment of the ecology of the landscape.

Initially, an analysis and an exhaustive, detailed description are made of the landscape features: habitats, protected species, soil, water, air quality and climate, landscape and recreational uses. The evaluation is carried out by estimating the sensitivity of these features, and the risks and opportunities that affect them.

The second part proposes the objectives and measures which, having made the analysis and valued the framework landscape plan (drawn up at a regional scale), must be applied to preserve the landscape and the nature of the place. The objectives and the measures are once again established following the classification of the landscape features: system of open spaces (landscape and recreational use), natural environment (flora, fauna, soil, water, air and climate), as well as for the protection and care of the cultural historic landscape.

The landscape plan includes an extensive mapping of the features analysed, particularly of the biotopes and uses of the land and areas of special protection. A map is also made with the location of the priority measures to protect and develop the territory, nature and landscape.



Picture 5. The landscape plan establishes the measures that should be applied in favour of the maintenance and development of the diversity, the uniqueness and the beauty of nature, among others.

3.2 Landscape Charter

Charte Paysagère France

Description

According to the French 1993 Protection and Valorisation of Landscapes Act (*Loi Paysage*), the Landscape Charter (*charte paysagère*) is a tool for reaching consensus on strategies between public and private stakeholders, applicable to the local, supramunicipal or regional area, for the protection, management and planning of the landscape, with the aim of maintaining its values.

The Landscape Charter is a tool for promoting territorial reflection and knowledge and recognition of the landscape, as well as for making decisions in the local area. It has no legal weight; in other words, it is a voluntary initiative and compliance with it only depends on the commitment acquired. In fact, the charters are

promoted by groups of organisations which, at the end, formalise their involvement by signing a document that summarises all the objectives and measures defined in the charter and commit themselves to applying them. This is also the reason why the scope of these charters depends on the promoters and on the investment it is decided to make. The targets of the charter are the general public at an individual level as well as the territorial stakeholders (private sector) and the local administration (municipal and supramunicipal) with the ability to make decisions in these matters, as well as other stakeholders with an interest.

The charter aims to define the landscape quality objectives of a territory and translate them into precise plans of action, with the agreement of all the signatories of the charter. The landscape study that is written up during the preparation process of the charters allows the evolution, dynamics and the transformations of the landscape to be understood in a prospective way, with a transversal view of the different policies acting on the territory. Therefore, the charters allow the framework for these evolutions from the perspective of a unitary territorial project to be established.

Content

There are four basic stages in the preparation of a Landscape Charter:

- **Knowledge and diagnosis.** The phase that allows the territory in which the measures are to be developed to be understood. It must be linked to the challenges that have been raised by the charter; therefore it must show the landscape values of the territory, its identifying aspects and the challenges or dynamics of the landscape in question. To perform this diagnosis, existing information is used, such as that contained in the landscape atlas (*atlas du paysage*), as well as the fieldwork and above all, the exchange of impressions with the stakeholders of the territory. The diagnosis must provide the geographical, historical and cultural bases of the landscape, as well as highlight the exemplary initiatives that are carried out in it and point out any inconsistencies.
- **Landscape quality objectives and actions.** In this phase, based on the results of the diagnostic phase, an overall project is defined for all the territory, which is later broken down into more local measures that allow the quality objectives to be met. The objectives and the measures vary from one charter to another depending on the territorial challenges that arise in each place. Nevertheless, in all cases the uniqueness of the landscape, the expectations of the inhabitants and the territorial reality must be taken into consideration.
- **Strategy and programme of actions.** The phase that consists of selecting the actions to be developed, identifying the stakeholders involved and making an inventory of the means available to be able to carry it out; this is therefore the objectification stage. Coherence and synergy with other sectorial projects and communication regarding the envisaged actions to the territory are two fundamental aspects for this phase to be successful.

Scale: supramunicipal

Reference framework

Act 93-24 of the 8th of January 1993, on the Protection and Enhancement of Landscapes (*Loi Paysage*)

Summary: The Landscape Charters are agreement tools between private and public stakeholders to define objectives and actions that allow for the valorisation, protection and management of the landscape in a specific area.

They are voluntary tools, generally promoted by organisations of territorial bodies, with the purpose of getting the general public to participate. The acceptance of a Landscape Charter is translated into the

signing of a document summarising the objectives and the measures, which implies a commitment by the signing stakeholders to carry out the conditions stipulated in it.

Key aspects

- The Landscape Charter is a document showing agreement between stakeholders in favour of the landscape, which involves taking on commitments to introduce the objectives envisaged based on a programme of measures that has been agreed upon and signed.
- To prepare a charter, participative processes are carried out from the beginning of the study.
- The charter works within a prospective

landscape notion; in other words, it asks what landscape is wanted for the future.

- The Landscape Charter is a voluntary tool, often promoted by civil society, which can become mandatory for territorial and urban planning by means of translating the premises that are contained in the planning documents (SCoT and/or PLU).

Examples

- *Charte paysagère de l'AOC Costières de Nîmes*
- *Charte paysagère de la vallée du Salagou et le cirque de Mourèze*
- *Charte paysagère du Piémont des Corbières*

- **Revitalisation and development.** The implementation phase in which the main objective is the incorporation of the principles of the charter into the territorial and urban planning documents, their practical application and creating awareness among the general public. Over time, the charter can be reassessed and redirected.

The preparation phases of the Landscape Charter are very similar to those of the landscape plan (*plan de paysage*) (see page 42). However, the difference lies in the objectification of the process, in other words, in its final phase. In a Landscape Charter, the directions that are defined are signed by all the affected parties and, therefore, the initiative takes on a formal value with the acceptance of the commitment by the stakeholders.

Application

The charter aims to fulfil shared objectives and directives approved by the different groups of stakeholders that use the territory in question. To prepare a Landscape Charter, a follow-up committee is set up, which should define the perspectives and the objectives of the charter, participate in writing up the dossier of conditions and find funding for preparing the study as well as for later carrying out the revitalisation.

The Landscape Charters are included in the territorial and urban planning, mainly by means of the territorial coherence plans (*schéma de cohérence territoriale*, SCoT, see page 76) and local urban development plans (*plan local d'urbanisme*, PLU, see page 80) (see chapter 2). This gives the Landscape Charter a mandatory value, as well as alleviating the limitations of these two tools when specifically dealing with the landscape.

Following up on the application of the Landscape Charters is a fundamental feature for their success. Having someone responsible who ensures the correct functioning and application of the programme of actions on precise, coherent activities carried out on the territory is necessary and essential for its correct func-

tioning and continuity. Nevertheless, the most important factors, so that a charter is successfully applied, are involving the local stakeholders (associations, farmers, local administrations, the population, etc.) and getting their consensus, as it will be the stakeholders who will develop the programme of actions. Therefore, it is worth mentioning that the charters that are carried out in Regional Natural Parks (*parc naturel régional*) have greater guarantees of functioning being defined by territories, as they have a structure of active control of the territory, in which the stakeholders are accustomed to reaching agreements on other matters.



Picture 6. Landscape readings that were made during the preparation process of the Landscape Charter for the foothills of the Corbières Mountains.

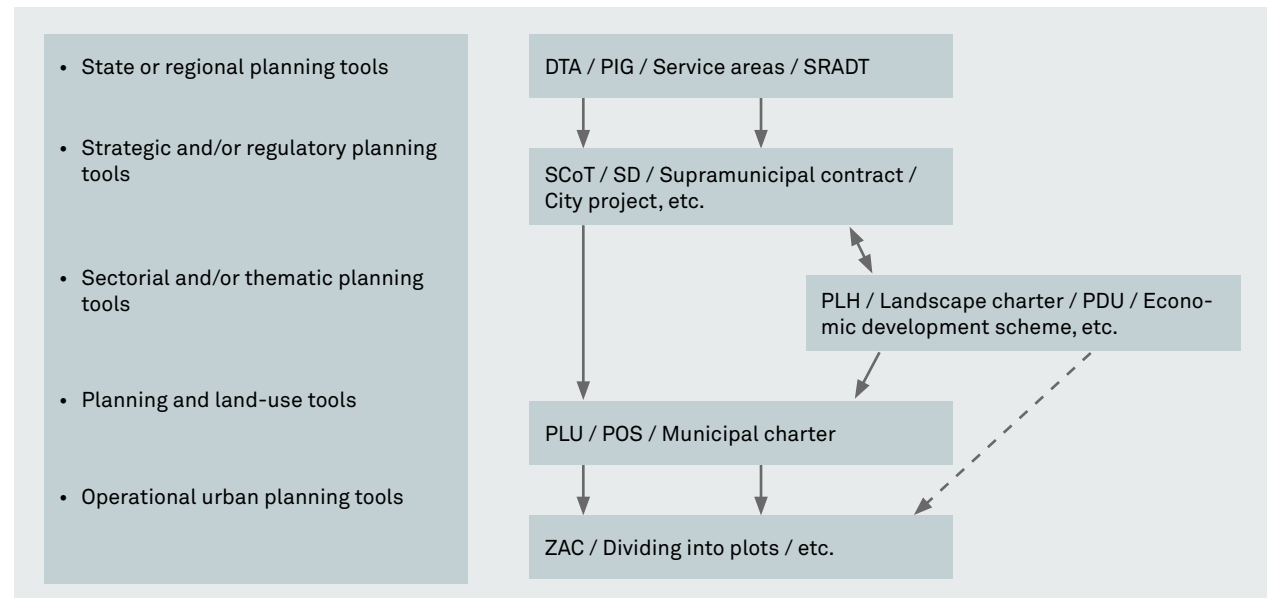


Figure 8. Relationship of the Landscape Charter with the territorial planning and urban development documents. Source: Coquelet and Meunier, 2008.

Charte paysagère et environnementale de l'AOC Costières de Nîmes

The Costières de Nîmes Landscape Charter (started in 2006 and signed in 2007) covers a supramunicipal area and brings together 24 municipalities in the south of the Nîmes community. The Charter, developed with public funding, was an initiative of the union of the Costières de Nîmes Denomination of Origin (*Appellation d'Origine Contrôlée* [AOC] *Costières de Nîmes*), with the support of the Community of the metropolitan area of Nîmes (*Communauté d'Agglomération Nîmes Métropole*) and the Regional Directorate of the Environment Languedoc-Roussillon (DIREN Languedoc-Roussillon).

The region is characterised by its important wine-producing activity and a high level of urbanisation, in fact, it concentrates 45% of the total population of the Gard Department. The territory is also crossed by numerous communication lines. Therefore, it is an area in which aspects such as urban pressure, the development of new infrastructures, the appearance of areas of activity and the abandonment of agriculture, among others, must be taken into consideration. These questions were the basis of the work carried out in this Landscape Charter.

The aims of the Costières de Nîmes Landscape Charter are to identify the landscape characteristics of the territory being studied through carrying out a diagnosis at the scale of 24 municipalities of the AOC; to propose communication, valorisation and landscape conservation actions, and to create a reference document in matters of knowledge, awareness creation and management of the landscapes in the territory of the AOC.

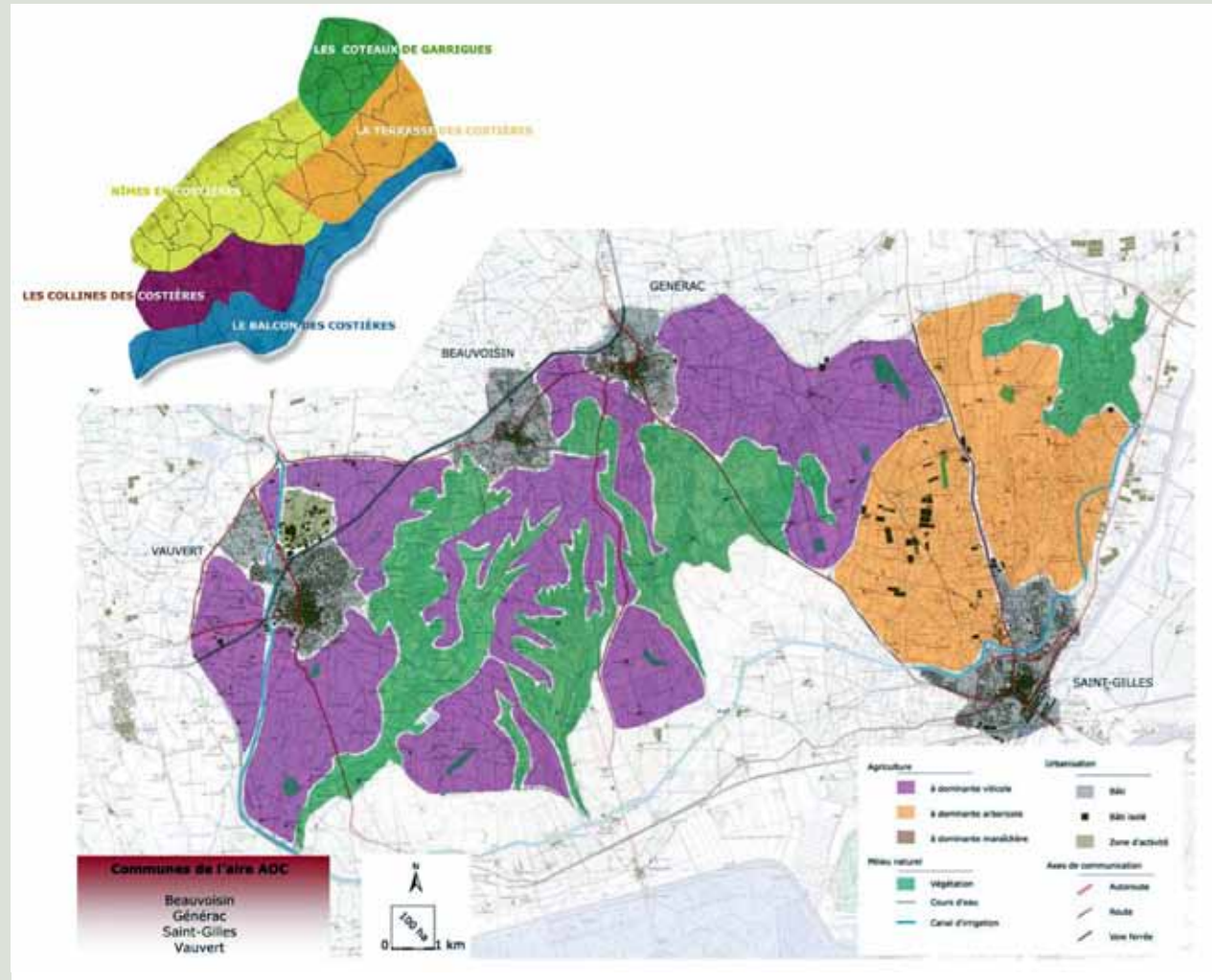


Figure 9. Map. Top left, delimitation of the landscape units in the area of the Costières de Nîmes Landscape Charter. Below, plan of the occupation of the soil of the landscape unit of Costières Hills (Les Collines des Costières).

The content of this charter is divided into different phases:

An initial, diagnostic phase which, in turn, is divided into three blocks: a precise detailed study of the current condition of the territory; the second part on trends and evolution of the space in which the dynamics of the agriculture, urban planning and recognised or protected landscapes are analysed, and, finally, a description of the landscape units of the study area, which defines the characteristics, peculiarities, perceptions, landscape structures and evolution trends.

The landscape quality objectives for this territory are defined in the second phase of the charter.

In the third phase, the plan of action is established which consists of 34 files, one for each action, in which they are developed precisely and specifically. The actions proposed must mean that the natural resources and the biodiversity can be preserved, that the rural and agricultural identity of the territory can be managed and that the agricultural activity can be valued through tourism and communication.

One of the actions that was carried out thanks to the Landscape Charter project is the publication of a practical guide for the valorisation of the agricultural landscape. This guide ensures the integration of the necessary agricultural constructions into the landscape for the development of wine producing. Other actions that have been carried out thanks to the charter are tree planting and bush alignment, with local species donated by companies in the area, and educational actions as well as tourist promotion activities that allow the landscape to be enhanced and to make it attractive and accessible.

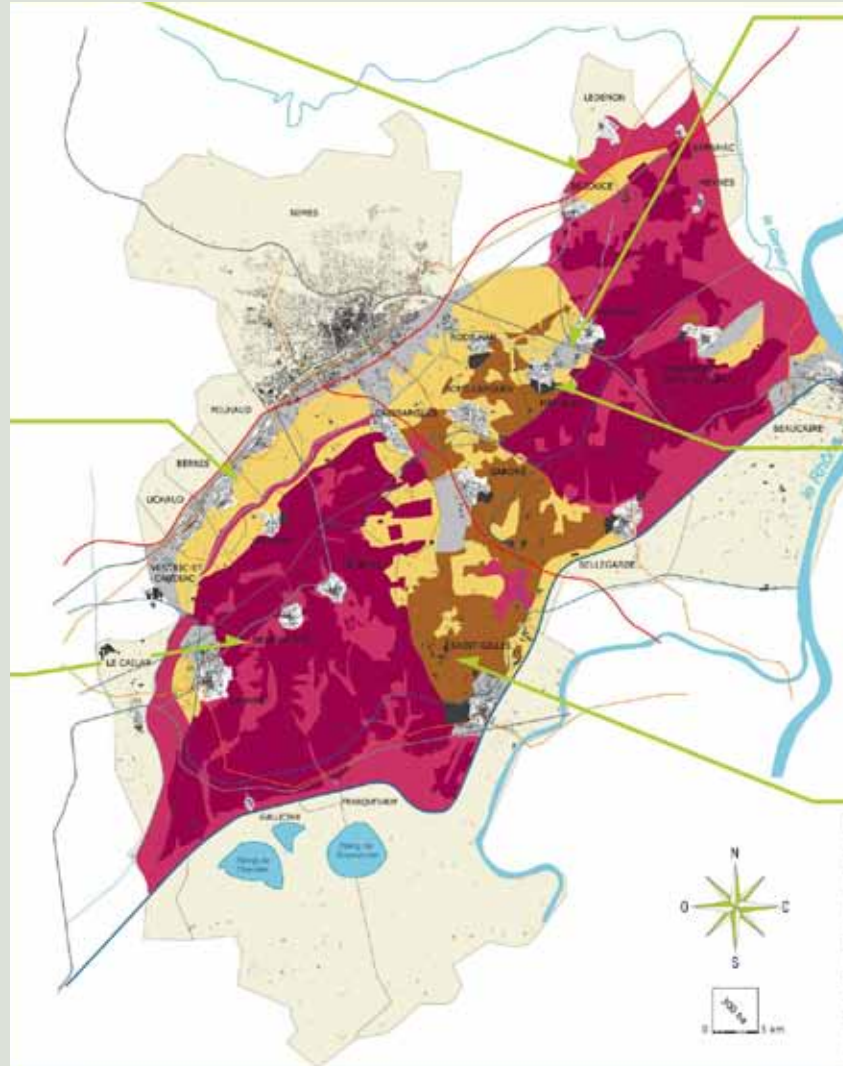
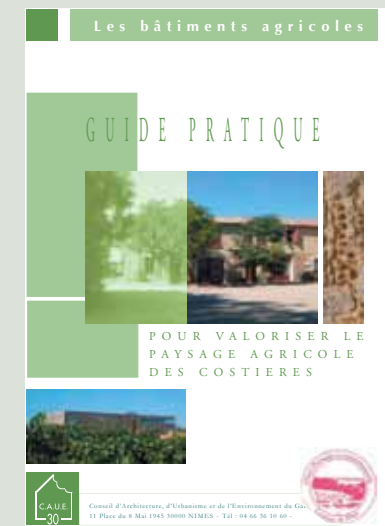


Figure 10. Plan included in the mapping of the Costières de Nîmes Landscape Charter which refers to the delimitation of areas with a landscape potential. This plan has been integrated into the territorial planning documents.

Picture 7. The practical guide for the valorisation of the agricultural landscape is one of the actions that was carried out thanks to the Landscape Charter project.



3.3 Regional Natural Park Charter

Charte du Parc Naturel Régional

França

Description

The Regional Natural Park Charters (*charte du parc naturel régional*) are the planning documents that determine the lines of action and management of the territory for a Regional Natural Park (*parc naturel régional*) for a twelve-year period. The objectives and guidelines to conserve, manage and improve the park are determined, as well as the measures to achieve them. They are also the strategic documents that need to be written up before applying for designation as a Regional Natural Park by the French Ministry of Ecology, Sustainable Development and Energy, or for the renewal to be approved once its validity has expired.

Before going into detail in explaining the charter, we should introduce the figure of Regional Natural Parks. This category was created in 1967, although the parks as such were not legally recognised until 1983. The objective of this figure is to conserve and improve predominantly rural territories and habitats with natural, cultural and landscape values. It should be taken into account that the existing approach in these territories must coordinate with the envisaged strategy for the corresponding park, once it has been designated.

An important aspect of Regional Natural Parks is that they are collective management projects, in which the participation and consensus of the stakeholders of the territory are key features for creating them and managing them. In this regard, the local organisations represent the backbone of the parks, and the regional councils and the provincial councils are the main fun-

ders. The governing body of the Regional Natural Parks is structured into a mixed syndicate (*syndicat mixte*), an independent organisation that includes:

- Representatives of all the municipalities of which it is made up.
- Social and professional representatives, organised through chambers of commerce, unions, etc.
- Associations in the territory, which also participate in writing up the park charter and are fundamental for carrying out the envisaged measures, following specific agreements.
- Various governmental departments, according to each context.

The fact that the management of the Regional Natural Park depends on different local and supralocal bodies as well as on other local public and private associates

adds wealth and validity to the park and to the charter itself, and guarantees the implementation of measures in the territory.

Therefore, the management of the Regional Natural Parks is based on four pillars:

- Territorial efficacy, as they are organised around a charter which has a twelve-year validity, with the possibility of renewal.
- Shared responsibility between the state and the regions with governing bodies in the park, made up by local associations and supralocal representatives, as well as decision-making, reached through consensus.
- The desire to raise awareness, instead of coercing when carrying out the actions of the charter.
- The existence of a Regional Natural Park Office, the management body responsible for the application of the charter.

Scale: supramunicipal

Reference framework

- Articles of L. 333-1 to L. 333-16 of the Environmental Code (*Code de l'environnement*)
- Act relating to national parks, national marine parks and regional, national parks (Act 2006-436 of the 14th of April 2006)
- Circular relating to the classification and renewal of Regional Natural Parks and the introduction of their charters (Circular of the 4th of May 2012)

Summary

The Regional Natural Park Charters are the planning and management tools for Regional Natural Parks. They define the objectives, strategies and measures that need to be carried out in the area of the park, with the involvement of all the local stakeholders in the territory.

Key aspects

- The Regional Natural Parks are a management body for inhabited rural territories, with the aim of conserving and highlighting the local heritage, whether natural, cultural or landscape.
- The Regional Natural Parks include open and natural spaces, in addition to populated areas and focus their activity on territorial development, as well as on the management of the landscape and the planning of the urban heritage.
- The Regional Natural Parks have a validity of 12 years, after which they can opt to renew the classification, depending on an evaluation of the objectives met in the previous stage.
- The Regional Natural Parks and, indirectly, the charter that is applied to them, are managed by a team of people, organised in a Regional Natural Park Office.
- The Regional Natural Park charters are

planning tools which propose the objectives and the strategies for the 12-year period of the park's validity.

- The involvement of local stakeholders, whether public or private, is essential to prepare and execute the Regional Natural Park Charters, as well as to manage them.
- The charters include a programme of objectives and specific actions for a three-year period, together with a budget and distribution of responsibilities.
- The Regional Natural Parks become a framework for collaborative work and a framework that helps local economic development based on landscape quality.

Examples

- *Charte du Parc naturel régional des Pyrénées Catalanes*
- *Charte du Parc naturel régional du Haut-jura*
- *Charte du Parc naturel régional du Perche*

Content

The Regional Natural Park Charters are extensive documents that look at the reasons for the designation or renewal of a park, the established strategy for the validity period, including the organisation of the management. They have an impact on:

- the natural heritage: habitats, species, places of natural interest, etc.
- the landscape heritage: emblematic places, the scenery, viewpoints, urban planning, etc.
- the social capital and local economic development.
- the historic heritage: military, religious, vernacular, etc.
- the cultural heritage: traditions, festivals, dialects, etc.

Its main contents are:

- The project for the conservation and development of the landscape in the area, as well as the rules that all the partners in the park must comply with to implement the charter.
- Planning the interventions and measures to be carried out on the park.
- Programming the resources to fund the measures, both in terms of human resources as well as park management.
- The list of advisory bodies (scientific committee, committees, etc.) and the governing body.
- Specific budgeted programme of action for the three immediate years after the approval of the charter.
- The document that certifies that it has obtained the classification of a Regional Natural Park and, therefore, that the charter has been approved.

Application

Regional Natural Park Charters must be drawn up as a preliminary condition for designating a territory as a Regional Natural Park, or for renewing its classification. However, the territory needs to meet a series of requirements:

- Regional, state and even international recognition of the natural, cultural and landscape heritage.
- The charter project must be precise, the actions must offer a response to the challenges detected in the place, and it must involve all the local stakeholders (town councils and other administrations, farmers, companies, conservationists, cultural and social associations, etc.).
- Ability of the organisation to manage the Regional Natural Park project (local and regional stakeholders involved, human resources, long-term funding, consultation and agreement systems).

The initiative for the creation or renewal of the charters lies on the regional councils (*conseil régional*). When it comes to the creation of a new park, this body determines the area of the study and commissions the drawing up of the charter to a local organisation (or to a group of collectives or organisations, or to the organisation that it has been agreed will manage the Regional Natural Park when it is approved). In the case of renewal, the updating of the charter is carried out by the managing body of the Regional Natural Park, and is based on the assessment of the actions carried out in the park during the previous twelve years.

In either case, once the charter has been prepared, it is approved by the municipalities (and also by the organisations and the general public, in keeping with article 45 of the Act on solidarity and urban renewal (*Loi relative à la solidarité et au renouvellement urbains*, SRU), and by the affected departments and later the corresponding regional councils transmit it to the regional prefecture, which is responsible for sending the demand for the creation or renewal of the park to the Ministry of Ecology, Sustainable Development and Energy. Finally, the regional Natural Park, whether newly created or renewed, is designated by decree.

In short, the Regional Natural Parks become a framework of collaborative work and a brand that helps local economic development based on landscape quality.

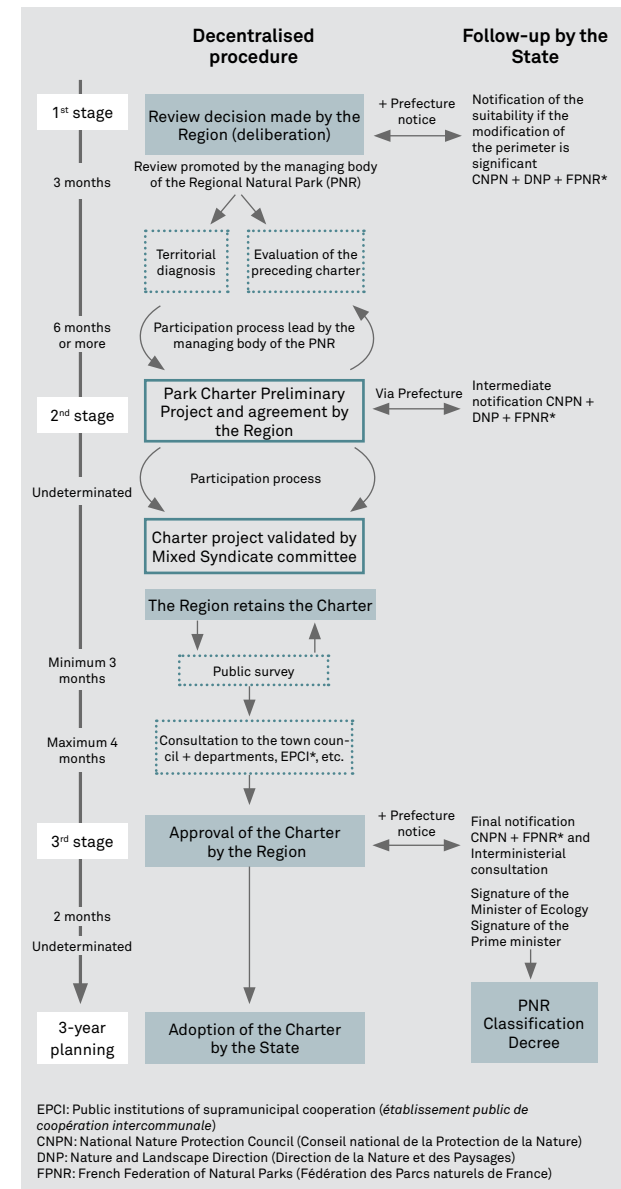


Figure 11. Diagram showing the procedure for the renewal or elaboration of a Regional Natural Park Charter. Source: Fédération des Parcs naturels régionaux de France.

Charte du Parc naturel régional des Pyrénées Catalanes

The Catalan Pyrenees Regional Natural Park, consisting of 137,000 ha, includes 64 municipalities and almost 23,000 inhabitants. It is a mountainous territory in the far south of the Languedoc-Roussillon region, bordering with Catalonia and Andorra via the Pyrenees. Created in 2004, it was the first Regional Natural Park in the French Pyrenees.

The area has great landscape, natural and heritage richness, which is characteristic of the northern side of the Pyrenees, and one of its main economic activities is tourism (ski resorts, mountain activities, hiking, gastronomy, etc.).

The management of the place is carried out by a mixed syndicate (*Syndicat mixte*) made up of representatives of the local bodies, of the municipal communities (*communautés de communes*), the General Council, the regional administration and the sectorial chambers that signed the park charter (Chamber of Agriculture, Chamber of Industry and Trade and Chamber of Handcrafts). It should be pointed out that it has several thematic committees that are responsible for matters of interest for the park (urban planning, energy, climate, agriculture, tourism, snow and winter sports, heritage and Catalan culture, natural open spaces, cooperation, financing, etc.) and that they are made up of representatives of local associations and of stakeholders in the territory.

After a long process of public participation, the charter for the park was approved. The charter defines the route map for managing the territory by the public and private stakeholders for the 2014-2027 period.

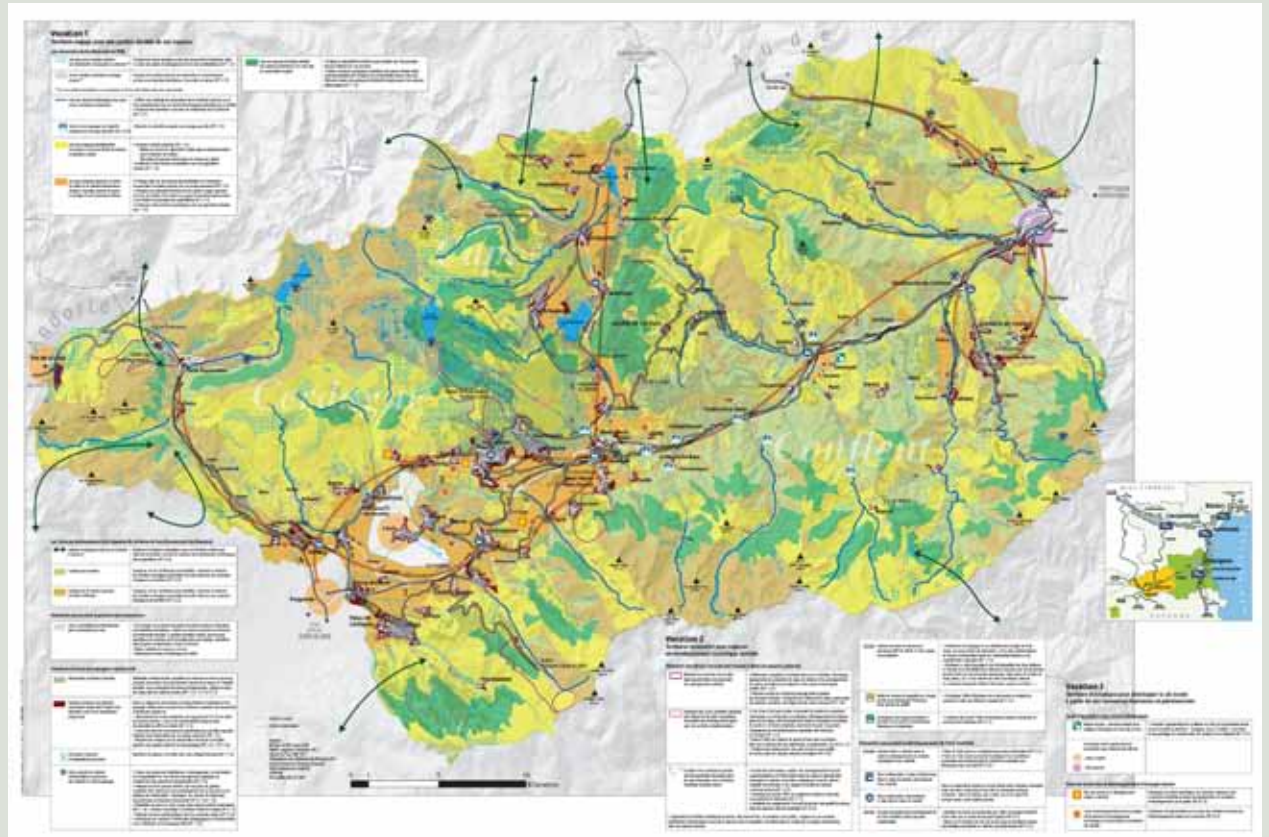


Figure 12. Summary of the objectives established in the Catalan Pyrenees Regional Natural Park. In the map, the objectives are shown in function of their relationship with the features identified in the diagnosis, such as the ecological connectors, the different agricultural areas, the urban spaces, the communication channels, the emblematic heritage and natural features or areas for enjoyment and leisure time activities, among others.

The Catalan Pyrenees Regional Natural Park proposes four fundamental strategies:

- A place with a rich, diverse heritage (flora, fauna, agricultural and constructed landscapes, and historic and cultural heritage).
- A rural area with a mountain life system (development of the territory through the improvement of resources, the promotion of local initiatives, the diversification of activities, assessment on the creation of new companies, etc.).
- A place for discovery and with attraction, improving the tourist offer and promoting a type of tourism that enhances the territory.
- An area for cooperation, promoting the commitment of the local stakeholders and working on the cross-border areas.

The charter includes highly-detailed diagnostic documents, mapping and a programme of the priority actions to be carried out over the first three years, with those responsible and the budget to be allocated, such as restoring irrigation channels, promoting good water use practices, integrating enhancement of the forest masses into the territorial dynamics, improving the management of motorised traffic in the natural open areas, setting up a forum of exchange and information to deal with possible conflicts of uses between human activities in the landscape, binding the urban planning documents of town councils with the general objectives of the charter and integrating the preservation of the ecological connectors in the general strategy of territory management, among others.

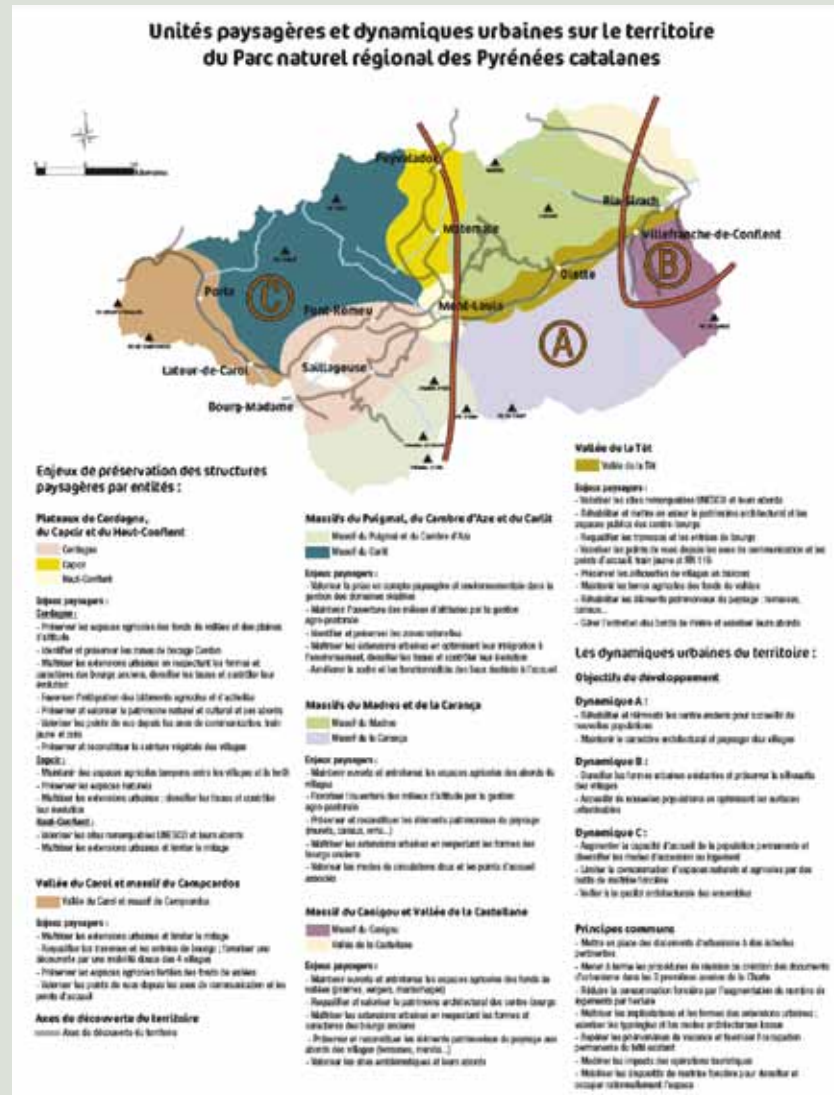
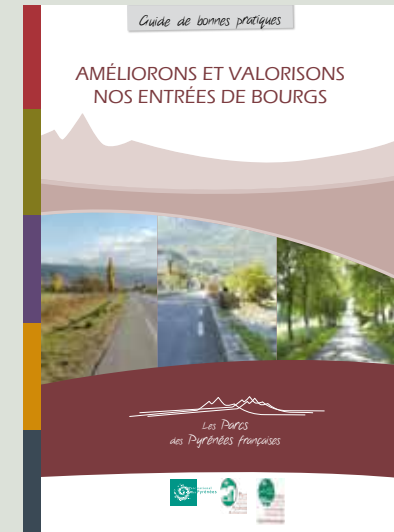


Figure 13. Plan of the landscape units of the Catalan Pyrenees Regional Natural Park area. The strategic objectives established in the charter for each landscape unit and for the park as a whole are identified according to the dynamics of the landscape identified.



