



# EUROPEAN LANDSCAPE CONVENTION GUIDANCE PART 2:

Integrating the Intent of the ELC into Plans, Policies and Strategies





**GUIDELINES  
FOR IMPLEMENTING THE  
EUROPEAN LANDSCAPE  
CONVENTION**

**PART 2:  
INTEGRATING THE INTENT OF  
THE ELC INTO PLANS, POLICIES  
AND STRATEGIES**

**Prepared for Natural England  
by  
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# I.0. INTRODUCTION

The guidelines are set out in three parts:

Part 1: The ELC – What does it mean for your organisation?

**Part 2: Integrating the intent of the ELC into Plans, Policies and Strategies**

Part 3: Preparing an ELC Action Plan

This is **Part 2** of the guidelines.

## Why is this guidance needed?

- 1.1. Landscape is the product of all the decisions collectively made by society. Any policy, action or decision has the potential to impact on landscape. ELC implementation in England aims to encourage a move towards multifunctional landscapes that provide a variety of benefits while protecting and managing those aspects of the landscape that are valued by society, and managing change positively in the planning and creation of new landscapes. This approach requires an understanding of landscape and the principles of the ELC to be embedded at all levels of decision-making.
- 1.2. The aim is to embed a holistic understanding of landscape and ‘place’ into plans, policies and strategies. A landscape centred approach linked to the provision of functions has the advantage of focussing decisions on places, with landscape providing the spatial framework for understanding the interaction between different natural, cultural and perceptual elements.

## What does the Convention say?

- 1.3. General Measures Article 5 (d) requires landscape to be integrated into regional and town planning policies and in cultural, environmental, agricultural, social and economic policies, as well as any other policies with possible direct or indirect impacts on landscape.

## ELC England Implementation Framework

- 1.4. A key outcome of the Framework is:

*“strengthening of institutional frameworks – promoting a landscape perspective to influence spatial planning, land use and resource management nationally, regionally and locally”.*
- 1.5. This guidance provides information to organisations to help achieve this outcome.

### **Natural England Research**

- 1.6. Natural England commissioned research to support the implementation of the ELC in England<sup>1</sup> (see [www.landscapecharacter.org.uk](http://www.landscapecharacter.org.uk)). The research undertook a qualitative content analysis of a sample of national and regional level policies and strategies and advice to review how they fitted with the intent of the ELC.
- 1.7. The report concluded that “*specific guidelines are needed to help both government departments, regional cross sectoral organisations and sectors to identify how they can incorporate the content of the ELC measures and express the intent of the Convention clearly through language*”.

### **Who is this guidance aimed at?**

- 1.8. These guidelines are intended to influence and encourage any organisation that has a direct or indirect impact on landscape to ensure that any plans, policies or strategies that they produce help to deliver ELC outcomes, to achieve better protected, planned and managed landscapes.
- 1.9. Landscape exists at all scales and can provide the integrating context for all scales of plans; it is relevant at all governance levels from national policy to regional plans and strategies to local and area based plans and strategies. The guidelines are aimed at government departments and agencies, regional cross sectoral organisations and sectors, local government and other bodies.

### **What plans, policies and strategies?**

- 1.10. Some examples of the types of documents that are relevant are provided in **Appendix I**. This is not intended to be a comprehensive list but simply an illustration of the types of organisation and types of document for which the Checklist and Principles are relevant.

### **Why is consideration of landscape important?**

- 1.11. The importance of landscapes and the value and benefits to organisations of engaging with landscape is considered in Part I of this Guidance.
- 1.12. An understanding of landscape is vital to embed spatial plans and policies in their locality. This is essential for developing a clear ‘vision’ for an area and ensuring that the generic policies set out in national statements and guidance can be translated into policies that are meaningful at the local level for the particular plan area. For local authorities, for example, this is important for the preparation of a core strategy. Landscape will also provide the context and framework for green infrastructure plans and strategies. For cross sectoral plans and strategies an understanding of landscape can be a basis for more integrated decision-making across a range of policy areas.

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<sup>1</sup> Research to support the implementation of the European Landscape Convention in England, A study for Natural England by Maggie Roe, Carys Jones and Ian C.Mell, March 2008

## The Approach – Seven Principles

- I.13. This guidance interprets the text and intent of the ELC into seven generic principles. Each principle relates back to the text of the ELC and provides information on what this means in practice for an organisation in developing their plans, policies and strategies. The principles were tested through expert and stakeholder workshops
- I.14. The principles are not set out in order of priority – all are relevant, although apply to different parts of the plan-making process. For this purpose, they are organised into three main groups as outlined in the colour coding below.

Guiding Principles	
1.	Ensure clarity in the use of terms and definitions
2.	Recognise landscape in a holistic sense
3.	Apply to all landscape
4.	Understand the landscape baseline
5.	Involve people
6.	Integrate landscape
7.	Raise awareness of the importance of landscape

1,2,3	These principles are about getting the right understanding of landscape embedded into the plan, strategy etc, and particularly relate to terms, definitions and meanings.
4,5	These principles primarily apply to the landscape knowledge base that may be part of, or provide a separate evidence base, in any plan, policy or strategy.
6,7	These principles are about integrating an understanding of landscape throughout the plan as a basis for decision-making.

- I.15. The guidelines are summarised as a **CHECKLIST** (provided on page 15 of this report).

### How should the Principles and Checklist be used?

- I.16. The Principles and Checklist aim to be positive and proactive to encourage organisations to adopt the principles from the outset in the process of formulating

plans, policies and strategies to ensure that the importance of landscape and its role as an integrating medium is considered at the outset. They can also be used to ELC 'proof' proposed and existing documents to help ensure that the intent of the ELC is reflected.

