



LIVELAND

Liveable landscapes: a key value for sustainable territorial development

Targeted Analysis 2013/2/22

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Part A Executive Summary & Part B Main report

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A Executive summary

In the framework of territorial cohesion principles, regional policies in EU increasingly focus on **harmonious territorial development towards sustainability**.

Highly inspired by the European Landscape Convention (ELC, 2003), landscape has become a key territorial value and a potential asset in regional development. In this context, the relation between territorial development strategies and landscape planning is a political priority addressed now by ESPON in the LIVELAND project.

The geographical context and the availability of resources, alongside the push of demographic evolution and the economic development have played an important role in shaping Europe's landscapes. Moreover, increased human landscape intervention is among the strongest pressures on biodiversity (Environment Council, 2010).

But to start with, what we do understand by landscape?

The European Landscape Convention (ELC, 2003) provides a useful definition by calling a landscape an *“area as perceived by people”*; this definition is reminiscent of the old saying that ‘landscape’ refers to the *“total character of an area of Earth”* (allegedly but unconfirmed by Alexander von Humboldt).

However, science and humanities have increasingly split ‘landscape’ up into a number of different areas of expertise and some of these respond to rather narrow fields of interests. The sum of findings from diverse and thematically specific research is not equal to gaining knowledge about landscape as a whole.

‘Landscape as a resource’ relates to a materiality found in physical space. The measuring for pertinent criteria might include the amount of oxygen found in water samples taken from a river or the total number of trees counted in a suburb.

‘Landscape as institution’ refers to interactions of society with space and territory. Institutions is the term used here to describe how space/territory is socially ordered and organized, for example by protecting some areas and developing others, by allowing free access to some areas while closing off others, etc. A useful term in analysing landscape as an institution is that of ‘cultural landscape’. For analytical purposes the concept of cultural landscape leads to questions such as: What is the history of a landscape, which traditions are related to this landscape, etc.? But also a none-historic understanding of cultural landscape is being also emphasized: e.g. recent developed landscapes energy-landscapes, mining-landscapes.

Having these three dimensions of the concept in mind LIVELAND project particularly focuses on the definition of *“LIVEABLE LANDSCAPES”* as an asset in regional development towards sustainability, emphasizing among other things the need for:

- *“Balance between landscape protection and social welfare and economic development”*
- *“Improvement of governance and participation of key actors and stakeholders in the planning process”, and furthermore.*
- *“Assess, evidence based, opportunities on how to consider and integrate landscape planning in the framework of territorial cohesion policies”.*

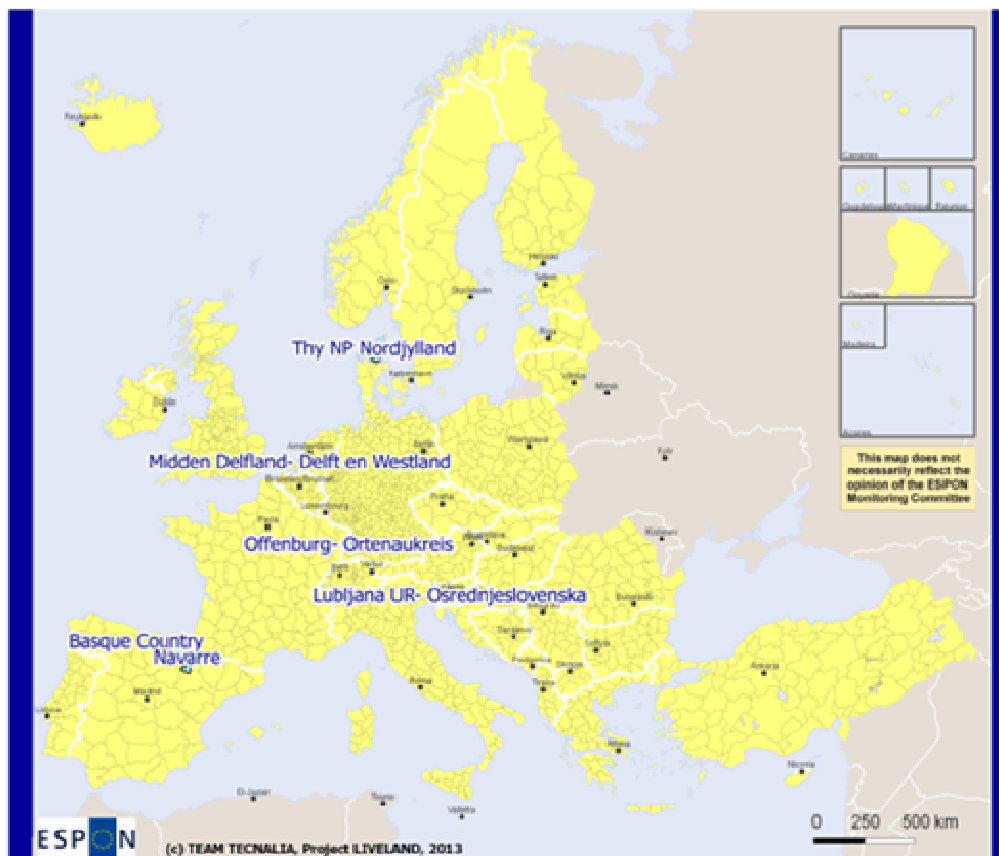
When confronted with the term ‘liveability’ the first question that comes to mind is: how might such a vague term be defined? The next question is: how might any definition of

liveability become useful in practical application? And finally, with regards to LIVELAND, the question is how landscape might contribute to liveability?

Initially, definitions and practical applications of the term liveability are discussed. A cursory analysis of so-called liveability ranking approaches and a brief introduction to so called 'happiness research' provide a first starting point to understand different concepts of liveability. A discussion of approaches that aim at assessing human well-being, quality of life, standard of living, etc. is then presented, leading the way towards discussing the LIVELAND concept of liveability. A methodology has been designed in LIVELAND to analyse and evaluate the extent to which different landscape practices contribute to liveability.

ESPON project LIVELAND started in January 2012 and constitutes a practice oriented analysis about landscape planning and territorial development in 6 European planning systems. And as a targeted analysis project is conceived as an interactive exercise among researchers and stakeholders.

Liveland Case Studies



Liveland case studies comprise:
 Three regions: Basque Country (ES), Navarre (ES) and Lubljana Urban Region (SI);
 Two municipalities: Offenburg (DE) and Midden-Delfland (NL);
 and
 National Park: Thy (DK).

Legend
 LIVELAND project Case Studies
 NUTS 3
 Non ESPON space

Map 1 Case studies in Liveland project

The six LIVELAND case studies each represent a different planning culture and different levels of competences and territorial scales of landscape policy making, as is briefly outline below, and further developed in the Annexes of the Part C Scientific Report of the DF Report. They have been selected on the basis of pragmatic criteria of data availability and distribution North – South, and new – old EU member states.

The stakeholders in the LIVELAND project have chosen following ‘good practices’ of landscape planning:

1. **Basque Country Regional Government** (Department of Environment and Territorial Policy) presented the making of a “Landscape Catalogue” (a study to analyse landscape and define quality objectives) and the related “Landscape Guidelines” (on objectives) for the planning area Laguardia (inter-local scale).
2. **Navarre Regional Government**¹ (Department of Environment) presented the protection (designation and regulation) of the “Protected Landscape of the Basaburua and Ultzama Valleys. Orgi Oak Forest” It must contribute to biodiversity conservation as well as to the improvement of the living conditions of the population in those areas (socioeconomic tier of LIVELAND). Although the compatibility of uses (golf course, primary sector, forest, etc.) comes from old, with several actions to improve environmental conditions with cattle breeders (manure control) as well as to endorse local employment,
3. **Ljubljana Urban Region** (Regional Development Agency) put forward the making of the “Expert Basis for Regional Spatial Plan” (study) for the Ljubljana urban area. The purpose of the project "Background for the preparation of regional spatial Plan LUR" was to prepare technical documents for the Regional Spatial Plan, which means to make the analysis of the space and its components, analysis of the individual areas in the region, to develop scenarios for spatial development and to propose solutions in form of spatial systems concepts. Expert bases represent the first phase of developing regional spatial plan of Ljubljana Urban Region. The region has a diverse landscape character.
4. **Offenburg Local Government** (Municipal Service) presented the making and implementing of the “Landscape Plan” (action plan on nature and landscape) for the area of Offenburg and surrounding rural municipalities. Offenburg will need to designate new land for residential and industrial functions, but also green and natural areas, to reach a harmonious spatial and sustainable urban development. The municipality of Offenburg states that liveability is not only provided by beauty of landscape, but is related to a variety of all factors of human living , including the basic needs as well as additional aspects that make a good life, like culture and identity.
5. **Midden Delfland Local Government** (Municipal Service) put forward the making and implementing of the “Landscape Plan” (action plan on landscape) for the open space of Midden Delfland and surrounding urban municipalities. Main ambition is improving the spatial quality of the open space in an intensively urbanized area to improve connections between the countryside and the surrounding cities
6. **Thy National Park (Agency of a foundation)** put forward the making and implementing of the “Plan” (work plan on management of nature and cultural landscape) in the National Park area (inter-local scale).

¹ The official name in Spanish is “Comunidad Foral de Navarra”, in English “Foral Community of Navarre”. The “Foral” means the Autonomous Act of Navarre (1841 and 1982). [>>](http://www.navarra.es/home_en/Navarra/Asi+es+Navarra/Autogobierno/Los+Fueros.htm)

1. Hypothesis for investigation

The LIVELAND project hypothesis is that landscape approach (assessment, planning and management) - *“could enrich and improve integrated spatial planning and urbanism in different ways, and be seen and used as an asset for harmonious territorial development and for smart, sustainable economic development”*- considering that:

- The classification of the landscape requires a global vision of the territory throughout a multi- scale approach, going beyond the merely local interests and points of view.
- Landscape planning could contribute to the process of making decisions about the most sustainable way to use the territory.
 - Improving governance and participation of key actors and stakeholders in the planning process
 - Incorporating landscape as a territorial asset and capital, a key element for territorial development within cohesion policy principles
 - Introduce landscape as a contributor to livability and well-being in territorial development and policy
- The identification of landscape objectives can enhance the improvement and development of both poor or abandoned areas, and landscapes of outstanding beauty.

2. How to assess liveability in landscape planning and management and its potential value for sustainable territorial development?