Picture 8. One of the management tasks of the regional natural parks is to produce recommendation guidelines to promote the conservation and improvement of the heritage and the landscape and its area. The Catalan Pyrenees Regional Natural Park, together with the Aragonese Pyrenees and the Pyrenees National Park (both in France) published a guide of good practices to improve and valorise the entrances of the urban centres in the area.

3.4

Landscape Plan

Plan de Paysage

France

Scale: supramunicipal

Reference framework

- Act 93-24 of the 8th of January 1993, on the Protection and Valorisation of Landscapes (*Loi Paysage*)

Summary: Landscape plans are tools that are designed to valorise the landscape and incorporate it into the sectorial planning, land-use and urban planning sectorial policies. They are promoted by the administrations with the aim of acting as roadmaps on which the administration and stakeholders can base their actions on the territory in favour of the quality of the landscape. They can find a fairly direct translation in the PADDs (see page 82), which, in turn, transfer the premises on the landscape to the planning documents (SCOT and/or PLU).

Key aspects

- Landscape plans are generally written up for supramunicipal areas, often delimited for landscape reasons (landscape units or areas with a landscape significance), not by administrative boundaries.
- Landscape plans are voluntary tools that are considered to be a landscape policy tool and one of cooperation between municipalities to guarantee coherence with respect to the landscape.
- The aims and the actions envisaged in the landscape plans can have a fairly direct translation in the PADDs, which, in turn, transfer the premises on the landscape to the planning documents (SCOT and/or PLU).
- Public participation is important in the landscape plan preparation process.

Examples

- *Plan de paysage de la Vallée de la Thève Amont*
- *Plan de paysage du Grand Nancy*
- *Plan de paysage Pays Vienne et Moulrière*

Description

Landscape plans (*plans de paysage*) are tools which have as their aim to value the landscape and to incorporate it into the sectorial planning, land-use and urban planning sectorial policies. They represent a change from the former, more protectionist vision aimed at the protection, management and organisation or planning of the landscape. The landscape plans have a vocation to act on the most direct territory and are often applied to supramunicipal areas, as they cover anything from one to several landscape units, which do not always follow the local administrative boundaries.

Although the landscape plans, in the same way as the landscape atlas (*atlas du paysage*) and the Landscape Charters (*chartes paysagères*), were introduced in France as a result of the impulse of the 1993 Landscape Act (*Loi Paysage*), the European Landscape Convention and later the Grenelle I Agreement (2009) and II (2010) gave them a new impulse. For example, in 2013, the Ministry of Ecology, Sustainable Development and Energy (*Ministère de l'Écologie, du Développement Durable et de l'Énergie*) put out an offer for bids on drawing up the landscape plans throughout the territory. According to the conditions of the tender, the Ministry agreed to take on part of the cost of the study in order to motivate the various French regions and departments to develop landscape plans.

Landscape plans are considered to be a landscape policy tool that allows the coherence of the various sectorial policies concerning the landscape to be assured, as well as dialogue between municipalities on the projects that are envisaged to have an impact on the landscape.

Therefore, landscape plans are governed by the following principles:

- They are a tool for all landscape, whether urban or rural, whether degraded or of a high quality, everyday places, etc.
- The common objective is to improve the landscape,

with the participation of the general public and of the stakeholders in the territory, whether public or private.

- They are a joint, collaborative project and envisage associating as a way to look for agreements between the parties interested in the future of their landscape.
- It is a project to develop and control the evolution of the landscape, which should be translated into specific actions. It is a living document, which can be used by all the stakeholders.
- One of the main criteria is that they should be prepared at a supramunicipal level.

The landscape plans have many points in common with the Landscape Charters, both with regard to the methodology as well as the generic objectives they seek for the landscape. However, the main difference lies in the way in which the involvement of the stakeholders is formalised. While the landscape plans are coordinated by the administrations or by the governing body of a Regional Natural Park (*parc naturel régional*), bodies that will later be responsible for guaranteeing that the plan is respected and followed by the various stakeholders in the territory, in the case of the Landscape Charters, it is a group of associations that promote them being carried out and which finally formalise their involvement by signing a document that summarises all the objectives and the actions. Therefore, while the charters reflect a contract, a commitment on the behalf of several signatories, the landscape plan is rather a plan of action, a roadmap on which the administration and the stakeholders will base their actions in the territory in favour of the quality of the landscape.

Content

In general, the work methodology of the plans is structured into the following three phases:

- **Diagnosis.** Analysis of the landscape and of the landscape dynamics. In this stage, a participatory

process that involves the various stakeholders in the territory must be set up.

- **Definition of the landscape quality objectives.** They represent a translation, in the form of strategy, of the aspirations of the territorial stakeholders and the promoters of the landscape plan. They are also influenced by the envisaged evolution of the landscape characteristics of the surrounding area, and are derived from the landscape diagnosis.
- **Setting up a programme of actions.** This phase consists of translating the quality objectives into specific, applicable actions. These actions can be operational, in other words, specific actions on the territory, or regulatory or recommendations. Awareness creation actions or information aimed at all the stakeholders and the general public can also be defined. These actions may be short-term or long-term and may be included in the urban planning of the municipality. Sometimes they are actions for immediate application and at other times they require more complex projects, whether from an economic or administrative point of view.

Application

As in the case of the Landscape Charters, the objectives and the proposal for actions that arise from the preparation of a landscape plan can be translated into guidelines and regulations included in the territorial and urban planning documents, particularly in the plans of territorial coherence (*schéma de cohérence territoriale*, SCoT, see page 76) and the local urban development plans (*plan local d'urbanisme*, PLU, see page 80). Therefore, it is important that the landscape plans should be prepared before the above-mentioned planning documents so that they include the landscape vision in a more comprehensive way, and from the beginning of the preparation process.

Specifically, a fairly direct relationship can be established between the landscape plans and the planning

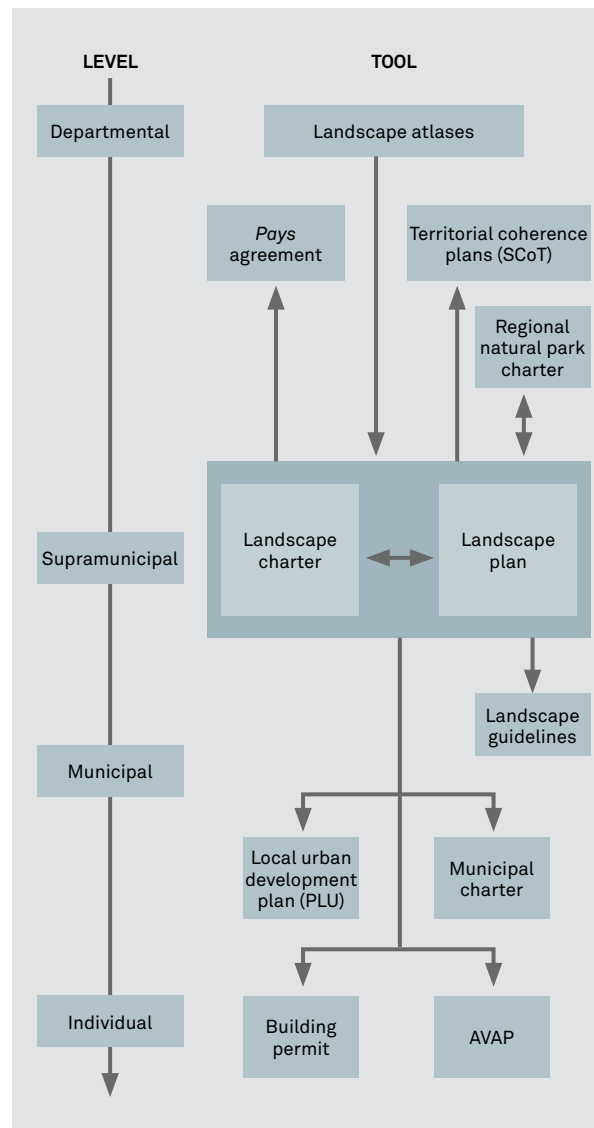


Figure 14. Relationship between the planning, landscape and landscape plan tools, according to the scale of application for which they are defined. Source: Adapted from Folinais, 2006.

and sustainable development projects (*projet d'aménagement et de développement durable*, PADD, see page 82), comprehensive documents, both of a PLU as well as of a SCoT, and which are fundamental for defining the sustainability strategy of the territory, particularly from the Grenelle II Agreement. The PADD expresses a project at a municipal scale, therefore, a landscape plan prepared for the same territorial area may become the basis of it with a more landscape type guidance of the territory and of the development that it is aimed to carry out.

Initially, in view of the fact that the scale of work of the landscape plans is supramunicipal, the quality objectives and the programme of actions that are defined will be easier to transfer to a SCoT (with a level of analysis and definition that is more generic) than to a PLU (which is usually drawn up at a municipal scale). Nevertheless, the fact that the PLUs must be coherent with the principles of the SCoTs prepared at a higher scale, implies that both instruments will end up taking on the objectives of the corresponding landscape plan.

The second document deals with the elaboration of a local landscape project, in which the desired evolution of the landscape, which dynamics affect it, and what the main objectives and the strategies for ensuring its quality are defined. It deals with matters such as agriculture, natural open spaces, urban planning, communication channels, the heritage and the tourist and recreational use of the place. The seven main landscape objectives are: a) to maintain the diversity of the landscapes as fundamental identity signs of the Vallée de la Thève Amont; b) to preserve the rural character of the landscapes in the place; c) to promote an economic management of the land that favours the integrity and continuity of the agricultural and natural spaces; d) to improve the legibility of the landscape in the Vallée de la Thève Amont, the riverbanks and its tributaries; e) to establish a balance between the discovery and the protection of the heritage (built and natural); f) to improve the quality of the transition areas between the urban spaces and the agricultural or natural open spaces, and g) to encourage local sustainable development. For each of the objectives, actions are proposed on the preservation, reassessment and valorisation and management of the territory, and a representative map is drawn up.

The third document contains, for each municipality, a programme of very precise actions that respond to the landscape objectives that are posed in the plan and which are arranged under three pillars: preservation, reassessment or valorisation and management of the territory, for each municipality.

One of the aspects that the introduction of the plan aims to facilitate is the incorporation of schemes and diagrams that illustrate the actions that need to be taken.



Figure 16. Example of diagram which illustrates the planning proposal for the 922 route (between Mortefontaine and Plailly), with the planting of rows of pear trees, a new lower strip of bushes between the road and the bicycle lane and the replacement of the horticulture plants for fruit trees in the interior of the plot.

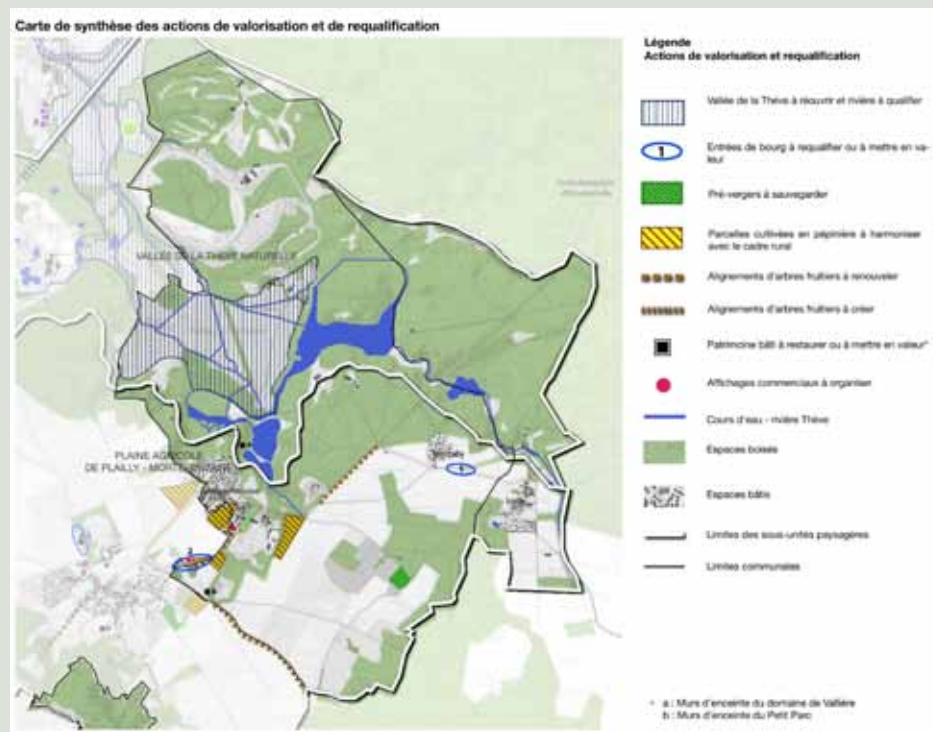


Figure 17. Summary of measures that come under the management of the territory pillar, as established in the town of Mortefontaine.

3.5 Protection Perimeter and Valorisation of Periurban Agricultural Areas

PAEN

France

Scale: Municipal and supramunicipal

Reference framework

- Act of the 23rd of February 2005 on the development of rural areas (Loi du 23 février 2005 relative au développement des territoires ruraux)
- Town Planning Code (*Code de l'Urbanisme*)

Summary: The PAEN is a tool which, with the participation of the regional and local administrations and the stakeholders in the territory, delimits a mainly agricultural periurban area and proposes actions on it to guarantee its maintenance and to give the landscape value, avoiding banality.

Key aspects

- The PAEN allows natural and agricultural landscapes of great value, in particular for their location, close to large urban areas, to be protected and maintained.
- The PAENs encourage maintaining the productivity of the agricultural areas that they protect.
- The PAENs are carried out thanks to the consensus of the stakeholders involved (the Chamber of Agriculture, the Regional Natural Park, if there is one, and the National Forest Board), with high participation from the general public through public participation at various stages.
- The local urban development plans must include the approved PAENs, which guarantee their coherence.
- They can create green open spaces for the enjoyment of citizens.

Examples

- PAEN Canohès
- PAEN Loire
- PAEN Bouche-du-Rhône

Description

The Protection Perimeter and Valorisation of Agricultural Areas (*périmètre de protection et de mise en valeur des espaces agricoles naturels et périurbains*, PAEN) comes under the Act of the 23rd of February 2005, on the Development of Rural Territories (*Loi relative au développement des territoires ruraux*), which promotes policies in favour of protecting and improving agricultural natural periurban spaces. The programmes of action derived from the PAENs also come under this context. These tools are managed from the departments to which the areas of action belong, with the collaboration of the corresponding Chamber of Agriculture and with the agreement of the municipalities involved.

In general, the PAENs are prepared for agricultural and natural spaces near urban agglomerations which are, therefore, subject to urban pressure. Areas that are already classified as urban and/or developable, and the perimeter areas of differential management (ZAD) are excluded from them.

Content

To draw up a PAEN, three stages followed:

- **The area of action is delimited**, which needs to be compatible with the other existing planning instruments, mainly territorial coherence plans (*schéma de cohérence territoriale*, SCoTs) (see page 76) and local urban development plans (*plan local d'urbanisme*, PLUs) (see page 80). Once the area has been selected, its initial state is analysed and the reasons why it has been chosen are explained, as well as the benefits of maintaining and boosting agriculture and forestry. The creation project of the perimeter and the arguments used are subject to public information before delimiting the boundaries accurately.
- **The land that is not publicly owned is acquired**. The department or another organisation assigned by it is able to acquire the lands that are part of the

PAEN, through either the purchase or expropriation of privately owned land.

- The **programme of actions** is defined, which specifies the dispositions and the guidelines for managing the space in favour of agricultural use, forestry management and the preservation and valorisation of natural open spaces and of landscapes. This programme is produced in conjunction with the municipalities, the Chamber of Agriculture, the Regional Natural Park, if there is one, and the National Forestry Board (*Office National des Forêts*). The idea is to jointly define the type of planning and management that is most suitable for the area in question. The various management actions are defined to enable and favour agricultural use, forestry management and the preservation of the landscape and the natural open spaces, in some cases, to rehabilitate areas for the enjoyment of the general public.

The programme of actions, the most important part of the PAENs, usually has the following structure:

- General or strategic objectives.
- For each of the strategic objectives the initial situation is explained, the interrogatives that affect it are proposed, a list of proposals made by local stakeholders is drawn up and the main challenges to be overcome are chosen or established.
- For each challenge, the actions that need to be carried out are proposed. These actions are recommendations or criteria, therefore they are not specified in the document. Nevertheless, the appendices of the document usually have a table with the stakeholders classified by subject.

Application

This tool is applied at a municipal or supramunicipal level. The PAENs must be compatible with the SCoTs. It should also be taken into account that an approved PAEN must necessarily include the local urban development plans (PLU) of the municipalities affected.

EXAMPLE

PAEN de la Prade de Canohès et du plateau agricole atenant

The municipal areas of Canohès and Pollestres are just a few kilometres from the city of Perpignan. During recent years, the developable surface area of these two towns has greatly increased and has been accompanied by heavy demographic pressure. The appearance of new urbanisations and areas of economic activity in the periphery have meant that the agricultural plain is starting to be reduced.

In 2008, with the aim of protecting the agricultural and natural vocation of this plane, a four-way agreement was signed between the municipality of Canohès, and of Pollestres, the General Council of the Pyrénées-Orientales and the community of Mediterranean Perpignan municipalities (*Communauté d'Agglomération Perpignan Méditerranée*). This was the first step that led to the creation of a PAEN for this space.

On 18th of October 2010, the General Council of the Pyrénées-Orientales approved the PAEN and the programme of actions.

This PAEN, developed using public funding, establishes a 281-ha perimeter, 236 of them in the municipality of Canohès and 45 of them in Pollestres, and defines actions for this area.

The programme of actions, agreed on between all the stakeholders involved, follows four objectives:

- To preserve and develop the diversity of agricultural spaces on the slopes and the adjacent plateau, mainly dedicated to vine growing in the past, but currently abandoned.
- To maintain the quality of the unique landscape of meadows, canals and ditches.

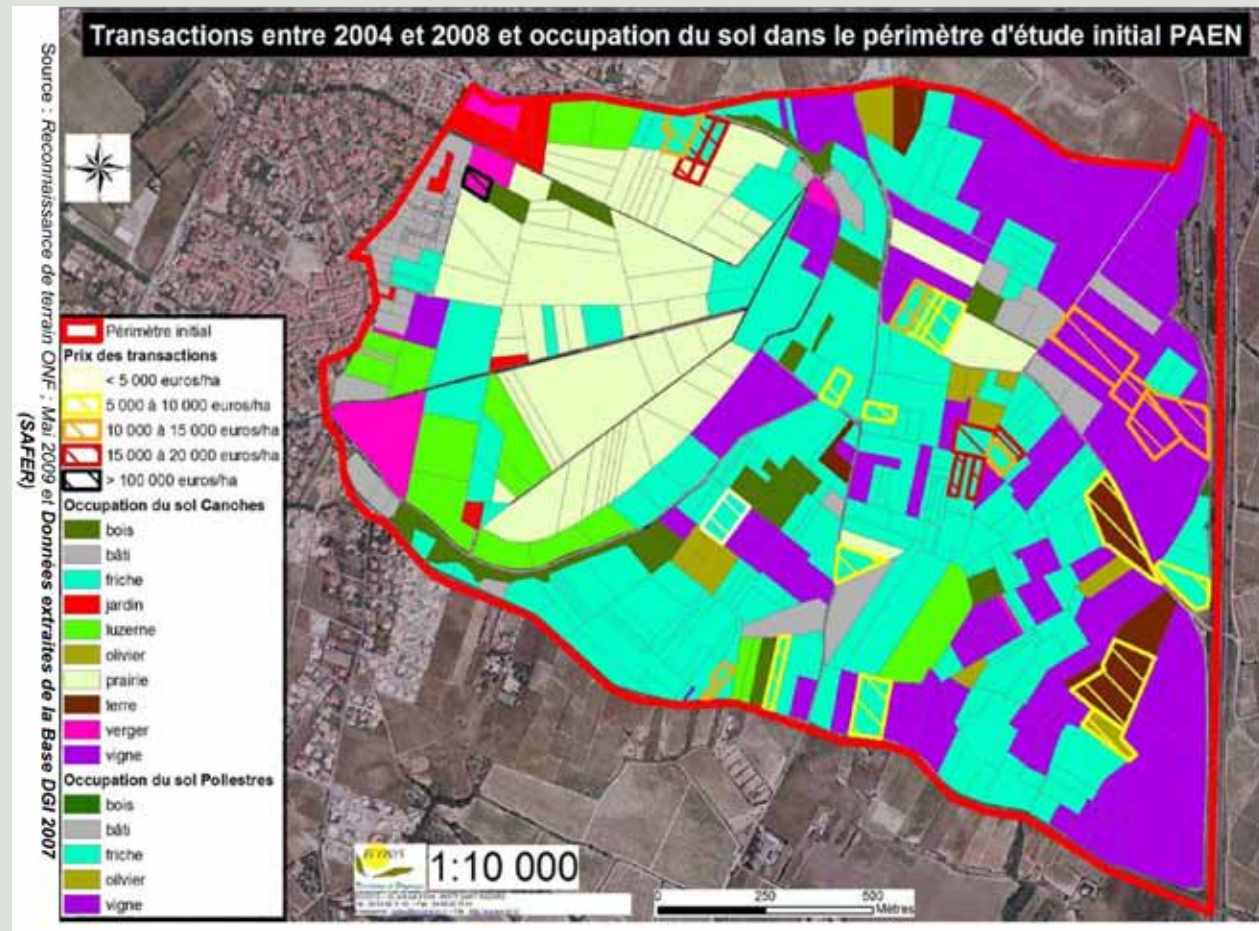


Figure 18. Result of the initial diagnosis of the study area in which the diverse uses of the land and of the plots of land that have been acquired are identified.

- To maintain the functioning of the water network, which is very important in the region.
- To provide recreational and social spaces close to highly populated centres.

The content of the document is made up by a plan of the location, a plan of delimitation at a scale of individual plots and a programme of actions agreed on by all the stakeholders involved.

3.6 Green and Blue Network *Trame Verte et Bleue, TVB* France

Scale: Municipal, supramunicipal, regional and national

Reference framework

- Grenelle Environment Agreement I and II

Summary: The Green and Blue Network (*Trame Verte et Bleue*) is a network of green urban spaces with an ecological and landscape interest found in the territory that enables a correct functioning of the ecosystems at a national scale and the maintenance of the landscapes at a local scale. The network is reflected in all the urban planning tools of a local and supramunicipal scope.

Key aspects

- It arises from a national initiative, but has landscape benefits at a local scale, as it is integrated in diverse phases of diagnosis and of proposals of the local urban development plans (PLUs) and other local planning tools.
- It is written up with public participation, ranging from farmers to forest owners, companies and other citizens.
- Not only does it focus on the natural areas and the ecological connectivity, but it also takes the agricultural areas, the periurban spaces and the trees and the urban green areas into consideration.
- The level of detail reached at a local scale can be very high, particularly with regard to the mapping, which can reach a scale of 1:2,000.

Examples

- *Trame verte et bleue de Vendôme*
- *Trame verte et bleue de Brouckerque*
- *Trame verte et bleue de Nice*

Description

The Green and Blue Network (*trame verte et bleue*, TVB) is a tool created by the 2009 Grenelle Environment Agreement (see chapter 2), as a response to the need to reinforce the role of natural and agricultural open spaces of everyday landscapes in view of the growing dynamics of development in recent decades. To meet this objective, the TVB proposes the constitution or reconstitution, depending on the case, of a network of areas of ecological and landscape open spaces which is coherent at a national scale in the benefit of biodiversity, ecosystems and landscape quality. This instrument considers *green* and *blue* as two inseparable features: green represents the natural and semi natural terrestrial environments, such as forests, meadows, thickets, etc., and the blue corresponds to watercourses and to wetlands: rivers, lakes, ponds, including the fauna that inhabits them. Coherence at a national scale is achieved by integrating this network of areas of ecological and landscape interest into the regional and local scale and by implementing it using existing tools.

The network is made up of three main features: biodiversity reserves, ecological corridors and watercourses. The network must take into account the multiple dimensions of an ecological network, both with respect to the diversity of natural habitats, as well as the different territorial scales, also considering green urban spaces, including gardens and public parks including trees in the streets, as well as the rivers, ponds or lakes in towns and which contribute to the ecological and landscape connectivity between the urban and the periurban spaces and the natural and agricultural areas.

The TVB is structured around three tools formulated at three levels which involve different sectors of society, which is why it is considered a collective initiative:

- **On a national scale.** Through national guidelines, the state sets the frame for work and the kind of activ-

ity that should be applied to preserve the ecological continuities at the diverse spatial levels, as well as the objectives in the cross-border area.

- **On a regional scale.** The regions of the state, through the regional plans of ecological coherence, define the regional objectives of ecological continuity and draw up the mapping scheme of the Green and Blue Network. These documents are subject to public consultation. On this regional scale, the departments lead the management policy of the more sensitive natural open areas that contribute to the Green and Blue Network. They can also carry out ecological continuity restoration projects.
- **On a local scale.** The Green and Blue Network is taken into consideration through the carrying out of planning projects and municipal or supramunicipal urban development planning, mainly integrating them into the PLUs (see page 80). Companies can contribute to it by improving their location and reducing their impact on the areas that are part of the network; farmers and forest owners also play an important role in maintaining the network and, finally, the general public can act individually (the impact that private gardens may have) or collectively (participating in an association that carries out restoration or one-off maintenance actions).

Although the clear purpose of this instrument is to preserve the natural open spaces and ecological connectors, it is applied to the entire territory. From the most rural of landscapes, in which the weight of the natural and agricultural open spaces is greater, which means that the analysis is more extensive, to urban or metropolitan landscapes, in which the natural open areas are reduced, but just as important when creating the Green and Blue Network. Their creation and management also involves an improvement of the transition areas between urban and rural zones and the maintenance of a great variety of agricultural and forest landscapes, often periurban ones, which constitute a genuine strategic value to guarantee the diversity and quality of the

landscape on all scales, as well as the creation of new areas for enjoying local landscapes.

Content

The work method used in the Green and Blue Network is basically focused on the development of the regional plan of ecological coherence at a regional scale, later introduced at a local scale. There is not a specific, single method, meaning that each region may adapt it in keeping with its objectives and its territory. Nevertheless, Article L371-3 of the Environmental Code summarises certain important points that should be taken into consideration:

- Phase I. Presentation and analysis of the challenges (*enjeux*) relating to the preservation and recovery of ecological continuity.



Picture 9. Methodological guide for introducing the Green and Blue Network in the local urban development plans.

- Phase II. Preparing a report that identifies the natural spaces, the ecological corridors, the watercourses, the canals and the wetlands.
- Phase III. Identifying and mapping all these features. Local scale mapping can be extremely detailed, reaching a scale of 1:2,000.
- Phase IV. Drafting the legal measures and contracts that allow the preservation of the diverse ecological continuities to be reinforced and assured.
- Phase V. Monitoring and evaluation

Application

The Green and Blue Network integrates the preservation of the biodiversity and the landscape quality into the territorial planning decisions (urban planning, agriculture, transport channels, etc.) and it should be taken into account in the urban planning documents drawn up by the local authorities. In this respect, the local urban development plans (*plan local d'urbanisme*, PLU) (see page 80) must integrate the TVB established at other more general scales, requiring the mapping and the contents and adding new information which at a national and regional scale cannot be identified. This implementation can be done in all the phases, from its consideration in the studies prior to drawing up the PLU, to the elaboration of the Planning and Programming Guidelines (*orientation d'aménagement et de programmation*, OAP) (see page 83), which can even treat the Green and Blue Network thematically.

The application of this tool at a local level must consider the continuity of the landscape in the surrounding municipalities. This is why it is often applied to the supramunicipal level and later the results are integrated into the respective PLUs.

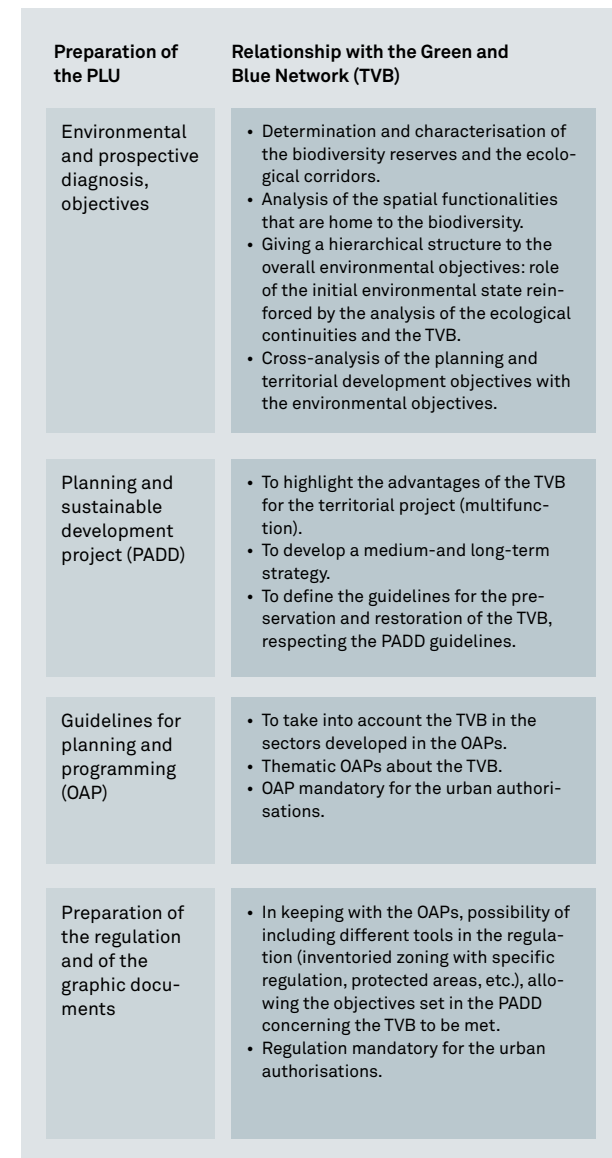


Figure 19. Diagram of how the features of a Green and Blue Network (TVB) are integrated into the development of the diverse phases and local urban development plans (PLUs). Source: Adapted from Bertraine, et al, 2012.

Trame Verte et Bleue de Vendôme

Vendôme is a municipality with 17,000 inhabitants in the Département de Loir et Cher in the Centre of France administrative region. Like many other French towns, it has recently created its Green and Blue Network by integrating it in a review of the local urban development plan (PLU). Work to define the Green and Blue Network and the review of the PLU was started in 2010 and in 2013, the final phase of public information before the definitive approval was entered. The area of application is municipal and the funding is public.

In Vendôme, the integration of the network into the planning has been completely comprehensive, explicitly incorporating it into the initial diagnosis, the planning and sustainable development project (PADD), the planning and programming guidelines (OAPs), the regulations and, transversely, the mapping of the entire plan. Participation at a local scale was jointly carried out in the writing up of the PLU, following the established mechanisms.

The network places great importance on the River Loir and the Saint Marc stream, which pass through the southern part of the urban centre, and dedicates a lot of effort to improving this area and its relationship with the rest of the city and its open spaces.

Like all the Green and Blue Networks, the diagnosis is focused on identifying the biodiversity reserves, ecological corridors and watercourses, as well as the features that distort and fragment them.

The network is based on the Region Plan of Ecological Coherence of the Centre region, which was also written up during 2013. For this reason, the mapping of the network always considers continuity beyond the territory being analysed.



Picture 10. The Vendôme Local Urban Development Plan takes the Green and Blue Network into consideration, particularly in the area of the River Loir.

In addition, the diagnosis includes a detailed inventory of the gardens and public and private green spaces inside the urban centre.

The PADDs of the Vendôme PLU take the network into consideration, including the enhancement of the blue network of the River Loir in its thematic pillars for touristic and leisure time purposes for the general public and preserving its role as an ecological and landscape connector. With respect to the green network, we would point out, among other things, the importance of guaranteeing a connection between the open spaces and the urban area, and specifically define what the main forms of connection between the two areas that need to be reinforced and preserved are, as well as the buildings that need to be restored to improve the visual quality of these places.

In general, all the OAPs of the Vendôme PLU integrate the objectives of the Green and Blue Network, protecting the green areas, clearly defining the limits between city and country, guaranteeing the ecological corridors and the landscape continuity, recommending a certain guidance regarding urban façades, depending on their location in the green areas, etc. Nevertheless, it should be noted that there is an OAP exclusively dedicated to maintaining the Green and Blue Network in the area of the River Loir. It states that the green areas linked to the river should be enhanced, ensuring the maintenance of the ecological and landscape continuity of certain urban and periurban spaces, and it also defines itineraries and areas for contemplating the River Loir: in other words, public or private areas that need to be taken into special consideration to maintain the visual aspect of the River Loir and its tributaries.

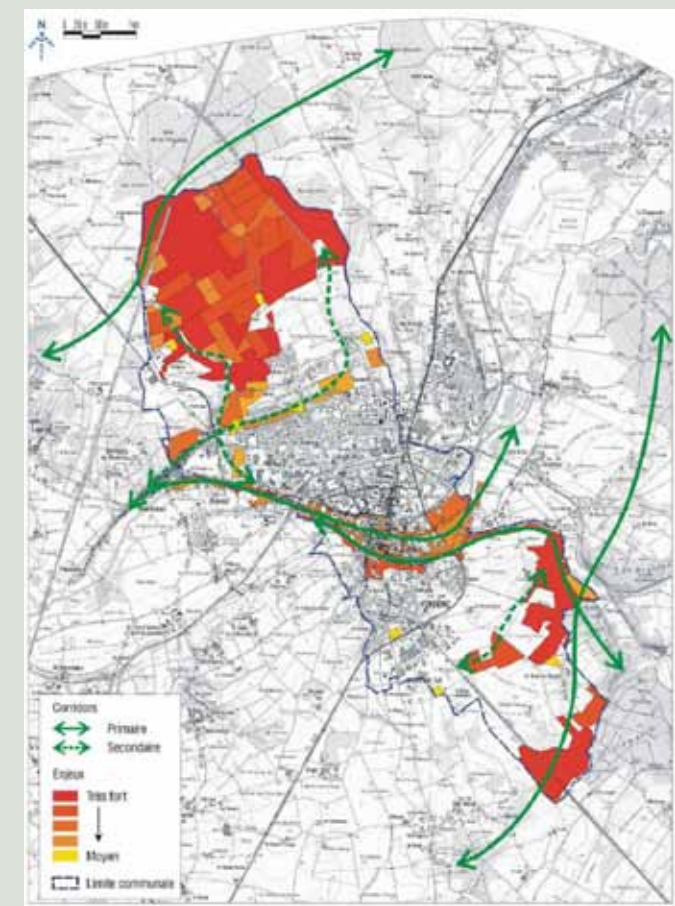
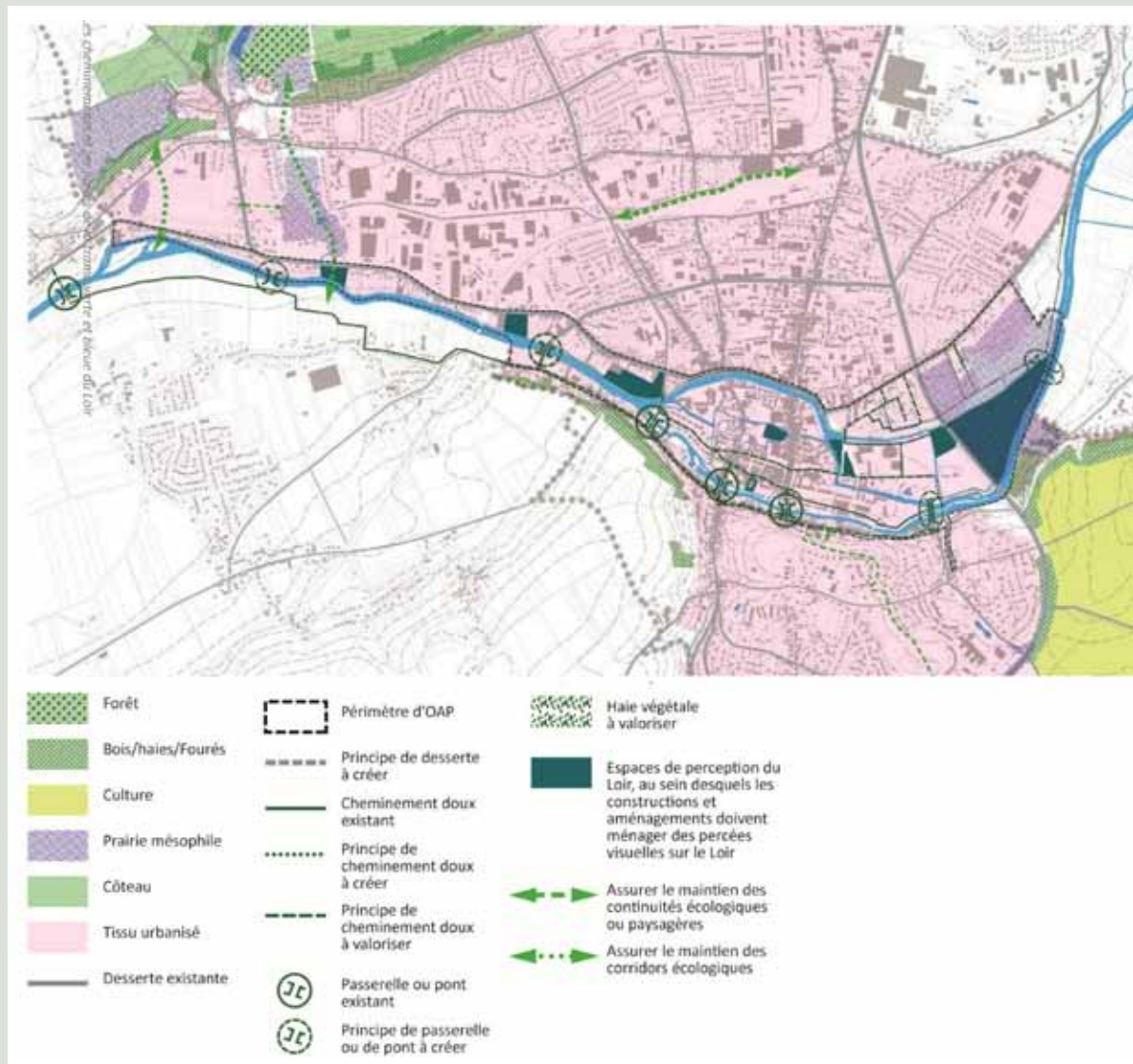


Figure 21. Mapping of the main aspects of the Vendôme Green and Blue Network, in which the primary and secondary corridors are defined and their continuity outside the municipal area. It also shows and locates areas with noteworthy ecological and landscape value.