- I.17. The checklist is not intended to be prescriptive but to provide a simple set of generic guidelines that organisations can adapt for their own needs. Not all principles will necessarily be relevant to all documents and the checklist should be used realistically and with flexibility – there is unlikely to always be a simple yes or no answer and the checklist can be used to measure progress towards integration of the ELC.

### **ELC Document Evaluation Record Sheet (Digest)**

- I.18. The recent “Research to support the implementation of the ELC in England” Newcastle University (2008) (<http://www.landscapecharacter.org.uk/files/pdfs/ELC-NE-Research-March2008.pdf>) reviewed a large sample of plans, policies and strategies at the national and regional to assess how the spirit of the ELC is articulated and defined and how the aims of the ELC are interpreted. The study developed a method of assessment – a document and evaluation record sheet. This is summarised in the Digest sheet provided in **Appendix 2**.
- I.19. This digest sheet approach can be used alongside the checklist for a more in depth analysis of existing documents. Please contact Natural England for further details (Gary Charlton, Senior Specialist, Landscape and Nature Conservation Policy Team, [gary.charlton@naturalengland.org.uk](mailto:gary.charlton@naturalengland.org.uk)).

#### **How does the Checklist relate to Strategic Environmental Assessment (SEA) and Sustainability Appraisal of Plans, Policies and Strategies?**

In England SEA, is implemented as part of a wider sustainability appraisal. The generic guidance on SEA (ODPM et al 2005) highlights landscape as a component for assessment. However, the individual components that create landscape (e.g. geology, soils, air, water, land use and settlement) are also considered in their own right as part of the SEA process.

The checklist could provide a 'way in' and hook for a more detailed consideration of landscape as part of the SEA/SA process. This could include using a clear and consistent holistic definition of landscape in the sense promoted by the ELC, using 'landscape' as the integrating concept to understand impacts, increasing awareness of the multiple 'values' of landscape i.e. not just emphasising valued protected landscapes.

<sup>1</sup> Research by University of Newcastle/Manchester for Natural England (2008) – <http://www.landscapecharacter.org.uk/>



## 2.0. PRINCIPLES FOR INTEGRATING THE ELC

### PRINCIPLE 1: BE CLEAR IN THE USE OF LANDSCAPE TERMS AND DEFINITIONS

#### What does the ELC say?

- 2.1. **Article I** of the ELC sets out useful terms and definitions (see below). These definitions are not intended to be absolutely prescriptive and the flexibility in the wording of the Convention means that they can, to an extent, be adapted and interpreted for their use by individual organisations. What is most important is that the **intent** of the ELC is reflected.

ELC Article I Definitions
<b>Landscape</b> - means an area, as perceived by people, whose character is the result of the action and interaction of natural and/or human factors.
<b>Landscape policy</b> – means an expression by the public authorities of the need to frame an official policy on landscape. It sets out the basic general principles, strategies and guidelines that permit the specific measures aimed at the protection, management and planning of landscapes.
<b>Landscape quality objective</b> – means for a specific landscape (once a particular landscape has been identified and described) a detailed statement of the characteristics which local people want recognised in their surroundings.
<b>Landscape protection</b> – actions to conserve and maintain the significant or characteristic features of a landscape.
<b>Landscape management</b> – means action from a perspective of sustainable development, to ensure the regular upkeep of a landscape, so as to guide and harmonise change which are brought about by social, economic and environmental processes.
<b>Landscape planning</b> means strong forward-looking action to enhance, restore or create landscapes.

#### What does this mean for my plan, policy or strategy?

- 2.2. The recent research for Natural England on implementation of the ELC (Roe, M, Jones, C and Mell, I, 2008) highlights *“it is clear that more explicit use of language is needed to communicate intent (especially in relation to Articles 5 and 6) and understanding of language as set out in the Convention; also needed is more consistency in terms of language used to ensure that meanings and intent are clear. This is true for all levels and sectors”*.
- 2.3. In practice, the easiest way of providing clarity in documents is to replicate the language used in the Convention and/or refer directly to the objectives and measures of the ELC.

#### Use or relate to definitions set out in the ELC

While exact replication of the language of the ELC may not always be appropriate (other terms may have more common or popular use in England, for example, conserve, enhance, restore) the intent of the ELC should be clearly reflected. The definition of ‘landscape’ in the ELC is clear, succinct and precise and should be used.

### ***Use the term landscape explicitly***

Landscape is often assumed or subsumed within other environmental aspects of a plan, for example natural environment/natural heritage/cultural heritage/rural or countryside. It is important that the term landscape is used explicitly and in the holistic sense of the ELC.

## **PRINCIPLE 2: RECOGNISE LANDSCAPE IN THE HOLISTIC SENSE INTENDED BY THE ELC**

### **What does the ELC say?**

- 2.4. **In Article 1** the ELC provides a clear and succinct definition of landscape. The wide scope of the definition of landscape is emphasised in **Article 2**.

*“Landscape” means an area as perceived by people, whose character is the result of the action and interaction of natural and/or human factors.*

- 2.5. This definition embraces a holistic understanding of landscape:
- is the result of the complex interaction of natural (e.g. geology, soils, biodiversity), cultural (e.g. settlement, land use) and the perceptual and aesthetic (e.g. experience, associations, tranquillity, colour);
  - links past with present, and represents a manifestation of the evolution of physical processes and human intervention;
  - dynamic and has always evolved and will continue to change;
  - matters to people and therefore represents multiple values;
  - includes tangible and intangible values;
  - can exist at any scale from large tracts of land, such as mountain ranges, to small locally important spaces such as parks and streetscape.

### **What does this mean for my plan, policy or strategy?**

- 2.6. Landscape should be considered in the holistic, full sense intended by the ELC.

### ***Recognise landscape in its own right***

Landscape should be recognised in its own right and not just as a subset of environment or countryside. Landscape should be set alongside and provide the integrating element with environmental attributes such as biodiversity or cultural heritage.