A lot of research has already been conducted in the field of landscape's and nature's contribution to livability mostly resulting in the conclusion that landscape, open green spaces, and a certain amount of natural elements in the environment lead to an increased wellbeing and higher livability (e.g. Abraham, Sommerhalder and Abel 2010; Finke 2009; Körner, Nagel and Bellin-Harder 2009; Ward Thompson, Aspinall and Bell 2010). Consequently a high quality landscape management and planning is a contribution to livability and human wellbeing, which again is one of the mayor aims of regional development.

Thus livability is a subject of policy and it is on the agenda of planning. But still it is not clear which planning practices, actions and measures lead to increased livability throughout landscape and how landscape as asset of livability can be addressed within regional development.

A first step towards answering this question is to find out how livability can be evaluated. To date a number of approaches how happiness (and livability) can be 'measured' exist: Some use self-reported happiness; others would directly ask sources of satisfaction; willingness to pay (WTP) and willingness to accept (WTA) are also in use. But in most studies methods are triangulated. Nevertheless it is possible to group different types of (research) strategies:

- Livability rankings make use of outcome of happiness research. They attempt to make findings operational and split them up into different factors. These are used to survey certain areas (countries and cities) and compare livability by the degree of factor fulfillment.
- Happiness surveys ask people to report on what makes them happy. These studies report on what is the source of people's happiness.

- Sectoral research: The third group starts from a hypothesis to investigate certain aspects that might influence happiness. In many instances the basis for the hypothesis appears to be utilitarian.

Livability is, in many instances, seen as closely related to quality of life. However ‘quality-of-life indexes’ are based mainly on economic factors. Such indices only reflect part of what is important for livability. Many approaches to integrate qualitative factors into measuring of quality-of-life have been reported. Two mayor issues that exceed what some classic livability indexes offer have to be taken into account:

- Where happiness is at the basis of quality-of-life any attempt to rely on objective measures need to be supplemented by parameters that reflect subjective aspects; for the purpose of LIVELAND landscape aspects need to be considered (including what people cherish in their surroundings that contributes to their quality of life).
- Where landscape is to be considered, in relation to quality of life, measuring must attempt to include landscape as a holistic entity (as “an area as perceived by people”). The measuring of quality would have to include perception aspects and these would, at least partly, be subjective in nature.

Figure 1 Components of Liveability

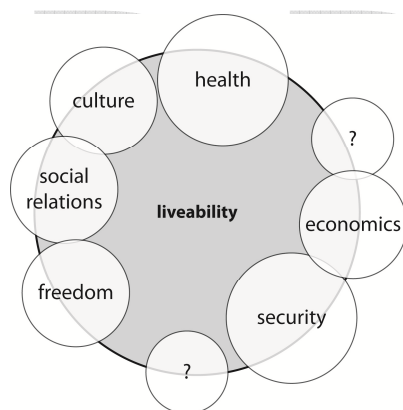


Table 1 Landscape-liveability matrix: estimation of interrelation of landscape function groups and components of liveability

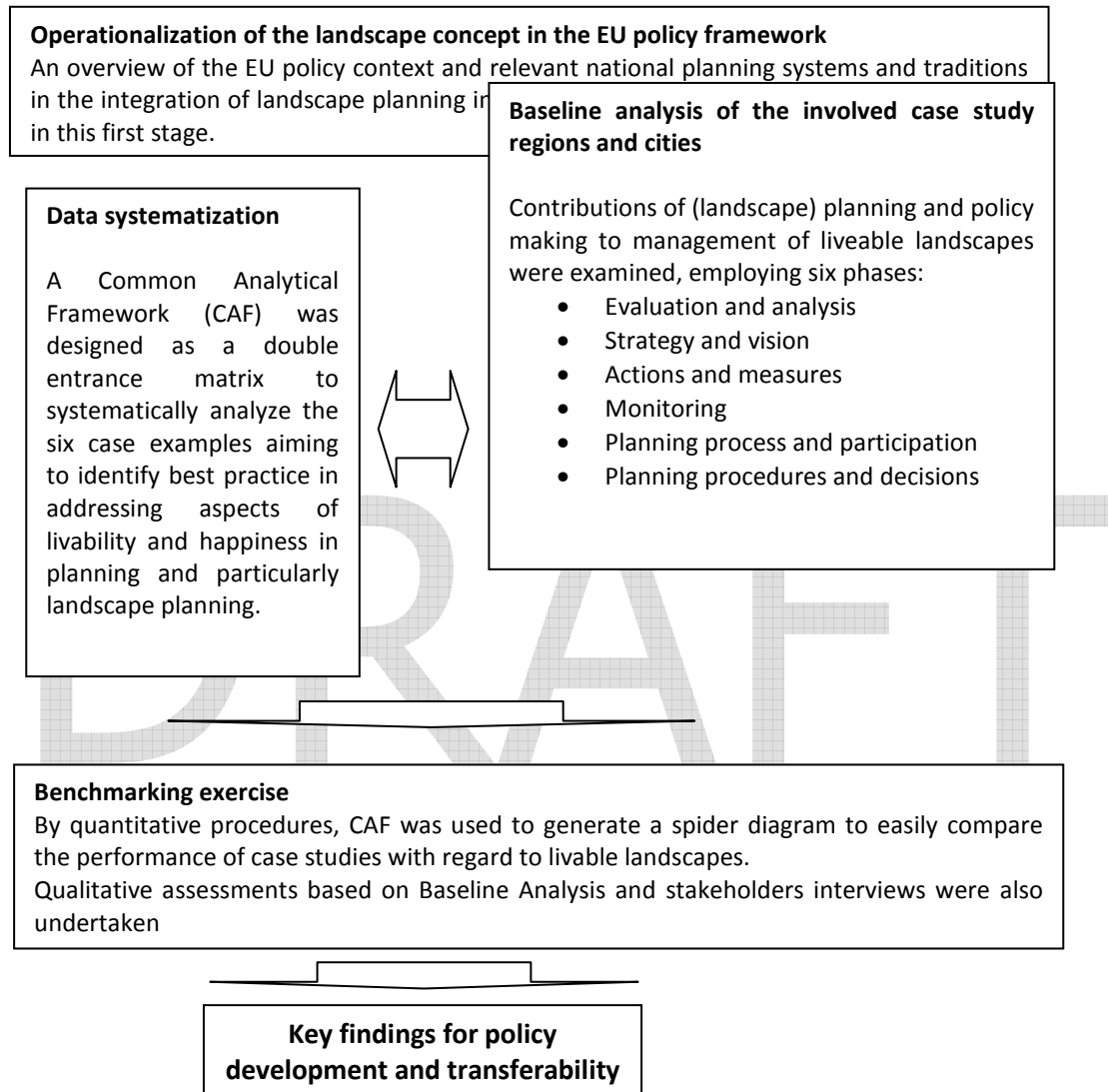
	Regulation Function	Production Functions	Cultural Functions
Health	high	high	middle
Security	high	low	low
Social relations	low	low	high
Culture	low	low	high
Economics	middle	high	low
Freedom	not related to landscape services, but important in planning landscapes		

Therefore it could be argued that livability is more than what can be measured quantitatively by economic and environmental indices. Nevertheless as a starting point by literature review it is possible to identify a set of components that are commonly agreed on to be important for liveability

Landscape function concepts seem to be a useful approach to make concepts of livability and landscape useable for assessment. Moreover it meets the idea of multilevel assessment, as it is generally applicable on every planning level. A similar approach was also presented in “The Millennium Ecosystem Assessment” (Reid 2005). This project was focusing on the relation of liveability and ecosystem services with a slight emphasis on the “Basic Materials for a Good Life”. It was developed to an approach related to multifunctional landscapes (Groot and Hein 2007) that identified three mayor groups of landscape functions (Table 1). Based on this landscape contribution to liveability can be identified in six different fields:

health, culture, social relations, economics, freedom and security with “freedom” being especially related to planning culture and participation (Table 1)².

In order to evaluate and compare the landscape practices in the project case studies in terms of liveability the following strategy was defined-see below-, allowing the identification of best practices on landscape planning and management towards sustainable territorial development



Benchmarking assessment

The question of “best practice” is often dealt with as an important “measuring stick”, as the identification of successfully demonstrated practices may provide useful information on as well where to look for solutions, and what issues to use as means of comparison. Insight

² Eventually due to a preliminary analysis of the stakeholder’s plans it turned out that the aspect of security would not result in any outcomes for all of the plans and was no longer used.

from others who have dealt with the same questions and addressed issues characterising the problems dealt with is important³.

The benchmarking within LIVELAND project is conceived as a process of comparing and evaluating different practices in the involved case studies with the aim to achieve a higher level of performance, here specifically providing criteria for successfully integrate landscape planning and management into spatial planning and in term, in regional strategies.

The benchmarking exercise aims at bringing up the specific approach to landscape liveability and territorial planning in each case study, facilitating the exchange of experiences and feedback between the participant stakeholders. It intrinsically involves a process of interaction between researches and stakeholders (professionals of planning)

A Common Analytical Framework (CAF) matrix was developed in order to quantitatively evaluate the different plans and landscape practices and to compare their performance regarding landscape's livability. The CAF has been designed in such a way that allows normalization of indicators used towards a quantitative analysis. By quantitative procedures, responses can be used to generate a spider diagram that may serve as a comprehensive analysis tool.

But some indicators can only addressed qualitatively. During all phases of this research it became apparent that qualitative information is rather difficult to investigate, mainly because pertinent processes and procedures are normally not documented well or reflected on in planning or policy documents. Moreover it was found that participation models and decision making procedures have a high influence on livability of landscape and the valorization of landscape.

To overcome limitation of quantitative analysis an additional qualitative approach is used to understand how plans and policies address such issues. Qualitative interviews have been undertaken supporting the matrix and diagrams by providing important inputs to be considered during the analysis.

Key findings for policy development

Based on the what have been learned out of the analysis of case studies practices, aligned to the inputs from stakeholders experiences and views, LIVELAND is providing some policy messages and eventually policy recommendations on how landscape approach and liveability could enrich and improve integrated spatial planning and management, towards a successful territorial development.

Although this task constitutes the final stage of our research, it should be said that attention have been placed all along the research activities to policy challenges and potential responses from the very beginning.

Main outcomes could be outlined as follows:

- Policy messages and recommendations for policy development at general level and to professionals in the stakeholder regions to improve their processes and performance of landscape and territorial planning

³ As a general principle: Andersen, B. and Pettersen, P-G. (1996): Benchmarking Handbook. Chapman and Hall, London; As a concrete issue in relation to landscape planning: Termorshuizen, J.W., Opdama, P. and van den Brink, A. (2007): Incorporating ecological sustainability into landscape planning. Landscape and Urban Planning 79 (2007) 374-384.