Figure 20. Mapping of the guidelines for planning and programming (OAP) of the Vendôme Local Urban Development Plan (PLU), which specifically deals with the integration of the Green and Blue Network in the area of the River Loir and its tributaries.

3.7

Landscape Development Plan

Landschapsontwikkelingsplan, LOP

The Netherlands

Description

The Landscape Development Plan (Landschapsontwikkelingsplan, LOP) is a voluntary plan for the purpose of carrying out landscape improvements at a local scale, as well as for preserving the specific character and variety of the landscape in a certain area. These tools also represent an excellent base for applying the strategy for the development of a quality landscape (LOK) (see chapter 2). The plans can be developed by local governments (*gemeenten*), at a supramunicipal scale or by regional ones (*provincies*). Many LOPs have been drawn up on the initiative and under the coordination of some of the landscape conservation associations existing in the Netherlands (see chapter 2).

Until 2012, the elaboration of landscape development plans was usually partially subsidised by the State Government, and the rest was taken on by local governments. To receive the funding, the plan needed to be approved by the local government (*gemeenteraad*), taking into consideration the new developments and organising public participation processes, during the writing up of the LOP. The state grants have gradually moved to prioritising the implementation of the plans instead of their preparation. In this sense, one of the figures that has been highly promoted is that of the landscape coordinator (*landschapscoördinator*). The landscape coordinator is responsible for implementing the LOP, impregnating all the plans and regulations that influence the landscape quality of the municipality (or municipalities) with it, such as the quality regula-

tion, the quality plans or the zoning plans. They also ensure compliance with the measures decided in the LOP and in the execution programmes derived from them. Therefore, the coordinators take on a leading role in granting building permits. They are also responsible for weaving a network between the stakeholders so that the objectives of the LOP are met in all areas. The hiring of this figure is one of the actions that is subsidised by the State to promote the execution and the implementation of the LOPs.

The regional governments also encourage the local governments to draw up LOPs, insisting on the need that they should be coherent with regional policies. The fact that they are tools that are not obligatory or binding makes the participation of the general public and the stakeholders of the territory a basic feature when writing them up and implementing them. In this sense, the aim is not to reach a single agreement but to debate and reach agreements which must be duly explained, argued and notified.

Content

The guides for drawing up the LOPs published by the Ministry of Economy (*Ministerie van Economische Zaken*) states that an LOP must consist of the following phases:

- **Description of the territorial and sectorial policies or strategies** that have an impact on the landscape in the area (national, regional and local).
- **Analysis of the area and of the envisaged evolution of the landscape**, based on twelve basic landscape qualities (construction or spatial structure of the landscape, identity and diversity, water, visual characteristics, use and meaning of the landscape, cultural landscape, geology, ecological values, cultural renewal, vertical growth, recreational use and accessibility, appreciation of the landscapes).
- Proposing the **general objectives of the LOP**, which come from the political context, from the stra-

Scale: Municipal, supramunicipal and regional

Reference framework

- Decision for the Development of the Landscape (*Besluit ontwikkeling van landschappen*, BOL), valid until 2007
- Guide for Landscape Quality (*Handreiking kwaliteit landschap*)
- Landscape Agenda (*Agenda Landschap*)

Summary: Landscape Development Plans (*Landschapsontwikkelingsplan*, LOP) are voluntary plans for the purpose of carrying out landscape improvements at a local level. They are seen as tools to offer support to local and regional initiatives that contribute to the preservation of the specific character and of the diversity of the Dutch landscape. LOPs allow the actions to be carried out on a territory from a landscape point of view to be specified.

Key aspects

- The implementation of LOPs is voluntary for municipalities; however, they have greatly proliferated, thanks to governmental support and to the intervention of foundations for maintaining the landscape.
- Public participation is fundamental in writing up LOPs and is an indispensable condition for receiving funding.
- The treatment of the landscape that is done is comprehensive.
- There is a close link between LOPs and local urban development planning, at two levels: the LOP can be drawn up before writing up or updating the zoning plans (*Bestemmingsplan*) and, therefore, condition them, or it can form part of the zoning plan, which means it can act with greater detail.
- The diagnosis as well as the actions established in the LOPs have a high level of precision and detail, which is also expressed in the mapping, which allows the landscape planning to be accurate and specific.

- It ensures the execution of the LOP by means of hiring landscape coordinators (*Landschapscoördinator*), responsible for impregnating all the plans and regulations that influence the landscape quality in the municipality (or municipalities) with it, and for watching over compliance with the measures decided in the LOP and in the execution programmes derived from it.
- LOPs are funded by means of revolving funds (funds which come from compensatory actions), taxes (whether or not linked to the landscape), donations and voluntary contributions or custody agreements, among others.

Examples

- *Landschapsontwikkelingsplan Kromme Rijngebied*
- *Landschapsontwikkelingsplan Groene Driehoek*
- *Landschapsontwikkelingsplan Midden Delfland*

tegic intention for the territory and from the state of the landscape.

- **Proposal of the strategy or vision** (the so-called *visie*) in which the channels that need to be followed to conserve, improve and manage the landscape in the LOP area are proposed (at both the sectorial level as well as for the landscape as a whole).
- **Plan**, which sets out the specific measures for the preservation and restoration of the landscape quality for the area, in such a way that the vision and the objectives previously established can be complied with (phases 3, 4 and 5), taking into account the starting point (phase 2). These measures can end up being included in the local planning and in the zoning plans.
- **Assessment Plan**, which evaluates the functioning of the LOP and assesses whether it achieves the expected landscape improvement. For example, whether clear guidelines have been established for

the new developments, whether the scenic quality of the landscape has increased, whether it has given a better quality of life to the general public, whether the cultural legacy of the place has been maintained and whether viable, feasible projects have been defined within the context of the LOP.

- **Tools and mechanisms for applying the LOP.** Two of the most important ones are the figure of the landscape coordinator and the agreements between owners and the Administration so that the land maintains the activity and permits sustainable development in keeping with the principles of the LOP.
- **Implementation**, which includes a timeline and an estimation of the costs derived from it, as well as the stakeholders likely to fund the actions.

Application

The landscape development plan is approved by the plenary session of the Town Council or the Regional Government, depending on the scale at which it was drawn up. Once approved, and during its implementation, the LOP has an influence on the zoning plan (*Bestemmingsplan*) (see page 90), the regulation and the framework quality plan (*Welstandsbeleid and Welstandsnota*) (see page 60), the landscape quality plan (*Beeldkwaliteitplan, BKP*) (see page 56), as well as other specific plans that have been drawn up in the territorial scope of the LOP. As previously mentioned, the LOP can also serve as a bridge between the zoning plan and the landscape quality plan. It can also influence new developments and become the framework under which applications for building permits are evaluated (*Verlenen bouwvergunning*).

One of the most relevant aspects of the LOP is its relationship with local urban planning. It can be done in different ways:

- The LOP can be drawn up before writing up or updating the zoning plans in order to provide further information in detail about the landscape in the area,

as well as establishing the lines of actions that should be undertaken in this respect.

- The LOP could be considered to be part of the zoning plan. In this case, the LOP determines in greater detail how the undeveloped land in the municipality or the municipalities should be developed, as well as specifying the actions to be undertaken from a landscape point of view in the urban development.

The landscape coordinator is fundamental for determining the influence of the LOP on the rest of the planning for the area and for ensuring its implementation, modification or adaptation, as well as controlling the correct development of the landscape projects introduced and valuing the needs to review and update the plan, if necessary.

The review of an LOP is envisaged if it does not achieve the expected, envisaged improvement for the landscape in the area, or when the criteria have changed as a result of the landscape dynamics and the evolution of society. It can also be reviewed if a regional scale plan has been approved after its drawing up or if there has been an update in legislation regarding the landscape or land use.

The fact that the LOP includes a calendar for its execution and the envisaged costs and possible funders of the measures and actions makes it easier for municipalities to make the necessary reserves in their annual budget. In addition, the regions and the State Government also promote the introduction of the LOPs through grants that complement the local funds, although in recent years these have been substantially reduced.

At a local scale, one of the most usual channels for financing the LOPs are revolving funds that come from compensatory actions (for example, an urban planning process can finance the conversion of a green area into another place). Funds proceeding from taxes can also be used, as well as donations and voluntary contributions, custody agreements, etc. The participation of local stakeholders in the co-financing of the implementation of the LOP provides a sustainable base over time.

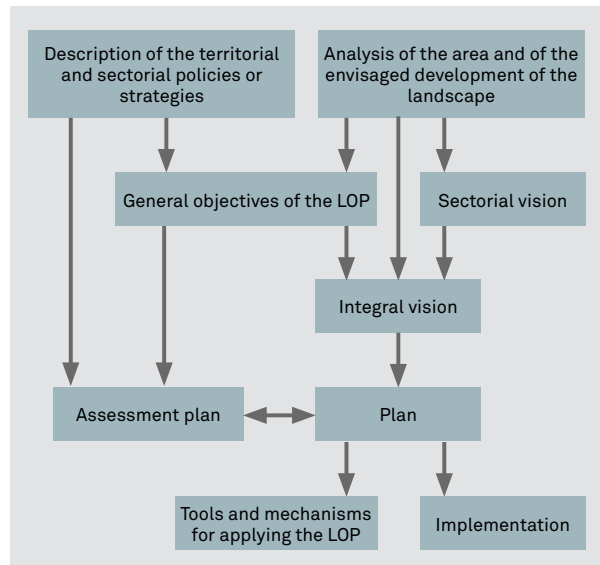


Figure 22. Outline of the elaboration process of an LOP and of the relationship between the different phases. Source: our own work, based on Dessing, Hazendonk and Janssen, 2006.

Landschapsontwikkelingsplan Kromme Rijngebied

The Kromme Rijn Landscape Plan arose in 2009 as a result of the voluntary cooperation of six municipalities in the peripheries of Utrecht (De Bilt, Zeist, Bunnik, Utrechtse Heuvelrug, Houten and Wijk bij Duurstede) and the Landschapergoed Utrecht foundation. The funding is public, by means of the state grant.

The objective of the plan is to develop a comprehensive analysis of the landscape of the area to identify its values, problems and opportunities, and also to set up a programme of landscape actions aimed at enhancing its quality.

The plan seeks for opportunities through a comprehensive focus of the diverse uses of the landscape. In this respect, it gives an important role to maintaining the quality of agricultural landscape. At the same time, it pays attention to the scenic qualities that make up the main landscape units and to other relevant features such as proximity to the city of Utrecht, the new delimitation of the water level and the infrastructures, with the aim of preserving the coherence and quality of the landscape.

The Landschapergoed Utrecht foundation has been responsible for coordinating the plan on behalf of the municipalities.

As far as the content is concerned, the Plan is organised into three documents. The first document consists of an inventory and an analysis of the territory in the landscape, in which the diverse current policies and approaches are studied and classification is made of the area, according to 10 landscape zones.

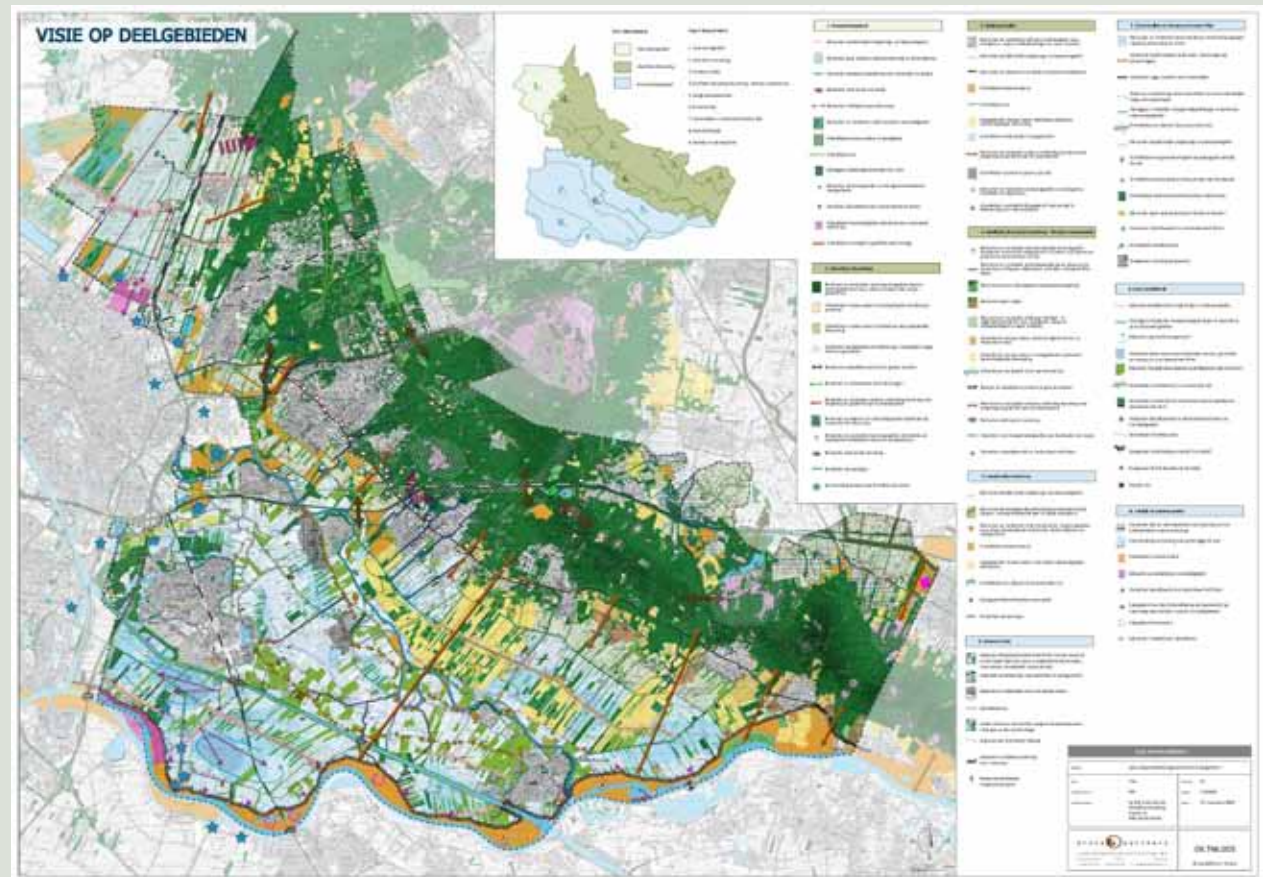


Figure 23. Strategies and measures established to protect and improve the landscape quality of the whole area. In the legend, the measures are classified according to the landscape areas and the type of landscape into which the area has been organised. The symbology to represent and locate the measures and strategies is diverse.

3.8 Landscape Quality Plan Beeldkwaliteitplan, BKP The Netherlands

Scale: Municipal, supramunicipal and regional

Reference framework

- Territorial Planning Act (*Wet op de Ruimtelijke Ordening*, WRO)
- Landscape Quality Guide (*Handreiking kwaliteit landschap*)

Summary: The landscape quality plans (*BKP*) are written up on the initiative of the public administration, private stakeholders or social organisations. They contain a set of recommendations and guidelines to protect and improve the aesthetic quality of the landscape in a determined area. They ensure that the spatial coherence of the buildings or constructions in the environment is maintained, while improving visual perception. The BKPs complement the *Welstandsnota* and specify the landscape development plans (LOP) (see page 52).

Key aspects

- In general, they are voluntary plans, but once put together they influence the granting of building permits and the definition of new urban developments.
- They are mainly drawn up in rural areas, above all, with a view to starting new developments in these areas.
- The main objective is to maintain and/or improve the landscape quality, particularly with respect to the relationship and the blending in of constructed features with the natural features of the landscape.
- They complement the quality framework plan and the quality regulation (*Welstandsnota* and *Welstandsbeleid*) (see page 60) and specify the measures established in the landscape development plans (LOP) (see page 52).
- They establish measures that need to be taken into account in a highly detailed, graphic way.
- They are integrated into the local zoning plans (*Bestemmingsplan*) (see page 90), or they complement them.

Examples

- *Beeldkwaliteitplan Kromme Rijgebied*
- *Beeldkwaliteitplan Sluis-Aardenburg*
- *Beeldkwaliteitplan gemeente Haaren*

Description

The landscape quality plans (*Beeldkwaliteitplan*, BKP) in the Netherlands are plans prepared on the initiative of the public administration, private stakeholders or social organisations that contain a set of recommendations and guidelines to protect, create and/or improve the landscape quality of a given area, whether regional or local. In the past, quality plans were mainly drawn up for new urban developments, but it is becoming increasingly more usual to do them for rural areas as well. This is because of the fast, transformations to the landscape that also affect the identity of these areas.

The BKPs understand the landscape quality, or the quality of the landscape image, to be a combination of two factors: on the one hand, the appearance of a specific feature and, on the other hand, how this feature is integrated into its environment. Specifically, the quality of the landscape image in the BKPs is related to:

- the spatial distribution of the landscape, the landscape units and the urban structures: the layout of buildings along the paths, the watercourses, rows of trees, etc.
- the visibility of the landscape features, such as parks, gardens, plots or the profile of the vegetation from the roads.
- the system of the cultivated fields and the type of crops.
- the materials and the colour of the buildings, or of the urban landscape as a whole.
- the seasonal changes and the variability between day and night.
- the perception of the history and the identity of the place.

The reasons for producing a BKP are diverse and include:

- there being a loss of landscape quality process, with the resulting loss of the identity of the place and the recognition of these losses by the general public.

- that significant spatial changes are being planned, such as new developments that could possibly alter the quality or the image of the landscape of the place.
- that a new local policy has been established that involves the maintenance of the landscape quality of this place.

BKPs have a diverse nature. They can both develop an awareness creation function, informing about the qualities of the landscape, as well as become a fundamental feature for planning the area, contributing to the development of a new land use, landscape and constructed features.

In the latter case, the quality plan must be binding for the zoning plans (*Bestemmingsplan*) (see page 90) and for the quality framework plan and for the quality regulation (*Welstandsnota* and *Welstandsbeleid*) (see page 60). In addition, the BKP can also be a guide for the aesthetic and visual quality of a place, to the point of becoming the framework for decision on the design of new constructions. In this case, it takes the form of recommendations and guidelines concerning the aspects to be decided at the beginning of a project design process (shapes, colours, textures, location, etc.).

Therefore, the BKPs, depending on their nature, can be more strategic or project based. On the whole, the strategic BKPs have a more generic nature and set up a framework for evaluating new developments and transformations to the landscape. However, a project-based BKP determines the parameters of the aesthetic quality that need to be taken into account and applied in a given existing or newly developed proposal. They are also used in preliminary studies to determine whether a new development can go ahead or not. For example, BKPs have been drawn up for new wind park facilities, urban growth or setting up industrial estates.

The enhancement of quality is a subjective feature, by definition. Nevertheless, there are qualities that are basic and that enable some degree of coherence. Detecting these qualities means detecting the common denom-

inator that allows work to be done for the landscape quality of the places. In this sense, communication and public participation is fundamental in the development of the BKPs, given that it helps to obtain first-hand information about what the landscape of the place is and what it should be in terms of quality. Moreover, it facilitates the implementation and monitoring by users, local stakeholders and the general public.

Content

There is no standardised procedure for analysing the landscape quality and preparing the BKPs. It is considered that each area must be analysed, taking into account its characteristics and the strategies that are proposed for it. Nevertheless, in general, we can consider that the preparation of a BKP involves four fundamental phases:

- **Setting up the principles** that the plan should follow.
- **Analysing the other landscape policies** (LOP, *Welstandsnota*, etc.) that affect the scope of the plan.
- **Analysing the landscape quality** of the scope of the plan, seeking recurrent patterns with respect to the construction of buildings and the structure that make up the environment, which gives it its identity. The study of the visual basins is important in this part.

- **Writing up the quality plan**, with a clear vision of the quality desired. In this phase, the measures must be set up to maintain and improve the quality of the image of the landscape, in keeping with the vision and the desired objectives. These measures must offer alternatives to adapt to each of the possible situations that could be found and that have previously been analysed.

As far as the landscape quality analysis phase is concerned, in general, BKPs include:

- an identification of landscape units or structures with coherence and significance with each other within the area.
- the analysis of the aesthetic quality for each of these units, also deciding on the current strong points and weak points and the future ones with respect to the landscape quality.
- the identification of the characteristic spatial relations and the coherence between each feature and structure.
- the identification of the fundamental values concerning the quality of the image of the place and its evolution over time.

The fieldwork and the citizen participation processes are very important to find the information required to

write up the BKP, as well as to assure its correct later application. BKPs are usually documents that are comparable to good practice catalogues, which include illustrative and/or mapping images of both the analysis of the landscape quality as well as the guidelines that are established.

Application

In general, BKPs are voluntary, as they are not envisaged by legislation; therefore, the results of the execution of the different quality plans are extremely different from each other. Nevertheless, in some regions, such as Noord-Holland and Utrecht, the regional planning determines that municipalities must carry out a BKP. On the other hand, in some places it is the zoning plans (see page 90), which establish the need to carry out a BKP for cases of new growth and urban development. In both cases, the quality plan is linked to local planning.

For the territories in which a landscape development plan (LLP) (see page 52) has been developed, the carrying out of all the updating of the aesthetic quality plan implies a significant step forward. Whilst of the LOPs define the landscape that is desired and suggest measures and actions for achieving it, the BKPs provide more information about how to specify them, particularly with regard to the integration of the buildings and the new developments in the area, with the aim of guaranteeing or improving the landscape quality. In these cases, carrying out a BKP is usually promoted and/or managed by the landscape coordinator.

BKPs can also complement the quality regulation. Therefore, while the quality regulation is mainly concentrated on the buildings and constructed features, BKPs examine the spatial coherence of buildings or constructions in their environment as well as the visual perception. This is why, overall, BKPs play an important role in new urban developments, particularly in the rural area.



Figure 26. Diagram representing what the new development zones must comply with by applying the BKP. Source: Dessing, Hazendonk and Janssen, 2006.

Beeldkwaliteitplan Kromme Rijngebied

The Kromme Rijn Landscape Quality Plan (BKP) was created in 2010 on the initiative of six municipalities in the area around Utrecht (De Bilt, Zeist, Bunnik, Utrechtse Heuvelrug, Houten, Wijk bij Duurstede) and the Landschap Erfgoed Utrecht foundation. It is a publicly financed, by means of a state grants.

The objective of the Kromme Rijn BKP is to follow and specify the results of the Landscape Development Plan (LOP) prepared for the same area. In turn, it represents a complement to the *Welstandsnota* (see page 60). The BKP is based on a previous quality plan and *Welstandsnota* and is updated by adding more information derived from the work done by the LOP. The Kromme Rijn BKP is of an advisory nature and is not binding.

The Kromme Rijn BKP aims to maintain and improve the landscape quality of the area, particularly with regard to new developments that are carried out. Specifically, it aims to promote the tools and necessary examples to reinforce the characteristics of the landscape of the place, to set up guidelines so that the new developments contribute to the landscape quality, and to become a framework for coordination between neighbours, stakeholders and the administration to carry out actions in favour of the landscape.

The BKP influences the constructed features of the landscape, but also how they fit in with their environment. It also deals with the open spaces, the infrastructures, and the uses and functions that each sector may have.

As far as the content is concerned, the BKP is based on the results of the LOP prepared for the territorial area



Figure 27. Diagram of the representation of a specific sector of the territory in the Kromme Rijn Landscape Quality Plan (with images of existing features on the left). It can be seen how the constructed features, as well as the natural ones are represented, and the relationship between them in order to give an idea of the configurations of the landscape as a whole.

and highlights the aspects that mark the landscape quality, particularly with regard to the aesthetics and perception.

The plan is structured into the zones of the area in which new development is envisaged. For each of them, the quality of the image of the landscape is analysed, placing emphasis on the pattern that is to be followed, both with regard to the layout of open spaces (green areas, cultivated fields, etc.) as well as to constructed features that are inserted. Once the quality has been analysed, the guidelines on how to establish the new developments in order to maintain this quality are proposed.

The content of the plan is highly graphic, both with regard to the descriptive parts as well as the guidelines so that it is a tool that is easy to understand and to be applied by all the stakeholders and the general public.

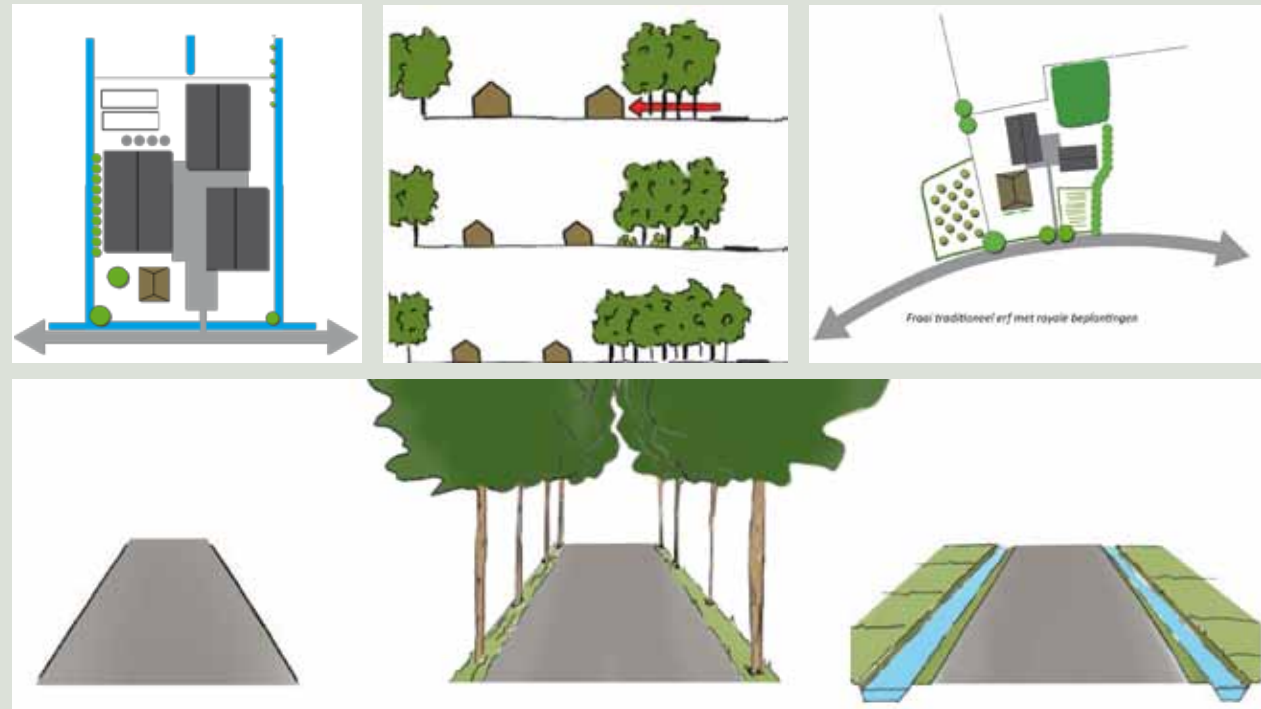


Figure 28. The Kromme Rijn Landscape Quality Plan includes analysis of the typical constructions of the area, for residential use as well as agricultural and service estates. This analysis is used as the criterion for new constructions. It also includes multiple forms of representation of the current situation of the landscape, as well as representing the envisaged objectives to improve its quality, even going as far as planning the landscape quality of the road infrastructures.

3.9 Aesthetic Quality Regulation and Framework Plan *Welstandsbeleid en Welstandsnota* The Netherlands

Scale: Municipal and supramunicipal

Reference framework

- 2002 Housing Act (*Woningwet*, 2002)

Summary: The Aesthetic Quality Regulation and Framework Plan (*Welstandsbeleid* and *Welstandsnota*) are documents of a regulatory nature at a municipal level, which have the objective of regulating the aesthetic quality of constructed features and of determining their architectural criteria so that they fit in as part of the municipality.

Key aspects

- Compulsory and binding instrument to obtain building permits and licences for reforms and services.
- It incorporates landscapes questions from the Strategy for the Development of Quality Landscape (LOK), and even includes measures relating to green areas.
- Fundamentally, it includes criteria that affect the appearance of buildings: construction material, colours, textures, etc.

Examples

- *Welstandsnota en Welstandsbeleid Neerijnen*
- *Welstandsnota Reimerswaal*
- *Welstands Rotterdam*

Description

The Aesthetic Quality Regulation (*Welstandsbeleid*), that is part of the aesthetic Quality Framework Plan (*Welstandsnota*), is a municipal level regulation that must be complied with, with the aim of regulating the aesthetic quality of constructed features. It has its origin in the Housing Act (*Woningwet*, 2002), which states that each municipality must take care of its *welstand* (richness, quality) and determine the architectural criteria which, in keeping with local regulations, allow buildings and constructions to fit in with the context of the urban landscape. In general, these criteria only affect the external image—the façade— of the buildings and other structures typical of urban landscape, and determine aspects such as the building materials, colours, textures, etc.

The quality of the landscape is dealt with from three different points of view:

- As a set of quality criteria for unique buildings. It is considered that buildings and constructions are an integral part of the structure of the urban landscape and, in this sense, criteria and principles are provided for intervening on the quality of existing buildings and those that are newly built with the aim of providing quality to the landscape.
- As a series of recommendations and advice that stimulate the maintenance and improvement of the quality in other areas, such as green spaces. It can also represent the basis for setting up agreements between the administration and the general public or the business sector, in order to facilitate certain urban developments.
- Linking this regulation with others derived from the Housing Act, which can increase the area of application.

Content

Basically, the *Welstandsnota* consists of three parts:

- A basic analysis of the current policy and the future provisions on the aesthetic quality of the buildings.
- A strategy or vision focused on achieving the specific quality objectives that have been established and the fundamental proposal for the development of each area in the general scope in which it is applied.
- Clear, comprehensive application criteria.

Although the *Welstandsnota* sets the criteria of how interventions on buildings and new constructions, installations or rehabilitations are carried out, a certain margin for creativity in the shapes and the aesthetic is left.

In this sense, it is considered essential to keep the interested parties consulted and informed during the process, as well as to incorporate their contributions into the final decisions.

Application

As a result of the approval of the 2002 Housing Act, since July 2004, all municipalities have to have their own *Welstandsbeleid* and *Welstandsnota* to determine the criteria and assessment of the *welstand*. Suffice to say that the incorporation of the principles of the Strategy for the development of a quality landscape (*Landschap Ontwikkelen met Kwaliteit*, LOK) (see chapter 2) into the *Welstandsnota* is still considered to be innovative as it implies a more holistic consideration of the landscape.

An important feature to be mentioned about these tools is that they must be complied with in order to obtain a building permit (*Verlenen bouwvergunning*), or service or rehabilitation licences (*Verlenen aanlegvergunning*). This obligatory nature occurs both in the project phase as well as during the development of the work when a committee is constituted that controls, throughout the entire process, that the directives established and previously agreed on are followed and in which the landscape coordinator plays an important role (if there is one). This guarantees compliance and, therefore, the maintenance and improvement of the landscape quality.

Welstandsnota en Welstandsbeleid Neerijnen

The municipality of Neerijnen has a surface area of 72 km², 66 of which are land and the rest of which are water. It is surrounded by floodplains which are used for agricultural activity, as well as dykes and channels which determine the nature of the landscape. The general public and the municipality give their landscape a positive evaluation, which is evident in the way they ensure its quality. In this context, it is fundamental that new developments should fit in with the existing landscape quality.

The Neerijnen *Welstandsnota* and the *Welstandsbeleid* were developed between 2004 and 2012 in the municipal area with public funding.

The objective was to generate a framework that would establish the main characteristics to determine the aesthetic quality of the *welstand* of the municipality. In this case, the *Welstandsnota* is also considered as the framework for evaluating all the development plans in the municipality. Therefore, it is an example that goes beyond what is required of these tools.

Right from the start, an intense process of participation with the groups of interest and the general public was carried out. The general public were also able to participate through an advisory group. Therefore, it is a fully accepted plan that includes a lot of local knowledge.

Thanks to public participation, the Neerijnen *Welstandsnota* contains a lot of information about the landscape in the area. In addition, this information is presented in a clear, communicative way, with many graphic features that also facilitate its application.

The *Welstandsnota* includes a description of the history and the development of the municipality of Neerijnen,

and of the building characteristics of each area of the municipality. It highlights historic buildings, industrial estates, parks, dykes, and agricultural buildings, among others. Once the analysis has been made, the quality of the landscape is assessed and a series of criteria are set up to guarantee and/or improve the landscape quality. These criteria are mainly applicable to constructions, whether they are commercial, residential buildings or agricultural constructions, dykes, or areas of economic activity. The criteria, which are binding to be able to obtain building permits and service licences (as well as rehabilitation ones) are exemplified with illustrations to make comprehension of them easier.

The plan, which was drawn up in 2004, was updated in 2012, and includes a digital map that can be consulted on the corresponding website.

Figure 29. The quality measures that the Neerijnen *Welstandsnota* envisages are illustrated with schemes and drawings, with all the necessary notes so that owners and builders can follow them. The features that are regulated include the layout of constructions, gardens, courtyards and even windows, among others.



Figure 30. Plan of the delimitation of the old centres of the town, the new developments, the infrastructures and the dykes, among others.

3.10 Green Infrastructure, GI The United Kingdom

Scale: Municipal, supramunicipal and regional

Reference framework

- Green Infrastructure Guidance, Natural England

Summary: The Green Infrastructure (GI) is a strategically planned and established network that covers a wide range of green areas, whether or not they are consolidated. It must be designed and administered as a multifunctional resource able to maintain its ecological function, to improve the quality of life of people and to promote territorial sustainability.

Key aspects

- Strategic network of open, natural, urban or periurban spaces that are privately or publicly owned.
- Accessibility, recreational use and the conservation of nature, of the cultural heritage and of the landscape quality are some of the fundamental aspects in the design and planning of the Green Infrastructure (GI).
- The GI works as a landscape creation tool, as a compensatory measure and as a control measure for new urban developments.
- The objectives of the GIs are incorporated in the sustainable communities strategies which reinforces their incorporation as objectives in the local development framework or local plans and as objectives typical of the local area agreements.

Examples

- *Thetford Green Infrastructure Strategy*
- *Northamptonshire Environmental Character and GI Suite*
- *Thurrock Green Grid: Green Infrastructure Framework Plan*

Description

The Green Infrastructure (GI) is a starting point for planning and decision-making with regard to the territory. It is a multifunctional network of green spaces, whether already consolidated from an urban point of view or newly created, whether public or private, created with the aim of improving the quality of life of the population and promoting territorial sustainability. The aim of the GI is to design a strategic network that is accessible to the general public that links green spaces and open spaces with urban areas, new developments and peripheral areas, and which functions as a control mechanism for new urban developments at the same time as carrying out a compensatory measure.

The GI is designed on the initiative of the relevant local planning authorities (LPAs). However, since the beginning of the planning process of the GI, a broad representation of interested and involved stakeholders have participated, which make up a permanent GI advisory group. This group generally includes representatives of the local planning authorities, of the official bodies of local administration as well as some of the owners and local community groups. It ensures that the involvement of the advisory group continues during the execution and the future management of the GI, so that it is easier to carry out a follow-up on its evolution.

The GI adopts the landscape concept of the European Landscape Convention as it involves a comprehensive response to the place and to the character of its landscape. The main functions that a GI develops in the local area are:

- To conserve and highlight the historic, cultural and landscape characteristics of the local landscape.
- To improve the opportunities for social use of the landscape, particularly for recreational uses, making the most of the proximity of these areas to inhabited areas, as well as the possibilities of connection by means of footpaths and bicycle paths.

- To conserve and improve the connectivity between natural habitats.
- To contribute to adapting to the climate change and its mitigation.