### ***Recognise landscape as a whole including natural, cultural and perceptual attributes***

Landscape should be considered as a whole, with natural, cultural and perceptual components interacting together not separately, with landscape providing the integrating concept. It should not be broken down into its component parts/assets; landscape is more than simply the sum of its parts.

The ELC recognises that landscape is a result of people's perception – how people experience and value the landscape; it is not just the concern of professionals and landscape specialists. It is a product of all the senses and experienced through the filters of memory, association and understanding. It is important that our understanding of landscape includes these perceptual and experiential qualities and these form part of the landscape baseline (see Principle 5 below).

In describing landscape, for example as part of a character assessment, it is recognised that a detailed understanding of the different components (physical processes, soils, settlement, perceptions, associations etc) may be required to build up the 'whole' picture.

### ***Recognise that landscape exists at every scale***

Landscape has, sometimes, in the past been used as a term to refer to large expanses of land such as a whole uplands or mountain range – a 'landscape scale'. The ELC reminds us that landscape can exist at any scale from parks, gardens and streetscape to extensive tracts of land. Landscape is therefore relevant to all scales of plans from the international, national, regional to the local.

## **PRINCIPLE 3: APPLY TO ALL LANDSCAPES**

### **What does the ELC say?**

- 2.7. In **Article 2 Scope**, the ELC puts emphasis on the whole landscape; it applies to the entire geographic area. It includes all natural, rural and urban and peri-urban areas. It includes land, inland water, intertidal and marine areas to the 12 mile territorial limit, rural areas and cities, towns and villages. In common language it refers to all 'our surroundings' or all 'outdoor space' It is concerned with the finest or most outstanding landscapes as well as common-place, ordinary and 'everyday' landscapes. The Convention represents a transition from a focus on features and parts recognised as outstanding to that based on the quality of all living surroundings, whether outstanding, everyday or degraded.

### **What does this mean for my plan, policy or strategy?**

#### ***Apply to the entire area or place covered by the plan***

In all plans policies and strategies, the term landscape should be all-encompassing.

For a spatial plan or strategy, reference to landscape should apply to the entire geographic area of the plan covering the rural, urban, peri-urban, intertidal and marine areas, as appropriate (not just the 'countryside'). For some plans this may require widening the evidence base (see Principle 4 below). In particular it is likely to require better understanding of, and connectivity between, our townscapes, seascapes and urban fringe areas.

It is recognised that this comprehensive evidence may not always be available for every plan or strategy and sometimes a more detailed assessment of some areas, notably townscape and seascape, may be a future requirement. This 'gap' should be acknowledged in the plan rather than omitted.

### ***Apply to all landscapes – in all conditions, outstanding or ordinary***

Plans, policies and strategies dealing with landscape must recognise the whole landscape not just the ‘best bits’, ‘finest’ or ‘protected’ landscapes. Any document should also recognise the ‘ordinary’, ‘everyday’ and even ‘degraded’ landscapes. It is these landscapes – suburban, peri-urban and urban areas where the majority of people live and work and they are often highly valued locally. The ELC recognises that landscape is part of everybody’s quality of life.

## **PRINCIPLE 4: UNDERSTAND THE LANDSCAPE BASELINE**

### **What does the ELC say?**

- 2.8. The ELC sets out specific measures for the identification and assessment of landscapes in **Article 6C**. In order to make any decision on the landscape or formulate policies for its planning, protection and management, knowledge and understanding of the landscape resource is required. Article 6C sets out measures for Identification and Assessment:
- a)
    - i. to identify its landscapes;
    - ii. analyse their characteristics and the forces and pressures transforming them;
    - iii. to take note of changes.
  - b)
    - i. to assess the landscapes identified (taking into account values).
- 2.9. Increasing our knowledge and understanding of our landscape is an area that has received considerable attention in England, not least through the tools of landscape character assessment (LCA) and historic landscape characterisation (HLC). Guidance on these techniques is available from Natural England<sup>2</sup> and English Heritage<sup>3</sup>.
- 2.10. The Landscape Character Assessment Guidance generally meets the aims of the ELC, although it is noted that there are some differences in terminology (see **Appendix 4**). Many of the terms used in LCA now have wide acceptance and the ELC does not replace or invalidate them. Future updating of the Landscape Character Assessment will take into account the context of the ELC.
- 2.11. The techniques of LCA, HLC and other techniques such as Extensive Urban Assessment and developing Seascape Assessment, undertaken at a range of scales from national to local means that there is a strong landscape knowledge/evidence base to underpin plans policies and strategies. This understanding means that we are now in a much better position to take an informed view about the impact of any changes on the landscape.

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<sup>2</sup> Scottish Natural Heritage/The Countryside Agency, Landscape Character Assessment Guidance for England and Scotland, 2002, CAX 84

<sup>3</sup> English Heritage, Using Historic Landscape Characterisation, 2004

- 2.12. An understanding of the landscape is essential for developing any plan, strategy or policy which has a direct or indirect impact on landscape. In many cases this will involve drawing on the existing landscape evidence base. However, where gaps are identified further landscape information (identification, analysis and assessment) may need to be developed or further application of the landscape evidence may be required to support particular policies.

### **What does this mean for my plan, policy or strategy?**

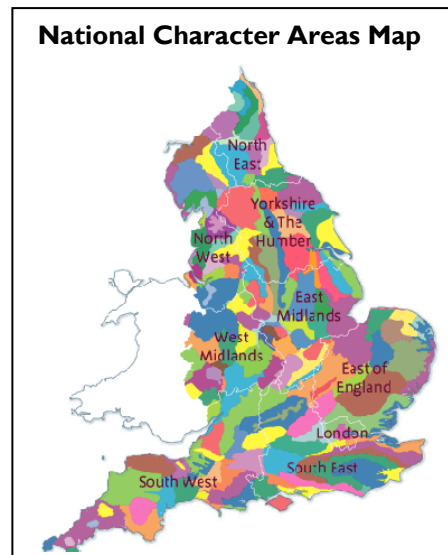
#### ***Draw on the appropriate hierarchy and level of landscape knowledge (evidence)***

- 2.13. Any plan, policy or and strategy, should draw on the appropriate landscape evidence base at the appropriate scale. Information is available at a range of scales from national to local and can be used to underpin plans at the relevant scale for example a Regional Spatial Strategy or Single Integrated Regional Strategy would draw on regional level landscape information where available, while a parish plan would draw on local information. Sources of information are provided below.