- Key policy messages and awareness rising for the relevant European (EC and CoE) and ESPON, to encourage the incorporation of landscape in the territorial cohesion and territorial planning policies
- Assessment on the use of ESPON data, objectives and results from relevant projects and studies as policy instrument- and identification of knowledge gaps to be covered by future ESPON projects.

3. What have we learned out of the benchmarking exercise?

Throughout the comparative analysis of the landscape practices it could be seen that Landscape concept within land use and spatial planning is always present although to a diverse extent in all 6 case studies.

Landscape is no longer perceived as only been ecological aspect. Besides, deliberately or not, the notion of liveability is addressed, - although not mentioned as such-but present by means of its different components and the landscape functions.

Investment for Landscape protection, planning and management is considered a key element for economic development (territorial asset – linked to cultural and economic functions):

- **Strengthen Landscape Identity:** Territorial cohesion in EU all regions should identify their own potentials- differentiation, singularity is a very strong value
- **Strengthen Landscape attractiveness** and its link to:
 - Quality of life
 - Tourism, real state
 - Other economic sectors: Public-private partnerships and investments.
- **Incentive for deprived areas** boosting landscape management as a way of promoting social inclusion and combating poverty, and avoid losing population

Also landscape is addressed as a key element in adaptation strategies (regulatory functions), water cycle, quality and supply, flooding regulation → direct correlation between “precipitation / run-off / land cover-use”

Boost spatial development patterns for enhancing landscape functions in terms of

- Multifunctional landscapes
- Integrating compatible uses such as sustainable agriculture and forestry for instance
- Enhancing territorial branding, as is the case of Navarra, Basque Country or Midden-Delfland

Landscape as a territorial asset with the before mentioned functions, improving attractiveness and competitiveness, then as **key value** contributing

- to generate a **shared identity** and
- a **common vision** of territorial challenges-opportunities
- as necessary condition for the definition of **cross border spatial strategies**

In order to indicate which approaches, practices and actions are perceived as desirable for the integration of landscape into spatial planning, we have started by identifying those factors that lead to success and the ones recognized as failures or constraints by the stakeholders themselves in their territorial realities.

FACTORS THAT LEAD TO SUCCESS

➤ **Mature spatial planning system and well developed planning systems allow better integration of landscape concept and approaches**

This means that such integration could be materialized in form of particular instruments for landscape planning and management as is the case in Midden-Delfland, Offenburg and Thy National Park or by means of the integration of landscape objectives, guidelines, actions and measures within existing spatial planning and/or land use planning instruments.

There is a debate regarding the need for an formal plan legally binding versus the integration of landscape considerations in the already available plans and instruments of the planning system (land use plans at local level or spatial planning plans at regional/subregional level). The analysis of the practices revealed that having a formal landscape plan is not guarantee of best practice in terms of liveability and other landscapes practices could be as relevant as the formal plans.

In the Basque Country the catalogues characterize the landscape units with a multi-scales and multi-sectoral approach. The characterization is per se transdisciplinary. The objectives defined, also go beyond, on one hand the local scale, on the other a unique activity. This is only possible when different perspectives from administrations at different levels, general public (citizens) and other stakeholders (private sectors, NGOs, etc) are considered.

In Navarra the intervention is framed in the regional environmental legislation over Natural Spaces of Navarre, which is only capable to intervene with regard to construction investments when ecosystem management is involved. An example of such maturity is exemplified by the change of the local policy in environmental management of a communal mount in Orgi in order to destine it to public use, conservation of nature, and environmental education for the whole of society.

In Offenburg the policy filed of nature and landscape has own instruments but main regulative power to implement the landscape plan lies within the comprehensive Land Use Plan. Landscape and Land Use Plan have been developed in parallel.

In Midden Delftland top-down encourage from National interest in protection of green spaces

➤ **Strong and comprehensive methodology for landscape evaluation within the landscape practices as a precondition of success**

Proficiency landscape and spatial planning expert group in charge of the elaboration of the practices, together with quality supporting material and cartography

Robust and comprehensive approach to landscape guarantees rational prioritization of actions and measures.

In the elaboration of the catalogue in the Basque Country is worth mentioning the definition of tangible objectives for each of the landscape units. Each objective is identified considering public perception and interests and it will be later translated into specific actions and in

terms incorporated: a) as guidelines in the spatial comprehensive plans b) special actions – interventions in areas of special interest.

The model of Orgi in Navarra is an example of sustainable management, of analysis, and environmental protection that may be extrapolated to other zones of interest.

In Offenburg a natural science based approach is used in landscape characterization and evaluation towards planning and management. Very relevant is the inclusion of cultural aspects and identity.

In Midden- Delfland making of a local landscape plan for a small area- surface 6.500 ha (65 km²)

- Midden-Delfland is not an agricultural community, as an island surrounded by high density cities, but the inhabitants are integrated in the urban network, in a physical, social and mental way.
- The landscape is not static, but dynamic. There are always developments. The question is not how to stop them, but how can we use them in our mutual benefit.

Ljubljana Urban Region has its diverse landscape character as a key element for success but also a challenge in spatial planning terms.

➤ **Early participation and consultation**

In Midden-Delfland strong participatory process lead by external bureau- Bosch Slabers constitutes a corner stone of the Landscape Plan.

In Thy National Park a successful participatory process was established: with 400 participants in the first meeting, the process was loosely steered by the steering group, and the stakeholders were divided into four thematic groups: Natural values, Cultural values, Business Recreation and so on and so forth. Extent/border of national park was agreed upon by the citizens (nature group and business group). One precondition was that there can't be implemented new restrictions on the agricultural land.

Very important in the case of the catalogues in the Basque Country the consideration of objective component of landscape- expression of territorial system alongside the subjective component- Perception

In Navarra Implication of a local public entity in the management of a protected space shared by the Regional Government and other public institutions; town council of the valley, Cederna-Garalur Association...etc.

➤ **Cooperation and coordination – governance**

In Midden-Delfland the collaboration between different municipalities in the design of the plan later materialized in the cooperation for its execution, is patent.

In Offenburg the collaboration between different municipalities in administrative cooperation, which form a functional coherent area of spatial planning, represent a big factor for success.

Navarra experience was selected in the Best Practices Competition (Dubai in 2006), and listed as GOOD. http://www.unhabitat.org/bp/bp.list.details.aspx?bp_id=1744 The Orgi oak forest is an example of Natural Recreation Zone, included in a bigger Protected Landscape Area under protection by Regional Law 9/1996 on Natural Reserves of Navarre, which shows

actions on Landscape protection and management where a protected area and an economic activity coexist. <http://www.bosque-orgi.com/>

➤ **Financing**

Finances are always short and getting funding is considered one of the big contains in the implementation of actions.

However is also true that for spatial developments and for nature management local administrations are dependent on higher governments and private investors.

In Midden Delfland support of national government is crucial in the implementation of activities.

In the case of Orgi ARN in Navarra, management and maintenance, is almost 100% funded through an agreement signed between the Government of Navarre and Lizaso Council (Local Authority equivalent to NUT6). These activities are performed by a local company (five employees) contracted by public tender until 2017. Other activities and investments are often financed by sponsorships or European initiatives or financial institutions. These projects may be new construction projects, environmental volunteering, case studies, etc. In this way were funded, for example, path for blind persons for some campaigns with students from universities of Navarre. Among these entities are Cederna-Garalur Association for Rural Development (LEADER manager), the Regional Tourist Consortium Plazaola, IMSERSO ONCE Foundation, ONCE-Navarra (Spanish National Blind Organization), Caja Navarra Foundation.

➤ **Multi-scale and multi-sectoral approach to landscape**

In Midden-delfland an intensive multi stakeholder approach represents an effective way to create a common vision. But that takes time, patience and effort, qualified people and a design process of zoom-in and zoom-out. The design principals are working very well in the daily practice of the officials, especially related to private developers.

One of the most interesting things about national parks in Denmark is that it is neither a top-down or bottom-up process: the Ministry prepared the legal framework (the Act on NP) that made it possible for the local level to take the initiative to establishing the NP – which ultimately had to be approved by the Minister and thus you can argue that the NPP was mandated to finalize this process. However there was no requirement from the Ministry that a NP should be set up at all. They have, however, since received their own budget for running the NP (i.e. the Ministry obviously supports the establishment of NPs in Denmark).

NPP is a working/activity plan – which is to be carried out by cooperation (on a voluntary basis) with the municipal, the national (environmental) authorities, and other public and private actors.

FAILURE FACTORS OR CONSTRAINTS

➤ **Landscape concept**

- Still biased consideration of landscape in spatial planning mostly from the point of view of conservation and aligned with sector policy (protection of rivers, coastline management, renewal energy, agro-forest). This is still the case in Navarra, Basque country and LUR. The Landscape practices in Navarra and Basque Country case studies are now overcoming such constraint.

- RDA LUR recognizes its landscape as underused development opportunity. Further efforts must be done to promote this potential. The strength of its identity should be further activated.
- In THY NP It is stated in the law that the minister can only establish a national park if there has been a public survey of the interest for the park. When the local hear the word 'national park' they are skeptic because they think 'preservation'. So one first step was making them think differently about the concept of a national park.
- **Administrative and institutional constrains**
 - Political rhythms, changes in parliament composition and resources, might delay the process
 - In Navarra and Basque Country administrative complexity and division of competencies at different levels unable the implementation of a comprehensive approach to landscape
 - Complexity of political networks and the length of the decision making process in Midden Delfland alongside decentralization process
- **Participation and consultation**
 - Participation time consuming and expensive process
 - Participatory culture seems to be underdeveloped still in Slovenia
 - Limited public involvement in the early stages of planning, rather late public participation in the decision making
 - Price of high level of participation; time consuming; maybe not all groups are represented; how much should the process be steered?
 - Full participation process is needed when you're making the plan and thus need the input.
 - Balancing nature protection and the wishes of different visitors.
- **Lacking governmental instruments** (Regulations, finances, cooperation, communication)
- **Implementation:** constrains (financial and in terms of resources)