The National Planning Policy Framework (NPPF) (see chapter 2) states that the Green Infrastructure must be planned at all local scales, in other words, from the municipality as a whole, down to each of its neighbourhoods.

Content

One of the first tasks when planning a green infrastructure is to have an analysis of the place. To do this, the results of the landscape character assessment (LCA), the historic landscape characterisation, the map of habitats, strategic studies on the risk of flooding, indicators of green spaces, local transport plans, accessibility studies, etc. are used. This information, which is basic for planning the green infrastructure, allows the existing resources to be summarised to design it, as well as to detect any shortcomings and needs of the place.

From this base study, the GI network is defined by means of the representation of maps and block diagrams that show the opportunities and the priorities for action on the territory.

It is important that the GIs should include an execution plan that clearly marks the milestones to be achieved. These objectives must also be taken on by the local authorities responsible for planning, particularly when dealing with new developments.

Application

The GI must share objectives with the sustainable communities strategy, designed to promote and improve the well-being of local communities and which is used as a basis for defining the general proposals of local planning. The GI can also be incorporated as an

objective within the local area agreements, which are documents that establish the priorities agreed between the central government and the local governments for a specific area. It is through these two mechanisms that the GI strategy can be considered an integral part of community development and transferred to local planning instruments.

However, the green infrastructure is introduced above all in local planning through the Core Strategy, both in local development frameworks, LDFs, as well as in local plans, through the National Planning Policy Framework (NPPF).

Article 14 of the NPPF states that local authorities must strategically plan the creation, protection, improvement and management of the green infrastructure networks. Natural England, the government agency that serves as an advisory body in the planning processes, can ensure that the GI is correctly integrated in the planning process, in the diverse phases (formulating the strategic vision, collecting information and territorial analysis, developing alternatives and spatial policies and approval).

The GI also seeks a better integration of the landscape into other sectorial policies, such as those referred to in the biodiversity conservation, geological resources, recreational uses of the landscape or the creation of bicycle routes through green connectors (in keeping with the aim for transport addressed at achieving more sustainable mobility). The GI is also a useful tool to comply with the principles established by other environmental and territorial control systems and procedures.

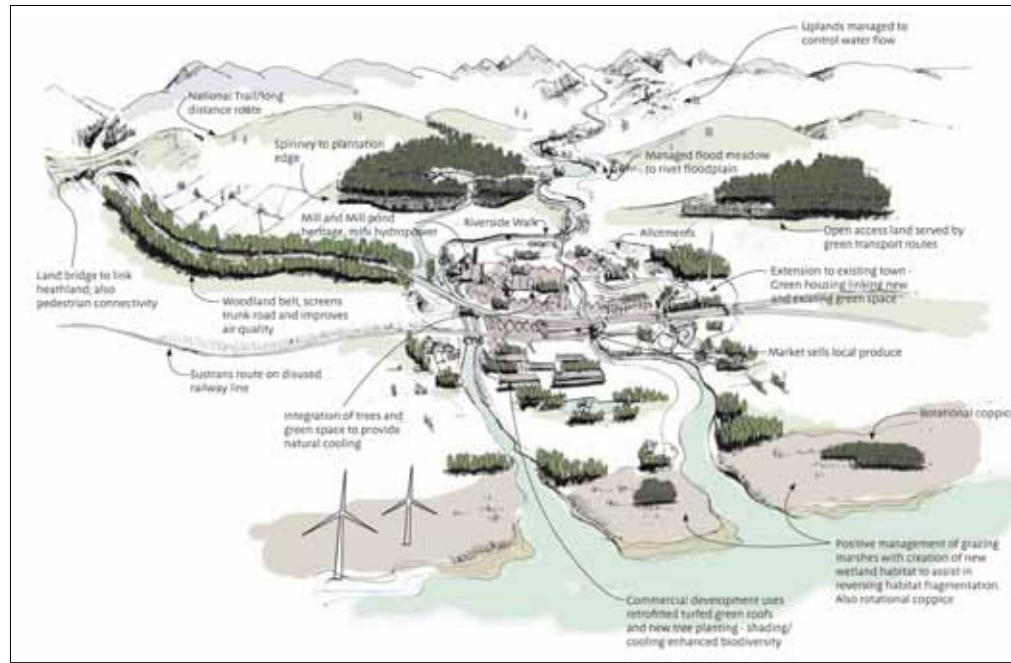


Figure 31. Representative figure of a sector in which a green infrastructure has been planned. Source: Gale et al., 2009.

Local, neighbourhood and village scale Town, city and district scale City-region, regional and national scale	Town, city and district scale	City-region, regional and national scale
<ul style="list-style-type: none"> • Street trees, verges and hedges • Green roofs and walls • Pocket parks • Private gardens • Urban plazas • Town and village greens and commons • Local rights of way • Pedestrian and cycle routes • Cemeteries, burial grounds and churchyards • Institutional open spaces • Ponds and streams • Small woodlands • Play areas • Local nature reserves • School grounds • Sports pitches • Swales, ditches • Allotments • Vacant and derelict land 	<ul style="list-style-type: none"> • Business settings • City/district parks • Urban canals • Urban commons • Forest parks • Country parks • Continuous waterfront • Municipal plazas • Lakes • Major recreational spaces • Rivers and floodplains • Brownfield land • Community woodlands • (Former) mineral extraction sites • Agricultural land • Landfill 	<ul style="list-style-type: none"> • Regional parks • Rivers and floodplains • Shoreline • Strategic and long distance trails • Forests, woodlands and community forests • Reservoirs • Road and railway networks • Designated greenbelt and Strategic Gaps • Agricultural land • National Parks • National, regional or local landscape designations (e.g. AONBs, NSAs and AGLVs) • Canals • Common lands • Open countryside

Table 3. List of most frequent assets that can be included as a GI according to its associated scale. Source: Landscape Institute, 2009.

Thetford Green Infrastructure Strategy

The forecast for strong growth in the town of Thetford (in the municipality of Berckland) meant that designing a green infrastructure (GI) was considered. Therefore, in 2007, Thetford Town Council, with the support of Berckland Council and Norfolk County Council set up this local area initiative, with public funding.

In this context, the development of the GI was addressed to identify the requirements that the growing city could have for sustainable development, supporting matters such as regeneration, housing and employment over the next 15 or 20 years. They also examined the opportunities to improve the green areas of the city, to create new ones, setting up connections with open and forest spaces in the peripheral area. In keeping with the GI, future urban extensions should be developed in a sustainable way, with green spaces and protecting the environmental assets right from the beginning.

Therefore, the Thetford GI strategy is governed by eight fundamental concepts: sustainability, multi functionality, integration, adaptation to the climate change, feasibility, quality, reflection of the local character and of the meaning of the place and the ability to be involved in the local communities.

The GI created by the town of Thetford is not binding in itself. However, it is part of the Local Development Framework (LDF) of Berckland municipality and in particular, of the Thetford Area Action Plan. In addition, one of the proposals of the Core Strategy is dedicated solely to the green infrastructure of the town.

As far as the content is concerned, the Thetford GI is based on a diagnosis: context study, methodology, an audit for the characterisation of the territory, an access-

ibility study, the analysis of the needs and shortcomings, and a sensitivity study.

A second block refers to the application and implementation of the GI into the territory, and consists of the following documents.

- The Green Infrastructure Strategy which offers the vision of the Thetford GI for 2021, with the aim of guiding future development plans and with the proposal for functional objectives.
- The Green Infrastructure Network proposal, designed to implement and meet the vision of the GI, and to reflect on the objectives and guiding principles.
- Implementation and management of the strategy, in which the programme of actions and of application by phases is established, identifying the costs and the sources of funding for the priority improvement projects.
- Principles that planners must follow with a view to future urban developments.

It is important to highlight that the functional objectives of the Thetford GI are biodiversity; landscape, urban landscape and identity; accessibility and recreational use.



Figure 32. Sensitivity analysis drawn up for the Thetford area, which shows how the landscape and the visual basins analysis are key aspects for establishing and setting up the planning of a green infrastructure.

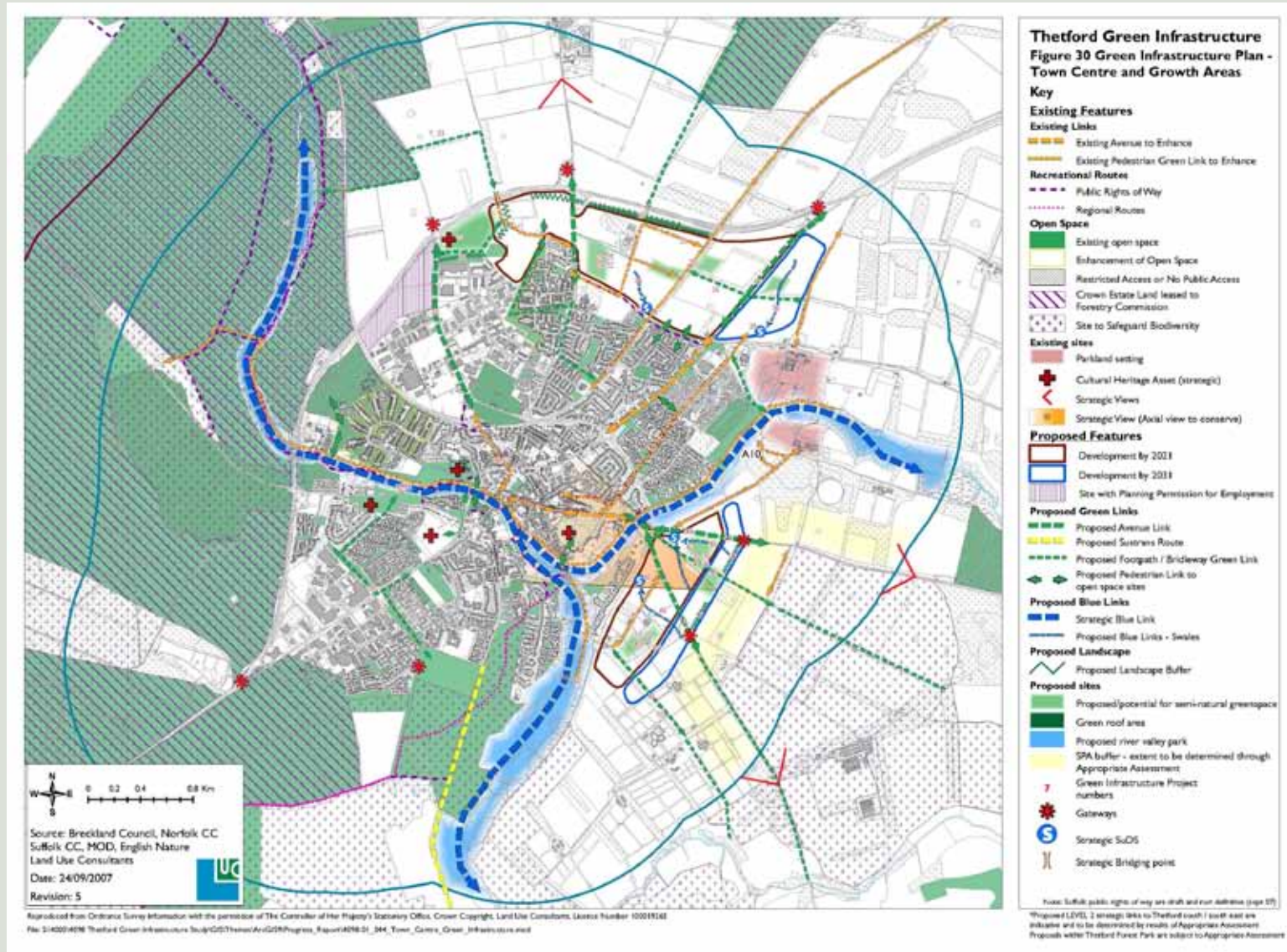


Figure 33. Plan of one of the green infrastructure sectors planned for Thetford. The existing structures that make the most of the infrastructure are shown, such as connecting routes and avenues (which in some cases need to be improved), itineraries for enjoying the landscape, public and private open areas, places for preserving the biodiversity, points of heritage, visual basins, etc. The new proposals that are made are also shown on the plan, such as the connection routes for pedestrians, connections for the watercourses, proposals for future green areas and seminatural spaces, etc.

3.11 Landscape Development Plan

Conception d'évolution du paysage

Switzerland

Scale: Regional and municipal

Reference framework

- Federal Nature and Landscape Protection Act (*Loi fédérale sur la protection de la nature et du paysage*, LPN)

Summary: A Landscape Development Plan (CEP) is a participative territory planning tool, which reflects the aspirations of the community with regard to their landscape in terms of ecology and aesthetics. The CEP establishes landscape management and planning measures, as well as the actions that need to be carried out to highlight the landscape.

Key aspects

- An eminently participative tool and one of co-operation between the stakeholders of the territory, the administration and the general public.
- Voluntary, concluding with a set of recommendations.
- Its objectives may be integrated in the urban and territorial planning tools, to thereby convert the recommendations into obligations.
- Its success depends on the motivation and the cooperation of the various stakeholders that participate in preparing the CEP.
- The central themes are the management, protection and revaluation of the landscape.

Examples

- *CEP de Soulce*
- *CEP de Gossau*
- *CEP de Val d'Illiez*

Description

The Landscape Development Plan (*conception d'évolution du paysage*, CEP⁴) is a participative instrument for landscape planning which has the aim of boosting and promoting its protection, not only among the directly involved stakeholders, but also among the entire population.

The CEPs reflect the aspirations of the community with regard to their landscape in terms of ecology and aesthetics. In this respect, they determine what the management and planning measures should be to meet the expected landscape objectives. In the CEPs, the landscape is considered from a joint perspective, in other words, the agricultural surface areas as well as the forests, watercourses, constructed areas, cultural heritage, etc. are dealt with, in addition to the different uses and perceptions that the general public have of it.

The objectives of the CEPs are the following:

- To enable the population to become aware of the landscape, to identify with it, and to carry out actions in its favour.
- To replace sectorial solutions for comprehensive solutions.
- To favour relationships of cooperation and to allow the creation of synergies and the resolution of possible conflicts.
- To reinforce the effectiveness of public funds dedicated to territorial management, by simultaneously dealing with different aspects of the landscape.
- To set up open work processes, able to adapt to the specific requirements of each situation.

The CEP is not a mandatory instrument, it is found in the area of recommendations and it can arise as a result of the voluntary initiative of local administrations or

4. *Landschaftsentwicklungskonzept* in German and *Piani di sviluppo paesaggistico* in Italian. In this document, when referring to this tool, the French abbreviation CEP is used, or its name in English: Landscape Development Plan.

the various stakeholders in the territory (farm owners, landscape and/or nature protection associations, the general public, etc.). Usually, CEPs are started as a result of an important change in the landscape or with the aim of making the most of a territorial planning process that is under way and in which the CEP can have a positive influence, such as:

- When reviewing a master plan or a local development plan (*plan d'aménagement local*, PAL).
- During the preparation or execution of an ecological network project.
- During the preparation of a regional tourism strategy.

CEPs can be developed both at a regional scale (cantonal) or a municipal or supramunicipal scale. What is essential in all cases is the delimitation of a work area that is coherent with the landscape challenges to be dealt with. This area can be natural, rural, periurban or urban.

Participation in the decision-making and knowledge of the process by the interested stakeholders is essential to achieve the broad consensus that a CEP process requires. This also ensures the acceptance of the measures proposed. In addition, it is also considered to be the ideal tool for coordinating some of the typical tasks of a municipality, such as projects organised in network, forest planning or nature protection plans, among others.

Content

The methodology for preparing the CPA is fairly variable and mainly depends on the context and the area in which it is to be carried out, and on the needs of the place. Nevertheless, it is considered that a good CEP project should include:

- **Diagnosis:** the characteristics of the landscape, the strong points and priorities, among others.
- **The *idées forces*,** a future vision for the area and the definition of issues that the CEP should study in greater depth.

- The provisional choice of the study area.
- The structure of the project stakeholders: the body responsible and the driving force, the composition of the CEP committee, the specialists to be consulted and the organisation chart for its functioning.
- The definition of the participation processes and of the people who will take part in them.
- The considerations on the monitoring and evaluation of the CEP.
- A budget and funding resources that can be used to carry it out.

The conclusions of the CEP are drawn up in the form of diagrams, conceptual plans and/or reports, all of which serve as recommendations.

Usually, the bodies and the stakeholders that participate in preparing a CEP are the following:

- **Responsible body:** it has the power to decide. These are usually municipal or canton authorities.
- **CEP Committee:** workgroup created to prepare the CEP made up of representatives of the different groups of interest, together with the executive body, the advisory board and communication board.
- **Landscape professionals:** they have the role of assessing during the elaboration process of the CEP; they can also do the scientific work and coordinate the main tasks.
- **Specialists in other areas:** in some CEPs, the opinion of other specialists may need to be considered.
- **Stakeholders directly affected** by the CEP, such as owners, stakeholders who exploit the resources in the territory, etc.

It should be said that, in Switzerland, the landscape is influenced by diverse policies of a higher order, such as those referring to agriculture, energy and/or transport. Therefore it is very important that the writing up of the municipal or canton CEP should take into account the various juridical, political and economic regulations

that are in vigour in that area for it to be useful and applicable in every case.

Application

Although the CEP is not a compulsorily enforced tool, the proposals arising from the CEPs become an extremely useful base for other landscape planning proposals, even though they are not mandatory. Its application is promoted by means of economic incentives, as well as an important awareness and dissemination task. All this means that CEPs are becoming increasingly recognised as essential tools for coordinating the different landscape projects in a territory.

The greater force and obligatory nature of the document occurs when the municipal administration ad-

opts the objectives of the CEP and integrates them into its urban planning tools. Therefore, ideally, as already mentioned, the preparation of a CEP can take place at the same time as reviewing the local management plans, so that the two processes are developed in parallel and offer each other feedback. However, this is not the only option, as a CEP can also be written up at any other moment, without being linked to any territorial planning process.

The preparation of a CEP is a participatory process, which takes into account the people and groups that represent the diverse uses of the landscape: farmers, those who enjoy open-air free time activities, authorities and local administrations, etc. The commitment of the various stakeholders to the CEP is an essential factor for its success.

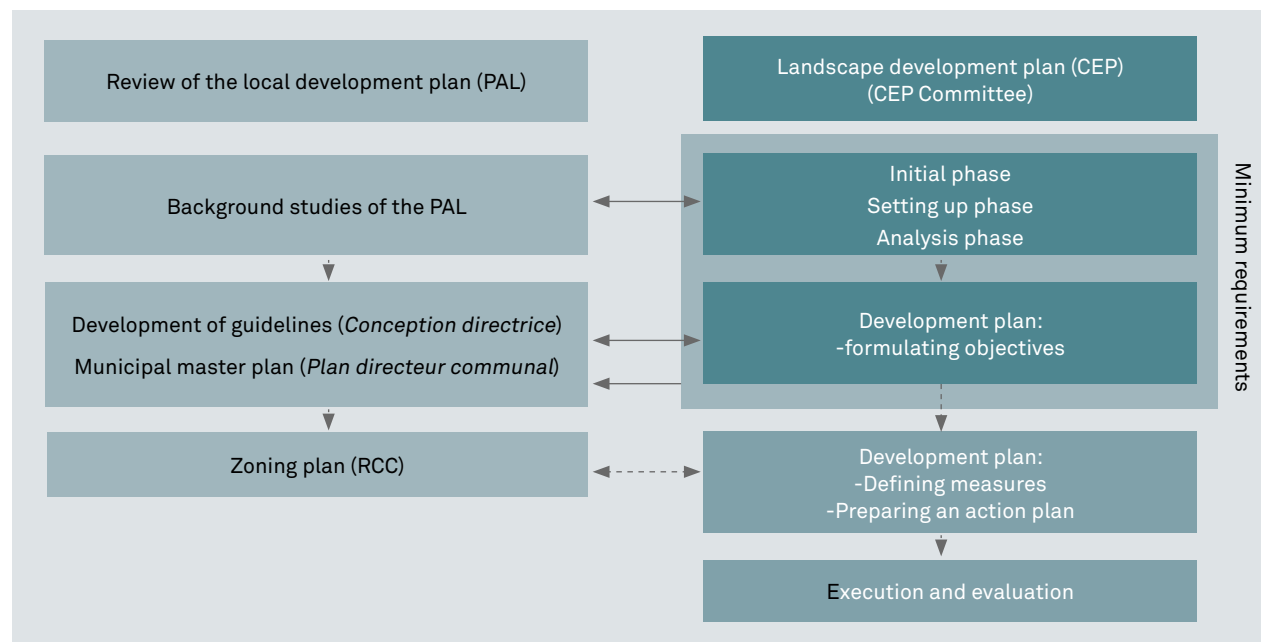


Figure 34. Outline of the content of a CEP project and its link with the local town development plan (PAL). Source: Conception d'évolution du paysage, 2010.

Conception d'évolution du paysage de Soulce

The Soulce district (223 inhabitants and 1,472 ha) has an extraordinary landscape heritage. It is a rural district in a small valley in the Jura region which has been part of the Haute-Soulce municipality since 2013.

In 1998, the Landscape Development Plan (CEP) was drawn up with a 15-year horizon as a response to the desire stated in the Regional Territorial Planning Master Plan (*Plan directeur cantonal d'aménagement du territoire*). The CEP, which was updated in 2005, received funding from the Swiss Foundation for the Protection and Management of the Landscape, the Sophie and Karl Binding Foundation, Pro patria and the Swiss Landscape Fund, which made part of the actions possible (see page 106).

The municipal executive board and an advisory group actively participated in drawing up the CEP. In addition, the plan received the support of the general public, the farm owners and the various territorial stakeholders. The municipal executive board and its advisory group guarantee the coordination of the CEP.

As far as the content is concerned, the CEP project is structured into themes, for each of which specific actions that need to be carried out are established. The objective of the actions is to create a comfortable, diverse space in which the environment, the landscape components and the social and economic structures can cohabitate and evolve in a harmonious way.

The advisory groups set the programmes of actions for two-year periods, in keeping with the demands of the population and the priorities at all times.

The themes and the priority issues and objectives are the following: in the territorial planning, the need for

global planning is proposed; with respect to the architectural heritage, the protection and restoration of historic buildings and the planning of the spaces is prioritised; in the agricultural area, the extensive exploitations are to be maintained and the agricultural surfaces of ecological value are to be increased; as far as forestry is concerned, a coherent management of the forest areas is sought, with the definition of sur-

face areas with an ecological vocation, forest reserves and management of the perimeters; with respect to the water environment, it wishes to conserve and valorise the water network, in its natural and its historic aspects and, finally, for the natural environments, diverse management, communication and coordination actions are proposed, such as creating an information plan and a participation plan.



Picture 11. The small Soulce nucleus has an extraordinary landscape heritage.



Figure 35. Some actions carried out in Soulce as part of Landscape Development Plan of Soulce.



Picture 12. One of the actions envisaged within the framework of the municipality's CEP was the renovation work on the canal in Soulce.



Picture 13. Panoramic view of Soulce district.

3.12 Landscape Programme

Programme paysage

The Walloon Region, Belgium

Description

The landscape programmes (*programme paysage*) of the Belgian Wallonia region are supramunicipal landscape planning tools of a voluntary nature, developed with the purpose of enabling local stakeholders to define specific measures for managing the landscape in their territory. They involve the preparation of an analysis or diagnosis of the landscape of the area in which the landscape partnership acts (see chapter 2), based on which a series of strategic objectives are established and agreed which end up being specified as actions aimed at improving the landscape management at a municipal scale. In some cases, these actions involve the inclusion of certain criteria and measures in local urban planning.

The landscape programmes do not have a regulatory value and they are proposed on the initiative of the active association structures at a local scale, such as local action groups (GAL⁵) or natural parks (*parcs naturels*), which make up the previously mentioned landscape partnerships. They all follow the philosophy of the European Landscape Convention, and receive the support of the regional government of Wallonia.

Content

On the whole, landscape programmes consist of a landscape diagnosis, in which a description and an as-

5. The local action groups (Groupe d'Action Locale, GAL) are groups of private and public social and economic stakeholders installed in rural areas responsible for the application of a development strategy organised under the European LEADER Programme. Specifically, the GALs are made up of local elected public servants and representatives of public institutions, as well as companies, associations and chambers.

essment of the landscape in the area is made. Matters such as landscape structure, the landscape values and the perception of it are taken into account. The fact that many of the programmes have been prepared in rural areas or in natural parks means that they usually take into consideration aspects such as geomorphology, relief, hydrography and the natural aspects of the landscape, among others. Constructed landscapes are given particular consideration in landscape programmes and especially everything related to the maintenance of urban centres and entrances to the centres. Based on this diagnosis, objectives are defined for the area in question, which are habitually divided into the two following types:

- **General objectives:** they refer to the landscape as a whole and mark the strategy of the landscape programme. For example, they can be related to the perception of the landscape or to the general lines proposed for the natural landscape, the constructed

landscape, etc. They also include the vision for the future of the area.

- **Thematic objectives:** they are formulated to face specific challenges of the aspects or features that make up the landscape in the area, such as the topography, the wetlands, vegetation, communication channels, facilities, constructed features (colours, textures, etc.) and their relationship with the environment, etc.

The final stage consists of defining the recommendations that should be applied to be able to comply with the objectives that have been set. These recommendations can be made at an area level, following the thematic axes on which the objectives have been formulated, or for each of the municipalities that are included in the area of the landscape programme (given that they are frequently supramunicipal), without the two forms being mutually exclusive.

Scale: Supramunicipal and municipal

Reference framework

- Walloon Code for Land Use Planning, Urban Planning, Heritage and Energy (*Code wallon de l'Aménagement du Territoire, de l'Urbanisme, du Patrimoine et de l'Energie*)
- General regulation for constructions in the rural environment (*Règlement Général sur les Bâtisses en Site Rural*)

Summary: Landscape programmes are landscape planning tools of a voluntary nature, aimed at allowing local stakeholders to define specific measures in landscape matters. They agree on a series of strategic objectives that end up being specified in actions for managing and planning the landscape. Some of these actions are related to the inclusion of criteria and measures in local planning.

Key aspects

- The preparation of landscape programmes does not have a mandatory value; they are carried out in a voluntary way by local stakeholders such as local action groups (*groupe d'action locale*, GAL) or natural parks (*parcs naturels* or *parcs des paysages*), with the support of the regional government of Wallonia.
- The programme concludes with recommendations for improving the landscape quality, applicable to the entire area of the programme as well as to each municipality (with reference to the topography, wetlands, vegetation, communication channels, facilities, constructed elements and their relationship with their surroundings).
- The recommendations have a high degree of detail (with illustrations about how they should be put into practice or diagrams and maps for zones with detailed descriptions).

- The recommendations can influence local urban development planning and are also useful for stakeholders in the territory as well as for builders, private stakeholders or the general public.
- The actions derived from the recommendations can establish regulatory measures, awareness raising actions or management and one-off intervention measures, among others.
- Some landscape programmes have prepared the documents (*Construire le paysage de demain*), which include more details and specific recommendations to improve the quality of the urban landscape.

Examples

- *Programme paysage en Entre-Sambre-et-Meuse*
- *Programme paysage du Parc Naturel des Deux Ourthes*
- *Programme paysage en Hesbaye Brabantonne*

Application

The objectives and the recommendations defined in the landscape programmes can reach a high degree of detail (often including illustrations on how they should be proposed and carried out in practice, or schemes and maps for areas with detailed descriptions), which makes them particularly useful for urban planning. They can also be useful for other territorial stakeholders such as builders, private stakeholders or the general public, as criteria for managing the landscape correctly can be found in them.

Overall, each of the municipalities involved in the landscape programme adapts the recommendations in its own programme of actions, depending on their priority. The actions can range from setting up tools for putting regulatory measures into practice to actions to create awareness, including measures for management and one-off intervention.

It should be pointed out that, in the framework of the landscape programme, documents called *Construire le paysage de demain* have been created, which provide recommendations on how to intervene in the landscape of the urban centres in order to maintain the landscape quality of the area and increase the quality of life of its inhabitants. It offers a greater level of detail than the usual landscape programme recommendations, with more illustrative drawings, diagrams and lists of good practices. There is particular interest that they should be easy to understand by the general public and to apply.

Construire le paysage de demain includes a brief analysis on how the vision of a territory changes when the observer's point of view changes. The evolution of the territory is also analysed with block diagrams which represent the landscape of a place, with the approach of two possible future scenarios.

The document also asks diverse basic key questions about the landscape in a very educational way, which would later correspond to areas on which the recom-

mendations will be organised and proposed. These are:

- Why do we need to choose a good geographical orientation for the projects?
- Why do we need to consider the characteristics of the plot?
- Why do we need to adapt the project to existing buildings?
- Why do we need to adapt the project to the slope of the land?
- Why do we need to harmonise the project with respect to existing architecture?
- Why do we need to link the project to the street in which it is constructed?
- Why do we need to adapt the project to the environment?

It should be stressed that *Construire le paysage de demain* expresses recommendations, not obligations, thus following the philosophy of the landscape programmes in the Walloon Region. In this sense, the recommendations, which have a highly educational nature to them, give specific indications and show the need that each construction project should be studied individually to be correctly inserted into the environment. The document also specifies that different interlocutors can be consulted to provide further information to give greater detail to the building project in such a way as to preserve the quality of life of the entire community. The two regulations that define the building criteria to be taken into account in this context are also indicated.

All the recommendations proposed in the *Construire le paysage de demain* document are illustrated and detailed to a greater or lesser degree, depending on the theme. However, in general, the level of detail is high, even including lists of autochthonous plant species recommended to be planted in private and public gardens, as well as colour charts and materials for the

façades of buildings and their roofs. Despite only being recommendations, they refer to the legislation which they may affect or which they may complement. The level of detail and its scope make this tool extraordinarily useful for local planning, despite the fact that it is not binding.



Picture 14. Document *Construire le paysage de demain en Entre-Sambre-et-Meuse*.

Programme paysage en Entre-Sambre-et-Meuse

The Entre-Sambre-et-Meuse Landscape Programme corresponds to the northern part of the geographical region with this name and includes four rural municipalities (Cerfontaine, Florennes, Gerpinnes and Walcourt) which have been grouped together in the Entre-Sambre-et-Meuse local action group (GAL). The programme was created in 2006 as a result of the importance that the population of the area gives to its landscape and of the need to manage the richness and diversity of this landscape. The landscape programme was possible thanks to the funding of the European LEADER programme.

The main objectives that the Entre-Sambre-et-Meuse Landscape Programme proposes are to specify, on the one hand, the definition of recommendations for the entire area and, on the other hand, the elaboration of a proposed programme of actions for each of the municipalities.

Each of the four municipalities adapts the recommendations in its own programme of actions according to its priorities. The actions range from setting up tools to put regulatory measures into practice to management and one-off interventions or pilot schemes. They are all accompanied by measures to raise awareness and the participation of the general public.

Apart from this, the booklet *Construire le paysage de demain* has also been published for the area of action of the landscape programme, by means of which the recommendations drawn up to maintain the landscape quality of the urban centres in the area are specified and illustrated very graphically.

With regard to the content, the Entre-Sambre-et-Meuse Landscape Programme proposes three main challenges:



Figure 36 and picture 15. Area of action of the Entre-Sambre-et-Meuse Landscape Programme.



controlling the evolution of the landscapes, preserving the identity of the towns and sharing and promoting the discovery of the landscapes.

In addition, it identifies the three notable areas in their management which we would particularly mention: remarkable landscape areas, landscape areas that need rehabilitating and urban development protection areas.

The document includes recommendations for the entire area classified in keeping with the most relevant aspects that make up the landscape: relief and water,

plant cover, communication channels, towns and villages, urban landscape and heritage. Recommendations are also established for each of the municipalities that make up the area, and suggestions are added on how to influence local planning so that it is coherent with the landscape planning.

In certain cases, the recommendations are represented using schemes or illustrative diagrams, which identify the main features and propose a strategy to be followed for each of them.



Figure 37. Detail of the inside of the booklet *Construire le paysage de demain* of the Entre-Sambre-et-Meuse Landscape Programme. All the recommendations are represented by means of illustrations and block diagrams that show the different ways of interacting with the landscape, following the recommendations in order to guarantee the landscape quality of the place.

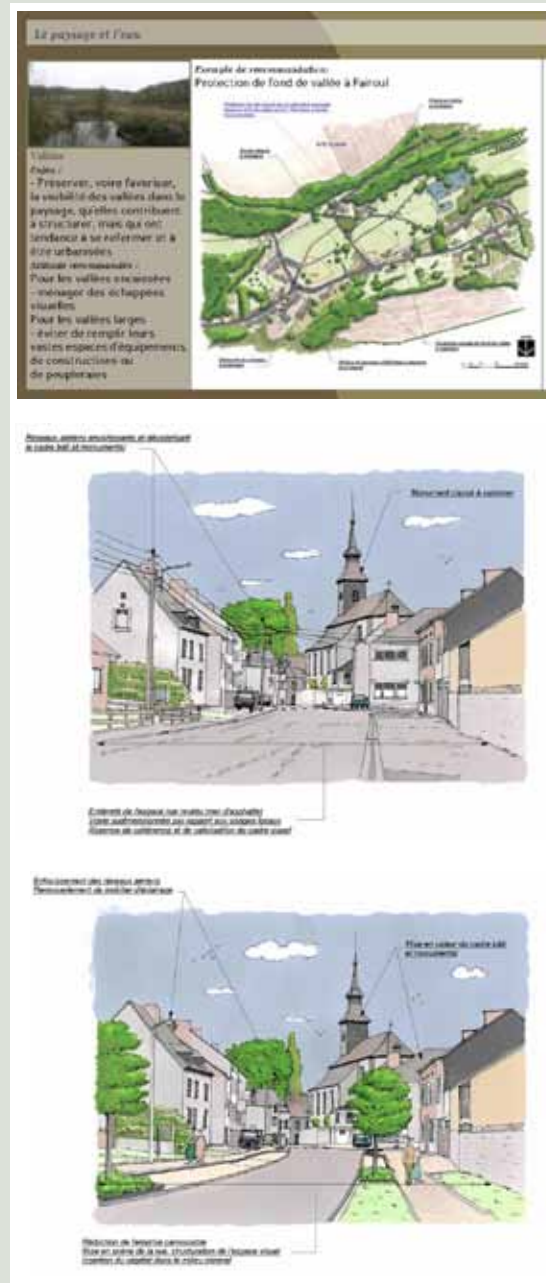


Figure 38. Examples of the illustrations linked to the recommendations of the Entre-Sambre-et-Meuse Landscape Programme, each of which are dedicated to a different aspect of the landscape. Above, the water and the protection measures for the bottom of a valley and, below, the improvements to the entrances to the towns and villages.



Figure 39. Examples of the chart listing the recommendations made in the landscape programme for each of the municipalities that are part of it, in this case, dedicated to Florennes. The recommendations are organised by landscape aspects, with an initial part on the impact on local planning.

4.

Landscape in urban planning

This chapter presents a selection of urban planning tools at a local scale, both municipal as well as supramunicipal, which incorporate the landscape as an important aspect of the planning process. They are tools in which the landscape intervenes, both in the analysis phase and the preliminary diagnosis, as well as in the definition of the objectives and the strategies that decide how the planning will be in forthcoming years.

The selection incorporates local planning tools, which are aimed at different scales: from municipal groups (such as the French territorial coherence plans) to specific areas in a municipality (such as the French planning and programming guidelines) including entire municipalities (such as the English local plans). For each of the tools that are described, there are at least three kinds of information: a description of what kind of tool it is; the procedure, the parts and the contents of the landscape that they incorporate and the variety of channels of application at a local level.

The diversity of examples of cases associated to each tool is great. They were chosen from large municipalities to other smaller ones; from areas of application of a more rural nature to others which are periurban or urban, or to coastal as well as inland areas. Sample cases also follow the same scheme when describing them: description, content, scale, stakeholders involved and key points of the case.

4.1 Territorial Coherence Plan *Schéma de cohérence territoriale, SCoT* France

Description

The Territorial Coherence Plan (*schéma de cohérence territoriale, SCoT*) is a territorial and urban planning tool at a supramunicipal level with a 10-year validity, with the objective of the sustainable evolution of the territory. The SCoT serves as a framework for the various sectorial policies (above all those related to matters of housing, mobility, development of the territory and environment, among others) as well as for Local Urban Development Planning Policies (PLUs) and municipal charters (*carte communale*) and guarantees their coherence. The SCoT was created by the Act on Solidarity and Urban Renewal (*Loi relative à la solidarité et renou-*

vellement urbains, SRU, 2000), created with the aim of rationalising the dynamics of urban spread and the loss of agricultural land and of landscape quality in France.

A SCoT expresses an overall project for the territory (articles L12-1-4 of the Urban Planning Code, *Code de l'Urbanisme*). It proposes what the landscape will be like in a determined place taking the wishes of the community as a starting point. Therefore, among other things, the SCoT:

- Establishes general guidelines for the planning of the territory (ecologic corridors, natural habitats to be preserved, heritage spaces, etc.) and the restructuring of urban spaces (favouring the development of the entrances into towns, among others).
- Determines the balance between the natural and agricultural areas and the urban and developable areas.
- Incorporates the programmes of facilities envisaged by the state and by the metropolitan areas.
- Assesses the impact of the policies on the territory and the environment.

The preparation of a SCoT is carried out on municipal initiative (grouped into the public institutions of

supramunicipal cooperation (*établissement public de coopération intercommunale*) or into mixed syndicates). The body that instigates the SCoT has the ability to decide on who the involved stakeholders will be, and how and when the follow-up and the review will take place. One relevant aspect of the SCoT is that the law establishes it must be put to public consultation.