#### **Landscape Character Assessment (LCA)**

- 2.14. These assessments provide an objective description, assessment of change and often include an evaluation, with a landscape strategy or objectives. It is good practice to include stakeholder participation as part of the process and an understanding of how the landscape is valued by the community. This is especially important for assessments carried out at the local scale. This process is entirely in line with the objectives of the ELC. LCA are undertaken at a range of scales from national to local levels.

**Appendix 4** sets out the main types and sources of landscape character information.



#### **Historic Landscape Characterisation (HLC)**

- 2.15. The Historic Landscape Characterisation programme is a powerful tool for broadening our understanding of the whole landscape and contributes to decisions affecting the future landscape.
- 2.16. The HLC programme is undertaken is overseen by English Heritage and is undertaken at the county scale. The projects produce interactive GIS-based descriptions of the historic dimension of the landscape. The programme is approaching two-thirds national completion. Information on HLC and access to the county projects can be obtained through the English Heritage website (<http://www.english-heritage.org.uk/server/show/nav.001002003008001>).

## Urban Survey – Historic Towns and Cities

English Heritage is supporting a national programme of surveys of the archaeology, topography and historic buildings of England's historic towns and cities. The work is undertaken by the archaeological officers in local authorities and results in the production of a database, assessment and strategy. It has two strands – intensive survey and extensive survey. Information on the process is provided on the English Heritage website (<http://www.english-heritage.org.uk/server/show/nav.1294>). The results of the surveys are held on the local Historic Environment Record by the relevant local authority.

## Other Information

For any given area, there is a wide of additional baseline information such as Conservation Area Appraisals and Heritage Appraisals. Other national datasets that can be drawn on are Tranquillity/Intrusion Mapping ([www.cpre.org.uk/campaigns/landscape/tranquillity/national-and-regional-tranquillity-maps](http://www.cpre.org.uk/campaigns/landscape/tranquillity/national-and-regional-tranquillity-maps)) and Night Sky data ([www.cpre.org.uk/campaigns/landscape/light-pollution/light-pollution-in-your-area](http://www.cpre.org.uk/campaigns/landscape/light-pollution/light-pollution-in-your-area)).

## Landscape Change information

- 2.17. In terms of understanding landscape change, information is provided as part of the Countryside Quality Counts (CQC) and the developing methodology of Condition and Quality of England's Landscapes (CQUEL). (<http://countryside-quality-counts.org.uk/>).
- 2.18. **All of the above** provide a comprehensive and objective landscape baseline. The information is readily available. It should be used to underpin plans, policies and strategies. This understanding of the baseline is essential for determining how we want the landscape to evolve and change in the future and should be the basis for defining objectives. Where gaps in understanding of landscape are identified, more work (identification, analysis and assessment) may be required to develop a strong evidence base for the plan.

## PRINCIPLE 5: INVOLVE PEOPLE

### What does the ELC say?

- 2.19. Landscape is a product of the interaction between natural and human factors including people's perceptions. As noted in Principle 2 (above), is not just the concern of professionals and landscape specialists. The Convention recognises that landscape is important to everyone's quality of life. This process of democratising landscape requires citizens to have access to processes for understanding landscape values and making decisions on appropriate policies for protection, management and planning.
- 2.20. Under Article 5 General Measures there is an action under **Article 5d** to establish procedures for participation by the general public, local and regional authorities and other interested parties in the formulation and implementation of policies for the landscape. There is a specific measure **Article 6A** to increase awareness among the civil society, private organisations, and public authorities of the value of landscapes,

their role and changes to them. This recognises that every citizen has a share in the landscape and in the duty of looking after it. **Article 6D** on Landscape Quality Objectives also requires consultation with the public in order to understand how the landscape is valued.

### **What does this mean for my plan, policy or strategy?**

- 2.21. Stakeholder involvement and/or consultation will normally be a requirement in the preparation of any strategy or policy and this should provide a mechanism for achieving participation in the formulation of policies for landscape. Consultation and engagement is also part of the preparation of the evidence base (see Principle 4).

#### ***Use appropriate techniques to involve people***

- 2.22. In developing knowledge about the landscape – the evidence base (see Principle 4) it will be important to engage people in:

- identification and assessment of landscapes;
- understanding what is valued about any given landscape;
- establishing objectives for the landscape;
- establishing policies – for protection, management and planning;
- monitoring change.

- 2.23. A decision will need to be made at the outset about who to involve and when to involve, and the level and extent of engagement required, with costs likely to be one determining factor. Clearly, different levels of participation will be required at different levels and more comprehensive stakeholder participation will be more effective and successful at the local level. At the local level the use of non technical rather than specialist ‘landscape’ language is recommended with terms such as ‘place’ or ‘surroundings’ being more easily understood.

#### ***Use appropriate techniques to involve people***

- 2.24. There are a wide variety of techniques and processes for involving people in Landscape Character Assessment Topic Paper 3: LCA, How Stakeholders Can Help sets out a number of ways in which stakeholders can be engaged in Landscape Character Assessment, and provides guidance for choosing the appropriate techniques (see <http://www.landscapecharacter.org.uk/node/38>).
- 2.25. **Appendix 5** signposts to a range of techniques that can help achieve meaningful community engagement.