4. Options for policy development

4.1. General messages

<p>EVALUATION AND ANALYSIS</p> <ul style="list-style-type: none"> • Concentrate in local intrinsic features: • "Multifunctionality of landscapes" • Expertise of the team • Measurable goals and targets for evaluation of landscape and landscape "quality" • Investments in relevant data is important not only quality but relevance of the information is crucial • Data management Use of decision support systems through GIS data management and visualization. • Include biodiversity and accessibility as a key aspect of liveable landscapes 	<p>PLANNING PROCESS AND PARTICIPATION</p> <ul style="list-style-type: none"> • Public participation and consultation at the early stages of decision making • However, "relevant public participation process are needed, considering: <ul style="list-style-type: none"> -Avoiding false expectation to participants -Sensitive management of the participatory processes -Time consuming and expensive consuming great amount of resources • Awareness rising and sensibilization : to society in general and also within the administration • Better coordination of formal/ institutional and social participation for improved and shared ownership
<p>STRATEGY AND VISION</p> <ul style="list-style-type: none"> • Vision on liveable landscapes: the ELC recognizes 3 elements that should be balanced: protection, development and management • Territorial Potential: Include identity from 	<p>ACTIONS AND MEASURES</p> <ul style="list-style-type: none"> • Responsible land use management: Cooperation between Land Use Planning and Spatial Planning • Take the ELC implementation options as a reference • Flexibility of the instruments : multi-scale and

<p>specific types of land use: landscape character</p> <ul style="list-style-type: none"> • Improve relation and connection between city and country side • Perception on people and social vision in the configuration of the strategy and vision is remarkably important. • Strengthen a multi-scale approach but also multi-sector approach in the configuration of the strategy and vision- 	<p>multi-sectoral cooperation is essential for implementation of actions and measures</p> <ul style="list-style-type: none"> • Specific options towards “informal” implementation of actions and measures: Land stewardship; Territorial contracts, Offsets and compensation • Financial support and prioritization of actions • The consideration of the landscape as a "public space" should not limit the ability of governments to finance their maintenance, especially in the case of unique landmarks with large crowds.
<p>PLANNING PROCEDURES AND DECISIONS (1)</p> <ul style="list-style-type: none"> • Landscape should as far as possible be integrated in present spatial planning instruments in order to avoid burdens and barriers in the planning system. • Incorporating landscape criteria could facilitate coordination among the relevant sectoral policies and spatial planning • Combination of top-down and bottom-up approaches as the most successful option towards multi-scale approach to landscape • Better coordination of timeframes: This could be remarkably important, considering political cycles and duration of mandates • Avoid additional administrative borders in the planning systems 	<p>PLANNING PROCEDURES AND DECISIONS (2)</p> <ul style="list-style-type: none"> • Boosting coordination among administrations: • Landscape Plans could become the basis for the Strategic Environmental Assessment of the planning instruments (at regional and/or local scale, (as well as for the EIA for project) • Formal Commissions: <ul style="list-style-type: none"> ○ Navarra has particular spaces such the brand new Landscape Commission: Set the appropriate methodology for the implementation of the landscape in Navarra in line with the ELC ○ In the Basque Country the COPV Committee of Spatial Planning is perceived as a key instrument for the coordination between different administrations

Table 2 General messages for policy development

4.2. Individual messages

Basque Country

1. **Strengthen Awareness rising - Planning culture:** There is a need for institutionalize and operationalize landscape concept and approach into the spatial planning culture and planning system in place, aiming at reducing particular interests or competences and boost a holistic approach to the territory.
2. **Improving institutional coordination- planning in practice:** A well know challenge in almost all regions at EU level is the need for improved institutional coordination, together with the strengthen stakeholder’s involvement in the planning process.
3. **Boosting management of rural areas near densely populated metropolitan areas:** Integration between different public administrations and sectorial policies is seen crucial to define activities to preserve the landscape, and recognize their value in these particular areas. There is a need for a co-participation between private and public stakeholders.
4. **Reinforcing multiscale approach to landscape and spatial planning.**
5. **Development of methodologies of landscape evaluation.** There is still a need for the development of indicators for impact measurement: recreation of open spaces, protection of nature qualities, remediation or improvement of natural balance.
6. **Planning processes and participation:** need for a more interactive and participative process; institutions and stakeholders working together with

7. **Planning procedures & decisions:** The formulation of landscape quality objectives as well as guidelines for protection, planning and management and its integration into spatial planning and land use planning instruments constitutes the basis to give normative dimension to such objectives and actions.
8. **Actions and measures.** There is a need for instruments for attract public investments to overcome the challenge of getting a real implementation of the actions and measures proposed throughout the planning.

Navarra

1. Navarre should take advantage of **the operating consultative and participatory**
2. Interesting to **meet, disseminate and implement the findings and recommendations of CSPT** and in particular Landscape Specific Commission formalized by the CSPT in June of 2013 which aims to "implement the landscape in Navarre under the CEP"
3. The Future Landscape Plan or Strategy of Navarre will set the framework for the **incorporation of criteria, determinations and guidelines for landscape** and for each spatial scale and tools available today
4. The CSPT council will provide the Government of Navarre guidance on methodologies adapted to Navarre for the perception and evaluation of the quality of the landscape.
5. **Use scientific materials available** at universities, research centers and groups linked to the study of the environment.
6. **To adapt the plans and projects to ELC requirements** should be programmed actions in all analyzed components of LIVELAND with an integral and holistic vision of landscape.
7. It will be studied what **criteria and landscape guidelines should be incorporated into sectoral regional legislation, and in particular into the legislation on spatial planning and land use planning**

Ljubljana Urban Region

1. Ljubljana urban region is recognising its landscape as underused development opportunity and further efforts must be done to **promote this potential and effectively, more productively communicate** this vision with local community, residents and other specific stakeholders.
2. With current legislation and governance model, best solution would be to start a process of cooperation that would lead to the preparation of **informal spatial development programme and plan** which would engage local stakeholders from the early beginning and would reach the agreement by participation. Opportunities that lie in the landscape are strategically important for further development of the region and the strength of its identity so further attempts to activate them are necessary.
3. The active **participation of the interested stakeholders** (in particular the local public) in formal procedures would enable them to have a stronger and more creative influence on important spatial decisions. Basic instrument for the productive protection of the landscape would be not only to balance spatial interests and appropriate land use but to involve new programme, stakeholder and activity as well. It is only fair to point out from the early start of the process that landscape based development in Ljubljana urban region is competed with the huge potentials of the country's central urban area. Thereby the motivation must be strongly supported by common vision built in an open participatory procedure.
4. Landscape planning could thus be the creative fusion of development needs with protection mechanisms into a functional and harmonious urban and natural environment that produces a quality landscape.

Offenburg

1. **Development of a system for monitoring and evaluation** of planning outcomes as well as measures and actions
2. **Implementation of proposed actions and measures** by strengthening the implementation public-private-partnership as well as awareness raising and voluntary work
3. **Strengthen the political power of landscape** in procedures and decision making
4. **Continuous revision and update of relevant and quality data related to landscape and land use**
5. **Boosting public involvement** as contribution to freedom and therefore to liveability.

Midden Delflands

1. In line with the provincial guidelines on spatial quality to develop a **municipal 'guidance'** for spatial developments, which are more detailed as the provincial 'inspirations' and are the frame work for 'good consultations' between municipal licensing authorities and developers
2. **Existing execution organisation** 'Hof van Delfland' (as multi-level organisation, including private stakeholders) should be continued and get a broader task: not only programming of spatial developments, but also of management of nature and landscape, including the new rural development program (as frame work for EU subsidies).
3. **Landscape Plan Evaluation.** LP (decided in 2010) and the Execution Plan Hof van Delfland should be evaluated the next years (for instance in 2015) by an independent monitoring institute (for instance the National Environmental Bureau).
4. The 'broad' evaluation could be the starting point of an analysis of 'space, landscape and environment' and development of tasks and measures for the next 10 years. This new planning process could be done by the new 'environmental execution agency', which includes the area of Hof van Delfland.

Thy NP

1. **Multifunctional land use** is a key feature of the Thy National Park in that only by focusing on this aspect does Thy National Park become more than just an enclosure for preserving the landscape. Balancing protection and use of landscape is already a key issue in the NPP, and this builds upon intensive cooperation and continuous dialogue between various actors, which is essential for avoiding possible conflicts among different interest groups.
2. **Prioritisation** of the activities in the NPP could be improved. Such a prioritization would also pinpoint to which parts of the plan the monitoring of progress should be focused.
3. **Monitoring and evaluation** can be improved. A first step is to think about what should be monitored: plan implementation; achievement of goals; activities; landscape changes? This has to be very concrete in order to be able to set up measures for how to monitor and evaluate.

4.3. Key policy messages and awareness rising for relevant European entities (EC and CoE) and ESPON

Could it be possible from the outcomes of the LIVELAND research to extract some messages for rising awareness on relevant aspects challenges and opportunities to EU (DG Regio mainly), the CoE and national authorities for strengthening the consideration of landscape in territorial policies towards sustainable development?

- Reinforce the relations between environmental policies and territorial development through landscape policies
- Landscape as key territorial value for territorial development in areas of special characteristics
- Strengthen the role of landscape in the urban-rural relationship
- Multifunctionality of landscape: there is a need for development of methods where the question of harmonious and disharmonious functionalities could be a way of improving the planning process.
- Liveable landscapes as a response to degradation and social exclusion
- Incorporation of landscape principles into the Common Agricultural Policy (CAP)
- Development of landscape quality objectives and criteria for action in relation to European infrastructures
- Inventory of Landscapes of general interest
- Landscape key issue for territorial development in cross-border areas
- More research is needed for detecting territories with complementary potential matters towards sustainable land use
- need of developing tools which enables the inclusion of differences in relation to both intensity and diversity of the use of landscapes
- Landscape and Governance: Considering the political, technical and administrative dimensions of Landscape management, it could be argued that they perfectly fits into the governance principles, above all: subsidiarity and participation (social vision of landscape), openness and liability (administrative coordination and effective articulation and management of competences) efficiency and coherency (organization with respect to the different polices and administrative levels from local to European)⁴

⁴ COMISIÓN EUROPEA: “La gobernanza Europea. Un libro blanco” COM (2001) 428 final

5. Need for further analysis/research

Apply LIVELAND methodology to other European territories at different scales

The application of the CAF matrix for the evaluation of landscapes practices in terms of liveability would be very interesting in order to provide more insights on best practices and policy options.

Interactive design of the CAF-matrix

To improve the usability of the CAF-matrix it might be beneficial to make use of interactive functionalities of the Excel software.

Consider Biodiversity

In the present version of the CAF biodiversity is not a prominent aspect although many topics that relate to biodiversity are addressed. It is often argued that biodiversity is contributing to liveability in one way or another. It cannot be ignored that there are strong interrelationships in multiple dimensions between biodiversity and liveability; this needs to be highlighted in future revisions of the CAF-matrix. At least this will also contribute to the argumentation of landscape as an asset in liveability.