Content

The SCoT is made up of at least three documents accompanied by one or several graphic materials, as well as the corresponding regulation.

In the first place, the **introductory report** (*rapport de présentation*), which contains the guidelines and the objectives of the SCoT and is drawn up based on a diagnosis of the guidance area. The landscape may be incorporated into this first document through a reading of the territory in a morphological key, of its perception, as well as the social and cultural representations, with the aim of detecting:

- The sensitivity or fragility of the places: more visible places, fragile balances, obstacles, etc.
- The understanding and readability of the urban fabric: visibility, accessibility to the environment, etc., paying attention to the causes of the dysfunctions that need to be improved.
- The quality of the urban and rural landscape: how it fits in visually, constructed fronts and façades, urban profiles or silhouettes, complex compositions, etc., with special attention paid to those which can be preserved.
- The black points and the places or features to be restored or improved: entrances into urban centres, urban façades, urban sprawl and badly structured areas, etc.

For this purpose, the landscape analysis takes into account aspects such as:

- **The structure of the landscape:** the landscape

Scale: Supramunicipal (regional)

Reference framework

- Solidarity and Urban Renewal Act (*Loi SRU*)
- Grenelle Environment Agreements I and II
- Town Planning Code (*Code de l'Urbanisme*)

Summary: The SCoT is a supramunicipal territorial and urban development planning tool which has the aim of achieving the sustainable evolution of the territory. It determines the protection of natural areas and the introduction of new urban growth and industrial areas, and is also a key tool for the management and planning of the landscape (preservation of ecological corridors, unique features, scenery, etc.). It is a consensus

tool with the local authorities aimed at being a reference framework for the various sectorial policies, to ensure coherence and guarantee a sustainable planning of the space. It is mandatory for local development plans and sectorial plans.

Key aspects

- The SCoT is a supramunicipal territorial planning tool with a validity of 10 years, the preparation of which includes a social participation process and institutional involvement.
- The landscape is the starting point of the SCoTs, as the main guidelines have a direct implication on the management, planning

and preservation of the landscape.

- The SCoT can define landscape quality objectives for a territory, in areas such as the limitation of the urban development, the preservation of scenery or the planning of urban and rural limits, among others, paying special attention to the landscape sensitivity.
- The SCoT is a mandatory document for sectorial planning and for Local Urban Development Planning (PLU).

Examples

- *SCoT Rosselle*
- *SCoT du Grand Saumurois*
- *SCoT de l'Àrea Metropolitana de Montpellier*

units and the features that determine them, such as the slope, openings (plains, valleys, etc.), ruptures (gorges, canyons, etc.), stretches of vegetation, the alternation of constructed and unconstructed areas, etc.

- **Unique features or points of reference:** towers, monuments, geological formations, etc.
- **Great views or scenery,** perceived from the highways and viewpoints (visibility cones, viewpoints, areas with a high degree of visibility, etc.).
- **Urban/rural transition:** ruptures, accesses to urban centres, constructed façades or fronts, etc.
- **The function of the agglomerations and the urban areas:** accessibility, neighbourhoods, polarities, changing areas (without going into detail, a scale that is dealt with in the PLUs).

In second place, the **planning and sustainable development project** (*projet d'aménagement et de développement durable*, PADD) is a key document of the SCoT, as it becomes the nucleus of the territorial strategy and an opportunity to decide what the landscape is to be like. According to article L122-1-3 of the Urban Planning Code, the PADD defines the objectives to be followed by the public policies in matters of urban planning; housing; mobility; commercial establishment; economic, tourist and cultural development; communication; protection and conservation of natural, agricultural and forest spaces and of the landscape and preservation of the natural resources. The PADD also follows the principles of sustainability established in the Grenelle II Agreement.

Finally, the **guidance and objective document** (*document d'orientation et d'objectifs*, DOO) is the application of the PADD. According to article L122-1-4 of the Urban Planning Code, this document identifies the general guidelines for the planning of the territory and the great balances between urban and developable areas and rural, natural, agricultural and forest areas.

Application

The SCoT influences the entire territorial planning and management system at a local scale and particularly affects urban areas of more than 50,000 inhabitants. In these towns, without the previous approval of a SCoT, natural areas or new urbanisations cannot be urbanised within a 15-kilometre radius of the city or a distance of 15 km from the coast (a regulation that has been in force since July 2002). Moreover, agglomerations of less than 50,000 inhabitants also have the option of preparing a SCoT, if the competent authorities see fit.

It states that producing a SCoT under the landscape perspectives allows the objectives and the principles established by the Act on Solidarity and Urban Renewal (SRU) and the Act on Guidance for Sustainable Planning and Development to be better taken on and in a more coherent way, above all, because it ensures a transversal approach that integrates different areas (housing, economic aspects, urban planning, infra-

structures, agriculture, etc.), and favours participation, consensus and dialogue with the citizens of a territory.

A strategic aspect of the SCoT is that it must be taken into account in sectorial planning documents, as well as in local planning documents, in other words, the local urban development (PLU) and the municipal charters. It must also be compatible with the Regional Natural Park Charters. The Urban Planning Code establishes the obligation that all local authorities with competences in territorial planning should guarantee the consideration of the landscape and a rational management of available land. Therefore, there must be a coherence in the planning of the territory at all scales, and this objective is achieved by means of the SCoT.

In short, one of the objectives that is sought by the SCoT is the development of a genuine culture of consensus for matters related to the management, planning and protection of the heritage, infrastructures or landscape, which involves the local authorities.

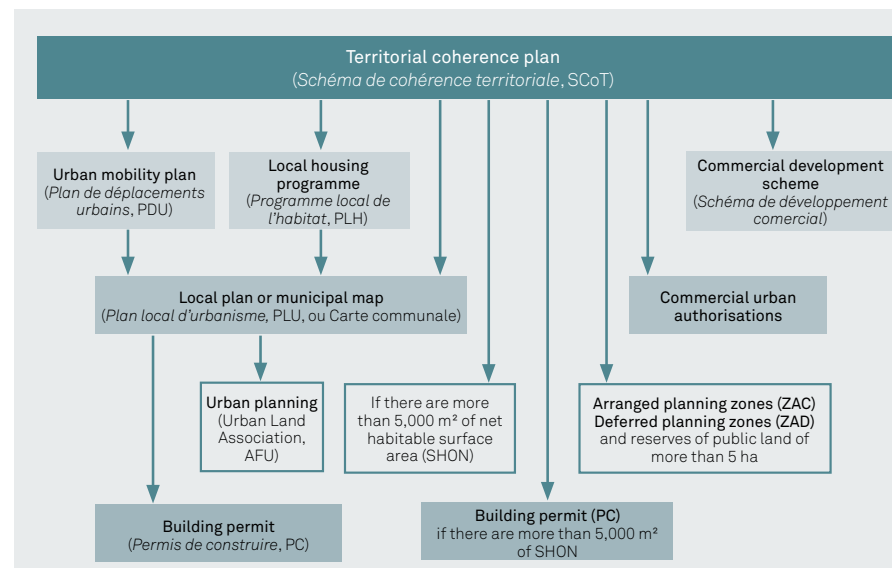


Figure 40. Relation between the SCoT and the various planning instruments at a local scale. Source: based on the SCoT of the Pays de Rennes.

SCoT Rosselle

Rosselle Valley is located in the north-east of the Moselle Department, on the French-German border. It is an eminently forested area that covers a large part of the Warndt depression. The Rosselle SCoT brings together forty-seven municipalities, from four supramunicipal associations, which are organised in the form of a mixed syndicate. The territory is home to a population of almost 174,000 inhabitants. The area is conditioned by being a border area, both regionally as well as at a European level.

The SCoT, a mixed syndicate initiative, aims to face two fundamental challenges. Firstly, to favour the transfer from a declining mining economy to a new economy based on activities linked to the territory and the landscape. Secondly, to link the future of the territory to the potential of the large cross-border metropolis Sarrebruck Moselle Est. Therefore, the fact that it is a cross-border town is considered to be a great opportunity, not just with respect to the economic development, but also to the construction of a unique territorial identity based on the multilingual and multicultural nature of the population.

In 2012, it was agreed to start a review process of the SCoT to update it to the Grenelle II Agreement.

The Rosselle SCoT contains a diagnosis that describes the main characteristics and dynamics that mark the territory and that correspond to its main challenges: demographic decrease, need for a change in the economic model, fragility of the housing market, existence of large infrastructures as a place for passing through and its relationship with local mobility, as well as the landscape as a fundamental factor for improving the quality of life of the population. The document includes a description of the landscape values of the place:

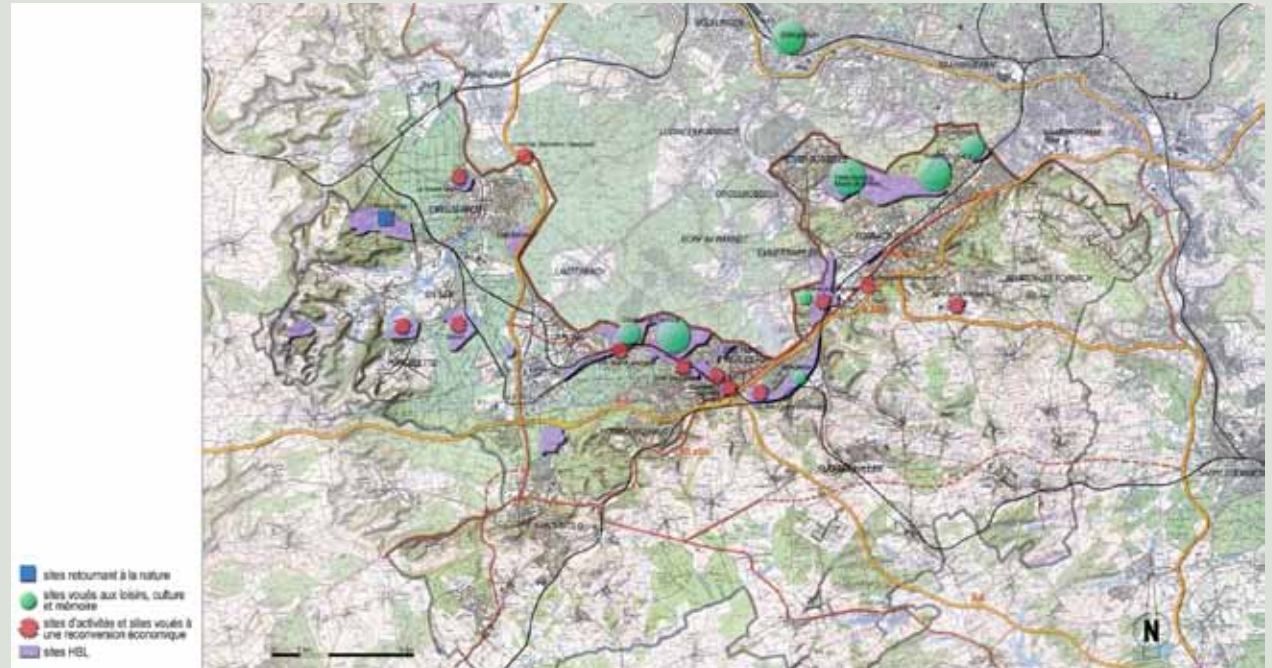


Figure 41. Mapping of the objectives defined to renew the abandoned mining areas, collected in the planning and sustainable development project of the Rosselle SCoT.

the important forested areas, the image of the place, the agricultural plateau, the green belts, the rivers and the springs and also the renaturation of the urban areas, the peripheries, etc. The diagnosis is accompanied by an economic study and by maps.

The second document is the PADD which defines the objectives that should guide the SCoT to achieve the sustainable development of the territory. These are: considering the Rosselle Valley as a territory with an identity of its own; developing a new attraction based

on quality of life; achieving quality sustainable and environmental development and renewing the model of economic development. A large part of these objectives are based on the values of the landscape and its uniqueness, and are specified in strategic actions and projects.

Finally, the SCoT incorporates a general guidelines document (GGD) based on the strategic projects for the Rosselle Valley: the creation of the Warndt Park, the Rosselle Valley Tram-Train and the planning of the central urban space and the peripheral rural space.



Figure 42. Project for the rehabilitation and enhancement of a former mine.

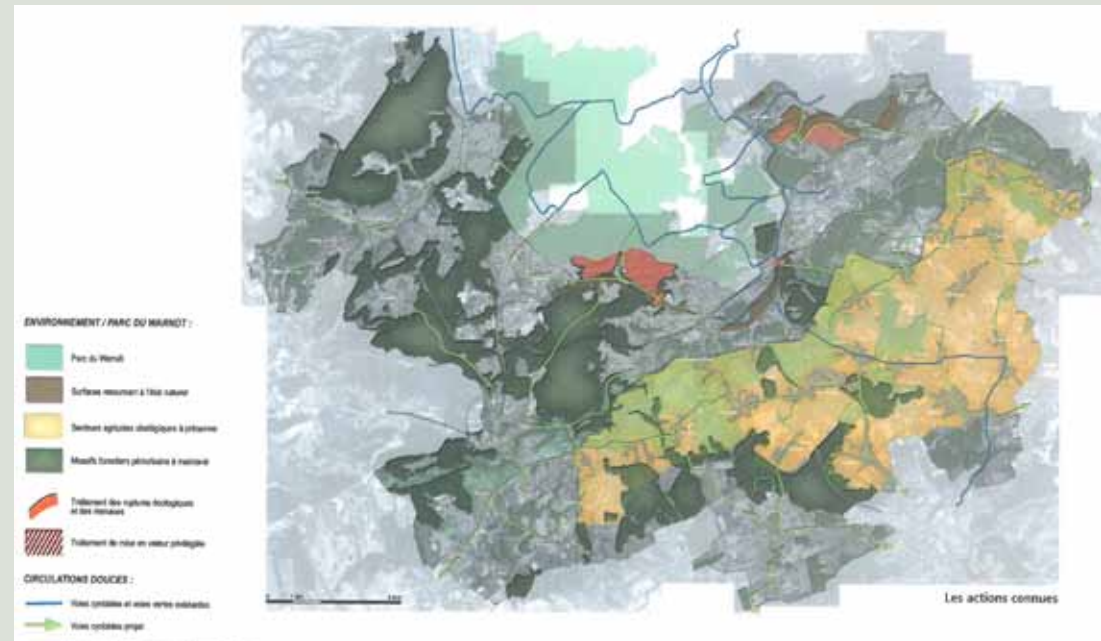


Figure 43. Mapping of the Warndt Park and the actions to be carried out on the zones with natural and agricultural value in the area, covered in the general guidelines document of the Rosselle SCot.



Picture 16. The former Barrois quarry is currently a leisure area with paths to discover the landscape that is the result of centuries of mining work.

4.2 Local Urban Development Plan *Plan local d'urbanisme, PLU* France

Scale: Municipal and supramunicipal

Reference framework

- Urban Planning Code (*Code de l'urbanisme*)
- Grenelle Environment Agreements I and II

Summary: The local urban development plan (PLU) allows the landscape to be incorporated as yet another feature of local planning. The incorporation of different landscape features from an ecological, aesthetic, visual or heritage point of view become key points in new urban planning. In this way, the sectors to be urbanised are economised and optimised and areas of greater quality for the inhabitants of the municipalities are created, from within the urban planning.

Key aspects

- The PLUs are tools that are binding and mandatory.
- The modification of the PLUs in the Grenelle II Agreement has led to a better opportunity to incorporate conservation and landscape management into the local urban development planning processes, right from the beginning of their proposals to the setting up of the regulations that are made.
- In the new PLUs, landscape is taken into account from a holistic point of view, considering it to be a feature that provides urban quality and quality of life to people.
- The PLUs strengthen the joint work between bordering municipalities to promote an overall treatment of the landscape and of the territory.

Examples

- *Plan local d'urbanisme de Narbonne*
- *Plan local d'urbanisme de Montpellier*
- *Plan local d'urbanisme de Perpignan*

Description

The local urban development plan (*plan local d'urbanisme*, PLU) in France is the main urban development planning tool at a municipal scale or, eventually, at a supramunicipal scale. The PLU defines the local urban planning policy in a comprehensive way and sets the general regulations for land-use and municipal zoning, in a way that is compatible and meets all the requirements of the Territorial Coherence Plan (*schéma de cohérence territoriale*, SCoT) and the rest of the general regulations regarding land use and the planning of the territory. This urban development planning tool replaces the previous land occupation plan (*plan d'occupation des sols*, POS). The PLU is governed by the Urban Planning Code (*Code de l'urbanisme*) and is mandatory.

The Grenelle II Agreement (see chapter 2) has modified various aspects of the PLU, for example, the need to integrate the Green and Blue Network into it (see page 48), among others. This modification has meant that the concept of landscape has gained strength. Among other matters, this change can mainly be seen in the inclusion of aspects such as the conservation of the ecological connectors or green belts also made up of periurban agricultural areas, or the opening of viewpoints over singular areas.

The PLU is comprised of various documents, including two that are noteworthy for their link to the landscape:

- The **Planning and Sustainable Development Projects** (*projet d'aménagement et de développement durable*, PADD), which define the objectives and strategies the municipality should follow. The landscape can become the backbone for defining this strategy (see page 82).
- The **Planning and Programming Guidelines** (*orientations d'aménagement et de programmation*, OAP), is a collection of detailed and almost project-like recommendations at a scale of detail to be able to achieve a determined strategy or objective (see page 83).

With the approval of the Grenelle II Agreement, the new PLUs and therefore their PADDs have become key pieces for the valorisation and management of the landscape and of the different features of which it is made up, whether in an urban area or the peripheries. Under the new legislation, the Urban Planning Code can authorise the transfer of coefficients of land use in the zones to be protected due to the quality of their landscapes.

Once the PLU is approved by the competent authorities in the matters of urban planning, it is made available to the general public by means of a public consultation, which can end up modifying some aspect of it.

Since the approval of the National Commitment for the Environment Act (*Loi portant engagement national pour l'environnement*) in July 2010, the state has promoted the elaboration of supralocal urban development plans (PLUs), with the aim of dealing with the planning of the territory in a more effective way, coordinating the planning, housing and mobility policies and facing problems such as urban spread or preserving the biodiversity. Thus, it is considered that the supralocal scale enables the pooling of resources and knowledge and favours coherence and solidarity between territories.

Content

The PLUs consist of several documents that are equivalent to the different phases of the preparation process. They are the following:

- **Introductory report** (*rapport de présentation*). It contains a territorial diagnosis that defines the situation of the municipality and sets the main objectives to be achieved. It takes into account aspects such as natural open spaces; the quality of the air, water and soil; climate; demography; occupation and use of the land; heritage; public services, etc.
- **Planning and Sustainable Development project** (PADD). It defines the general guidelines that should

govern the zoning and urban planning that will determine the PLU for the whole municipality.

- **Planning and Programming Guidelines (OAPs).** They are used for planning specific districts or zones of the municipality that need specific attention because of their natural, landscape, heritage qualities, etc.
- **Regulation.** They lay down the general rules for the urban planning of the municipality. They are mandatory and binding for all the activities with an impact on the territory which take place in the municipality, particularly for obtaining building permits.
- **Graphic documentation.** It accompanies the regulation. It shows the delimitations of the urban areas, areas for urban development and agricultural, natural and forest areas. It is also binding for any work or construction to be carried out.
- **Appendices.** Complementary documents to the PLU which express studies on specific matters that may be necessary for each place (acoustic plans, conservation areas, water, sanitation, etc.).

The nature of the articles that are included in the PLU regulation may vary depending on the team drawing up the plan and on local circumstances. Nevertheless, they usually include articles that deal with aspects such as the type of occupation allowed, land subjected to special conditions, accesses and roads, public networks (sewerage, water, electricity), open areas and/or green spaces or parking spaces. Despite this flexibility of content, there are two aspects that must be included, either in the regulation or in the mapping or graphic documentation associated to it, and that should be particularly highlighted for their landscape component: the layout of buildings in relation to the communication channels and public highways and the layout of structures and constructions with respect to the divisions between properties.

Moreover, if a PLU affects protected natural open spaces or possible effects on the environment an environ-

mental assessment must automatically be incorporated.

Application

The landscape has growing importance in the preparation of many urban development plans, something which has been on the increase, particularly since the approval of the Grenelle II Agreement. A correct landscape diagnosis with, for example, the location of ecological corridors through natural zones, but also urban ones, among other measures that can be included in the PLU, can offer extremely interesting results in the urban area.

Therefore, the main provisions that are most directly related to the landscape and that are incorporated in the PLUs with the approval of the Grenelle II Agreement are:

- Favouring a supramunicipal scope, with the aim of achieving more overall urban planning. Increasing the scope of work favours the overall vision of the landscape and of the territory.
- Prioritising the sustainable management of the space and the densification. These are two very important points, which are repeated in numerous tools. This is one of the most notable contributions of the Grenelle II Agreement, which has an obvious physical translation on the landscape. It envisages modifying the trend to urbanise large expanses of housing in the peripheral area of the municipalities and, as an alternative, favouring the reorganisation of empty areas inside constructed areas in order to promote an increase in the density and changing the regulations regarding the height of buildings, among others.
- Taking into account the urban and territorial planning of the future Green and Blue Networks (*trame verte et bleue*, TVB) (see page 48).

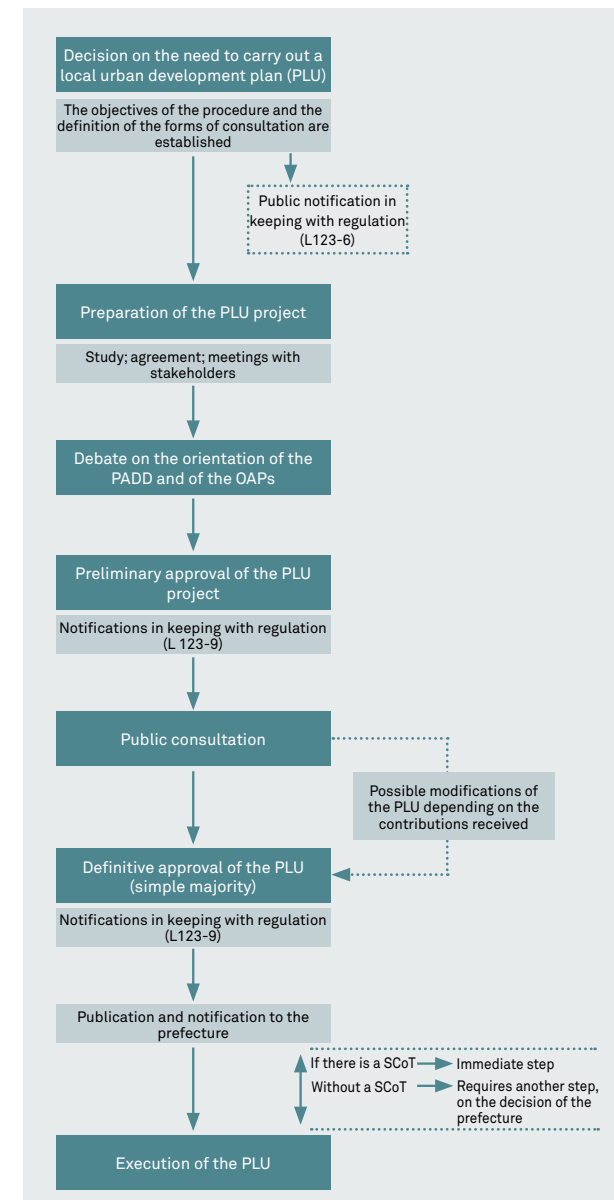


Figure 44. Procedure for writing up a PLU. Source: our own work, based on Ministère du Logement et de l'Égalité des Territoires, 2014.

Planning and sustainable development project

Projet d'aménagement et de développement durable, PADD France

Description

The planning and sustainable development project (*projet d'aménagement et de développement durable*, PADD) is a document created by the administration, which is mandatory, and which defines the objectives and strategies for the municipality as a whole in terms of economic, social, environmental and urban development with a 10 to 20 year perspective. It is a key tool in both preparing local urban development plans (*plan local d'urbanisme*, PLU) as well as territorial coherence

Summary: The PADD is a document that can be part of the PLUs as well as the SCoTs and which defines two strategic lines, challenges and objectives that the municipality will follow during a period of between 10 and 20 years. These strategies, thanks to the approval of the Grenelle Agreements, take the landscape into consideration in the broadest sense and deal with urban and periurban spaces as well as agricultural and natural areas. Each of the strategies also include guidelines and recommendations for achieving them, and are often associated to a map that enables a better interpretation of the strategies to be carried out.

Key aspects

- The PADD provides a strategic vision to local urban development plans and clearly determines what the objectives that need to be achieved during the following decades are.
- The challenges, strategies and objectives of a PADD always take the comprehensive vision of the landscape into consideration.
- The mapping associated to the PADD, correctly adapted to the scale of the work, clearly shows what the objectives that must be achieved are and guides future actions.

plans (*schéma de cohérence territoriale*, SCoT), which also include it for a regional scale.

This document follows the principles of sustainable development, in the same way as the PLU. The PADD must study and define the strategic lines with respect to social and environmental balance, economic development, the planning of the landscape in the territory, mobility, facilities and services, with the aim of being able to propose specific actions in these fields.

Although it is not a tool which works exclusively on the landscape, it takes it very much into account. Landscape intervenes in the PADD as yet another line of action, with the same importance as urban renewal. This is accentuated with the approval of the Grenelle II Agreement, which stipulates that the PADD should set the objectives of public policies for the protection and valorisation of natural, agricultural and forest landscapes, for the preservation of natural resources, the fight against urban spread and the preservation and recovery of ecological connectors. All these landscape features become fundamental pieces to be taken into account in the PADDs.

Content

A PADD is generally divided into two parts:

- The first obligatory part which includes the guidelines or general challenges of urban planning and of municipal or supramunicipal territorial planning. In the first part, therefore, the local territorial policy is organised.
- The second optional part, which defines the guidelines and requirements necessary to meet the objectives for each area of the scope of application of the PADD.

The aims and the proposals of strategic actions are translated into maps in a graphic representation on highly precise plans for each of the objectives.

Application

The PADD is considered a key piece in a PLU (or a SCoT) and is a very important, decisive phase for the municipality, as it defines the project for the following years.

The PADD reflects the desire to improve the functioning of the municipal territory, both in the present, as well as in the future, and defines three main actions:

- **Development:** Controlling, planning, managing, diversifying and concentrating the economic and social dynamics on the centre of the municipality in order to favour urban renewal.
- **Preservation:** Watching over the preservation of the attractions of the territory, particularly those that are linked to quality of life, with the objective of limiting urban spread and other obstacles for the natural or agricultural environment, and promoting quality landscape.
- **Valorisation:** Making the development and the preservation of the heritage of the municipality compatible, working on the concepts of proximity, accessibility and landscape integration.



Figure 45. Mapping representing the objective of preservation and valorisation of the landscape for the Nice PADD. Source: PLU de Nice.

Planning and programming guidelines

Orientations d'aménagement et de programmation, OAP

France

Description

The planning and programming guidelines (*orientations d'aménagement et de programmation, OAP*) are one of the documents that make up the local urban development plan (PLU) in an obligatory way since the approval of the Grenelle II Agreement in 2010. Although they are laid out in keeping with the objectives and strategic actions of the PADD, the OAPs are an autonomous tool, which incorporate provisions on land use, housing and mobility, pursuant to article L123-1-4 of the Urban Planning Code (*Code de l'urbanisme*) for a specific territorial or thematic area.

Summary: The OAPs are documents that are mandatory in local urban development plans. They determine specific areas of action and detail the actions almost at a project level thanks to a highly comprehensive, individual mapping for each OAP. Usually, the OAPs are carried out in areas with new growth, although they can also deal with comprehensive reforms of areas in the town centre. As in the rest of tools related to the PLU, the Grenelle Agreements have favoured the landscape dimension of these actions being very comprehensive.

Key aspects

- The actions that are determined in the OAPs for each area of action are mandatory.
- The OAPs incorporate detailed mapping that is easy to understand for each of the actions.
- The OAPs have the ability to reform areas inside the urban centre and to improve their landscape quality.

The OAPs are detailed guidelines of a project-like nature applicable to various areas of the municipality or the PLU which includes them. However, one needs to specify that they can have different objectives depending on whether they are in a municipal or a supra-municipal PLU. In the first case, the OAPs can only refer to management and urban planning; however, in the second case, the OAPs can also deal with aspects such as housing, transport and mobility.

Content

The OAPs can define the necessary actions to valorise the landscape and the heritage, among other issues. In addition to the written document, the associated mapping is usually highly detailed and enables the correct application of each of the actions.

The OAPs are mainly prepared to guide the provision of the new urban spread in newly-developed areas of the municipality, but they can also be used to reconvert, renew or restructure certain areas or neighbourhoods in the established urban area. The setting up of OAPs in new areas of municipal urban spread can guar-

antee the protection of the landscape areas of interest with the objective of guaranteeing the sustainability, conserving the heritage and the landscape and including the aspect of the entrances to the urbanised centres, at the same time as making the extension of the urban area of the municipality possible.

The OAPs can also be prepared from a more general point of view, in such a way that they are translated into plans for planning and defining the main characteristics of the roads and green spaces in the area in which they are applied. In this sense, they can identify the landscape features that need to be conserved, restored or created again, to integrate them into the envisaged planning.

Application

The OAP is mandatory and binding for local urban development planning, meaning that the land occupation authorisations and urban planning operations must be compatible.

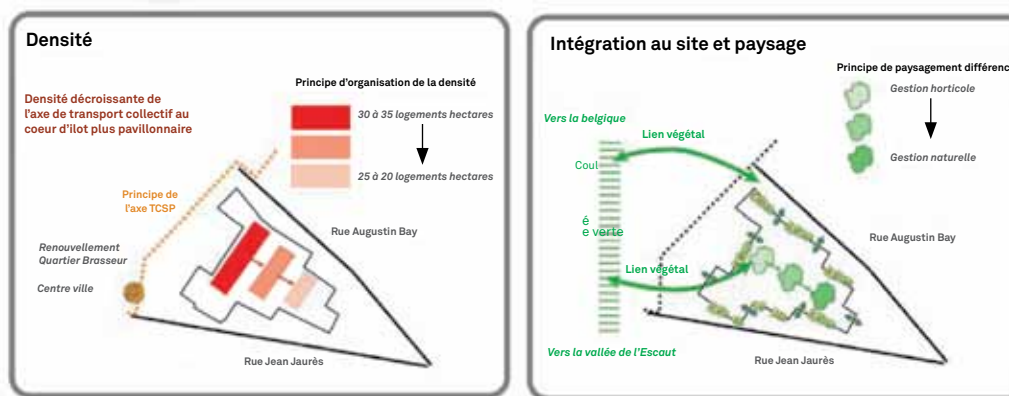


Figure 46. Graphic representation of the planning and programming guidelines of the Vieux-Condé PLU, referring to urban renewal. Source: Dron, 2011.

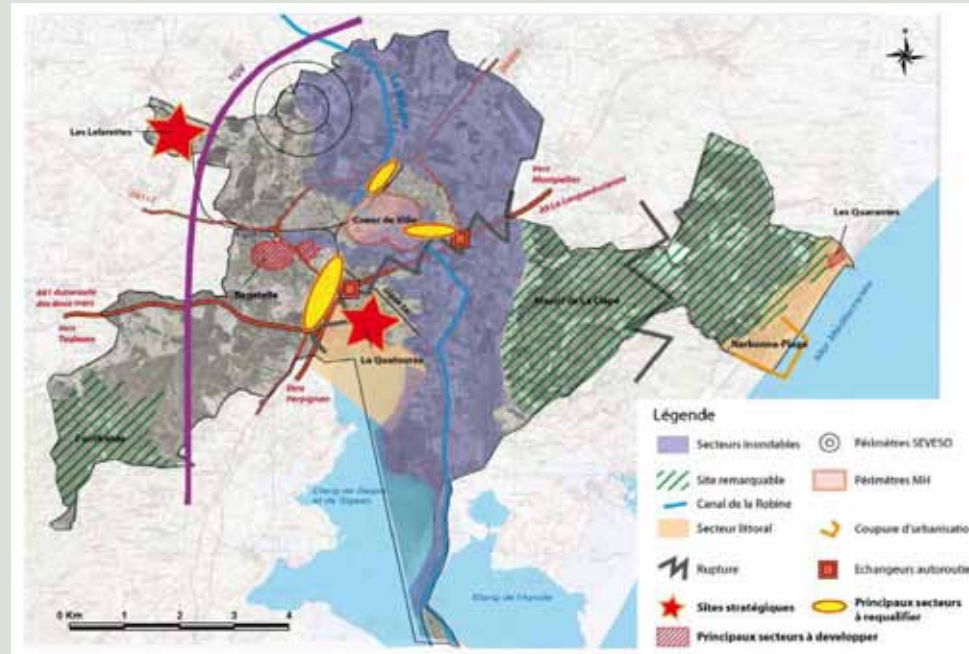
Plan Local d'Urbanisme (PADD + OAP) de Narbonne

Narbonne is a municipality of more than 50,000 inhabitants in the Aude Department, in the Languedoc-Roussillon region of France. With a surface area of 17,554 ha, it has the most extensive territory in the Department, but it is also the most diverse: the municipal territory spreads from east to west from the Mediterranean to the foothills of the Corbières Mountains, and from north to south from the course of the River Aude to the limits of the Island of Sainte-Lucié, including a large part of the saltwater lakes in Bages and Sigean.

In 2013, Narbonne started the updating process of the urban plan, which was to include the latest regulatory modifications of the Grenelle II Agreement. The new local urban development plan (PLU), of a municipal scope and driven by the local administration, is carried out using public funding.

The PLU project envisages respecting and including aspects such as the historic heritage and the landscape in the urban management. The limits of the city are being re-made from the point of view of the landscape integration, preserving and valorising the vegetable garden areas, taking into account the visual features and the scenery from a landscape and integration point of view. The green spaces and the public areas take on importance and are considered essential in the organisation of the urban fabric.

With respect to the content, the Narbonne local urban development plan (PLU) consists of a territorial diagnosis, in which the landscape analysis is extremely important (visual features, ecological connections of the urban fabric and the periphery, etc.). The priority features that affect the quality of life of the general pub-



lic are identified (natural and urban vegetation, the blue network, agricultural areas, facilities and leisure time activities, infrastructures, great visual features of the landscape, etc.).

In this context, the Planning and sustainable development project (PADD) is drawn up, the objectives of which set the strategy that the city of Narbonne must follow. These are: pillar 1: Narbonne as a priority hub in the Latin Arch; pillar 2, Narbonne as a Mediterranean municipality to be preserved and valorised; pillar 3, Narbonne as a human-scale city looking towards the future.

The Guidelines for planning and programming (OAPs) are applied in strategic areas of the city, in keeping with the following criteria: remaking the green ring; restructuring the main avenues and dealing with the transition spaces between different urban sectors; integrating the new urbanisations, managing the city-country transitions and diversifying functions; developing the entrances into the town and developing a dynamic economy.

Finally, a regulation is drawn up that allows the objectives of the PADD to be translated into regulations.

Figure 47. Representation of the conclusions extracted from the territorial diagnosis and the environmental and landscape studies carried out on the municipality of Narbonne. In this phase of the PLU, a highly detailed study on the initial state and the current context of the municipality is carried out, which also takes into account the dynamics of the town and the current or future projects.



Figure 48. Plan and extract of the legend of the summary of the objectives of the Narbonne PADD. The aim is to work on the strips between the city and the country, with the purpose of favouring the correct insertion of nature into the city. The idea is to create a new public park on a city scale and to connect the network of green spaces with the entrances and that the Canal de la Robine (declared World Heritage by UNESCO) should be a structuring feature of the city. These are aspects that had not been taken into account in the previous PLU and offer improvements in the quality of life of the inhabitants.



Figure 49. Mapping of an OAP for a strategic area of Narbonne that aims to develop the eastern entrance to the city. The information contained in this plan has a regulatory nature.

4.3 Area of Valorisation of Architecture and Heritage *Aire de mise en valeur de l'architecture et du patrimoine,* AVAP France

Scale: Municipal and supramunicipal

Reference framework

- Grenelle II Agreement
- Circular concerning the AVAP (*Circulaire NOR MCCC 1206 718 C*)

Summary: The AVAP is a municipal initiative tool that is coordinated with the PLU and that defines the objectives for the management and preservation of the architecture and the landscape of a given area. It also includes criteria of sustainable development in keeping with the Grenelle II Agreement. Its preparation involves establishing an applicable regulation for granting building permits.

Key aspects

- Doing an AVAP is voluntary for municipalities or sets of municipalities; its follow-up is carried out by a commission created by these administrations and includes a public participation process designed by the promoting municipalities. It is adopted by the municipalities, after agreement with the state.
- AVAPs can be set up in urban districts or in unconstructed areas that may or may not be in the surroundings of historic monuments, also taking into account the natural open spaces of interest.
- The preparation of the AVAP is based on an extensive architectural, heritage and environmental diagnosis, in which the analysis of the landscape and of its components plays a significant role.
- The AVAP complements the local urban development plans and must be coordinated with them. After its approval, building permits within the perimeter established by an AVAP are subject to compliance with the regulations that this tool incorporates.