## **PRINCIPLE 6: INTEGRATE LANDSCAPE**

### **What does the ELC say?**

- 2.26. A key aim of the ELC is to integrate the landscape dimension into policies. **Article 5d** calls for all parties to integrate landscape into its regional and town planning

policies and in its cultural, environmental, agricultural, social and economic policies, as well as in any other policies with possible direct or indirect impact on landscape.

### **What does this mean for my plan, policy or strategy?**

- 2.27. In the past, landscape has frequently been treated as a sectoral or specialist interest resulting in a stand alone landscape policy. Often this is not taken forward and integrated with other policies such as those for transport, energy, housing growth, agriculture etc., all of which have a consequence for landscape. There is now much greater understanding and potential for landscape to be an integrating concept and provide a framework for managing change. Geographic Information Systems (GIS) have an important role in bringing layers of information together and presenting them spatially.
- 2.28. It is increasingly recognised that landscape can provide a wide range of benefits and services. An assessment of what services society needs from the landscape combined with an understanding of what people value about the landscape can provide the basis for making informed choices about the future landscape.

### ***Promote multifunctional landscapes***

The aim should be for any area of land to deliver multiple benefits. Landscape provides a framework for spatial integration and interaction of functions in a positive and planned way. Multiple functions might include, for example food, fuel, climate regulation, groundwater protection, management of flooding, as well as aesthetic values, sense of place, recreation, cultural heritage, biodiversity etc. In thinking about the future the aim should be to match the functions with objectives for landscape character and quality. In some cases, this will clearly require a balancing of priorities - and making decisions and choices about what society wants and needs from our future landscape.

### ***Integrate landscape into all sectoral policies that have a direct or indirect influence on landscape***

Landscape provides the context and consequence for all decisions. It is not enough to simply have a good landscape policy; this understanding must be fully integrated throughout all aspects of the plan and policies. Landscape is an essential part of a sustainable future and is strongly interrelated to all social, economic and environmental policies.

For some documents (spatial/area based plans), landscape itself can provide the framework for the plan e.g. breaking it down into different landscape sub-regions or areas as the basis for developing policy.

A comprehensive understanding of landscape or 'place' will also help root policies in the local context and draw out local distinctiveness and avoid repetition of generic policies, for example as set out at the national level.

Successful integration of landscape into all sectoral policies may require a better landscape knowledge (evidence base) to be developed. These might include specific landscape sensitivity studies for example to guide policies of energy, waste, minerals etc.



### ***Consider any defined landscape objectives for any given geographic area***

Article 6D requires the setting of objectives for landscape after they have been identified and evaluated (in the ELC these are called ‘landscape quality objectives’ – although this is not a term that is commonly recognised in England). Many parts of the landscape evidence base (see Principle 4 above) now include forward looking objectives or strategies, or may set out specific sensitivities. These should be referred to and cross referenced at the appropriate level in developing policies for other sectors.

## **PRINCIPLE 7: RAISE AWARENESS OF LANDSCAPE**

### **What does the ELC say?**

- 2.29. The Convention (**Article 6A**) promotes specific measures to raise awareness of landscape among the civil society, private organisations, and public authorities. It recognises that every citizen has a share in the landscape and in the duty of looking after it, and that the well-being of landscape is closely linked to the level of public awareness. A further measure (**Article 6C**) is related to training and promotes training for specialists plus general multidisciplinary training programmes in landscape policy, protection, management and planning for professionals in the public and private sectors.

### **What does this mean for my plan, policy or strategy?**

- 2.30. The process of plan preparation and the function of the plan itself can provide opportunities to help raise awareness of the value of landscape. This principle is also relevant to the underlying landscape evidence base. The understanding of landscape as being more than just ‘rural’ or ‘countryside’ is a key theme for awareness-raising.

### ***Seek to raise awareness of the importance/values of landscape***

- 2.31. In producing any plan, policy or strategy there are opportunities to raise awareness of landscape:
- at all levels within the plan producing organisation;
  - with partners – other organisations;
  - with stakeholders; and
  - to seek opportunities for training and education on landscape.

There are many methods and processes for awareness-raising and comprehensive information on this aspect is beyond the scope of these guidelines.

- 2.32. The use of Geographic Information System (GIS) to make landscape knowledge more available through easy to navigate web based systems is one example; this process can also help in presenting information on landscape perceptions and values. Training on the implementation of landscape policies is also a further opportunity. For example, training can help raise awareness of landscape and show how landscape information, such as a character assessment or sensitivity study can help in decision-making.



# CHECKLIST FOR INTEGRATING THE INTENT OF THE ELC INTO PLANS, POLICIES AND STRATEGIES

Guidelines to supplement this checklist are provided as PART 2 of the report. The checklist and guidelines should be used together. The principles are not listed in any order of priority.

ELC PRINCIPLE	CHECK	ELC ARTICLE
<b>1. Be clear in the use of landscape terms and definitions</b> <b>The plan, policy or strategy should:</b>		<b>1</b>
- Use/ relate to definitions set out in the ELC		
- Use the term landscape explicitly rather than other terms such as 'countryside', 'rural', 'natural environment' etc.		
<b>2. Recognise landscape in a holistic sense</b> <b>The plan, policy or strategy should:</b>		<b>1,2</b>
- Recognise landscape in its own right		
- Recognise landscape as a whole involving the interaction of natural, cultural and perceptual factors		
- Recognise that landscape exists at all scales		
<b>3. Apply to all landscapes</b> <b>The plan, policy or strategy should:</b>		<b>2</b>
- Apply to the entire area or place covered by the plan		
- Apply to all landscape – outstanding and ordinary		
<b>4. Understand the landscape baseline</b> <b>The plan, policy or strategy should:</b>		<b>6C</b>
- Draw on the appropriate hierarchy and level of landscape knowledge (evidence).		
<b>5. Involve people</b> <b>The plan, policy or strategy should:</b>		<b>5c, 6A, 6D</b>
- Use appropriate techniques to involve people in: <ul style="list-style-type: none"> <li>- identification and assessment of landscapes;</li> <li>- understanding what is valued about any given landscape</li> <li>- establishing objectives for the landscape;</li> <li>- establishing policies – for protection, management and planning;</li> <li>- monitoring change.</li> </ul> <p>A decision will need to be made at the outset of the process about who to involve and when.</p>		
<b>6. Integrate landscape</b> <b>The plan, policy or strategy should:</b>		<b>5d, 6D</b>
- Promote multifunctional landscapes		
- Integrate landscape into all sectoral policies that have a direct or indirect influence on landscape		
- Consider any defined landscape objectives for any given geographic area		