Components of liveability that are not addressed within the revised CAF

Initial attempts to fill the CAF-matrix showed that a number of components of liveability that are related to landscape are not regularly addressed in official landscape plans and policies. For practical reasons 'security' is no longer part of the revised CAF. Nevertheless, these components and indicators are still important to characterize liveability of landscape as an asset in regional development.

Criteria for landscape policy implementation

Further research work is required for the elaboration of a set criteria for the the selection of the policy interventions and criteria for implementation with regard to sustainable, responsible, efficient land use and land use management. This could be materialized in a target analysis, under priority 2 in the next ESPON programme.

Analysis of the potential for transferability of key messages to other European contexts

The transferability assessment and guidance for policy development will be addressed as a final stage of the project, generalizing the experiences, best practices and benchmarking of content and procedures of landscape and territorial planning and their impact on sustainable development as inspiration for future planning approaches (systems, planning and cultures).

Development of indicators

The follow up of landscape policies needs two types of indicators for different scales: regional and landscape practice. LIVELAND has already focused in the regional scale as it has been already exposed. LIVELAND project has developed a methodology for evaluation of liveability of landscape practices and on top of that, the TPG has acquired enough experience in order to establish in the near future a set of indicators useful for both landscape views "top-down" and "bottom-up".

The set of proposed indicators must be homogeneous for the whole Europe, both in the form of measurement as in the interpretation of results.

B Report

Preface

This Draft Final Report presents the key outcomes and advances with respect to the Interim Report of the LIVELAND project, an ESPON first attempt to address landscape, and in particular landscape planning, as a key territorial value and a potential asset for sustainable development.

Competitiveness and attractiveness of regions have become important aims of territorial and environmental policies in Europe, particularly as contributing to harmonious territorial development. Moreover, the European Landscape Convention states that landscape *“constitutes a resource favourable to economic activity”* and responds *“to the public’s wish to enjoy high quality landscapes and to play an active part in their development”* (Council of Europe, 2003). The ELC also recognizes the importance of including the landscape concept in promoting the consolidation of the European identity. This is necessary because the development in all sectors of activities accelerates the transformation of landscapes whereby an important component of the identity is at risk of disappearing.

With this premise, the LIVELAND project hypothesis is that landscape approach (assessment, planning and management) - ***“could enrich and improve integrated spatial planning and urbanism in different ways, and be seen and used as an asset for harmonious territorial development and for smart, sustainable economic development”***- considering that:

- The classification of the landscape requires a global vision of the territory throughout a multi- scale approach, going beyond the merely local interests and points of view.
- Landscape planning could contribute to the process of making decisions about the most sustainable way to use the territory.
 - Improving governance and participation of key actors and stakeholders in the planning process
 - Incorporating landscape as a territorial asset and capital, a key element for territorial development within cohesion policy principles
 - Introduce landscape as a contributor to livability and well-being in territorial development and policy
- The identification of landscape objectives can enhance the improvement and development of both poor or abandoned areas, and landscapes of outstanding beauty.

The project mainly explores the concept of liveability and how it could be apply to policy making for liveable landscapes. LIVELAND, as a targeted analysis project, constitutes a practice oriented analysis about landscape planning and territorial development in some European planning systems.

The report structures in seven chapters. An introductory chapter describes the case studies analysed in LIVELAND project. It is followed by Chapter 2 introducing the conceptual approach to the connections between landscape and liveability. Chapter 3 is devoted to the methodologies used in the research, the description of the benchmarking analysis undertaken and the interpretation of the key findings. This is followed by Chapter 4 which gives an overview of key findings of the benchmarking analysis. Chapter 5 presents an integrated interpretation of quantitative and qualitative analysis. Policy options and recommendations for policy development are enclosed in Chapter 6. The report ends with the identification of further analytical work after the closure of the project and the advices for future research within ESPON framework in Chapter 7.

1. Presentation of landscape practices studied in LIVELAND: Baseline Analysis Summary

The six LIVELAND case studies each represent a different planning culture and different levels of competences and territorial scales of landscape policy making, as is briefly outline below, and further developed in the Annexes of the Part C Scientific Report of the DF Report. They have been selected on the basis of pragmatic criteria of data availability and distribution North – South, and new – old EU member states.

The stakeholders in the LIVELAND project have chosen following ‘good practices’ of landscape planning:

1. **Basque Country Regional Government** (Department of Environment and Territorial Policy) presented the making of a “Landscape Catalogue” (a study to analyse landscape and define quality objectives) and the related “Landscape Guidelines” (on objectives) for the planning area Laguardia (inter-local scale).
2. **Navarre Regional Government**⁵ (Department of Environment) presented the protection (designation and regulation) of the “Protected Landscape of the Basaburua and Ultzama Valleys. Orgi Oak Forest” It must contribute to biodiversity conservation as well as to the improvement of the living conditions of the population in those areas (socioeconomic tier of LIVELAND). Although the compatibility of uses (golf course, primary sector, forest, etc.) comes from old, with several actions to improve environmental conditions with cattle breeders (manure control) as well as to endorse local employment,
3. **Ljubljana Urban Region** (Regional Development Agency) put forward the making of the “Expert Basis for Regional Spatial Plan” (study) for the Ljubljana urban area. The purpose of the project "Background for the preparation of regional spatial Plan LUR" was to prepare technical documents for the Regional Spatial Plan, which means to make the analysis of the space and its components, analysis of the individual areas in the region, to develop scenarios for spatial development and to propose solutions in form of spatial systems concepts. Expert bases represent the first phase of developing regional spatial plan of Ljubljana Urban Region. The region has a diverse landscape character.
4. **Offenburg Local Government** (Municipal Service) presented the making and implementing of the “Landscape Plan” (action plan on nature and landscape) for the area of Offenburg and surrounding rural municipalities. Offenburg will need to designate new land for residential and industrial functions, but also green and natural areas, to reach a harmonious spatial and sustainable urban development. The municipality of Offenburg states that liveability is not only provided by beauty of landscape, but is related to a variety of all factors of human living , including the basic needs as well as additional aspects that make a good life, like culture and identity.
5. **Midden Delfland Local Government** (Municipal Service) put forward the making and implementing of the “Landscape Plan” (action plan on landscape) for the open space of Midden Delfland and surrounding urban municipalities. Main ambition is improving the spatial quality of the open space in an intensively urbanized area to improve connections between the countryside and the surrounding cities
6. **Thy National Park (Agency of a foundation)** put forward the making and implementing of the “Plan” (work plan on management of nature and cultural landscape) in the National Park area (inter-local scale).

⁵ The official name in Spanish is “Comunidad Foral de Navarra”, in English “Foral Community of Navarre”. The “Foral” means the Autonomous Act of Navarre (1841 and 1982). [>>](http://www.navarra.es/home_en/Navarra/Asi+es+Navarra/Autogobierno/Los+Fueros.htm)

THE NATIONAL POLICY CONTEXT

The most strict landscape planning regulations are valid in **Germany** in the federal legislation on Nature & Landscape, with a special possibility to develop formal, autonomous landscape plans with an own planning cycle. However, local implementation may still vary, as our case Offenburg demonstrates: Region or land ('landscape programme'), Sub- Region or Kreis ('landscape framework plan') and Municipality ('landscape plan') can interact in various ways.

Although also in the **Netherlands** landscape planning used to be organised well as own policy field and in the framework of spatial planning, recently landscape policy at national level has almost entirely been abandoned. However, the planning system leaves ample room for voluntary initiatives from provinces (sub-regions) and municipalities. Our case of the municipality of Midden-Delfland shows for example of a very well developed landscape plan, politically approved. Also here a proper planning cycle is adopted for the landscape plan, while the associated actions are partly implemented through spatial planning regulations, partly through an implementation plan related to sector policies, such as nature, recreation and culture.

In **Spain** landscape policies are the competence of the regions. Both in Basque Country and in Navarra active development of strategies and policies is being promoted for landscape, e.g. through special landscape studies, partly as a component in Spatial Planning Law (Basque Country) or as a component in the Regional Law on Natural Resources (Navarra). These Laws cover landscape aspects in terms of vision at a higher spatial scale level.

In **Slovenia** the spatial planning and landscape planning is strongly oriented on heritage. The Nature protection Act (1993, 2003) includes a definition of the landscape in the context of nature conservation, whereas the importance of landscape diversity for the biodiversity is highlighted. The Culture Heritage Conservation Act (1999) defines the cultural landscape which might be valued for its heritage aspects.

In **Denmark** our case is a National Park, Thy. The National Park Plan is based on the Danish Act on National Parks, under the competence of the Ministry of the Environment and the Municipality. Landscape aspects can be taken on board as long as the municipality, voluntary agreements with landowners and cooperation with the public do not object.

Although all countries concerned – except for Germany – ratified the European Landscape Convention, in formal terms this has had limited consequences for the spatial planning system in the countries (see also chapter 4, 10.1 and 10.2 of the Draft Final Report Scientific Report). Table 2 gives an overview of the characteristics of the landscape policy as relevant for the different case studies.

Table 3 shows planning system described by laws and actors and competences.

The concept of Landscape in planning	Recognition of Landscape in Law	Responsible ministry	National Policy on landscape?	Regional and local landscape plans?	Public participation	Themes / Spatial Elements
Denmark	Yes, at national level Ratified ELC in 2000	Ministry of the Environment	Not a specific landscape plan but landscape is part of the national plan reports and the national binding restrictions	No specific landscape plans but the municipal plans are to cover both built-up and open land; hereby also taking landscape into consideration, particularly by using the tool of the LCA.	Yes, both legally binding, and in tradition and practice.	Ideally the Landscape Character Assessment is to cover all types of landscape, but in the planning policies there is some emphasis on the attractive landscape.
Netherlands	Ratified ELC in 2004 No recognition or definition of landscape in laws on Nature and Space		No national landscape policy since 2010. No more protected landscapes and financial programs. On-going attention on spatial quality	Local landscape plan (Voluntary)	Overall regulation on public participation, but tendencies of centralization and restriction of interested parties	Sectoral nature conservation, spatial quality, deregulation and decentralization
Germany	Landscape is mentioned in Nature Law but no definition of landscape is provided.	Federal Ministry for the Environment, Nature Conservation and Nuclear Safety	No (currently, the BfN is investigating the needs for national landscape policy making to comply with international statutes and strategies).	Regional landscape Plan (Binding, except for individual people) Local landscape plan (binding as integrated into local plans and ordinances)	Yes (mostly limited to what is legally prescribed)	Strong focus on nature conservation. In some instances additional emphasis is on cultural heritage and, more recently, on landscape energy potentials.
Slovenia	Yes, at national level mainly in Spatial Planning Act, Nature Conservation Act, Cultural Heritage Act & Construction Act Ratified ELC in 2003	As of 2012, the Ministry of Infrastructure and Spatial Planning and the Ministry of Agriculture and Environment.	Slovenia has prepared a specific document on the Implementation of ELC. Landscape included in relevant policies such as Spatial Management Policy (2001), the Spatial Development Strategy (2004) & the Spatial Order of Slovenia (2004)	No regional and local landscape plans	Yes, the importance of participation is stated in national level legislation and in national policy documents.	Focus on protection and reservation of natural and cultural landscapes.
Spain	The national level land	No key institution	No; but the autonomous	Especially the	Spain recognizes public	Consideration of all types of