Examples

- AVAP de Beaupréau
- AVAP de Chinon
- AVAP d'Enghien-les-Bains

Description

The Area of Valorisation of Architecture and Heritage (*aire de mise en valeur de l'architecture et du patrimoine*, AVAP) sets up construction and land-use regulations in the defined perimeter to guarantee the continuity and revaluing of the heritage in the area. Heritage is understood in a general sense, taking into account the cultural, architectural, landscape, historic or archaeological interest. Since the approval of the Grenelle II Agreement on the 12th of July 2010, AVAPs have replaced the former Areas of Architectural, Urban and Landscape Heritage Protection (*zones de protection du patrimoine architectural urbain et paysager*, ZPPAUP), although the basic principles are the same. Compared to the former ZPPAUPs, AVAPs include criteria for sustainable development in keeping with the Grenelle II Agreement; in other words, the optimisation of spaces, the use of energy-efficient devices, the use of renewable energies and the use of traditional building materials and techniques. AVAPs define a service area considered to be of public use, which has a regulatory value above that of the local urban development plans (*plan local d'urbanisme*, PLU) (see page 80).

AVAPs can be set up in urban districts or in unconstructed areas, that may or may not be in the surroundings of historic monuments. In addition to the architectural and urban characteristics, the natural open spaces of interest should be taken into consideration and some AVAPs even determine the maintenance or reconstitution of strips of vegetation.

AVAPs have public participation mechanisms during their elaboration process which are defined by the promoting municipalities, in addition to the public consultation which is activated at the end of the process.

Content

The composition of AVAPs was defined in a circular issued by the ministry responsible for culture in 2012. According to this circular, AVAPs are organised into two fundamental documents: an introductory report on the objectives and the definition of the regulation.

- **The introductory report of the objectives of the AVAP** includes an architectural, heritage, environmental and landscape diagnosis. The geomorphology of the territory is analysed, as well as the evolution of the occupation of the urban, rural and natural land. The structure of the current landscape is also studied, along with the quality of life of the population, the urban morphology and the historic and aesthetic type of architecture and architectural features with heritage value.

The environmental and landscape part deals with relevant features for the AVAP highlighted in the planning and sustainable development project (*projet d'aménagement et de développement durable*, PADD) (see page 82) if there is a corresponding local urban development plan. The features that are taken into account are:

- the geomorphology, as a generator of landscapes and determining factor for locating and organising population settlements, as well as being a determining factor for the layout of communication channels, services, networks, etc.
- the climate, as a determining factor for locating population settlements and traditional construction models, but also as a generator of natural risks and sources of renewable energy (wind, solar radiation, etc.).
- the flora, as an organisational feature of the landscape for the distribution of tree and bush formations and as a habitat for the wildlife and, above all, as a source of biodiversity.

This analysis concludes with a summary and with criteria for the management of the existing constructed heritage, as well as the conditions of landscape and architectural integration of the new constructions, of the renewable energy or energy-efficient installations and the qualitative handling of the spaces.

- **The regulation** establishes all the prescriptions that must be respected when applying for building permits, in keeping with the objectives proposed in the previous report. It includes written provisions and plans relating to the implantations, dimensions, architectural quality of the new constructions or the reforms of existing buildings, the preservation or the revaluing of the architectural heritage and of the natural and urban spaces, and the landscape integration of the constructions and of the renewable energy and energy-efficient equipment.
- **The cartography** has the same legal value as the regulation and defines the perimeters of the AVAP at a scale that identifies properties and, at the same time, defines the various sectors subject to specific provisions.

Application

The creation or modification of the AVAP requires a consensus between the state and the administration behind the initiative, which can be one or more municipalities, or the relevant supramunicipal cooperation public body in matters of local urban development plans. All the former ZPPAUPs will have had to be transformed into AVAPs.

The administrative body that initiates an AVAP chooses the perimeter of the study, specifies which public participation modalities will be used and decides on the members of the local committee, made up of representatives of the administrative body, people qualified in architectural heritage and in the environment and representatives of the economic sectors. The commis-

sion will be responsible for following up on the development of the AVAP and, after approving it, for monitoring its application and proposing modifications, if relevant. The committee is presided over by a mayor of one of the promoting municipalities and is helped by an architect from the state administration (*architecte des batiments de France, ABF*).

AVAPs must be annexed to the local urban development plans to be effective. In this sense, the diagnosis that is the basis of the objectives of the AVAP should take into account the guides set in the planning and sustainable development of the corresponding local urban development plan (PLU), in such a way that the preservation objectives and those of sustainable development of the two instruments are compatible with each other. Finally, the AVAP is adopted by the administrative body behind the initiative, after agreement from the state.

One important feature to be taken into account is the fact that the preparation of an AVAP allows a regulation to be set applicable to building permits that regulates the dimensions and the architectural quality of the new constructions or of reforms to existing buildings, the conservation or the revaluing of the architectural heritage and of the natural urban spaces and the landscape integration of the constructions and of the renewable energy and energy-efficient equipment.

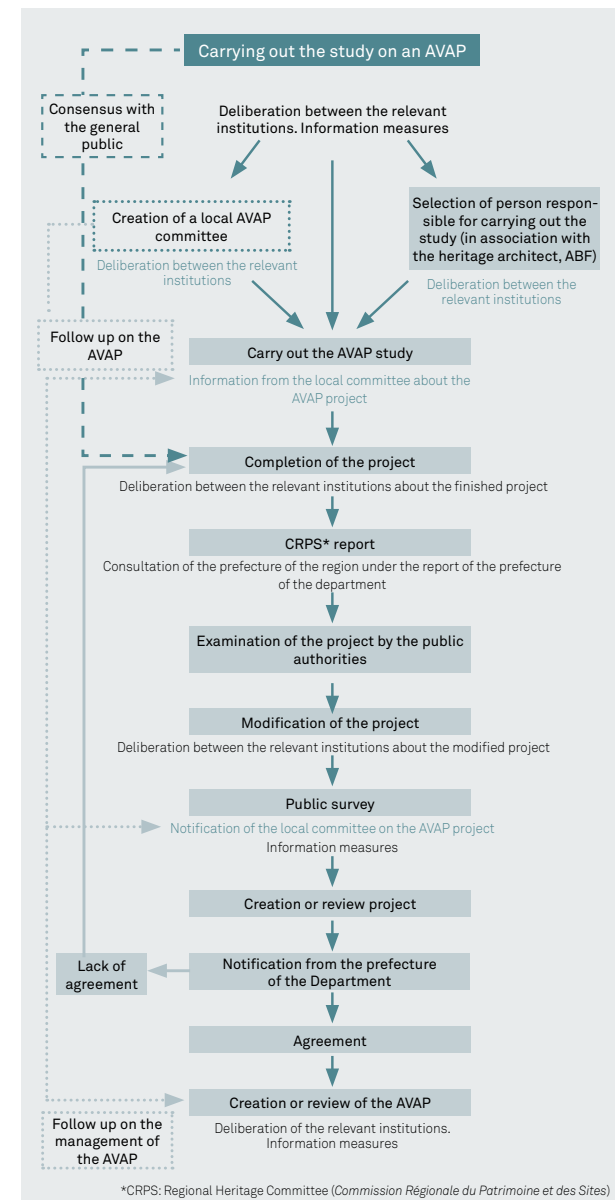


Figure 50. Procedure for preparing an area of valorisation of architecture and heritage (AVAP). Source: Guide pratique: les aires de mise en valeur de l'architecture et du patrimoine, 2012.

Aire de mise en valeur de l'architecture et du patrimoine de Beupréau

Beupréau is a municipality in the Maine-et-Loire Department in the Loire region in north-western France. It is a municipality of some 7,000 inhabitants, consisting of two town centres: on the one hand, the historic centre Vieux Beupréau, and, on the other hand, Saint-Martin-de-Beupréau. The city is built up around the castle, the home of the Duke of the former province of Anjou.

The abandoning and degradation of Vieux Beupréau led to the municipality carrying out various programmes and implementing diverse tools, such as a protection areas of the architectural, urban and landscape heritage (ZPPAUP), initiated in 1989. Despite some benefits, this process did not guarantee the control of the architectural quality, or the revaluing of the historic district, and some historic buildings disappeared during the 20th century.

In April 2012, the municipality, aware of the richness of its historic heritage, decided to update the ZPPAUP and its regulation by carrying out an AVAP. The AVAP is applied to the municipal area and receives public funding.

In a parallel way, the local urban development plan (PLU) was revised with the aim of redefining the balances that would lead to the management of the dynamics and of the future transformations.

The objectives of the Beupréau AVAP are to revitalise and redevelop the historic centre. The AVAP should allow the municipality to protect its architectural heritage, to define spaces to be revalued, to ensure a long-term coherent urban renewal and to encourage owners

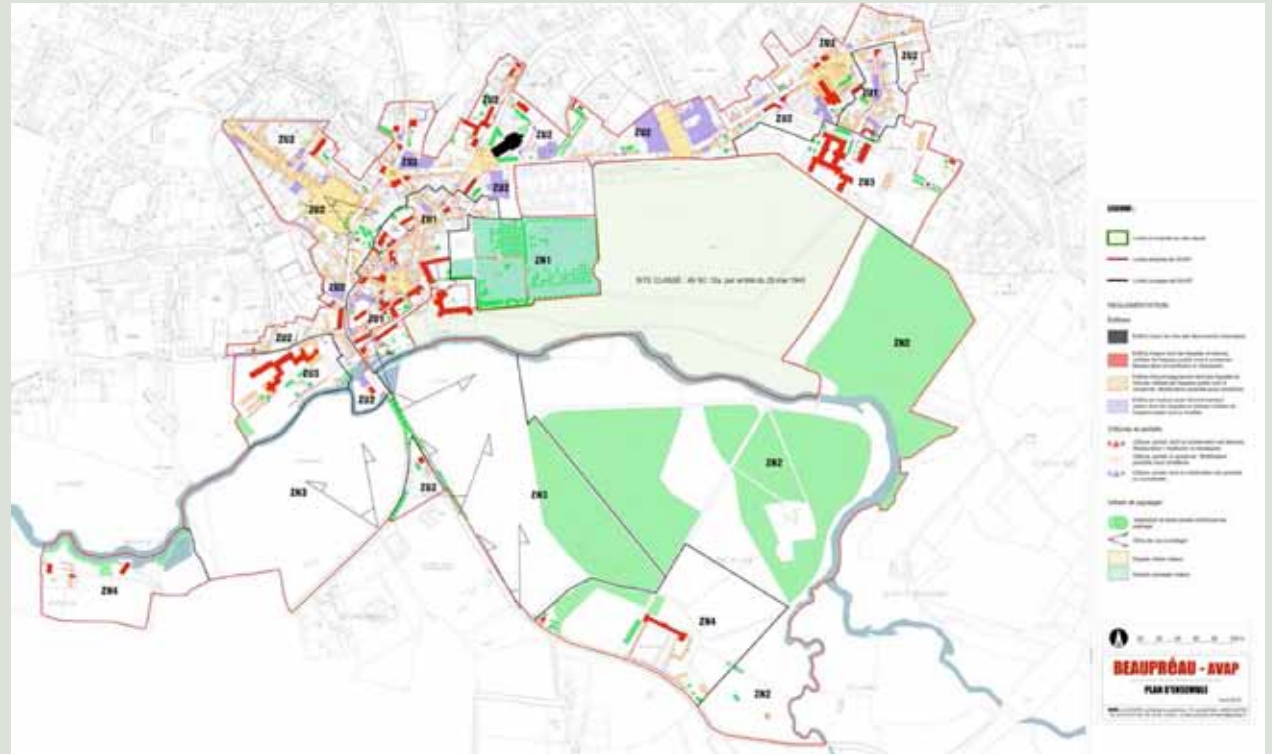


Figure 51. Legal map of the Beupréau AVAP. Green indicates where the priority landscape areas are located. These are landscape sectors that are particularly sensitive or significant, in which the maintenance, management and composition need to be dealt with in a particular way.

to enhance and preserve their assets. It is envisaged that it will have a direct impact on the urban and architectural quality of the city and also on the quality of life of the inhabitants of Beupréau.

The AVAP is structured into three phases. A first phase for preparing the introductory report on the objectives of the AVAP, with a diagnosis of the heritage and the environment. A second phase, consisting of drawing up the regulations in which, in addition to the architectural aspects, new introductions in the visual aspects

for the main buildings of heritage value that need to be preserved are regulated, as well as the management of the plans, the treatment to be given to parks and gardens and unique trees, and the planning modalities of the main landscape sectors, defined as particularly sensitive or significant landscape areas.

The AVAP is completed with maps, a legal document in which the perimeter of the AVAP and the different areas subject to particular prescriptions of the regulation are well defined.



Figure 52. The diagnosis study conducted by the Beaupréau AVAP takes into account not only areas of heritage richness, but also areas of ecological importance. The top image is the map of the areas corresponding to the natural areas of ecological, plant and wildlife interest (*zones naturelles d'intérêt écologique, faunistique et floristique*) found in the area and recognised in the AVAP. The image below is the map of the Château park area (28 ha), conserved under the 1930 Protected Areas Act (*sites classés*). The new AVAP includes all these spaces under the new regulations, which leads to a single, coherent document for the entire municipality.

4.4 Zoning Plan with respect to the LOK

Bestemmingsplan en LOK The Netherlands

Scale: Municipal and supramunicipal

Reference framework

- Territorial Planning Act (*Wet op de Ruimtelijke Ordening*, WRO)
- Territorial Planning Decree (*Besluit ruimtelijke ordening*, BRO)

Summary: The zoning plan is the main tool for planning at a local level in the Netherlands. The municipalities specify what their development will be like during the years it is in force. It also establishes a framework that will guide the changes of land use and grant the building permits. Since the preparation of the Strategy for the development of a quality landscape (LOK), zoning plans can incorporate mechanisms for improving the landscape quality right from the beginning of the planning process.

Key aspects

- A mandatory, binding tool which determines the local planning and the development of the municipalities.
- It can include landscape criteria that come from the LOK right from the beginning of the planning process. The landscape is included in the planning, both in the process for identifying problems as well as in the process for proposing objectives and delimiting the zones.
- To prepare it, participation processes are carried out, in which issues regarding the maintenance and improvement of the landscape quality can be dealt with in the planning process.

Examples

- *Bestemmingsplan Sluis-Aardenburg*
- *Bestemmingsplan Bergen*
- *Bestemmingsplan Etten-Leur*

Description

The zoning plan (*Bestemmingsplan*) is the main tool for planning at a local level in the Netherlands. Thanks to the zoning, the municipalities decide how the planning of their territory will be, in other words, they establish the framework that will guide the changes in land use and the granting of permits for new constructions and reforms and services that are made during the period that the plan is valid.

From the creation of the Strategy for the development of a quality landscape (LOK) (see chapter 2), the zoning plans can include mechanisms to improve the quality of the landscape as part of the zoning process. In this sense, the zoning plan becomes a mechanism which, in itself, guarantees and improves the quality of the landscape.

The LOK can be incorporated into the zoning plan at two times during its preparation process:

- During the phase of formulating the planning challenges.
- During the formulating of the objectives and the definition of the zoning.

Therefore, in the preparation process of the zoning plan, the effects on the landscape quality by future developments, as well as features that are degrading the landscape quality and those that improve it and that are recognised as identity features by the general public and the stakeholders in the territory, can be included. In addition, the preparation of the zoning plan is also considered an opportunity to incorporate updates with respect to legislation and the new landscape policies that have been approved, both at a state level as well as regional or municipal (for example, a landscape development plan, LOP, as explained on page 42).

The zoning plan is legally binding and municipalities are required to update it every five years, which facilitates the integration of the landscape in its formulation.

One of the key factors for incorporating the principles of the LOK in the zoning plans is the carrying out of participation processes, at all levels, inside and outside the administration. This ensures that the zoning plans take into account the experience and the expectations of the general public, the associations, the experts in the landscape, the stakeholders in the territory, the business fabric, etc. To achieve good levels of participation, an active process of communication and of public information is also carried out during the entire procedure.

Content

The zoning plans contain three main sections:

- **Basic analysis of the area**, which consists of detecting policies that will affect the plan, as well as a description of the area. It is especially in the second point that the landscape can start to be incorporated into the zoning plan, either by means of work that incorporates this aspect into the description or by including studies that have already been carried out within the context of a landscape development plan (LOP) or an aesthetic quality plan (BKP) (page 46).
- **Vision of the plan**, which is looked at from two perspectives. On the one hand, through the definition of the objectives of the plan and, on the other hand, through the definition of a vision or comprehensive strategy for the entire area. The plan may contemplate objectives on the characteristics the territories should have (for example, on the quality of life, the agriculture, nature, recreational uses, aesthetics of the landscape or water) or objectives of coherence and integration in the zoning (for example, the organisation of water management, the possibilities of development, the integration of the landscape, etc.).
- **Proposal for alternatives and preparation of the zoning**, a section that includes the mapping of the zoning and of the features of which it is made up and

the conditions for granting building permits. The landscape may be present in each of these contents as a determining factor.

The aspects of the landscape that are taken into account to determine, to a large degree, how the zoning will be or how it will be organised are the following:

- The cultural heritage: heritage features, but also layout patterns, distances, buildings, etc.
- Natural features: features identified in the basic analysis that need to be zoned as features with special protection.
- Structure of green spaces: detection and layout of green areas that are attractive for the general public and the connections between them, as well as between them and the country in the peripheral area.
- Citizen surroundings: in which the perception of the visual aspect of the urban landscape and its connection with the periphery is important.
- Water: with natural value, but also cultural and historic.

Application

The approval of a zoning plan is a perfect opportunity to specify the strategy for the development of a quality landscape, as the zoning plan can be used:

- as a point of reference, particularly with regard to the necessary criteria for granting building permits.
- as a base to promote and protect the landscape values.
- to combine it with other tools, such as an LOP.
- as a framework to envisage future transformations and to prevent the degradation of the landscape.

The zoning plans also become the context for agreements to be reached between stakeholders, the administration and the general public. In addition, these tools establish the criteria to condition the granting of build-

ing licences so that new developments do not worsen the landscape quality of the area. Apart from this, they also envisage compensations, either for exceptions to the legislation or for granting building permits.

In this sense, physical compensations are considered priority, preferable ones; faced with a new development, the compensation could be the improvement of the landscape quality of the place, or of an adjacent place, for example through the improvement or creation of a green area.

Zoning plans incorporate landscape quality criteria in the zoning process of the territory and in the definition of the criteria for granting building permits, in addition to being able to determine the need to prepare, comply with or integrate the principles or results derived from other landscape instruments (such as the *Welstandnota*, the landscape quality plan or the landscape development plan) (see chapter 3).

Since January 2012, with the approval of the Territorial Planning Decree (*Besluit ruimtelijke ordening*, BRO), the municipalities are obliged to take cultural historical values and historical landscapes into account when preparing their approach; in other words, in the zoning plans. This decision is the result of the updating of the 2009 Monument Protection Act (*Beleidsbrief Modernisering Monumentenzorg*) and impregnates the philosophy of the previous Beldevere strategy, which is no longer valid. The process is open to the participation of the general public and groups of interests, which can give their opinion and express their views on the historic and cultural values of their municipality.

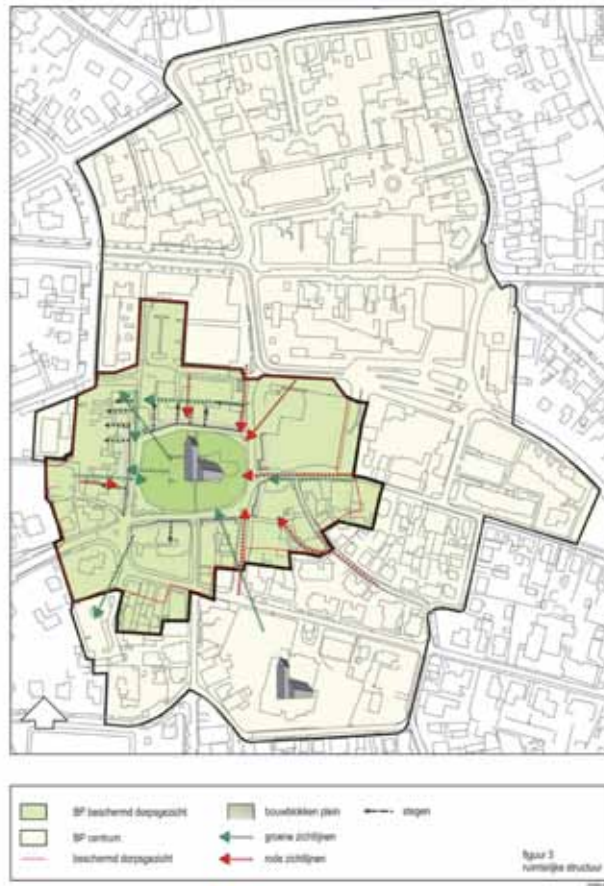


Figure 53. Fragment of one of the zoning plan maps of the town of Bergen, an example of zoning as a result of the Territorial Planning Decree. Source: Bestemmingsplan, 2011.

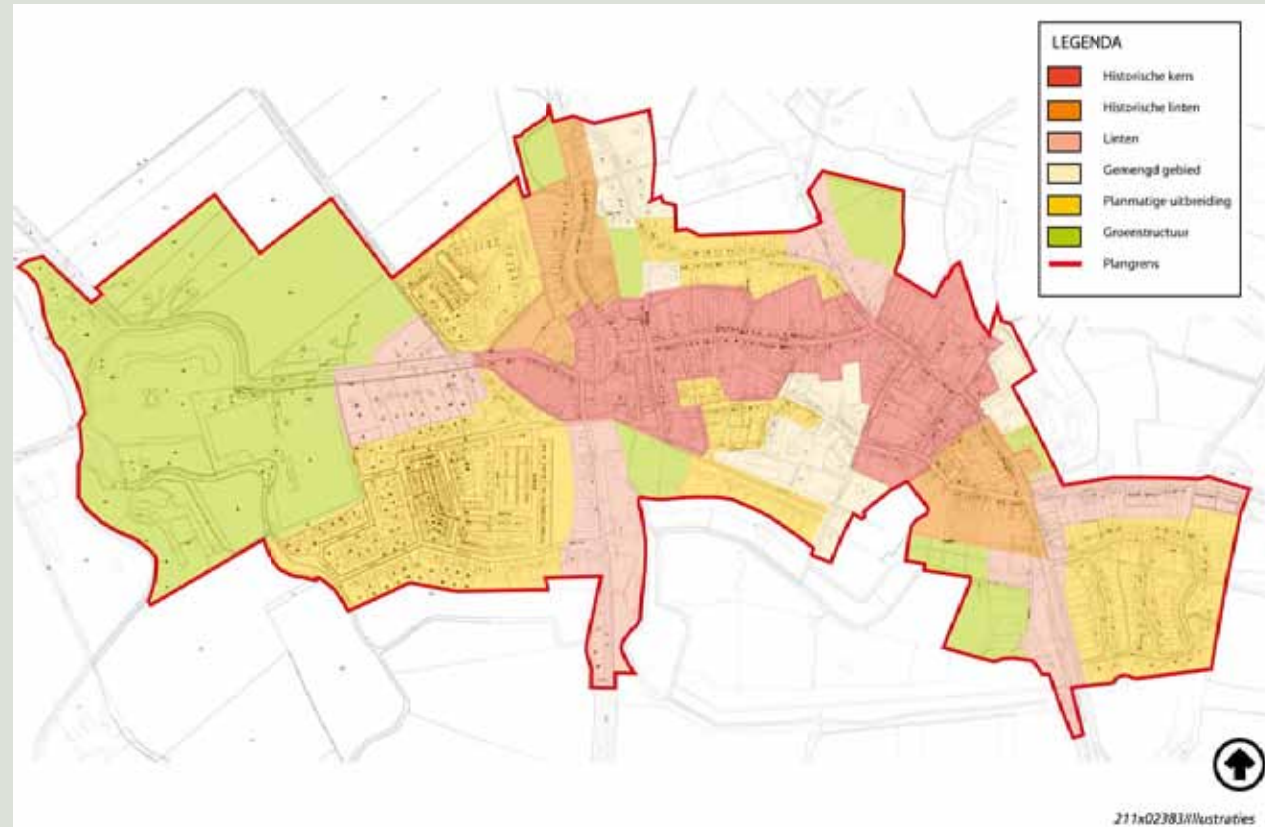
Bestemmingsplan Sluis

The municipality of Sluis is in the south-west part of the Netherlands is characterised by a landscape consisting of polders, rural spaces, urban areas and coastal areas, with natural dunes. The population of more than 23,000 inhabitants is distributed between 17 population nuclei, one of which is Aardenburg. Most of them have a historic nature, as well as in different areas destined to tourism, mainly located on the coastal strip.

The Sluis zoning plan is drawn up separately and in detail for each of the nuclei of population of which the municipality is made up. Zoning plans are also drawn up for some special treatment areas, such as the coastal area. To ensure the coherence of the zoning throughout the territory, some common criteria are required for the entire municipal area.

Once approved, the zoning plans are binding and mandatory, both for the general public as well as for the promoters and the administration. These plans determine the introduction of possibilities of activities and the characteristics of the built elements.

For each nucleus of population, three main documents are drawn up. The first document explains the background, the reasons and considerations of the zoning plan. The second one establishes the rules or the regulation that will govern the zoning and, therefore, the permitted uses and the conditions that are to be applied; in other words, how the constructions, reforms and services must be carried out, and how the different features permitted in this specific area must be located. Finally, the third document contains the mapping of the planned zoning. Nevertheless, the documents may vary slightly depending on the needs of each nucleus or zone. Therefore, for example, in the Aardenburg



nucleus, the zoning plan emphasises the preservation of the constructed area, incorporates a landscape quality plan (BKP) of the industrial areas, and the zoning of some of the recreational and camping areas incorporate detailed criteria for the layout and the design of the different features, in order to guarantee landscape quality.

Figure 54. Mapping of Aardenburg's cultural heritage, one of the population nuclei of Sluis.

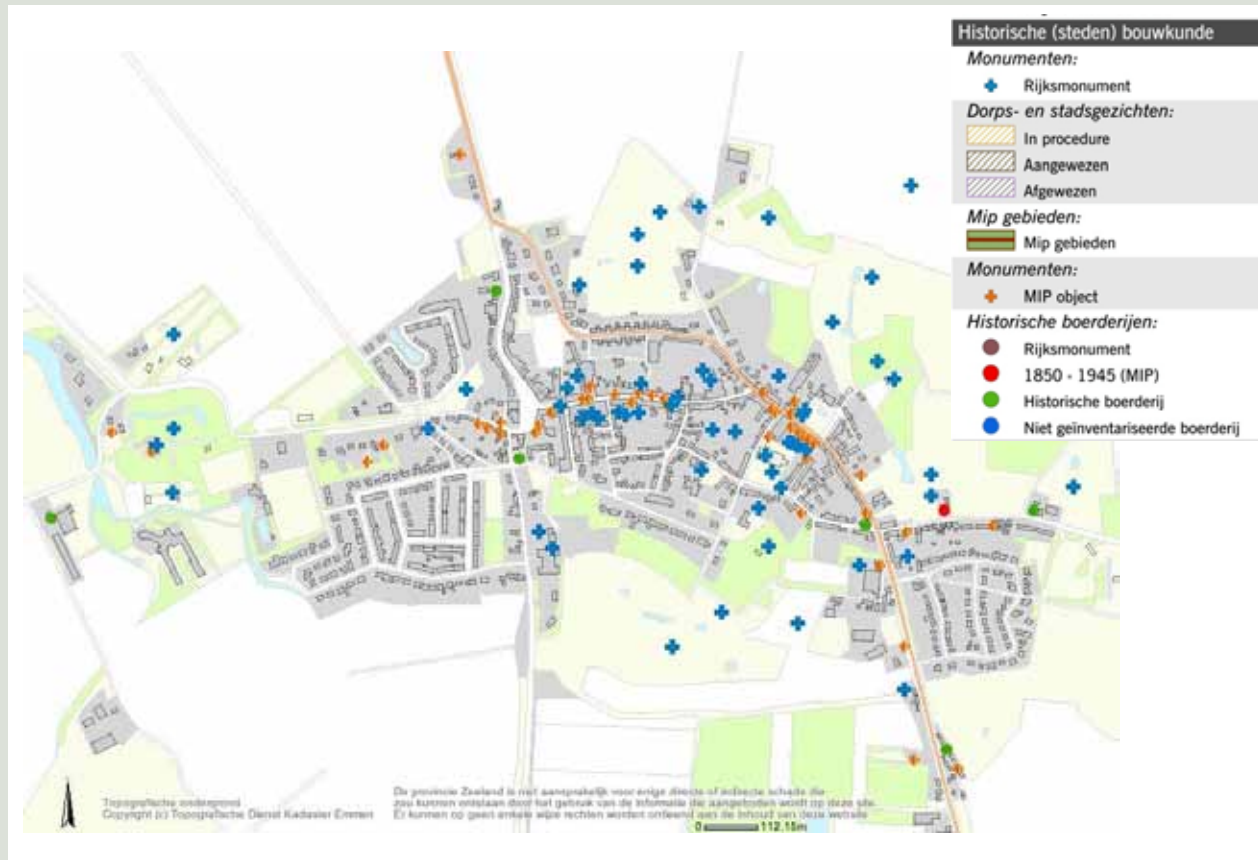


Figure 55. Mapping of the zoning plan defined for Aardenburg. Among others, the nucleus of the historic village, the new developments and the green areas are shown.

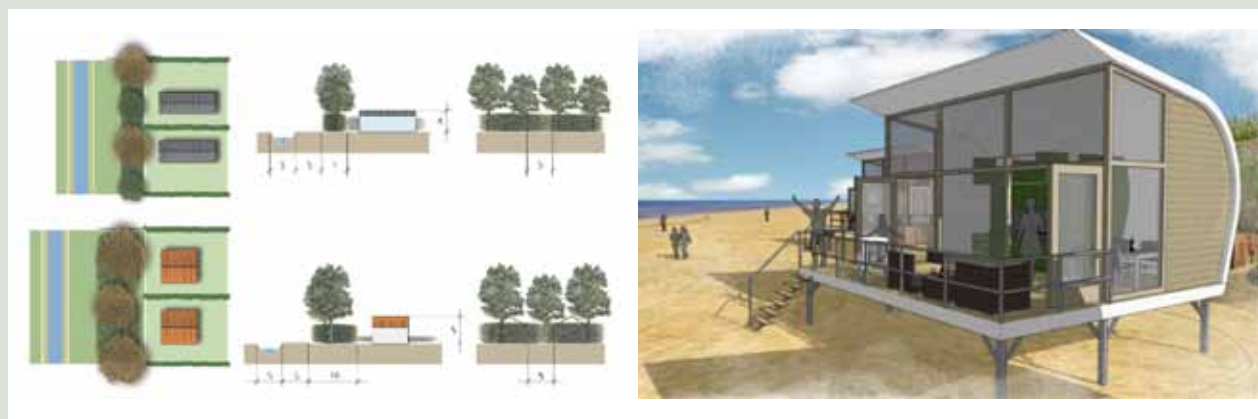


Figure 56. Illustration of the quality criteria that are incorporated in the zoning plan for some specific camping areas considered recreational or tourist areas on the Sluis coast. These criteria are established to integrate the installations into the landscape correctly, therefore, for example, protection strips and criteria for locating each of the features are defined.

4.5 Landscape Character Assessment in Local Planning The United Kingdom

Scale: Municipal, supramunicipal, regional and national

Reference framework

- Related to local planning: Planning Policy Statements (PPS) and National Policy Planning Framework (NPPF)
- Related to Landscape Character Assessment: Natural England

Summary: The Landscape Character Assessment (LCA) is a methodology to describe and highlight the landscape diversity and the character of the local landscapes. The landscape character assessment aims to assess the personality of each landscape. It also aims to help decisions that affect the landscape being made by stakeholders or administrations.

Key aspects

- Methodology to characterise the landscape which gives great weight to the perception of the landscape, to capture its character and identity.
- It identifies types and areas of landscape, whatever the scale of the area in which it is applied, and contributes to planning the territory incorporating these results.
- It enables the character of the landscape to be included as an aspect to be taken into account in decision-making with respect to the intervention on the territory and on the planning (defining proposals to improve the landscape, obtaining information to apply to planning policies, setting up criteria for deciding on new locations for projects, etc.).
- The methodology is applied at a local scale, as well as regionally and nationally.
- The participation of the greatest number of stakeholders in the territory and in diverse phases of the process is a relevant mechanism of the landscape character assessment.

Examples

- *Revised Test Valley Borough Local Plan*
- *Breckland District's Core Strategy*
- *Horsham District's Development Control Policy*

Description

The landscape character assessment (LCA) is a widespread methodology in the United Kingdom for characterising and assessing the landscape (see chapter 2). It builds up a base of exhaustive information about the features that determine the landscape character and that mark the identity of places. This tool also enables information to be found out about what requirements are necessary to preserve and improve a determined landscape character. As the Landscape Character Assessment Guide published by the Countryside Agency and Scottish Natural Heritage (2002) describes, landscape character assessment “is used to help to understand and express the character of a landscape. It helps us to identify what gives the locality its own sense of place and makes it different from other areas.”

The former local development framework,⁶ (LDF) incorporated the landscape through the preparation of documents, such as the landscape character assessment, which were inserted into the plan as another chapter or as an additional document to the LDF. It also envisaged the possibility of dealing with the landscape in the Core Strategy (see chapter 2), in other words, through the central strategic planning document that sets the long-term objectives that are proposed for the territory, particularly with the writing up of a landscape character assessment.

It should be noted that today, in the United Kingdom, the landscape character assessment is not an obligatory methodology in all local planning. Article 170 of the National Planning Policy Framework (NPPF) states that, when necessary, local planning shall pre-

6. As explained in chapter 2, the planning procedure in the United Kingdom has been in a transition phase since March 2012, when the National Planning Policy Framework (NPPF) was approved. This is why we considered it worthwhile explaining the relationship that the landscape character assessment (LCA) tool has with the two local planning instruments that are still valid: the former Local Development Framework and the new Local Plan.

pare landscape character assessments integrated into the historic landscape characterisation, specifically in areas where greater landscape sensitivity is detected. It is also committed to the suitable design of new developments (article 59), so that they are in keeping with the existing landscape, so that not only do they not break away from the landscape character of the place, but they reinforce its quality and improve it.

Thus, the valid local plans, established in the National Planning Policy, can incorporate the landscape, particularly through the Core Strategy. In this planning strategy, the landscape character assessment becomes the tool that enables the description of the landscape as well as its valorisation, in addition to decision-making that favours the maintenance and improvement of the landscape character.

Content

The methodology for preparing a landscape character assessment consists of two highly differentiated phases: one, consisting of characterisation and the other of assessment. In all the steps that need to be carried out, there is the possibility that stakeholders, experts and interested parties participate in the process, and provide information of a qualitative, specific nature on each area.

The first phase, the characterisation, identifies areas with their own character, classifies them, describes them, and maps them. Specifically, it consists of the following steps:

- Definition of the area, particularly with regard to the scale and the objectives pursued. The treatment of the landscape within the area will be comprehensive.
- Theoretical study, which involves reviewing reports and existing work, with other data and basic information.
- Field survey to adapt the description of the place and to express the key characteristics that give it its char-

acter. It is both quantitative and qualitative or perceptive information on the appearance of the landscape and its condition.

- Classification of the area as a whole, in keeping with the data and the information collected on the theoretical study and the field survey.

The aim of the classification is to identify one or both of these two realities, as established in the LCA methodology:

- **Landscape character types.** Types of landscapes with a relatively homogenous character due to sharing similar combinations of geology, topography, river network, vegetation, land use and settlement patterns. These types are generic and found in different regions of the country.
- **Landscape character areas.** Differentiated geographical areas that have a specific landscape and that are unique. Therefore, each area has its own character and identity, but they can share general characteristics with other areas in which there is the same kind of landscape.

Finally, a precise description is made, generally using character profiles for each of the landscape types and areas into which the place is classified.

The **second phase** of the landscape character assessment aims to **evaluate the landscape**. In this case, it is also a phase that is open to the contribution of the stakeholders involved and interested in the process. It consists of two steps:

- Defining the approach that will allow the assessment objectives to be achieved. In the case of seeking a more qualitative assessment, information is collected on how the landscape has been perceived. The fieldwork is aimed at collecting data on the condition of the landscape and the features of which it is made up, their characteristics and their sensitivity to change.

- Preparation of the assessments, which have a different nature depending on the objective for which the assessment is being prepared (defining proposals to improve the landscape, obtaining information to apply to the planning policies, setting criteria for deciding on new locations for projects, etc.).

As mentioned earlier, the participation of stakeholders in the landscape is renowned and is envisaged in diverse parts of the preparation process of a landscape character assessment. Over time, the needs and importance of taking this participation into account have become evident and it has been made more extensive to all interested stakeholders with some kind of involvement in the landscape and/or territory and who may be affected by the decisions that are made in the local planning.

Application

The main virtue of the landscape character assessment is its ability to deal with changes in the territory. In England, both the Sustainable Development Strategy for Better Quality of Life as well as the Rural White Paper encourage the use of the LCA as a basis for decision making on the territory. In Scotland, diverse planning policies also recognise the importance of the landscape character.

Specifically, the contribution that the landscape character assessment makes to planning can be summarised in the following way:

- It identifies which landscape and cultural characteristics a particular territory has.
- It keeps track of the changes to the landscape.
- It allows the sensitivity of the places to possible changes or transformations to be revealed.
- It facilitates decision making on the conditions that need to be taken into account in view of the possible changes or transformations of the territory.

The landscape character assessment has a wide range of applications throughout the United Kingdom, particularly as a support tool for decision making, with the aim of ensuring that changes to the territory do not adversely affect the characteristic features. This is why the landscape character assessment has historically had a notable impact on the area of strategic planning policies, both for regional and master plans as well as for local plans, in development projects (new urbanisations, changes of land use, etc.), or on sensitivity or capacity studies to analyse the potential of a landscape when giving it new housing, uses, infrastructures, etc. The rural area is where this methodology has been most applied.