ELC PRINCIPLE	CHECK	ELC ARTICLE
<p><b>7. Raise awareness of landscape and seek opportunities for training/education</b></p> <p><b>The plan, policy or strategy should:</b></p>		<p><b>5c, 6A, 6B</b></p>
<ul style="list-style-type: none"> <li>- Seek to raise awareness of the importance/values of landscape</li> <li>- at all levels within the plan producing organisation;</li> <li>- with partners – other organisations;</li> <li>- with stakeholders.</li> <li>- Seek opportunities for training and education</li> </ul> <p>Raising awareness can be an important part of the process of plan preparation and function of the plan itself.</p>		

# APPENDICES

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## **APPENDIX I**

**Examples of Organisation and types of Plan, Policies and Strategies that the  
ELC is relevant to**





**EXAMPLES OF ORGANISATIONS AND TYPES OF PLAN, POLICIES AND STRATEGIES THAT THE ELC IS RELEVANT TO**

	National	Regional	Sub Regional	Local
<b>Government Departments</b>				
<b>Department of Environment, Food and Rural Affairs (Defra)</b> <b>Communities and Local Government (CLG)</b> <b>Government Offices</b>	Planning Policy Statements (PPS) Minerals Policy Statements (MPS) National Strategies: Farming, Food, Coastal Management, Place making, Growth Agenda etc	Regional Rural Development Plan for England (RDPE)		
<b>Agencies and NDGB</b>				
<b>Natural England</b> <b>English Heritage</b> <b>Environment Agency</b> <b>Forestry Commission</b> <b>Marine and Fisheries Agency</b> <b>Highways Agency</b>	Strategic Direction National Guidance Documents	Strategies for Farming and Food Forestry Frameworks Catchment Flood Management Plans Shoreline Management Plans	Watercycle studies Highways Area plans	
<b>Regional Development Agencies</b>		Regional Spatial Strategies/ Single Integrated Regional Strategies <b>Regional Environment Strategies</b> Landscape Frameworks, etc.		
<b>Area/Landscape-based Organisations</b>				
<b>National Park Authorities</b> <b>Area of Outstanding Natural Beauty (AONB) Units</b> <b>Community Forests</b> <b>Urban Fringe Projects</b> <b>Townscape Projects</b> Etc. <b>Area-based projects</b>			National Park Plans AONB Management Plans Landscape Plans and Strategies	
<b>Local Authorities</b>				
<b>County and District Councils</b> <b>Parish/Town Councils</b>				Local Development Framework - Core Strategy - DPD - Area Action Plans etc - Local Landscape Plans and Strategies



## **APPENDIX 2**

### **Evaluation Proforma:**

#### **Monitoring the impact of the European Landscape Convention in the UK**

**(From: Research to support the implementation of the European Landscape Convention in England. A study for Natural England by Maggie Roe, Carys Jones and Ian C Mell, March 2008)**



<b>SECTION 1: DOCUMENT INFORMATION</b>						
<b>1. Strategy/Plan/Programme Title:</b>			<b>2. Policy/Guidance/Assessment/Overview:</b>			
<b>3. Authors/affiliation:</b>			<b>4. Sector:</b>		<b>5. Date of document:</b>	
<b>6. Provide a short description/synopsis of the document:</b>						
<b>SECTION 2: HEADLINE INDICATORS &amp; EVALUATION</b>						
<b>7. Is the ELC specifically mentioned?</b>		<b>Y:</b>	<b>N:</b>	<i>If the ELC is not mentioned please move to Question 9 and do not complete Question 8.</i>		
<b>8. How is the ELC mentioned?</b>						
<b>9a. Is the term 'landscape' used in this document? <i>If the answer is 'no' then move directly to question 11a.</i></b>		<b>Y:</b>	<b>N:</b>	<b>9b. Indicate Evidence:</b>		
<b>10a. Is the term 'landscape' used in a way consistent with the objectives of the ELC?</b>		<b>Y:</b>	<b>N:</b>	<b>10b. Indicate Evidence:</b>		
<b>11a. Are proxy terms used to discuss the principles of the ELC?</b>		<b>Y:</b>	<b>N:</b>	<b>11b. How are these terms used?</b>		
<b>12. Level of detail/description (of ELC principles):</b>		<b>1 (very poor):</b>		<b>2:</b>	<b>3:</b>	<b>4:</b>
<b>13. Is this a good use of the ELC?</b>		<b>1 (very poor):</b>		<b>2:</b>	<b>3:</b>	<b>4:</b>
<b>14. Provide a short evaluation of the ELC (principles, themes, ideas) in this document:</b>						
<b>15. Summarise further opportunities where the ELC (principles, themes, ideas) or landscape related language could be used:</b>						