<p>law includes landscape protection.</p> <p>The national Nature Conservation Act includes natural resource management and natural resources management.</p> <p>Ratified ELC in 2007 The autonomous community of Navarra recognises landscape in several acts and the Basque Country developed a bill of Landscape Law and several instruments for landscape planning which will be eventually integrated into the spatial planning system</p>	<p>or key planning agency at national level, the autonomous regions have the full competence</p> <p>Only the Ministry of Education, Culture and Sports deals with the Cultural Landscapes and Heritage</p>	<p>communities have full authority to legislate for, regulate and execute spatial planning. Some of the autonomous communities include landscape management (e.g. Catalonia). The autonomous community of Navarra and the Basque Country are in the process of including landscape management in policy.</p> <p>National Plans for the protection of cultural landscapes</p>	<p>autonomous community of Catalonia has been active in landscape planning.</p> <p>In Navarra, a landscape plan will be drawn up.</p> <p>Galicia has a Law for the protection of Landscape Ley 7/2008</p> <p>The Basque Country has presented a Landscape Law in parliament that is being under approval.</p> <p>National level natural resources management plans (binding) manage the development of national parks and nature parks and natural resources. They all above all the other plans on different levels and legally binding.</p>	<p>participation through formalised measures such as public debate and hearings, and also through principles such as the right of citizens to access information and for the government to provide it.</p> <p>Navarra states explicitly that planning should be democratic.</p> <p>In the Basque country stakeholder involvement in the planning processes still needs to be strengthened.</p>	<p>landscapes</p> <p>Traditionally focus on cultural landscapes and protection of natural areas</p> <p>At present the Basque country “Focus not only in protection of natural landscapes, but also in recovering deprived areas”.</p> <p>Navarra has focused on the protection and preservation of various soil types or specific areas, lacking specific guidelines regarding the landscape as a result of their own Spatial Strategy of Navarra (2005).</p>
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Table 3 Characteristics of the landscape policy in force for the difference case studies

Table 4 Characterization of the spatial planning system valid for the case studies considered.

	Planning System	Planning culture	Laws and regulations				Competences			
			National	Regional	Subregional	Local	National	Regional	Subregional	Local
BASQUE COUNTRY	decentralized	top-down	No spatial planning law and competences at National level National Plans for the protection of cultural landscapes	Basque Law in Spatial Planning 4/1990 Spatial Planning Guidelines	Spatial Planning Guidelines applied to Territorial and Sector Plans	Land Use Plans /Master Plans Spatial planning guidelines provide determinations-binding content for Land Use Plans	Ministry of Education, Culture and Sports deals with the Cultural Landscapes and Heritage	Basque Government Ministry of Spatial Planning	Provinces – Integrated spatial plans in functional areas	Municipalities development of Master Plans
NAVARRA	centralized	top-down	No spatial planning law and competences at National level National Plans for the protection of cultural landscapes	Laws on Spatial planning Regional Law 35/2002, of Spatial Planning, Regional Law 14/2005 cultural landscape, Regional Law 9/1996 on natural reserves	N/A	Land Use Plans and permits on Master Plans	Ministry of Education, Culture and Sports deals with the Cultural Landscapes and Heritage	Navarre Government Ministry of Environment and Spatial Planning	N/A	Municipalities
LJUBLJANA URBAN REGION	centralized	top-down	Regional Spatial Plan, made by Regional Development Agency (national body)	N/A	N/A	Local Spatial Planning	Ministry of Planning Regional Spatial Plan	N/A	informal	Municipalities
OFFENBURG MUNICIPALITY	decentralized	top-down	National law on nature including landscape	Comprehensive and environmental planning Regional law on nature (incl landscape) and Landscape programm	Binding plans if approved by competent authority Landscape framework	Land Use Plan Binding plans if approved by competent authority	None	Land Baden-Württemberg	Region Südlicher Oberrhein	Offenburg Municipality
MIDDEN DELFLAND	decentralized	mixed	None	N/A	Spatial vision and regulation space by province	Landscape plan (voluntary) and LUP permits	None	N/A	Province South Holland space nature, landscape	Midden Delfland Municipality space, landscape
THY NATIONAL PARK	centralized	Mixed cooperative	National Law on national Parks Law on Space and Planning	N/A	None	Municipal Plan and Local Plan	National initiative of NP (protected area)	N/A	North Denmark Region	Thisted Municipality NP Board implements the NPP (management & projects)

1.1. Summary Basque Country: Landscape Catalogue and Guidelines in Laguardia

Central in the 'good practice' of the region of Basque Country (BC) is the making of a study on Catalogue and Guidelines in the sub-regional area of Laguardia, which has been prepared in the years between 2011 and 2012. The landscape Catalogues and Guidelines are the operational materialization of the Basque Government commitment with the ELC and its desire of integration of landscape consideration into spatial planning.

In the BC the concept of 'landscape' (as integrating approach) is rather new. The government, inspired by the ELC, aims at giving 'landscape' legal recognition and integrating landscape in the already existing planning instruments within the successful and stable spatial planning system. The study on Laguardia, entrusted by the Department of Environment and Territorial Policy, is one of the three pilot cases being undertaken nowadays in the Basque Country. The idea is that all the 15 planning areas in the Basque Country develop their Landscape Catalogues and Guidelines. But this will be done in several stages.

The main ambition of the study is the filling-in of methodologies (from analysis to action) and the development of instruments, to influence other governments and private stakeholders.

Landscape CATALOGUES: Analyze and evaluate landscapes in each of the Functional Areas and define quality objectives. The identification of many landscape qualities on maps is bundled in Landscape Units, which have a certain character distinguished to others. The evaluation of landscape values results in a map with Areas of Special Interest, which is the basis for further policy development. Special Interest can cover high identity value as well problems because of degradation. Related to the geographical information, next phase is elaboration of objectives and measures. The objectives represent principles of conservation (for the whole area), protection of certain landscapes and creation of new landscapes.

Landscape GUIDELINES: Legally incorporate the landscape quality objectives into territorial planning. Regarding actions is distinguished between direct rules indirect rules and recommendation. Most actions are related to Areas of Specific Interest and cover countryside (vineyards, orchards) and built-up areas (historical sites). Derived from the Guidelines there are two mechanisms of measures implementation:

Landscape ACTION PLANS: For implementation of specific measures in specific areas that may require special attention due to its vulnerability. The study on Laguardia made proposals for several of such plans, some on specific landscape units (like a river valley) and some for a big area (like a network of scenic routes).

STUDIES OF LANDSCAPE INTEGRATION: related to projects and activities that will potentially have a significant impact on landscape

The process of public participation has been quite ambitious and challenging. Several forms of informal participation focused to stakeholders, different actors and general public were used like interviews (also on E-mail), workshops / round tables and social media.

1.2. Summary Navarre: Protected Area Orgi

The case of Navarre Region is a Protected Landscape including the Natural Recreation Area of the Orgi Oak Forest under regional law on Natural Reserves (1996). Its vision and strategy and is mainly related to natural character and biodiversity protection. Educational and recreational component is added in the enclave of Orgi oak.

In its execution and implementation process has been public participation processes as befits environmental and territorial procedures established by law in Navarre. Plans of use and management of natural reserves of Navarre are considered planning instruments at sub-regional level.

The character of the protected area is "countryside" and is determined by human use in the past: is a mosaic of oak forest and pastures of traditional uses (livestock and agriculture). Focus of protection is on nature and biodiversity values. One of its peculiarities is the presence of a type of oak that can live in the waterlogged soils at the bottom of the valley, the English oak, many of which are a hundred and even two hundred years old. Those primitive oak groves were spread over the humid valleys of northern Navarre. Since recent times, the action of man has made them disappear, converting the land into agricultural terrain and prairies.

An important goal of Navarre is 'multifunctionality' and compatibility of strict nature protection (European importance and EU Natura 2000 network) and recreational use as Golf Course.

17 years of functioning (1996/2013) have taken place with the experience of public use of nature, Orgi has received 650,000 visitors who are satisfied with the space. Monitoring annual report of indicators exist. In the case of Orgi is monitoring the indicators of participation, volunteerism and environmental education.

Achieved results

1. Establishment of a local management organisation shared by the Regional Government and public institutions, private organisations, etc.
2. Change of the local policy on environmental management in direction of public use, conservation of nature, and environmental education.
3. Creation of local employment, to develop the plans and programs of Orgi.
4. Preparation of environmental volunteer programs.
5. Through the steering of the type of visitors to the space, and attitudes of these, the environmental impact on the space has been diminished.
6. Adapt a natural space for persons with different types of incapacities.
7. Create a meeting place between different social groups, urban and rural, facilitating the integration of other cultures and creating access, without exclusions, to nature.
8. Management of a protected area, through economic austerity and with rustic criteria.

1.3. Summary Ljubljana: Study Regional Spatial Plan

The Ljubljana Urban Region in Slovenia is an informal, voluntary cooperation of 26 municipalities, chaired by with the central city of Ljubljana. The study and development of a Regional Spatial Plan was commissioned by the Regional Development Agency, which is a national agency. The 'expert basis' for this Plan was prepared between 2008 and 2009. The comprehensive study addresses all relevant spatial issues (environment, demography,

settlements, infrastructure etc.) and gives special attention to natural resources and landscapes, in particular the less recognized ones.

The Ljubljana Urban Region is inspired by the European Landscape Convention and searches development potentials in landscapes, going further than only protection as Landscape Park, which exists since long in national policy.

In the study 3 scenarios of general spatial developments are presented, assuming different future changes: gradual change, high ambition on quality of life and adoption to climate change. The outcomes of these scenarios were translated into spatial concepts and guidelines for landscape development. It contains guidelines for protected areas (concept of protection through use, professional management), forestry (sustainable management) and agriculture (organic production and urban-rural partnership).