Recently, local administrations have contributed to maintaining the landscape in different ways. At a time in which citizen participation is a key aspect, local populations, which are defined as communities of place, have showed their desire to have an influence on the landscape in which they live. This is why, since the existence of the Countryside Agency (now Natural England), local involvement in the landscape has been encouraged through the application of the landscape character assessment at this level.

EXAMPLE

Revised Test Valley Borough Local Plan

The revised Local Plan for Test Valley, developed in 2013, with 2029 as its horizon, was promoted by Test Valley Borough Council with public funding. The plan sets up a vision of the future development of the district, which includes the objectives, policies and proposals.

This local plan seeks the sustainable development of the district, through the balance between the needs of the local communities, the support to the local economy and the protection of the environment. The local plan was drawn up in close cooperation with other municipal plans, such as the Test Valley Community Landscape Project (*Test Valley Community Landscape Project: Landscape Character Assessment, 2004*) which carried out an exhaustive assessment on the landscape character in the municipality (LCA). It also takes into account the content of diverse strategies prepared by the local administration and the neighbouring authorities, the organisations and the general public, by means of public participation.

As far as the content is concerned, the Revised Test Valley Borough Local Plan describes the policies and proposals that will govern the municipal planning and their justification, with the codes that refers to the Core Strategy lines of action. This documentation is complemented with the cartography of the proposals for actions for the different zones of the municipality.

In fact, policy E2 of the Plan expresses the need to protect, conserve and enhance the landscape character of the district. The content of this proposal is determined by the landscape character assessment prepared in the region in 2004. Specifically, it establishes that development will be permitted provided that:

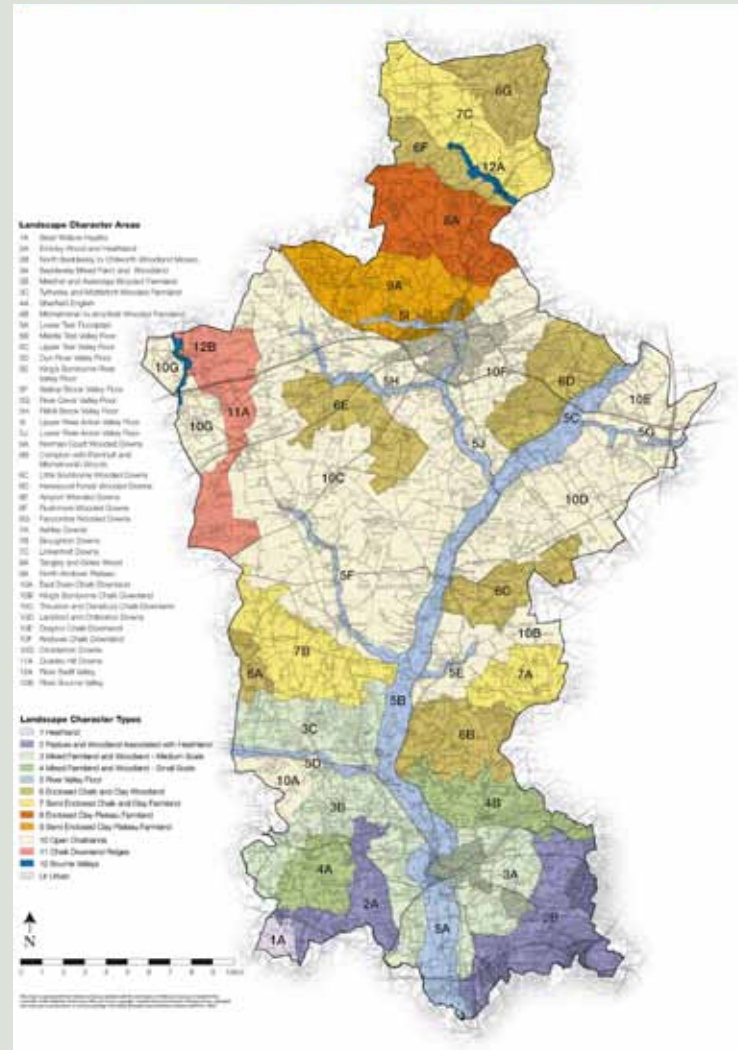


Figure 57. Map of the landscape character types and the landscape character areas in the Test Valley. The map is part of the Landscape Character Assessment for Test Valley Borough Council, initiated in 1996 as part of the Test Valley Community Landscape Project. This classification is still valid for the study, the assessment and the management of the landscape in the area and, therefore, it was taken into account in the development of the various updates to local planning.

- it does not have a detrimental impact on the appearance and the landscape character of the area within which it is located.
- it is designed and located to ensure that the main characteristics of the landscape are maintained.
- it will have landscape features that enable it to pos-

- itively integrate into the landscape character of the area.
- it will include arrangements for the long-term management and maintenance of the landscape.
- it will not result in the loss of the natural beauty of the protected areas at a national level.

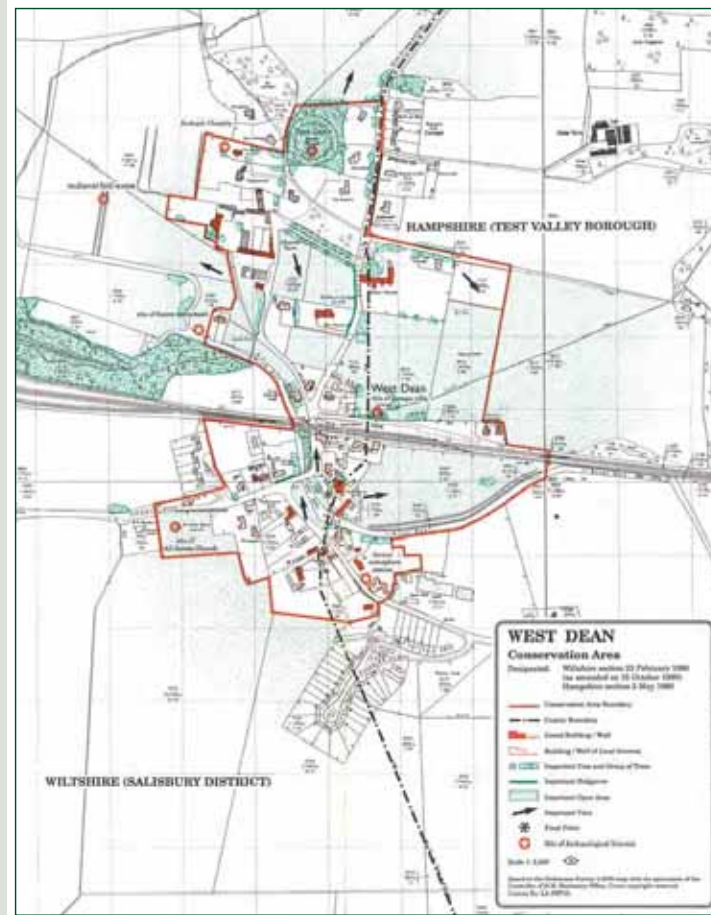


Figure 58. One of the supplementary planning documents is the guide for village design statements, which determines the shapes, materials and, in short, the characteristics that constructions must have to integrate into the urban landscape of the centres.

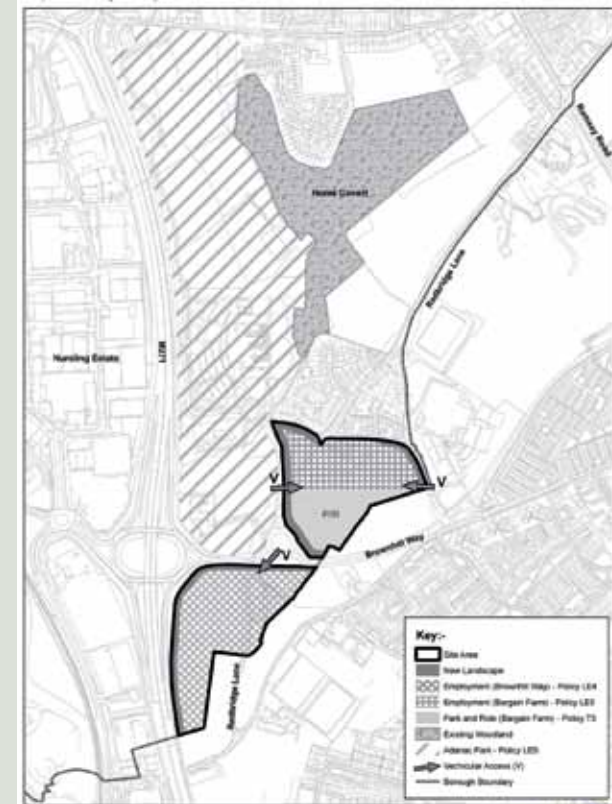


Figure 59. Map of the implementation of the Core Strategy which affects the Nursling area, in Test Valley. The area of open spaces and the new landscapes that will be configured are marked.

5.

Financial tools

Landscape financial tools are tools for collecting funds that assign the money to projects and actions to improve the landscape, particularly those that have the aim of preserving the landscape or of reinforcing its values. There are several kinds. Some of them set up taxes to compensate the effects that a work or a project has on the landscape through the improvement of the landscape in another nearby, specific place. Others are funded by the contributions of government budgets and create a fund to carry out projects and interventions to improve and conserve the landscape. The three financial tools analysed in this study aim to become a stimulus so that the local administrations can promote landscape planning actions, although in some cases, they are projects of state interest or of some other administration.

5.1 1% Landscape and Development Policy

1% Paysage et Développement France

Scale: Regional with local impact

Reference framework

- Act 93-24 of the 8th of January 1993, on the Protection and Valorisation of Landscapes (*Loi Paysage*)
- Circular on the 1% landscape and development policy applied to national road networks (*Circulaire de 31 de mars de 2005*)

Summary: The 1% landscape and development policy is a financial tool which aims to highlight the landscape and develop the economic fabric of nearby territories in which new road infrastructures have been constructed. The tool enables projects to improve and valorise the landscape to be carried out, as well as educational actions, in territories affected by the construction of large road infrastructure and to therefore improve the quality of life of its inhabitants.

Key aspects

- It means a relevant financial contribution to a territory.
- It facilitates interaction and collaboration between municipalities.
- It enhances and motivates the territory in different areas, in terms of economy, tourism and landscape.
- It helps the local bodies and the population accept a large infrastructure.

Examples

- *Routes to discover the A75 between Clermont-Ferrand and Beziers*
- *Renewal of the walls of La Cavalerie along the A75*
- *A65 Langon-Pau Motorway*

Description

The 1% Landscape and Development Policy (*1% Paysage et Développement*) is a financial tool which aims to highlight the landscape and develop the economic fabric of the territories near new road infrastructures. The tool enables projects to improve and valorise the landscape to be carried out, as well as educational actions, in territories affected by the construction of large road infrastructure and to therefore improve the quality of life of its inhabitants.

Through this tool, the promoter of the highway infrastructure, which may be the state or the company with the concession for the infrastructure, must make 1% of the cost of the construction of the highway available to local stakeholders who request it to co-finance actions to improve and valorise the landscape. To access this funding, the local stakeholders, which may be public (town councils, communities) or private (businesses, associations), take on the coordination, management and contribution of at least 50% of the funding of landscape improvement project

The 1% landscape and development policy was created in 1989, with several improvement actions carried out on the A75 and A20 motorways. Over the years, the conditions in its functioning have varied and it has been extended and applied to the entire national road network. Initially, the tool was regulated by the Circular 96-19 of the 12th of December 1995, on the 1% landscape and development policy applied to motorways and main regional highways, a role that was replaced by the Circular of the 31st of March 2005, on the 1% landscape and development policy applied to the national road network, which is currently in force.

Content

To apply for the 1% landscape and development policy, interested local stakeholders must prepare a dossier together with the Regional Directorate of Environment, Planning and Housing (DREAL) of the French

Government, which must be approved by a national committee. The dossier must include a landscaped diagnosis, a proposal of the objectives and a provisional programme of actions:

- The **landscape diagnosis** must contain the landscape integration measures envisaged in the construction of the infrastructure and explain the landscape potentialities of the diverse territories through which it passes, as well as the perspectives for development associated to the new project to valorise the landscape.
- The **proposal of objectives** should include the main objectives to be obtained for each of the landscape units of the zone, taking into account the characteristics as well as the visibility in both traffic directions of the future infrastructure.
- The **programme of actions** to be subsidised must be established in keeping with the different phases established for the construction of the infrastructure project.

Multiple kinds of projects can access this financial tool, such as the protection of urban landscape heritage in territories with cultural, architectural, urban, landscape, historical or archaeological interest. Value is particularly given to the project having:

- The involvement of local stakeholders.
- A transversal character, in other words, that in addition to the landscape interest, it integrates diverse factors for economic, social, environmental and cultural development, etc.
- Consistent with the strategy of improving the landscape and local development site (if any).

Application

The existence of this instrument means that different municipalities can create lines of collaboration and achieve supplementary funding for other projects to valorise and manage landscapes.

Les itinéraires de découverte de l'A74

The discovery routes, developed since 1989, encourage users of the A75 motorway (between Clermont-Ferrand and Beziers) to take a break during their trip to rest and to discover new landscapes. The initiative, launched by the concessionaire and local institutions, is applied to the supramunicipal area and has been possible thanks to the funding of the 1% Landscape and Development Policy.

The itineraries, of some 30 kilometres, have been projected in parallel to the motorway, so that users can come off them and follow the routes along secondary roads without going out of their way, with the possibility of re-joining the motorway further on. There is specific signposting along the motorway.

The discovery routes have been financed with the 1% Landscape and Development Policy so that the road becomes a vector to discover the territories. They were conceived as an opportunity to disseminate the landscape heritage of this region and, at the same time, to become a source of local development. Therefore, each of the six itineraries designed along the motorway has quiet, accessible places as well as points of information which help users to better understand the wealth of the lesser-known heritage.

The discovery routes have become a genuine tool for social and territorial cohesion, as they contribute to the local economy and help to maintain the population and activities in the territory.

In addition to the discovery routes, the 1% Landscape and Development Policy has financed the *villages-étapes*, which offer services to road users.



Picture 17. The Diabole de Saint-Jean-de-Fos Bridge is part of an itinerary to discover the A75 motorway.

5.2 Heritage Lottery Fund, HLF The United Kingdom

Description

The Heritage Lottery Fund (HLF), which was created in 1994, uses part of the money derived from the National Lottery in subsidies for specific, innovative projects that are related to the conservation and the management of British heritage, such as initiatives for museums, historical parks, traditions, customs, archaeological remains or projects in the natural environment and the landscape in general, among many others.

The HLF is administered by the National Heritage Memorial Fund, a non-departmental public body which, however, is represented in the English Parliament by the Department of Culture, Media and Sport.

Non-profit organisations or groups of organisations such as charity organisations, local authorities, volunteer groups, companies with interests in the community, companies with social objectives or parish councils may apply for HLF funds. In some cases, the owners of privately-owned assets may also participate, but only on the condition that the public profit from the project exceed any private profits that may be obtained.

The HLF represents the highest-level economic fund dedicated to projects related to the heritage and the landscape in the United Kingdom, with an investment of almost 375 million pounds (over 439 million euros) a year. Between 1994 and 2013, the HLF has provided support to over 35,000 projects, with an overall investment of over 5,500 million pounds (more than 6,000 million euros).

Content

The HLF offers various subsidy programmes. The projects that apply for any of the subsidy programmes must be pioneering and innovative, they must also involve proposals with a solid base and meet certain specific requirements. The budget provision for each project also depends on the programme to which it is ascribed. The subsidy programmes are as follows (data from 2013):

- **Our Heritage.** A programme aimed at any project related to the national, regional or local heritage of the United Kingdom, with a provision of funds ranging from 12,000 to 120,000 euros.
- **Shared Heritage.** Aimed at any project related to national, regional or local heritage, with a provision of between 3,600 and 12,000 euros.
- **Subsidies for Heritage.** A programme with the same aims as the two cited above, although with provisions that may exceed 120,000 euros.
- **Young Roots.** Its aim is to attract young people to conservation and learning about heritage and it also finances projects with a provision of between 12,000 and 60,000 euros.
- **The First World War: Then and Now.** Finance for the centenary of the First World War, with a provision of between 3,600 and 12,000 euros.
- **Entrepreneurship for Heritage.** Provides support to projects to rehabilitate abandoned historical buildings and recover their economic potential. Provisions range from 120,000 to 6 million euros.
- **Subsidies for New Enterprises.** Aimed at projects involving the creation of new organisations that aim to protect heritage or involve the public, or for existing groups that take on new responsibilities that focus on heritage. Provision ranges from 3,600 to 12,000 euros.
- **Transition Funding.** Aimed at organisations that seek to make an important strategic change in order

Scale: Municipal and supramunicipal (depending on the project)

Reference framework

- The National Lottery
- National Heritage Memorial Fund

Summary: The Heritage Lottery Fund (HLF) is financed by the profits made from the National Lottery and which administers subsidies for local area projects that are mainly focused on the conservation of heritage, whether historical, cultural, natural or landscape. The fund is organised into subsidy programmes that seek innovation for passing on the values of heritage to future generations.

Key aspects

- This is a financial tool that has been operating since 1994, and which invests a large amount of money in projects for the

improvement and conservation of heritage in the United Kingdom.

- A large number of projects that focus on different issues may have access to the funds, however they must always be related to heritage and organised in keeping with the subsidy programmes.
- Non-profit making organisations as well as private heritage owners may apply for subsidies, provided the project seeks to benefit the public.
- Each subsidy programme possesses guides and examples of good practices that facilitate the creation and the design of projects for which the fund may be used.
- The Landscape Partnerships Programme is aimed at financing projects for the conservation and management of the landscape from the standpoint of the European Landscape Agreement and it is based on the creation of partnerships among different stakeholders.

- The projects in the Landscape Partnerships Programme are aimed at maintaining or restoring the natural or cultural characteristics of the landscape, increasing the participation of the community or facilitating access to the landscape and to its values, among other factors.
- The optimum scope for the application of the Landscape Partnerships Programme pertains to areas with a distinctive and differentiated character, in accordance with the national map of landscape characteristics.

Examples

- *Clyde and Avon Valley Landscape Partnership*
- *Medway Gap Valley of Vision Landscape Partnership*
- *Laganscape, LVRP Landscape Partnership Scheme*

to become stronger and improve their functions in long-term heritage management. Provision ranges from between 12,000 and 120,000 euros.

- **Urban Landscape Heritage.** A programme aimed at financing plans that help local communities improve architectural historical landscapes in conservation areas. Provision ranges from 120,000 to 2.5 million euros.
- **Public Parks.** A programme related to historical parks and cemeteries, with provision ranging from between 120,000 and 6 million euros.
- **The Landscape Partnerships Programme.** A programme aimed at drawing up plans led by partners from local, regional and national stakeholders in order to conserve and manage areas with a distinctive landscape and a character of their own. Provision ranges from between 120,000 and 3 million euros.
- **Subsidies for Places of Worship.** Aimed at projects that carry out structural rehabilitation work in places of worship that are at risk. Provision ranges from 12,000 to 300,000 euros.
- **Catalyser.** Programme that subsidises initiatives within a broader-ranging project undertaken by the HLF, the Department of Culture, Media and Sport and the Arts Council of England.
- **Aptitude for the Future.** Aimed at subsidising practical study stays for students in order to improve both theoretical and practical understanding in the heritage sector. Provision ranges from 120,000 to 1.3 million euros.

The wide range of programmes serves to finance a large variety of projects that are focused on heritage conservation and management, that are related to relevant issues, such as historical memory and oral history; personal and community history; languages and dialects; cultural traditions; places and historic events; the history of buildings and streets; archaeological sites; museums, libraries and archives; landscape and gardens;

natural heritage and factors linked to the history of industry, transport and the sea.

The HLF website provides materials and guides for each subsidy programme, as well as examples of good practices and recommended reading. The website may also be used to consult all subsidised projects to date, with the possibility of searching for them by programme, region, date, type or sector.

Application

The subsidy programme most broadly applied to the landscape is the Landscape Partnerships Programme. This programme, which was created in 2004, subsidises projects for the conservation and management of the landscape, in accordance with the commitment of the United Kingdom to the European Landscape Convention (ELC), and forms part of a broader objective for improving landscape management and how the public is linked to it. Its aims are to maintain or restore the natural or architectural characteristics that form landscapes regarded as historical, to increase the participation of the community in local heritage, to facilitate access to the landscape and the understanding of its values and to create opportunities for training in practices and traditional uses linked to the landscape.

Although landscape conservation is understood as a long-term process, HLF subsidies are designed to provide a boost to projects at determined moments, or to help maintain determined activities that guarantee the continuity of projects. Between 2004 and 2013, the landscape partnership programmes supported 45 projects, with an overall investment of almost 80 million euros.

The HLF considers the formation of a partnership or an association as being essential in order to apply for subsidies. These partnerships must be formed by local, regional or national institutions, and by the local community, and they must share the goals that the HLF

proposes to fulfil with the subsidy programme:

- Improving management and preparation of the heritage and ensuring that the public identify it and are aware of it.
- Developing the skills of the population, promoting learning about heritage and achieving more voluntary dedication.
- Reducing impact on the landscape, to involve the largest and most varied amount of people in heritage and ensure that local communities become better places to live in, work in and visit.

Areas considered suitable for undertaking the landscape partnership project range from a minimum area of 20 km² to a maximum area of 200 km², although ideally, the limits are established and justified according to the character of the landscape. In keeping with this criteria, the objectives of the ELC and the national map of landscape characters (see pages 22-23 on the landscape policy of the United Kingdom), it is felt that the optimum areas for applying the landscape partnership projects are those areas with determined, different characteristics to those of neighbouring areas.

EXAMPLE

Clyde and Avon Valley Landscape Partnership

The Clyde and Avon Valley Landscape Partnership (CAVLP) covers an area of 129 km² in the industrial heart of Scotland. This area is considered to be an area of great landscape value, of renowned quality and beauty, due to its historical woods, geological features, agricultural and crop-growing areas and historical settlements, which all shape a unique landscape in Scotland.

It is a five-year programme that began in 2012 and which is financed with funds from the HLF. It is applied in a supramunicipal context and has been promoted by the 10 public bodies and non-profit organisations that form the partnership: South Lanarkshire Council, North Lanarkshire Council, Scottish Natural Heritage, Forestry Commission Scotland, Royal Society for the Protection of Birds, The Rural Development Trust, Central Scotland Forest Trust, Scottish Wildlife Trust, New Lanark Trust and Clydesdale Community Initiatives.

The Clyde and Avon Valley Landscape Partnership seeks to conserve, promote and highlight the unique nature of this landscape and its cultural heritage. The programme aims to strengthen the connection between the community and the landscape through multiple activities that aim to promote volunteer work and the understanding of the area's heritage and its traditional practices. The project seeks to increase awareness in the community regarding the history and the culture of the area.

The landscape partnership works together with local communities and landowners in order to identify and carry out conservation projects for the natural and

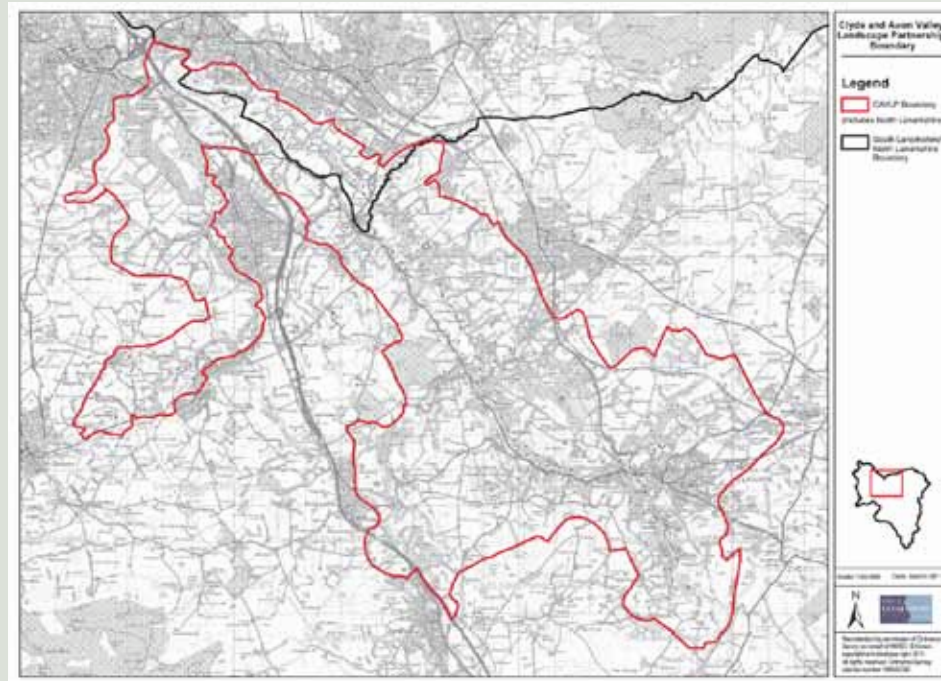


Figure 60. Map of the area included in the Clyde and Avon Valley Landscape Partnership.



Figure 61. With the aim of publicising the programme and fostering participation a website is maintained and actions are updated on the social networks.

architectural heritage of the area, promoting volunteer work and helping local communities, especially by working with young people and the unemployed, creating opportunities for learning and working in the area.

The programme provides actions ranging from training in forestry management and horticulture, fruit production and traditional crafts to studies of the habitats and species in the region. It therefore seeks to enhance the distinctive traits of the landscape that generate its special character, through:

- Strengthening the relationship between the community and the landscape.
- Developing learning and education on heritage, enhancing and highlighting traditional land management practices.
- Providing information on the history, the culture and the importance of the region as a productive area for Glasgow and its surroundings.
- The elimination of adverse visual features and the correct integration of new features in order to strengthen the character of the landscape.

Communication is considered very important to give the programme continuity. The programme is described on a website that includes information on all its aims, in addition to goals achieved and the work and training opportunities that arise. Social networks are also used. Thus, the CAVLP team informs about the project and promotes participation to identify and prioritise future actions, both on the physical intervention as well as the cultural management. It involves a continual working programme that seeks to become a means of working and of promoting cooperation in the community.



Picture 18. Community collaboration and participation are fundamental features of this programme, which is based on informing about the landscape and the traditional activities of the place.



Picture 19. The partnership helps the landowners to obtain the necessary funding and training to develop projects that enable them to take care of the local landscape.

5.3

The Swiss Landscape Fund

Fonds Suisse pour le Paysage

Switzerland

Scale: Municipal and supramunicipal

Reference framework

- Federal Decree of the 3rd of May 1991 for the provision of financial assistance for the protection and management of traditional rural landscapes (*Arrêté fédéral accordant une aide financière en faveur de la sauvegarde et de la gestion de paysages ruraux traditionnels*)

Summary: The Swiss Landscape Fund is a financial tool that permits action to be taken in the management and protection of traditional rural landscapes. It directly involves the local area, as it provides finance for determined projects that have immediate repercussions for the municipalities and their inhabitants.

Key aspects

- It is a financial tool that has been used for over two decades.
- A wide range of projects that promote the conservation of traditional rural landscapes at risk may apply for it.
- It is financed with contributions from the Confederate Government and with voluntary public contributions (cantons, municipalities) and private contributions (both companies and individuals).
- The beneficiaries of the fund may be public or private (companies and individuals).
- It promotes local development through the promotion of local employment.
- It facilitates synergies between agriculture, tourism, construction and local craft industries.
- The economic aid provided usually attracts other investments to the area.
- The projects often play an exemplary role for other local initiatives.

Examples

- *Programme d'action Nature en ville de Neuchâtel*
- *The Revalorisation of the Rheintaler Riet*
- *The restoration of dry stone walls in the Valley of Poschiavo*

Description

In 1991, coinciding with the celebration of the 700th anniversary of the Swiss Confederation, the General Assembly created the Swiss Landscape Fund (*Fonds Suisse pour le Paysage*), which is financial aid to protect and manage traditional rural landscapes at risk, due to abandonment or because they have been converted into intensive farming centres. The aims of the fund are:

- To protect, maintain or restore traditional rural landscapes.
- To guarantee and promote forms of culture and land use that are traditional and that respect the area.
- To protect, maintain, restore or recover historical buildings and other natural and rural landscape features.
- To provide information on the need to protect and maintain the landscape.

The fund was created for a period of ten years, however it has been periodically extended. In 2012, the Federal Council agreed that the commission responsible for managing the fund should cease to be an extra-parliamentary commission and become a supervising body under the Confederation. This change enhanced the role of the fund and increased the autonomy of commission members.

The fund is financed with contributions from the Confederation and with public voluntary contributions (cantons, municipalities) and private contributions (both companies and individuals) although donations and sponsorship are also possible for determined projects. The beneficiaries of the Swiss Landscape Fund may be private (associations, foundations or individuals) or public bodies (entities, municipalities, regions or cantons).

Content

In order to apply for this type of funding, a request must be presented to the Fund Commission, together with a report detailing the aims of the project, the actions planned, a calendar for the actions, the expenses and the financial planning and the amount requested.

The fund subsidises projects of diverse sizes and budgets that involve the conservation or restoration of traditional rural landscapes. In the evaluation process a great deal of importance is given to the fact that the projects:

- should have positive, determined and long-lasting effects on the landscape,
- should contribute to the conservation of traditional rural landscapes at risk,
- should involve the use of local resources (agriculture, crafts, local materials, etc.),
- should have the support of the local population,
- should be fully backed by their promoters,
- should become an exemplary initiative.

Application

Since its creation, the Swiss Landscape Fund has provided support to over 1,800 local and regional projects for the management and enhancement of the landscape. It has been seen that the projects financed by the fund have attracted a volume of landscape investments that triples the quantity initially invested by the public tool.

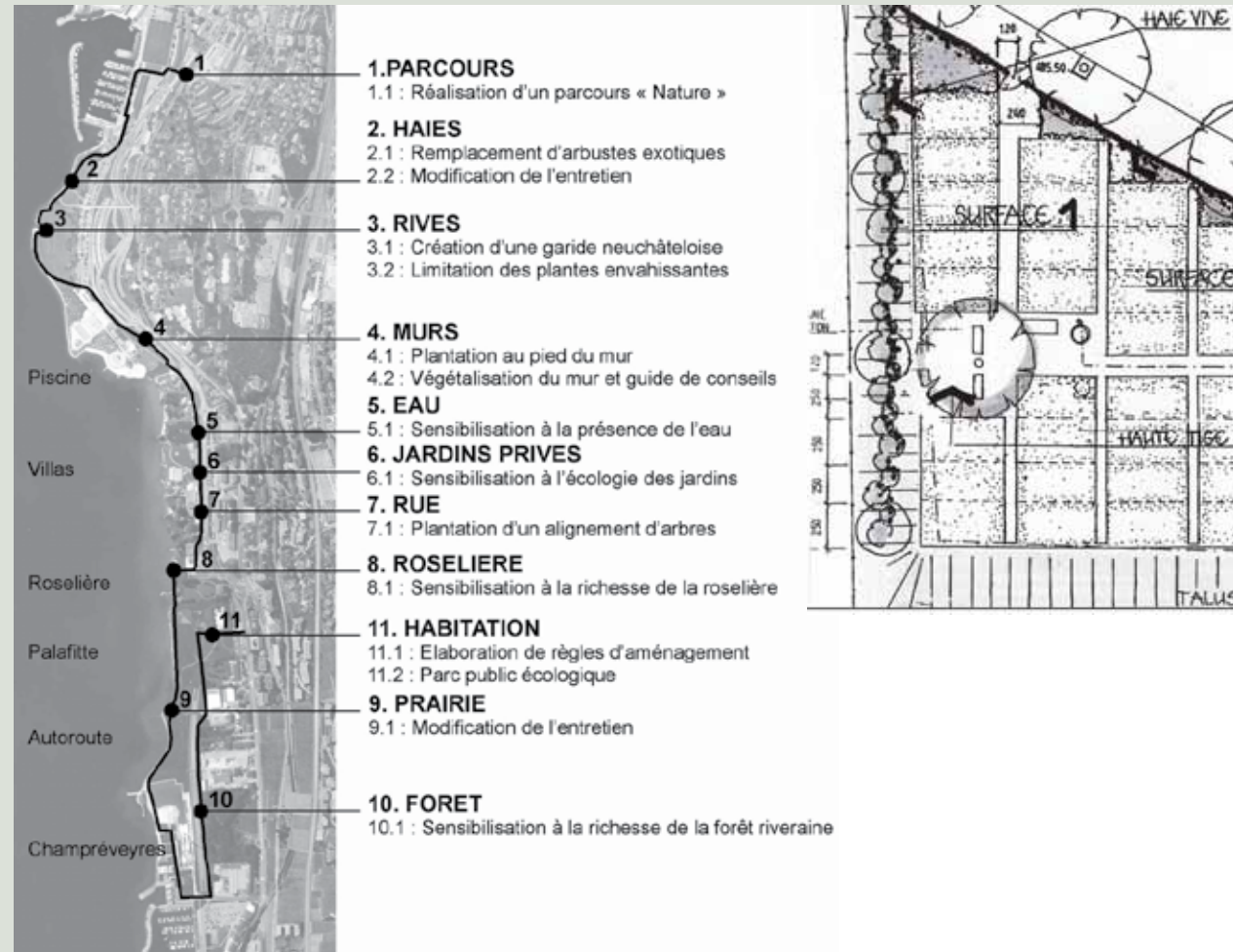
Programme d'action Nature en ville de Neuchâtel

The Swiss municipality of Neuchâtel, with 33,000 inhabitants, stands near the lake of the same name. As part of this municipality's planning renewal, the *Nature en ville* action programme was defined in 1998. This programme aims to preserve and improve the natural habitats and green areas of the municipality, preserving its unique features and promoting knowledge and enjoyment of them for the local population.

The Swiss Landscape Fund jointly subsidised the *Nature en ville* action programme, along with the Federal Office for the Environment (FOEN), the Agency for the Conservation of Nature and Neuchâtel Town Council. This programme was divided into two implementation phases for the actions programmed. The first stage was developed between 1999 and 2004 and the second phase between 2007 and 2012.

The first stage included 48 actions which were distributed throughout the entire area of the municipality and they were organised into different themes: the creation of documentaries and videos to promote awareness, tree planting, the landscape integration of car parks, the inventory and restoration of stone walls in the urban area, the creation of artificial ponds, the creation of new leisure areas, the recovery of urban gardens, the signposting of routes and the organisation of walking routes to discover the area, etc. Some actions were undertaken using information boards that described them and placed them within the action programme.

The second stage included fifteen new actions, which in this case were specifically centred on a sector of the municipality that bordered the lake and that required special attention due to its natural values and the fact



that it was considered important to promote its social use.

For each of the actions carried out a descriptive project file was written up that also specified the budget to be assigned.

Figure 62. To the left, the location of the actions undertaken as part of the *Nature en ville* Programme in Neuchâtel. To the right, an example of a map, showing a project for a private garden.

6. Reflections on landscape planning at a local level

The importance being acquired by landscapes at a local level, the change occurring in the way that people relate to their local environment, together with the questioning of some planning tools currently used, show the need to revise and update landscape tools and strategies at a local level in both Catalonia and Andorra, and to place them in the current economic, social and territorial context.

Some reflections with respect to landscape planning at a local level are detailed below. This is not a summary, or conclusions or a list of recommendations for direct application, it is rather a series of considerations and guidelines that have arisen from the analysis of the tools that exist in Germany, France, the Netherlands, the United Kingdom and the Belgian region of Wallonia, all of which have a long history with respect to landscape regulations and policies.

It cannot be denied that, with the approval of the Andorran National Landscape Strategy or the approval and application of the Landscape Protection, Management and Planning Act and the creation of the Landscape Observatory of Catalonia in recent years, a major step forward has been made in both countries, however actions at a local level are still a challenge. This document is based on the conviction that comparing, understanding and exploring the diversity of response strategies with respect to landscape planning at a local level is a highly useful way of finding the most appropriate responses in our own specific contexts.

From the European framework to local action

Fifteen years after the approval of the European Landscape Convention (ELC) in October 2000, one of the first conclusions arrived at is that its implementation, from the viewpoint of the countries in the European Council that have ratified it (Spain in 2008 and Andorra in 2011), has been a success. Only three countries in the European Union that have not done so

(Germany, Austria, Malta and Estonia). Another factor is that without the institutional backing of the agreement, many of the political, legislative, research, professional and teaching initiatives that refer to the landscape and that have been developed in Europe in recent years could not be understood. Nowadays, the aims and the definitions of the European Landscape Convention are still highly valid, although some of the procedures and instruments could probably be better adapted to today's context.

With respect to the landscape, a large number of European countries have entered a phase, in which, in addition to the relevance of quality, they now face challenges such as identity, uniqueness, competitiveness, the transversal nature, creativity, local development, entrepreneurship, cooperation, research and innovation, training and communication, in addition to the need to place the landscape ahead of national priorities and policies of a more social nature, such as health, welfare, education, renewable energies and



Picture 20. The landscape is increasingly being seen as a driving force for the local development of a territory and a way to increase the level of self-esteem, identity and quality of life of the population.

climate change or the transition to a more sustainable economy. A large number of these challenges and aims are being tackled—and it appears that in the future this situation will increase—from local policies, by means of alternative and imaginative formulas for landscape planning and management. With respect to Catalonia, the Landscape Observatory, in the *Catpaisatge 2020. Country, Landscape, Future*, document, bases its roadmap on these challenges and is well aware that now is the most appropriate time to move from the generalised concepts that have characterised landscape policies in recent years, to more determined actions.