<b>SECTION 3: DETAILED KEY INDICATORS &amp; EVALUATION</b>			
<b>I6. Relationship to Article 5</b>			
<b>a. Is there evidence of a provision for public participation in landscape decision-making?</b>	<b>Y:</b>	<b>N:</b>	<b>Indicate evidence:</b>
<b>b. Is there evidence of integrated thinking (cross-sectoral/cross levels)?</b>	<b>Y:</b>	<b>N:</b>	<b>Indicate evidence:</b>
<b>c. Are rights and responsibilities to landscape implied?</b>	<b>Y:</b>	<b>N:</b>	<b>Indicate evidence:</b>
<b>I7. Summary and evaluation on relationship to Article 5:</b>			
<b>I8. Relationship to Article 6.</b>			
<b>a. Is there evidence of awareness-raising activities?</b>	<b>Y:</b>	<b>N:</b>	<b>Indicate evidence:</b>
<b>b. Is there evidence that the organisation promotes training &amp; education related to landscape?</b>	<b>Y.</b>	<b>N.</b>	<b>Indicate evidence:</b>
<b>c. Is there provision for landscape identification?</b>	<b>Y.</b>	<b>N.</b>	<b>Indicate evidence:</b>
<b>d. Is there provision for landscape characterisation?</b>	<b>Y.</b>	<b>N.</b>	<b>Indicate evidence:</b>

e. Is there evidence of landscape change monitoring?	Y.	N.	Indicate evidence:
f. Is there evidence of landscape assessment (is there consultation of ideas)?	Y.	N.	Indicate evidence:
g. Is there evidence of working across sectors to share experience/methodologies etc?	Y.	N.	Indicate evidence:
h. Are landscape quality objectives defined?	Y.	N.	Indicate evidence:
i. Does this instrument provide for the protection, management, or planning of landscape?	Y.	N.	Indicate evidence:
<b>19. Summary and evaluation on relationship to Article 6</b>			
<b>SECTION 4: SUMMARY FOR TARGET DEVELOPMENT</b>			
<b>19. Summary and evaluation of key opportunities for improved implementation and compliance of the ELC?</b>			
<b>Date of Evaluation:</b>	<b>Assessor:</b>		<b>Baseline data entered (date):</b>





## **APPENDIX 3**

### **Landscape Character Assessment Information**



What information is available	Where can I find more?	Notes on use
<b>National</b>		
National Character Areas (NCA) formerly known as Country Character Areas (CCA), or Joint Character Areas (JCA)	<a href="http://www.naturalengland.org.uk/ourwork/landscape/englands/character/areas/default.aspx">www.naturalengland.org.uk/ourwork/landscape/englands/character/areas/default.aspx</a>	A national landscape character framework, currently being updated to include forward looking 'objectives'. A comprehensive evidence base with a wide range of uses, including an evidence base for national (and regional policy) and agri-environment targeting.
<b>Regional</b>		
Regional Landscape Frameworks	Natural England Regional Offices	Some regions have developed a Regional Landscape Framework to provide the evidence base to underpin Regional Spatial Strategies (RSS) and Single Integrated Regional Strategies (SIRS).
<b>Protected Landscapes</b>		
Landscape Character Assessments	National Park and AONB web sites. Access via Natural England website ( <a href="http://www.naturalengland.org.uk/ourwork/conservation/designatedareas/default.aspx">www.naturalengland.org.uk/ourwork/conservation/designatedareas/default.aspx</a> )	Landscape Character Assessments which aim to articulate and describe the special qualities of these designated areas and underpin National Park and AONB Plans/Management Plans
<b>Local Authority LCA</b>		
Local Authority Landscape Character Assessments	The Landscape Character Network (LCN) manages a microsite database of landscape character assessments ( <a href="http://www.landscapecharacter.org.uk/db/index.html">www.landscapecharacter.org.uk/db/index.html</a> )	Assessment undertaken at the local authority level. Provide an evidence base for spatial planning and landscape information to help decision-making (for example development control).
Other for example parish scale, local area assessments	LCN microsite	



## **APPENDIX 4**

### **Comparison on Terms and Definitions used in Landscape Character Assessment in the ELC**



Terms used in LCA	Comparison to ELC terms and definitions	Notes
<b>Assessment</b>		
<p>The term landscape character assessment is widely used, understood and accepted in the UK as covering the whole process.</p> <p>The term 'Assessment' is used generically including identification, classification description and evaluation of landscape.</p> <p>The term Assessment used by the ELC is broadly analogous to the phase of 'making judgements' or evaluation in an LCA.</p> <p>The term Identification used in the ELC equates to the classification and description part of an LCA.</p>	<p>The term has a specific meaning in the European Landscape Convention.</p> <p>In the ELC 'Assessment' comes after identification of landscapes and analysis of change. It is about analysing what contributes to, and what detracts from, their quality and distinctiveness. It is a judgement of the significance and condition of the particular character of a landscape, taking account values, and how that should influence the decisions made about them: particularly what to protect, manage or plan in the landscape.</p>	
<b>Landscape Value</b>		
<p>In the LCA Guidance landscape value is concerned with the relative value that is attached to different landscapes. In a policy context the basis for recognising highly valued landscapes is usually through designation. It also refers to the relative value or importance that stakeholders attach to different landscapes and their reasons for valuing them.</p>	<p>The ELC definition of landscape value refers to the way people perceive the landscape, involving the participation of the general public, regional and local authorities and others.</p> <p>It does not relate to designated areas.</p>	
<b>Landscape Quality</b>		
<p>The LCA defines landscape quality precisely, and it is related to condition. It is based on a judgement about the physical state of the landscape, and about its intactness, from visual, functional, and ecological perspectives. It reflects the state of repair of individual features and elements which make up the character of any one place.</p>	<p>Landscape quality is prominent in the ELC and has a wider meaning with specific measure relating to the definition of landscape quality objectives, which involve an understanding of the values and aspirations of the public.</p>	