A second ambition is the active participation of the interested stakeholders (in particular the local public), which would enable them to have a stronger and more creative influence on important spatial decisions. Basic instrument for the 'productive protection' of the landscape would be a balance in spatial interests and appropriate land use. The plans indicate that more stakeholders should be involved in a new program of activities as well. Landscape planning could thus be the creative fusion of development needs with protection mechanisms, which produces a high quality landscape around the Slovenian capital.

The results of the study in the years after 2009 were not adopted by the political decision makers in the cooperation of the Ljubljana Urban Region. So until now (2013) no further activities are under way for the implementation of a Regional Spatial Plan.

1.4. Summary Offenburg: Landscape Plan

Central in the 'good practice' of the municipality of Offenburg is the development of the Local Landscape Plan (LLP), which has been prepared in cooperation with surrounding municipalities in the years between 2006 and 2013. LLP and Land Use Plan are prepared in parallel, linked processes.

In Germany 'landscape' is since long linked with spatial planning. Landscape is seen as part of nature policy, where 'nature' is the overarching concept. The country has a tradition of comprehensive planning, including an elaborate system of plans on all levels. The drawing up of landscape and spatial plans is obligatory. A municipality is an executing government, with strong instruments for (detailed) steering of spatial developments. The LLP binds the involved governments; the local spatial plan binds private actors.

Main ambition of the LLP Offenburg is protection and improvement of biodiversity, natural resources and beauty, subsidiary to national law. Handling of spatial conflicts and deciding on future spatial developments (conforming to higher order plans) are the main functions of the plan. Goals are related to protection, development and restoration. These goals are detailed for nature, landscape and environment and represented on maps in a detailed way.

The LLP delivers a program of actions of governments, mainly as 'physical measures'. The program contains 3 items: green spaces and recreation, natural household and protected areas. A large amount of 'tables with measures' are delivered, which contain short descriptions of concrete physical developments.

Another challenge in Offenburg was the cooperation between governments, officials as well as politicians. Participation of private stakeholders in the planning process took place, but in an extensive way. There was informal input from experts from NGOs.

Implementation of the LLP has started via the Land Use Plan and related permits.

Implementation of 'autonomous' projects, regarding nature, landscape and recreation seems rather weak, probably because of lack of financing. There is no cooperative execution organisation.

1.5. Summary Midden Delfland: Landscape Plan

Central in the 'good practice' of the municipality of Midden-Delfland (MD) is the making and executing of the Local Landscape Plan (LLP), which has been prepared in cooperation with other governments in the years between 2007 and 2009. This plan is now implemented in an execution organisation, which includes a bigger area of green spaces.

In the Netherlands 'landscape' (as spatial quality) has since long been integrated in the spatial planning on all levels. The country has a broad set of plans on space, but recently only on regional and local level. A LLP is a voluntary instrument of the municipalities. Spatial plans on regional and local level are obligatory. A municipality is an executing government, with strong instruments for (detailed) steering of spatial developments. The LLP binds the involved governments; the local spatial plan binds private actors.

Main ambition of LLP is creating a 'green space' in an urbanized area of very high density. Goals are related to the relation (partnership) between city and countryside and to management of landscape by agriculture (dairy sector).

In MD there are spatial conflicts between such components as recreational areas (parks) and agrarian landscape (accessible cultural landscape) versus other functions, like spread dwelling (which should be an exception outside urban areas) and industrial agriculture (horticulture). Choices have been made in earlier spatial plans (called 'visions'); the LLP makes an operationalization.

The LLP focuses not on designations, but on development and management of landscape. It defines actions of governments, mainly as 'physical measures'. The objectives of the LLP are not translated into measurable targets in words, but directly carried on to concrete measures, mainly described on maps. So the 'Perspective 2025' is an action plan, which includes an overview on a synthesis map, 'principles of design' (guidelines) of future spatial developments and additional maps with networks of ecology, water, public transport and 'slow roads'.

During the process of making the LLP stakeholders and the officials of the municipalities felt the need of a more detailed approach, which resulted in a elaboration of smaller landscape units (19 polders). For each polder a map was made which showed the existing qualities and another map showed the desired development direction. This approach was crucial for the success of the LLP. The 'elaboration per polder' includes maps with description of character and designation of nature, recreation, demolition of glass houses and new dwellings. These detailed guidelines should be useful in the practical execution of the plan, especially in permits for private initiatives of developments.

Another challenge of MD municipality was the participation and involvement of private stakeholders in the planning process. During the preparation of the LLP many and diverse stakeholders (organisations and individuals, also from surrounding cities) were involved. Many working forms were used, like 'cafés', 'design tables' and 'kitchen table talks'. I.e..

In the implementation of the LLP a lack of financial resources (because of national budget cuts) has been a limiting factor. But in the execution organisation, together with other governments, a solution will be found.

1.6. Summary Thy: Management Plan

The Agency for the maintenance of the National Park (NP) Thy prepared a Management Plan in 2009 and 2010. This foundation has no formal power, but the task to coordinate the management of the protected area and to be mediator between the different stakeholders and authorities.

The NP was established in 2007 by the Danish ministry of Environment, after a pre-study in which all stakeholders and authorities in the designated area were involved and came to a local agreement. The decision making process on the goals and zoning of the NP was a combination of bottom-up negotiations and top-down legal approval.

The NP Management Plan is a work plan on the activities and of the NP Agency. It is based on voluntary cooperation with the land owners (Danish Nature Agency and local farmers). The goal is to protect and develop the nature (dunes, heath and forests) and the landscape (historic sites). Further to develop outdoor activities and tourism in a sustainable way and to promote education.

The measures of management are targeted to reach a balance of protection and use for recreation, business and fishing. One of the instruments is the zoning of different types of protection. The NP Agency made an evaluation of the Management Plan.

2. Conceptual approach to the connections between landscape and liveability

When confronted with 'liveability' the first questions that come to mind are: how might such a vague term be defined and used? How might any definition of liveability become useful in practical application? And finally, with regards to LIVELAND, the question is how landscape might contribute to liveability. This is extensively described in Chapter 2 of the DFR Scientific Report.

2.1. Happiness, Well-Being, Quality of Life and Liveability

Liveability is subject to policy and it is on the agenda of planning. Pertaining to people's surroundings, the most important measure of liveability appears to be the so called 'self-reported happiness'. For LIVELAND we suggest to use 'happiness' in this narrow conceptualisation⁶.

⁶ "Satisfaction of life" is what could be defined as the narrow meaning of the term happiness.

What is of interest then, from the realm of happiness research, are conceptualizations of happiness, and its measurement in relation to landscape explanations. Also for the purposes of LIVELAND, we need to turn the attention to the happiness concepts of being.⁷ A number of approaches exist that might lead to ideas of how happiness can be 'measured'. One is the idea of direct happiness ranking; another one is the ranking of liveability employing parameters that definitely are closely related to happiness. A third one is the concept of using human well-being indexes; these are mainly oriented towards some of peoples' basic needs (This measure would be one that most closely relates happiness to the concept of possession).

2.2. Operationalization of Happiness, pertaining to liveability

There are different methods to evaluate the influence of environment and human behaviour to happiness. Some methods use self-reported happiness; others would directly ask sources of satisfaction. Willingness to pay (WTP) and willingness to accept (WTA) are also in use. But in most studies methods are triangulated. It is possible to group different types of (research) strategies:

- Liveability rankings make use of outcome of happiness research. It attempts to make findings operational and split up into different factors. These are used to survey certain areas (countries and cities) and compare liveability by the degree of factor fulfilment. For LIVELAND such examples are important sources for operationalization.
- Happiness surveys ask people to report on what makes them happy. These studies report on what is the source of people's happiness. For LIVELAND such examples are important sources for what happiness is for people.
- Sectoral research: The third group starts from a hypothesis to investigate certain aspects that might influence happiness. In many instances the basis for the hypothesis appears to be an utilitarian one For example, FREY⁸ assumed that, because many people spend a lot of time watching TV, it is likely that watching TV is of benefit to people's happiness – a hypothesis which the studies did not approve. For LIVELAND such examples are important sources for what happiness is for people and how it could be influenced.

Liveability is, in many instances, seen as closely related to quality of life. However, where 'quality-of-life' indexes are based mainly on economic factors, such indices only reflect part of what is important for liveability. Many approaches to integrate qualitative factors into the measuring of quality-of-life have been reported. Two mayor issues have to be taken into account that exceeds what some classic liveability indexes are offering:

- Where happiness is at the basis of quality-of-life any attempt to rely on objective measures need to be supplemented by parameters that reflect subjective aspects; for the purpose of LIVELAND landscape aspects need to be considered (including what people cherish in their surroundings that contributes to their quality of life).

⁷ The 'Concept of Being' relates to a definition of happiness that emphasis what is called 'the event driven society. It has recently replaced the 'concept of possession'. In difference to that the basic idea is that purchased goods and services provide a feeling or even a point of identification to people while in former times in happiness research utility was the most important indicator.

⁸ Frey (2010: 93–106)

- Where landscape is to be considered, in relation to quality of life, measuring must attempt to include landscape as a holistic entity (as “an area as perceived by people”). The measuring of quality would have to include perception aspects and these would, at least partly, be subjective in nature.

A list of components that are commonly agreed on regarding what is important for measuring liveability in connection to quality of life are included in (Figure. 2).

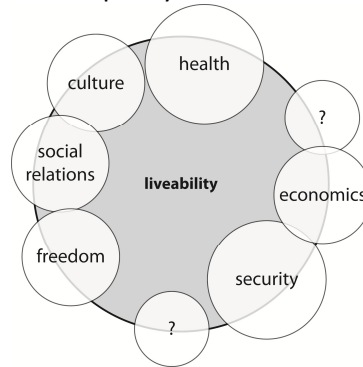


Figure 2 Components of Liveability

2.3. Linking Liveability Research and Landscape Concepts

Landscape function concepts seem to be a useful approach to make the holistic concepts of liveability and landscape useable for assessment. Moreover it meets the idea of multilevel assessment agreed upon in the application, as it is generally applicable on every planning level. Nevertheless the parameters of assessment might vary depending on the scale. A related approach was presented in “The Millennium Ecosystem Assessment”. This project was focusing on the relation of liveability and ecosystem services with a slight emphasis on the “Basic Materials for a Good Life”. The approach was further developed to an approach related to multifunctional landscapes.⁹

Therefore we propose to use a matrix of liveability parameters (Table 1) on the one hand and landscape functions on the other hand to identify and describe landscapes contribution to liveability. It should be clarified that this matrix is neither final nor exhaustive, but should serve as the basis for a discussion on landscape contributions to liveability. Output from the first stakeholder meeting especially on the landscape concepts present in the stakeholders’ policy, plans and concepts of liveability have to be integrated.