The local sector's growing interest in landscape

We live in a globalised world, however we now give increasing priority to local identities, we have a need and a growing interest in managing what is close to us. This adds to the fact that things are more tangible and closer at a local level, where it is easier to find specific solutions that adapt to highly specific and diverse situations, and that the local level is ideal for the construction of projects, increasingly from a group perspective.

The fact that the landscape represents a direct experience of everyday life largely explains the growing interest there is in the landscape from the local scale. Some local institutions (councils, consortiums, county councils, etc.) view the landscape as a possible driving force for their development, a local attraction, a sign of civility and a way to increase levels of self-esteem, identity and the quality of life of its citizens. These are precisely the main bases that sustain local landscape policies in the six countries analysed.

The increased interest in the landscape is closely related to two other matters. Firstly, many municipalities have begun to realise that in the current context of globalisation, where regions compete with each other in terms of uniqueness, landscape quality (whether urban,

periurban or rural) may become a competitive factor in their area that may also promote entrepreneurship and create employment in numerous economic sectors (the sale of quality agricultural products, tourism, gastronomy, cinema, etc.). If the municipality is careful and properly organises its environment (especially the peripheries, the entrances to towns, the urban landscape itself, etc.) it will also create new economic opportunities, with positive repercussions for the image that the municipality or larger area projects, or it will even contribute to the consolidation of a determined regional brand. In the Netherlands for example, the idea of conservation through development is well-established; this proactively reinterprets quality and the values of the landscape itself (natural, cultural, historical, etc.) as a step to be taken before the planning of new urban developments or the creation of new productive landscapes. Secondly, for many areas, the effort to attain uniqueness is a way of facing the uncertainties of today's world and of being stronger in the global scale. As such, the defence of the character of the landscape is taken up with increasing force, i.e. the recognition of the unique characteristics (of a natural, cultural and symbolic character), of everything that makes it different from another landscape (neither better nor worse). The term *character* is in no way used in a limited sense. Landscapes, by nature, are dynamic, we build them day by day and we imbue them with contemporaneity, and this dynamism shapes their character, without however disfiguring it completely, but maintaining characteristic traits over time that are visually recognisable, giving them identity and personality.

Local area landscape planning begins at a national level

The most successful landscape policies in Europe are those that possess strategies at all levels of government and which are clearly linked to each other and which involve the general public, as well as public and private

stakeholders in the region. These landscape policies are generally based on national landscape strategies that are used as planning tools at different levels (such as landscape atlases, landscape catalogues, landscape charters or similar tools), and they culminate in determined measures and projects in municipalities or neighbourhoods or in regulations that relate the granting of licences to the landscape integration of new actions, among other measures. In 2008, the Council of Europe approved and issued a recommendation⁷ to all European states and regions on the importance of possessing landscape strategies at all levels, beginning with the national level.

One of the means most applied in Europe to develop coherent local landscape policies is, therefore, from the basis of previously-existing powerful national strategies. The Netherlands and Switzerland, for example, apply national landscape strategies (in Switzerland *Paysage2020* and in the Netherlands the *Agenda Landschap*), which are government-approved documents based on consensus and commitment that define landscape policy, the link between the government departments involved and other administrative bodies, at all levels, in addition to their objectives and the means to achieve them. The Swiss case is also paradigmatic, as it successfully manages a radical decentralisation. Every Swiss region (canton) has its own constitution, with its own regulations in sectors such as education, construction and the maintenance of certain roads, in addition to shared responsibilities in regional management, which is highly important in terms of the landscape.

These national strategies mark the government's roadmap with respect to landscape, from a national to a local level and provide the entire system with co-

7. Recommendation CM/Rec (2008)3 of the Committee of Ministers to member states on the guidelines for the implementation of the European Landscape Convention (Adopted by the Committee of Ministers on 6 February 2008 at the 1017th meeting of the Ministers' Deputies).

herence. Andorra approved its own strategy in 2010. Ireland recently approved it (2014), while Sweden and Norway have their own strategies, at different stages of development.

The case of Germany, on the other hand, is an example of landscape policy based on tools at all levels of the administration. Germany has a multi-level system that is structured into landscape plans at all levels –land, region and municipality, so that any local plan is influenced by superior-level landscape plans. A similar procedure occurs in France when dealing with landscape in regional and urban planning between the plans of territorial coherence (*schéma de cohérence territoriale*, SCoT), at a regional level and the local urban development plan (*plan local d'urbanisme*, PLU), at a municipal level, although in this case both tools involve urban development. These examples show that, in a multi-level system, landscape tools at a local level have enormous potential, mainly due to proximity and the higher possibility of involving the public and stakeholders in the region in the management of their landscape. In the same way, at this scale, they organise and determine regional and landscape policies created at a regional level.

In many cases, this multi-level concept also occurs in the methodological environments, especially when attempting to transfer methodologies applied at a regional level to the planning and management of local landscapes. Perhaps the clearest cases are those involving Britain's landscape character assessment (LCA) and the Green Infrastructure (GI) or the French Green and Blue Network (*trame verte et bleue*, TVB).

However, despite the importance of possessing tools and methodologies at all levels in order to guarantee coherence throughout the area, the risk exists of using excessively rigid and prescribed methodologies and systems (such as the German system which is too highly defined from the national level) and which are therefore inflexible and difficult to adapt to the specific needs of each area, and which hinder the work of some

institutions or bodies in society when establishing new, more imaginative ways of acting, participating and deciding.

Moving from the regional to the urban level

Landscape policies are mainly focused on regional level actions and do not reach the municipal level. In Catalonia, for example, the effort of recent years has been situated, above all in the creation of landscape catalogues and in the introduction of landscape goals in regional planning, especially through landscape guidelines that are incorporated into Partial Territorial Plans (PTP)⁸. These efforts are highly relevant and must continue, however the step involving landscape guidelines moving from the regional scale to the municipal and/or supramunicipal levels aimed at urban planning authorities is also highly necessary. In the Catalan landscape regulations, for example, the local level is not reflected enough, nor is the landscape developed enough by the country's Urban Planning Act. The only tool promoted in this sense by Catalan regulations has been landscape impact and integration studies, which are technical documents that aim to provide information on the consequences of certain actions and projects for the landscape (in accordance with cases established in the current regulation), mostly those that have been undertaken on land that is unavailable for urban development or in determined cases established in the corresponding PTP and defining the criteria for integrating them.

The approach at an urban level brings aspects that influence landscape quality and which are not so easy to deal with from higher levels (such as the suitability of facilities and infrastructures in certain areas, particu-

8. Landscape Guidelines are tools stated in the Landscape Act that are well-designed in conceptual terms, as they are tools that link and ease the process between the goals of landscape quality and the tools of planning, sector policies and actions on the region.

larly rural ones, or the integration of isolated buildings on urban land or in highly visible urban peripheries). By way of an example, the aesthetic quality regulations (*Welstandsnota*) and the landscape quality plans in the Netherlands (*Beeldkwaliteitplan*) are urban planning regulation tools that influence highly specific details (volumes, layout, texture, colour scheme and the planning of determined features of the structure of



Picture 21. On a local scale, it is easier to find specific solutions to aspects that condition the quality of the landscape, such as making the facilities and infrastructure blend in with certain spaces.

the landscape, such as farming plots, terraces, rows of trees, etc.). They are also tools that condition authorisation for the construction or rehabilitation of buildings, facilities and infrastructures in both the urban and the rural environment.

In addition, other tools, such as the French Blue and Green Network or the Protection Perimeter and Valorisation of Periurban Agricultural Areas (PAEN), or England's Green Infrastructure (GI) have been seen to be especially useful in organising the landscape by means of municipal planning, as they have become tools for the creation of landscape, the re-naturalisation of cities, the creation of productive areas in the city, while they also function as compensatory mechanisms or control mechanisms for new urban developments.

All of these tools are leaning towards an integration of contents within the reports of urban development plans, rather than being separate documents. Furthermore, the fact that issues linked to the everyday landscape are dealt with encourages owners, social and economic stakeholders and the public in general to take an active part in the design and the development of this wide variety of tools.

Beyond regulation: the force of recommendations and good practices

Another way that has been shown to be useful for influencing local planning is the use of manuals or documents on good practices that improve the quality of the landscape, which are aimed at the authorities, promoters of projects or the public in general. The recommendations may influence local urban planning and also provide highly useful criteria and guidance for authorisation procedures for facilities and infrastructures. These tools therefore possess a high potential in terms of generating landscape culture, promoting awareness and providing criteria and guidance to increase the quality of the projects and the landscapes,

information which, due to the lack of knowledge of promoters, would often otherwise not be taken into account.

In the Walloon region, for example, several guides with highly detailed, specific recommendations are made so that constructions blend into the character of the landscape and enhance the quality of the area (*Construire le paysage de demain*), and which deal with aspects such as topography, plant cover, road links, constructed features or heritage. They are usually documents with numerous illustrations, figures and diagrams that facilitate the understanding and the interpretation of the landscape and show correct and incorrect ways of interacting with it. Other similar guides are those made as part of the French Regional Natural Park Charters (*charte du parc naturel régional*) and which deal with questions such as maintaining the quality of entrances to towns, unique architectural traits, etc.

The landscape unit as an area of planning

Reference to local levels does not mean restriction to a single municipality. Rather the opposite: it is often necessary to leave the strictly municipal level and search for a supramunicipal environment in order to find synergies and cooperation and to link and coordinate efforts and resources. The majority of tools analysed, although they may be applied to a single municipality, appear to function better when applied to a supramunicipal area (as with Swiss Landscape Development Plans, Dutch Quality Plans, the French Landscape Charters and Landscape Plans and the Walloon Landscape Programmes). It is worthwhile noting that, in these cases, the limits of a landscape do not necessarily have to be set by administrative boundaries.

In Catalonia, regulations take a leap from a regional level (that of landscape catalogues applied to areas of territorial planning) to another highly detailed level, through the analysis of determined projects (impact

and landscape integration studies and reports), while leaving a gap in planning at intermediary levels. As such, landscape units (like those defined by landscape catalogues, which in other countries use other names, such as areas with a landscape character in the United Kingdom), due to the fact that they integrate landscape realities, territorial dynamics and ways of perceiving and interacting with an area that is common to part of the population, as well as possessing enormous potential for working at levels of considerable detail, may be highly suitable for developing landscape policies at a local level.

As such, landscape units have become a magnificent basis for linking landscape planning decisions with urban planning, for formulating local landscape strategies (linked to agricultural, tourist, cultural and educational areas, etc.), in order to implement guidelines for the landscape, in the development of determined projects or to provide integration guidelines on land that is unavailable for urban development, as occurs in other countries. Let us not also forget the fact that as a landscape unit includes various municipalities, this means that the legitimate interests of a single municipal area may be overridden and planning may be undertaken based on the common interests of several municipalities. One therefore has to begin to view the landscapes map as something more than a map of landscapes, and view the landscape units as functional areas of reference that allow one to move from generalisation to definition, and as basic territorial pieces on which to apply determined landscape initiatives, strategies, regulations and projects.

In the case of Andorra, landscape units are of a much reduced size and they have been designed in order to identify the dominant aspects and types of landscapes in the country: high mountain natural landscapes, natural rural landscapes and urban landscapes. These three main landscape types have been the basis for work undertaken for the National Landscape Strategy, which

has defined several aims and activities at a national level. However, landscape units that are broader and more coherent could be determined, and understood, as areas with landscape characteristics in which coherent measures of landscape management, planning and conservation could be applied.

On the other hand, experiences in cross-border landscape planning and management are proliferating with both Andorra and in Catalonia (especially with France), which have been created on the initiative of the cross-border areas themselves and which use landscape units as a base. Although examples have not been taken, experiences of this type have been observed in the countries analysed, especially in France, Belgium and Switzerland.

Linking landscape and urban planning is not enough: links with local sector policies

Linking the landscape with regional and urban planning is essential, however this strategy alone is not sufficient, as it is evident that territorial planning or urban planning is not the only way to improve and valorise the landscape, as the European Landscape Convention has again insisted. Agricultural policies, for example, have an enormous influence on the landscape and tourism policies base a large part of their products and strategies on landscape.

In Catalonia, the current Landscape Act rests primarily on the operational area of the Catalan Ministry of Territory and Sustainability, particularly in the guidance of urban planning (such as the approval of landscape guidelines, which mainly affect partial regional planning, urban planning and planning permits for land that is unavailable for urban development), and the few attempts made to link the landscape with sector strategies are based on a modest coordination with environmental, educational or cultural policies. One paradigmatic case is that of the Netherlands, where a

large number of landscape strategies at a national level have been encouraged by agreements between different ministries.

Therefore, we consider that a modern landscape policy in the local environment must therefore be transversal and involve and raise awareness in technicians in all areas of local administration and in this way strengthen the essential role that sector strategies play in their involvement with the area (tourism, agriculture, etc.), or those where the landscape can mean a future opportunity (in terms of the economy, culture, education, innovation, etc.). Examples like the French Landscape Charters (*charte paysagère*) or the Regional Natural Park Charters, which are based on agreements between territorial stakeholders, are good approaches with respect to this essential transversal nature.

Exemplary projects

A modern policy at a local level also needs to be proactive; it must establish well-designed planning and intervention projects in regional and collective landscapes that go beyond the cosmetic, ornamental or merely formal in character, and which enhance the quality, the character and the vitality of the places from a physical, environmental, economic and social standpoint. In this sense, the aims of the landscape partnership projects financed by the United Kingdom's National Lottery are highly interesting (Heritage Lottery Fund), as they seek to promote sustainable local development based on the character and the identity of the landscape in the area in question. These projects also have an enormous catalysing and multiplying effect for other similar landscapes that lack responses.

The importance of dealing with land that is unavailable for urban development

The management and planning of land that is unavailable for urban development involves complex issues,

which still have no definitive solutions. The landscape in these areas is transformed from a dispersed accumulation of interventions of all kinds that, in an isolated manner do not involve a significant transformation, but in conjunction, endanger the true nature of the landscape. This occurs mainly at the limits between urban spaces, buildable and non-buildable areas. This issue requires serious involvement, bearing in mind that interventions relating to what determines the landscape (infrastructures, isolated industrial warehouses, greenhouses, service stations, urban accesses, etc.), if well-constructed, should bring new values instead of damaging existing areas. The attitude to land that is unavailable for urban development adopted by the Ministry of Territory and Sustainability of the Government of Catalonia has begun to shape this key question, with the publication of analytical documents and guides to criteria adopted, such as *Críteris per a la correcta integració en el paisatge de les construccions aïllades en sòl no urbanitzable* (Criteria for the Correct Landscape Integration of Isolated Constructions on Land that is Unavailable for Urban Development) among others.

In the Netherlands, the landscape quality plans (*Beeldkwaliteitsplan*) often associated with municipal planning apply highly rigorous studies that, for example, when applied to land that cannot be developed, define highly clear, detailed criteria for new constructions, rehabilitations and/or new developments (involving volumes, colours, procedures, etc.), that are based on the personality of the landscape (layout, structure, character, etc.). Along highly similar lines, the guidelines for management and planning (*orientations d'aménagement et de programmation*, OAP), which are linked to French local urban development plans (PLU), establish specific, almost project-like guidelines on how to integrate new urban development, how to deal with the limits between urban land, non-urban land and land that cannot be built on, or how to carry out important urban rehabilitations in coherence with

an integrated reading of the urban and periurban landscape of the area. Also useful is the protection perimeter for periurban agricultural areas (PAEN), which shields those areas and develops programmes with determined actions for agricultural productive areas of strategic importance in the peripheral areas of cities or towns of importance. Another way of planning land that is unavailable for urban development is, once again with tools such as the English Green Infrastructure or the model established in France, the Green and Blue Network (TVB) as mentioned above, as they provide peripheral areas with high landscape value with landscape integrity and coherence while connecting parks and urban green areas, and preventing the continuity of urban development.

Furthermore, the case of some landscape plans (in France, the Netherlands and Germany) that deal with the issue of land that is unavailable for urban development in a transversal manner using landscape units is interesting. As such, the example of the Kromme Rijn Landscape Plan, on the outskirts of Utrecht, is especially interesting, as the limits between what constitutes urban and non-urban have become the focus of planning in terms of aims and actions to guarantee the quality of the landscape as a whole.

All of these tools contribute to ensuring that urban planning is provided with a better understanding of the values of the landscape on land that is unavailable for urban development (characteristic traits, unique structures, etc.), bearing in mind the landscape unit (the character of the place) in which development takes place. This aspect is fundamental. As is the involvement of the public. Studies of this type have demonstrated how, if their results are solely derived from technical or academic work, they may be perceived as being distant from social reality and they do not help reduce the potential controversy that any project undertaken on land that is unavailable for urban development may generate.

Landscape planning and management tools based on public involvement and agreements

In general terms, the role of the public is highly relevant in the development of the majority of the landscape planning and management tools analysed. They participate in various ways: through consultation in different phases of the creation and approval process of the initiative itself; being involved as another stakeholder in the area and taking on responsibilities in the implementation of measures and in the application of the criteria established, or even being the driving force and the implementer of the initiative, together with other stakeholders in the area.

It must be noted that, among these management and planning tools, those of a voluntary character are increasingly more common, promoted by the authorities, society and local stakeholders. These tools are based on consensus, on the creation of agreements, pacts and accords (between institutions, bodies, the public and private sectors, etc.) and on joint action and the participating stakeholders, either individually or collectively, are responsible (with respect to society) for working to attain the commitments agreed upon in order to valorise or revitalise a landscape (regional and urban, tourism-based, agricultural, landscape heritage valorisation, local development, educational and many other measures).



Picture 22. There are increasingly more planning and management tools of a voluntary nature promoted by civil society, the public administrations or the local stakeholders. Switzerland and the Netherlands are paradigmatic examples of this.

The voluntary character and the ability to create synergies among stakeholders when implementing actions for landscape improvement and management mean that these initiatives are generally more appreciated and well regarded by society and that they are characterised by a participation and an involvement of the stakeholders that varies with respect to their possibilities, resources, interests and level of involvement, etc. In Catalonia, the most similar tool to this approach is the Landscape Charter, which is established in the Landscape Act and inspired by the French model. In Andorra, the National Landscape Strategy is also an example of public participation, which is used to attain landscape quality objectives and carry out the actions required to achieve them.

These tools are highly useful for considering the model that a determined society wishes to apply to its landscape or with respect to a determined value or aspect of the landscape (for example, the enhancement of a landscape used for wine or olive production, the improvement of an infrastructure which passes through various municipal areas, etc.). Furthermore, it must be taken into account that some of the commitments that may be established could involve regional and urban planning. These tools are also a means to implement some of the proposals established in landscape planning tools at a regional level (such as the French landscape atlases or the Catalan landscape catalogues). Finally, they often involve complementary informative documents to make them comprehensible, using simple language that is adapted to the public and to the main stakeholders in the region, which are a magnificent way of facilitating implementation.

Some experiences have been based on more rigid procedures and methodologies that begin with a more or less scheduled, diagnostic phase, which is often extensive, followed by a more propositional phase, which may lead to a mere declaration of principles that relate to a list of landscape quality objectives and determined

actions for implementation, which are often undertaken solely by the authority promoting initiative. One of the problems that has occurred with this approach is that they have often been confused with tools that seek to resolve all landscape problems in the area or become an agenda of investments for authorities at a higher level. In general terms, initiatives that seek to cover many areas end up specifying few of them and, often, none at all. However, tools that are based mainly on agreements, reduce their descriptive and diagnostic components to focus their efforts on achieving specific joint agreements and compromises for a specific landscape that are workable, flexible and open to diverse aims, in accordance with specific contexts and circumstances, and which last over time.

The main tools that follow this participative model are the Landscape Charters and the French Regional Natural Park Charters, the Walloon Landscape Programmes (*programme de paysage*), the English Landscape Partnership Projects and the Swiss Landscape Development Plans (*conception d'évolution paysage*), although some French and Dutch landscape plans also share this philosophy in both form and content. As such, the Netherlands and Switzerland are paradigmatic cases, as they possess an enormous ability for self-regulation at all times, with respect to public and stakeholder opinions, in order to construct a more shared project, something that is more complicated to achieve in those countries without such a deep-rooted participatory culture.

The voluntary and flexible character of these tools means that the stakeholders who live in the region, the local authorities or the organised public themselves are increasingly those who promote them. In the Netherlands, for example, the associations or foundations for the conservation of the landscape with extensive experience, are those that take the initiative when putting forward a Landscape Development Plan (LOP) to a municipality or group of municipal areas. This in-

volvement is such that they have even led, created or coordinated these plans themselves, becoming mediating stakeholders between the state, local authorities and the public. This model has created a broad-based, mobilised social network, in addition to stakeholders and local authorities, and facilitates the commitment to implement and undertake the actions that they finally establish in the plan. The English Landscape Partnerships operate in a similar manner.

As the local scale has gained experience in landscape management and planning, some of these agreements have evolved and are now beginning to function as connectors and coordinators of different strategies, initiatives and actions that are already operational in a territory (places where there are regulations, determined initiatives, etc.), in order to lead them in the same direction. This evolution is highly important.

The growing trend towards self-sufficiency is also highly relevant, in other words, to a non-dependence on public funds in order to undertake all the agreements made, or towards financing them in a manner shared between the regional authority and the stakeholders involved. As such, one option increasingly adopted is funding that prioritises the idea of a timeline, in other words, where the agreement benefits from support for a determined period of time, after which results need to be evaluated. For example, the French Regional Natural Parks that contribute to the development of a determined area do so for a period of twelve years, after which they may opt to renew their classification depending on an evaluation of the aims achieved during the previous stage. Among the advantages of this option is the fact that other landscape areas are not excluded, from which initiatives also arise.

One of the phenomena which this type of initiative is helping create is, that in recent years, certain countries, like the Netherlands or the United Kingdom, have steadily abandoned the function they previously held until now of defining the broad strategic lines and ac-

cepting new responsibilities in the landscape, and they have been passing their functions to regions and municipalities. Another aspect to be noted, is that, very recently, the United Kingdom has simplified planning procedures at a national level and has given greater decision-making capacity to local authorities. This dual phenomenon, which on the one hand enhances the role of the local scale, also presents the risk of damaging the multi-level and coherent schemes of landscape policies, which were noted in a previous point.

In times of crisis, like the present, the value of cooperative societies increases, as does the joint management of the land and the landscape, which become a common asset. An increase in this type of civic participation, one that shares the same interest—the landscape and heritage—and which makes use of proximity, daily experience and direct contact with the region has been noted. As such, today in Catalonia, new ways of approaching the landscape, of understanding it, rediscovering it, thinking about and interacting with it are coming into being. Initiatives like those being carried out in El Priorat (beyond the development of the landscape charter tool in itself), in Els Apsres d’Empordà or in La Cerdanya, to cite just three in Catalonia, have broken away from the rationale of conventional tools and have revealed new contents; new ways of self-organisation, of making agreements and acting and new tools for reaching agreements, for cooperating, for interaction and for participation among those involved (the authorities, organisations, etc.), which are unrelated to electoral periods and the political climate, which are set up as a paradigm of contemporary organisation and as a new reference. These are not initiatives of a local scope alone, although they may influence planning. They have the same level as a landscape charter, however they are not landscape charters in the same way that this tool has been understood to date in Catalonia.

One must be aware of initiatives that are increasingly taking landscape units as a basic reference area, and

which are showing themselves to be open and adaptable, with the capacity to reach levels that traditional, consolidated institutions often cannot. These are initiatives that disregard the mere targeted results of consultations and instead create proper opportunities for dialogue and agreement among those involved, in order to construct the ideal framework in which to establish alliances between the public and private sectors and society. These are creative initiatives for enabling management and planning proposals and which also have a high level of social cohesion.

A clear definition of responsibilities

Initiatives carried out with good intentions that are based on an extensive and detailed diagnosis of the landscape sometimes arise, from which comes a long list of aims and actions to be undertaken, but without defining how, who, when, the cost involved or who has to pay, who is responsible, how matters are to be coordinated or integrated with other plans and programmes, etc. Neither the subjects nor the processes are clearly defined. They are initiatives that are often condemned to failure. The efficacy of landscape policies at a local level therefore also involves the clear definition of those involved and their responsibilities at all times. In the Netherlands, for example, some landscape development plans (*Landschapsontwikkelingsplan*, LOP), first define and then apply a clear, precise programme of actions that details each party’s responsibilities (the authorities, stakeholders, the public), implementation schedules, an itemised budget and the means of finance. Something similar occurs in Germany and in some successful French cases.

Furthermore, experience has shown that optimum efficacy is attained when a figure exists who takes on leadership of the plan. The existence of the French Regional Natural Park Offices, or the figure of the Landscape Coordinator in the Netherlands are reference points in this sense. Of the cases analysed, the figure of



Picture 23. The national landscape awards are a public distinction tool for initiatives that are considered to have an exemplary character. In the photo, part of an itinerary in the county of Durham created with a high level of public participation, which won the UK Landscape Award in 2012.

the landscape coordinator, as established in the Netherlands, is the most interesting, as he works in order to guarantee that the landscape development plans are followed and undertaken in accordance with the established agenda and that they are coordinated with other urban planning or landscape tools (through the *Beeldkwaliteitplan*, *Welstandsbeleid* and *Welstandsnota* and *Bestemmingsplan*). He also creates and promotes a network of stakeholders; he is one of the members of the monitoring committee issues building permits (and therefore ensures that the projects fulfil the characteristics of the area and the integration and improvement criteria established), and guarantees the updating and publication of the plan and the landscape values that it promotes. For many years, in the Netherlands, this technical figure has been an essential condition for the implementation of landscape plans, for example.

Encouragement rather than fines

Another fundamental manner for promoting agreement (social acceptance) at a local level, is to maintain

the positive and constructive character of landscape regulations and byelaws as well as those of the initiatives and projects themselves, avoiding reactionary, prohibitive or disciplinary tools and approaches that may end up being counterproductive. This characteristic is a constant factor in the rules and regulations dealt with in this document, which are more focused on establishing criteria than on penalisation. This constructive spirit favours joint accords for the landscape and helps the landscape to be considered as an opportunity by all areas and representatives in a specific area.

Another manner of motivating initiatives is through recognition in the form of awards. The majority of European countries (Italy, the United Kingdom, the Netherlands, Slovenia, Lithuania, etc.) use a national landscape award as a tool for the public recognition of initiatives, which are often local, and in accord with the European Landscape Convention, such as agreements established in a determined area, projects to enhance identity, projects in specific neighbourhoods or areas and educational experiences. These are initiatives in which there is a high level of involvement and co-responsibility with respect to various stakeholders (the authorities, organisations, economic stakeholders, society, etc.) and which are considered to be of an exemplary nature. Specific local initiatives (the fulfilment of the agreements established in certain landscape charters, other initiatives from joint agreements, actions from guidelines on the landscape, etc.), as well as organisations, institutions or partnerships, among others, which promote initiatives and actions may also be recognised.

Local landscapes, local mapping

Landscape mapping helps—or should help—make the complexity of local landscapes intelligible and should be a tool at a decision-making level and contribute to raising the awareness of the landscape with respect to institutions and the public in general. As such, it is es-

sential to have landscape mapping at a local level that is clear, direct and precise and which allows improved orientation and definition when incorporating the landscape into urban planning and sector strategies. Having good mapping which is identifying or descriptive is not sufficient, as representations that are focused primarily on action are required. In this respect, some initiatives arising from local Dutch and French landscape plans or the German models of transition mapping are wonderful.

This graphic information of a more technical character is not incompatible, in the majority of cases, with other graphic techniques that are of a more informative nature, such as diagrams (for example, the diagrams representing the recommendations included in the booklets of *Construire le paysage de demain*, from the Walloon landscape programmes), computer graphics, drawings, and also 3D animations, photographs, augmented reality and a wide range of IT resources and technological innovations that also help to contribute to an improved comprehension of the tools and to public awareness. Even the social networks and free software, etc. are beginning to take on a fundamental role with respect to providing resources to the public and stakeholders in terms of the creation of dynamic, instantly updateable mapping processes that are created in a collective and participatory manner.

A look at the European context shows that in general terms, landscape mapping is today establishing impressive challenges for the future, in which conventional two-dimensional maps are seen as an increasingly limited structure in the representation of a reality as multi-faceted as the landscape. The European Landscape Convention requires great effort in terms of innovation and imagination when it comes to interpreting and representing the features, structures, values or dynamic actions of landscapes on maps, in addition to the landscape quality objectives or defining future actions and decisions. This challenge is more notable in

the local sector, where a greater degree of detail and precision is required.

The local level (where both Andorra and Catalonia use landscape mapping previously created at a higher level) is an optimum level from which to begin to develop these new mapping techniques, with the idea that daily requirements will increasingly demand greater capacity with respect to interrelation, communication and joint action, taking into account the enormous potential of these diverse forms of representation.

The traces of the past, heritage and everyday landscape

The other innovative factor today in current landscape policies lies in avoiding the extreme differentiation between landscapes that are excellent and others that are not. The latter often coincide with those in which we live on a daily basis, everyday landscapes, which are the immense majority of the country and which, all too often, are considered to have little or no value. Institutionalised heritage assets now no longer exist (for example, monumental or architectural sites) merely as features imprinted on the landscape, but there are landscapes that are now heritage assets as they have been taken on as such by communities. They are landscapes that have been formed through the link and the experience that have developed between the population and the region in everyday life. They must be viewed as dynamic, living landscapes, in which the population plays an active role in their conservation and development and in the continuance of the cultural, historic and symbolic values that define them, while avoiding lifeless, fossil landscapes and showcase, cardboard landscapes.

The most modern policies in terms of local heritage management in today's landscapes are also those that are moving beyond the view of heritage in a natural and cultural sense, as a mere sum of specific features, places



Picture 24. Current landscape policies take everyday landscapes and not just excellent ones into consideration.

and buildings and which are increasingly incorporating an enhancement of features on the basis of their joint character, in an environment that brings together determined characteristics and values.

In this respect, the policies of regional and urban planning should seriously take into account cultural heritage that is impregnated in the landscape, as occurs in the Netherlands, France and the United Kingdom. Whether catalogued or not, cultural features such as historical road networks, dry stone walls, avenues of trees or tree-lined windbreaks or field structures, when

interpreted from an integrated conception of the place, should influence area planning and affect development. Ignoring such joint readings could mean the impoverishment of an identity, of the memory of a region, of the historical or cultural references of a place or of the standpoint of economic development possibilities.

Tools such as England's Historic Landscape Characterization, the Dutch landscape biographies or the French Areas of Valorisation of Architecture and Heritage (AVAP), applied at a local level, point in this direction and, at the same time, reveal the enormous utility that

initiatives such as PaHisCat could have for local-level landscape policies⁹, which is just one plan that has been developed in the Catalan context as a pilot plan.

New sources of funding for the landscape

The financing of tools and projects for landscape management and planning at a local level is a determining factor that compels the establishment of different funding alternatives that also include the process of agreements and the involvement of regional stakeholders. In Catalonia, one of the means used to create and improve local landscapes has been that of the projects developed through the Fund for the Protection, Management and Planning created by the Landscape Protection, Management and Planning Act, which is financed by the Catalan Government and which for some years has not received economic support. In this sense, one paradigmatic example in Europe is the Swiss Landscape Fund which has helped almost two thousand projects since 1991, with an investment of 100 million euros. In Andorra, on the other hand, the projects developed are not part of a specific funding tool.

One of the lessons learned from the European experience is the use of the most targeted public financing tools, which do not depend on ordinary public budgets, but on a specific tax revenue, such as the French 1% Landscape and Development policy (*1% Paysage et Développement*), that allows landscape projects to be undertaken at a local level. Another formula is that which allocates a small percentage of the national lottery for this purpose, as with the Heritage Lottery Fund in the United Kingdom or the Dutch National Lottery.

Another question that needs to be dealt with and improved at a local level is public-private cooperation

9. PaHisCat is a pilot plan that focuses on the historical development of the landscape and which seeks to comprehend and provide information on four landscape areas in Catalonia, while providing guidelines for regional, heritage and sector planning.

(companies, foundations, banks, etc.), as a formula for promoting determined landscape initiatives and actions, whether by means of sponsorship, patronage or other imaginative systems yet to be explored, as is occurring in the United Kingdom, the Netherlands or Germany. Some of the most widespread ways used in these countries to finance determined initiatives are, apart from those mentioned previously, compensatory measures, corporate social responsibility and tax exemptions, etc. Micro-funding at a local level is another of the areas open to advancement, as this level favours social and collective involvement and the commitment of stakeholders and the public, in addition to the attainment of more visible results.

Final considerations

In short, landscape planning at a local level requires us to be innovative in both content and in the way we act. It compels us to re-invent ourselves, to take on many points of view, to be open to new forms of organisation, new methodologies and new tools of interaction and participation among all those involved. It has been shown that countries with a more solid landscape culture are those that enjoy a greater associative network and a society that takes on a greater role in actions of restoration or creation, or in landscape planning and management. Today's world requires new forms of democracy and governance in landscape, the step from more centralised procedures to a system that takes agreements with those closest to the region into account from the very beginning.

The time has come to review the tools and strategies on which landscape policies at a local level have been based until now, and to take a leap forward in the current regulatory system towards more cross-cutting, speedy and pragmatic approaches, which are focused on agreement and public-private cooperation and which are aimed at the challenges facing the country today. Tools that focus efforts on aspects that are considered truly

essential in a determined context are gaining popularity: it is better to face a few, shared, joint and powerful commitments than many dispersed objectives that are finally unattainable, unrealistic and which therefore cannot be fulfilled. To put it another way, advances are being made to tools that are increasingly more flexible and dynamic, which facilitate the attainment of visible results and with a feasible, clear assignment of responsibilities to each party involved.

In addition, the European context is increasingly facing landscape planning and management processes at a local level that is shared among various areas (urban planning, agriculture, tourism, etc.), representatives (the authorities, economic sectors and society) and disciplines (geography, architecture, environmental sciences, mapping, sociology, design, agronomy, etc.). The places in which this convergence of areas, stakeholders and viewpoints takes place to a greater extent and in which each party has a determined bond and empathy to the place and in which viewpoints linked to regional character and identity are broadened are those that provide more suggestive, innovative, successful solutions.

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8. Abbreviations and acronyms

AOC	<i>Appellation d'Origine Controlée</i> (Designation of Controlled Origin).	LPN	<i>Loi fédérale sur la protection de la nature et du paysage</i> (Federal Nature and Landscape Protection Act).	TVB	<i>Trame verte et bleue</i> (Green and blue networks).
AONB	<i>Areas of outstanding natural beauty.</i>			WRO	<i>Wet Ruimtelijke Ordening</i> (Territorial Planning Act).
AVAP	<i>Aire de mise en valeur de l'architecture et du patrimoine</i> (Area of valorisation of architecture and heritage).	NPPF	National Planning Policy Framework.	ZAC	<i>Zone d'Aménagement Concerté</i> (Arranged planning zone).
BauGB	<i>Baugesetzbuch</i> (Federal Building Code).	OAP	<i>Orientation d'aménagement et du programmation</i> (Planning and programming guidelines).	ZAD	<i>Zone d'Aménagement Différé</i> (Deferred planning zone).
BKP	<i>Beeldkwaliteitplan</i> (Landscape Quality Plans).	OFEV	<i>Office fédéral de l'environnement</i> (Federal Office for the Environment).	ZPPAUP	<i>Zone de protection du patrimoine architectural, urbain et paysager</i> (Areas of architectural, urban and landscape heritage protection).
BNatSchG	<i>Bundesnaturschutzgesetz</i> (Federal Nature Protection Act).	PADD	<i>Projet d'aménagement et de développement durable</i> (Planning ans sustainable development project).		
BRO	<i>Besluit ruimtelijke ordening</i> (Land Planning Decree).	PAEN	<i>Périmètre de protection et de mise en valeur des espaces agricoles et périurbains naturels</i> (Protection Perimeter and Recovery of Periurban Agricultural Areas).		
CAVLP	Clyde and Avon Valley Landscape Partnership.	PAL	<i>Plan d'aménagement local</i> (Local Development Plan).		
CEP	<i>Conception d'évolution du paysage</i> (Landscape Development Plan).	PDU	<i>Plan de Déplacements Urbains</i> (Urban Mobility Plan).		
CPS	<i>Conception Paysage Suisse</i> (Swiss Landscape Strategy).	PIG	<i>Projet d'Intérêt Général</i> (Project of general interest).		
DEFRA	Department for Environment, Food & Rural Affairs.	PLH	<i>Programme local d'habitat</i> (Local housing programme).		
DGO4	<i>Direction Générale Opérationnelle d'Amenagement du Territoire</i> (General Directorate of Territorial Planning).	PLU	<i>Plan local d'urbanisme</i> (Local Urban Development Plan).		
DTA	<i>Directive Territoriale d'Aménagement</i> (Territorial Directive Planning).	POS	<i>Plan d'occupation des sols</i> (Land occupation plan).		
GI	Green Infrastructure.	PPS	Planning Policy Statements.		
HLF	Heritage Lottery Fund.	PTP	<i>Pla territoriale parcial</i> (Partial Territorial Plan).		
LAT	<i>Loi fédérale sur l'aménagement territorial</i> (Federal Act on Territorial Planning).	SCoT	<i>Schéma de cohérence territoriale</i> (Territorial Coherence Plan).		
LCA	Landscape character assessment.	SRADT	<i>Schéma régional d'aménagement et de développement du territoire</i> (Regional model of planning and territorial development).		
LDF	Local development framework.	SRU	<i>Loi relative à la solidarité et au renouvellement urbains</i> (Solidarity and Urban Renewal Act).		
LOK	<i>Landschap Ontwikkelen met Kwaliteit</i> (Strategy for the Development of a Quality Landscape).				
LOP	<i>Landschapontwikkelingsplan</i> (Landscape Development Plan).				