<b>Objectives</b>		
<p>The LCA guidance notes that the rationale for judgements will need to establish the balance between different types of objectives for landscapes. These are set out below:</p> <p>In an LCA these can frequently be termed the 'landscape strategy' or expressed as 'landscape guidelines'.</p>	<p>A landscape quality objective as defined by the ELC differs primarily in that it specifically involves public consultation. They should frame the main process for formulating actions as set out below.</p>	
<b>Actions</b>		
<p><b>Conservation</b> – and maintenance of existing character</p>	<p><b>Landscape protection</b> – actions to conserve and maintain the significant or characteristic features of a landscape.</p>	
<p><b>Enhancement</b> of existing character through the introduction of new elements or features or different management of existing ones</p> <p><b>Restoration</b> of character where this is appropriate to current land uses and stakeholders' preferences and is economically viable</p>	<p><b>Landscape management</b> – means action from a perspective of sustainable development, to ensure the regular upkeep of a landscape, so as to guide and harmonise change which are brought about by social, economic and environmental processes.</p>	
<p><b>Creation</b> of or accelerating change towards new character</p>	<p><b>Landscape planning</b> means strong forward-looking action to enhance, restore or create landscapes.</p>	



## **APPENDIX 5**

### **Signposting to Community Engagement Techniques**



## **SIGNPOSTING TO COMMUNITY ENGAGEMENT TECHNIQUES**

Community Planning (<http://www.communityplanning.net/>) is perhaps the best starting point for those concerned in getting involved with shaping their local environment. This online resource provides a good overview of community engagement techniques and best practice information of international scope and relevance.

Each consultation method identified on this site is supported by additional details on tips, costs and best practice case studies. Some of the most relevant consultation methods identified on the site are briefly described below:

### ***Photographic Surveys***

Photo surveys help stakeholders develop ideas by taking and discussing photos of their existing environment. This involves participants taking photos of places and images according to a general or specific theme. Photos can then be sorted, selected and placed on maps or large sheets of paper to be used as a basis for discussion, analysis and design.

[http://www.communityplanning.net/methods/photo\\_survey.php](http://www.communityplanning.net/methods/photo_survey.php)

### ***Elevation Montages***

Elevation montages show the façade of a street by assembling photos of individual buildings. An elevation of a street is created by assembling a series of individual photographs. Comments on post-it notes or cards can be made by participants and placed underneath the relevant section (what they like/don't like/would like to see etc.). This generates a dialogue amongst participants for discussion and analysis.

Although this method is used to analyse a specific building's fabric, the same principles could be applied to assess landscape character of a particular area.

[http://www.communityplanning.net/methods/elevation\\_montage.php](http://www.communityplanning.net/methods/elevation_montage.php)

### ***Local Design Statements***

Local Design Statements are a way for local people to provide guidelines for new development in their area, which can be incorporated into local planning policy. They are particularly useful in areas where local character is threatened by insensitive development. Such a statement will include guidance for future developers based on the character of the landscape setting, settlement patterns, building forms and transport networks.

[http://www.communityplanning.net/methods/local\\_design\\_statement.php](http://www.communityplanning.net/methods/local_design_statement.php)

### ***Placecheck***

Placecheck is a method of assessing the qualities of a place, showing what improvements are needed and focussing people on working together to achieve them. Placecheck asks questions about the processes of change and the potential for improving the area physically. This involves a series of questions, starting from the basic about what people like or dislike about the place and what needs to be improved, to over a hundred more specific questions. Not all of these questions need to be asked, rather a series of questions and prompts can be pulled out that are more specific to the place.

The Placecheck initiative is supported by the Department for Communities and Local Government (DCLG), English Partnerships and the Urban Design Alliance.

<http://www.placecheck.info/>

### ***Participatory Appraisal***

This method can be applied to groups or whole communities to create a cycle of data gathering, reflection and learning. Ideally, participants first look at their perceptions of the current situation, identify barriers or gaps, and, based on these, propose solutions or areas for change. This method allows for a range of creative and visual tools to work with individuals or groups in any given setting.

<http://www.landscapecharacter.org.uk/node/38>

### ***The Planning/Design Game***

This method of engagement provides a highly visual way of allowing people to explore physical design options of an area within the context of identified land-use constraints. This involves preparing a base map of an area or site and cut-out pieces representing items that could be incorporated. Individuals or groups move pieces around until they are happy with the design, which is then photographed. Layouts produced by different individuals or groups are discussed and analysed as a basis for drawing up sketch designs and costings.

Such an interactive game was designed by Urban Initiatives as part of a public engagement process for the regeneration of South West Canvey Island. The game won the 'Innovation of the Year' Award at the 2006 Regeneration Awards and is now promoted as a best practice engagement method by Urban Design London.

<http://www.urbaninitiatives.co.uk/index.php?id=118>

[http://www.communityplanning.net/methods/design\\_game.php](http://www.communityplanning.net/methods/design_game.php)

### ***Public Participation through Geographical Information Systems***

The main aim of the research is to develop and test web-based Geographical Information Systems (GIS) to enhance public involvement and participation in environmental planning and decision making. The main objective is based on the belief that by providing citizens with access to information and data in the form of maps and visualisations they can make better informed decisions about the natural and built environment around them. <http://www.ppgis.manchester.ac.uk/>

### ***Other sources of information for effective community engagement***

The 'community involvement' site is designed as a resource for people who want to know more about how to engage communities, why it needs to be done and if you need it. Some of the approaches explained are a means for enabling citizens to directly influence policy making, while others are designed primarily to allow citizens to share their experiences with each other:

<http://www.communityinvolvement.org.uk/Index.html>

**People and participation** is a UK-based and oriented website that provides practical information for those working to involve communities. The site includes methods, case studies, news, library, events listing, advice service and a process planner. The site is run by Involve and funded by Communities and Local Government:

<http://www.peopleandparticipation.net/display/Involve/Home>

**Planning Aid** specialise in finding methods for consultation that suit the communities that are being involved, and focuses in particular on 'hard to reach' groups: [www.planningaid.rtpi.org.uk](http://www.planningaid.rtpi.org.uk)