	Regulation Function	Production Functions	Cultural Functions
Health	high	high	middle
Security	high	low	low
Social relations	low	low	high
Culture	low	low	high
Economics	middle	high	low
Freedom	not related to landscape services, but important in planning landscapes		

Table 5 Landscape-liveability matrix: estimation of interrelation of landscape function groups and components of liveability

⁹ Groot and Hein (2007)

3. Methodological approach to the benchmarking exercise

Addressing and reacting to on-going as well as forthcoming changes is a key issue in both policies and practices. And in that connection it is important knowing what kind of changes are important, how to embrace such changes, and also having a precise idea of both directions and means and measures.

The question of “best practice” is often dealt with as an important “measuring stick”, as the identification of successfully demonstrated practices may provide useful information as well on where to look for solutions, and what issues should be used as means of comparison. Insight from others who have dealt with the same questions and addressed issues characterising the problems dealt with is important¹⁰.

Benchmarking is the process of comparing and measuring one organisation against others, and in that connection being able to identify such “best practices” and generate measures that may help the organisation to take action in order to embrace the new challenges and eventually improve its performance¹¹. And in the end provide guidelines that may be useful not only between the participants but more generally.

The research activities undertaken in the project move towards a benchmarking exercise conceived as a process of comparing and evaluating different practices in the involved case studies with the aim to achieve a higher level of performance, here specifically providing criteria for successfully integrate landscape planning and management into spatial planning and in term, in regional strategies. A detailed explanation of the methodology followed in the project is included in Chapter 5 of the DFR Scientific Report.

The benchmarking exercise aims at bringing up the specific approach to landscape and territorial planning in each case study, facilitating the exchange of experiences and feedback between the participant stakeholders. It intrinsically involves a process of interaction between researches and stakeholders (professionals of planning) accomplishing three goals:

1. A **comparison** between the practices of different administrative territorial entities
2. A **tool and agenda for the stakeholders** to discuss and compare their performance at two potential levels:
 - Internally, aiming at providing a comparison between different practices of landscape and territorial planning within one's own organization by evaluating own practices against the other cases and thereby acquire an important contribution to the internal knowledge management efforts.
 - Externally through testing (by the research group) and evaluation (by the stakeholders) the usability of the results, indicating the options for generalizations beyond their own situations.
3. **Transferability assessment and guidance for policy recommendations** to be addressed in the final stage of the project.

¹⁰ As a general principle: Andersen, B. and Pettersen, P-G. (1996): Benchmarking Handbook. Chapman and Hall, London; As a concrete issue in relation to landscape planning: Termorshuizen, J.W., Opdama, P. and van den Brink, A. (2007): Incorporating ecological sustainability into landscape planning. Landscape and Urban Planning 79 (2007) 374-384.

¹¹ Mardi Coers, Chris Gardner, Cynthia Raybourn, Lisa Higgins (2001): Benchmarking: A Guide for Your Journey to Best-Practice Processes. APROQ (American Productive & Quality Center), Texas, USA

The expected results are:

- An overview of good and best practices of landscape and territorial planning, with focus on approaches which can serve as general inspiration for landscape planning in a territorial planning context.
- Examples of actions or measures which have proven towards harmonious and sustainable territorial development, like for instance combining landscape protection and socio-economic development.
- As illustration of good practices, examples of impact on regional development where socio-economic development has gone hand in hand with successful landscape protection and management should be taken forward by means of an overview of the current practice of landscape policy making, examples of implementation of European landscape policy in the national regulations, the identification of terms, concepts and practice shared among the landscape policy makers, and finally the identification of concepts related to practices and procedures constituting the local, national and regional planning and management in each of the stakeholder-countries.
- Interaction between researchers and stakeholders: input to a higher level of practice of the stakeholders and recommendations for benchmarking tools for evaluation and improvement.
- A set of indicators that can serve as a common base for comparisons and benchmarking performance in landscape and territorial planning entities.
- Besides, appropriate indicators and examples of good practices that can serve a broader audience in the 'ESPON space'.
- And finally a draft version of "Guidance towards best practice in landscape and spatial planning" that could be used in different territorial realities in Europe.

The proposed methodology for undertaking the benchmarking exercise in the LIVELAND project adapted this clock wise approach, as follows:

- **Stage 1. Domain to benchmark.** Landscape and spatial planning practice- in six selected case studies in Europe.
- **Stage 2. Setting the ground for benchmarking: Current status.** A characterization of the case studies involved in the project constitutes the basic input for the benchmarking exercise. The policy context a long side the spatial character, the planning system and competences, the government challenges, vision and strategies and data sources, have been analyzed for each of the case studies (See Annexes I to VII of Part C Scientific Report), together with short description of other potential reference cases outside the project stakeholders.
- **Stage 3. Identification of best practices.** For the benchmarking certain practices, plans and/or instruments are selected, primarily based on the learning goals stated by the stakeholders particular as an output of the 1^o Stakeholders workshop and workshop follow-up exercises. A common model for the systematization of the practices evaluation is defined in the Common Analytical Framework (CAF).
- **Stage 4. Comparative analysis.** The analysis entitles the use of comparative indicators, a proposal for grouping the cases under analysis, the assessment of results and finally validation with stakeholders in the 2^o Stakeholders' workshop.
- **Stage 5. Gap analysis** with regard to stakeholder's challenges and goals. Transferability analysis to other cases in the European context.
- **Stage 6. Draft guidance towards best practice in landscape and spatial planning** as an input to General guidelines and recommendations for policy development in the final phase of the project.

The two first stages are devoted to a) the identification of the domain to benchmark that in the context of LIVELAND project is -Landscape and spatial planning practice- in six selected case studies in Europe and b) A characterization of the case studies involved in the project as the basic input for the benchmarking exercise. The policy context a long side the spatial character, the planning system and competences, the government challenges, vision and strategies and data sources, have been included in individual reports” (see Annexes to Part C Scientific Report) produced for each of the case studies, together with short description of other potential reference cases outside the project stakeholders.



Figure 3 Stages for benchmarking methodology in LIVELAND project

3.1. Systematization of the input information: Aims of the Common Analytical Framework and expected results

For the systematization of the input information for the benchmarking exercise a “Common Analytical Framework” was designed. The Common Analytical Framework (CAF) contributes to the overall aim of the LIVELAND-project in several ways:

1. Identify good and best practices of knowledge based decision making for liveable landscapes in the stakeholder regions, in particular of landscape and spatial planning, and of their impact on regional development. Examples are compared where socio-economic development is grounded in landscape and has gone hand in hand with successful landscape protection and management.
2. Define criteria for the integrating of landscape into regional strategies. A benchmarking of the content, the procedures and the impact of relevant plans and policy are to be undertaken. The benchmarking (process of choosing best practice) intents to improve the processes and performances of planning in stakeholder regions.

3. Identify actions or measures in the stakeholder regions which have proven to be successful in implementing combined landscape protection and socio-economic development.

For the achievement of such goals it is important to develop a framework that can be used to assess the performance of plans and policies with respect to landscape as an asset in regional development and as a source of liveability and well-being.

Thus, the aim of the development of the CAF is to conceive of a tool to guide and support the systematic and consistent policy and plan assessment for all of the involved case study regions. This systematic approach also guarantees that scientific quality standards of research are followed while undertaking case investigations during the LIVELAND-project. Results achieved will be reliable and, at the same time, systematically coherent.

3.2. Methodology followed in the elaboration of the CAF matrix

According to the overall project aim the development of the CAF started with research on concepts of liveability (see Chapter 2 of the Scientific Report) and on concepts of landscape (particularly those concepts that are prevalent in European policy, such as the European Landscape Convention). In addition recent scientific discourses on landscape contributions to liveability were analysed. It was important to make use of a landscape concept that is recognized throughout the stakeholders' regions and also to define a concept of liveability that is supported by the stakeholders.

After defining a common understanding of concepts of liveability and of landscape the interrelation of both was investigated by making use of a modified landscape functions concept.

On the basis of clearly defined concepts of liveability and landscape the contributions were examined that policy making and planning might make to creating and managing liveable landscapes. In this context a common understanding of planning is made use of. This understanding is based upon the Landscape Convention as well as on other European policies.

The systematic structure and process of planning used in this project refers to planning stages that had been identified within the project application:

- Evaluation and analysis
- Planning process and participation
- Strategy and vision
- Actions and measures
- Monitoring
- Planning procedures and decisions

The structure of the CAF is based on these planning stages. By correlating these them with liveability components and indicators the structure of the CAF-matrix is formed. The CAF-matrix can be applied to analysing different cases within the project and beyond. To this end, the matrix had to be adoptable to analyse a variety of different kinds of plans and policies. On the other hand, the CAF should be able to deliver results that can be used to produce not only qualitative but also quantitative outputs. To meet these expectations the CAF is not focused on specific types of results but on following certain standards and practices of planning for liveable landscapes. A first version of the CAF-matrix is presented in

Appendix 1 of the Scientific Report. First attempts to apply the matrix to the stakeholders' cases lead to suggestions for simplification. The CAF-matrix has been revised accordingly.

The initial CAF version included a number of different indicators that made using the matrix cumbersome. During the first Pre-Test it was found that the number of indicators could be reduced. It was also found that some indicators should be defined more clearly and their application pointed out in a better way. To revise the CAF a reasonable choice of indicators had to be undertaken that should be reduced and clarified. The task of revising the CAF was split into four sub-tasks:

- Reduction of number of components and indicators
- Reduction of number of questions and options
- Further Refinement needs
- Presentation and usability

While the number of components, indicators and questions could be reduced, through this process, the aim of the project was focused even more than before directly on liveability effects of landscape as an asset in regional development. The steps mentioned above are explained in more detail in Chapter 2 of the Scientific Report.

The further needs for refining the CAF mostly pertain to issues of language and formulation. Several CAF questions have been rephrased in order to become more precise and easier to communicate.

In order to provide further information more explanations have been added to several questions, components and indicators of the CAF. In some instances examples have been supplied.

3.2.1. Normalization and Quantification of the CAF matrix

The quantitative approach of using results obtained by applying the CAF is very useful to obtain an overview of the different cases and to compare their performance regarding liveability and landscape. Some indicators can only be applied in qualitative ways. To overcome limitation of quantitative analysis of liveability contributions of landscape additional qualitative approaches are used to try and understand how plans and policies address such issues. Interviews have thus become part of the common analytical framework, CAF. They support the matrix and diagrams by providing important inputs to be considered during the benchmarking tasks. Interview results complement the baseline reports and contribute to making a comprehensive analysis of planning for liveable landscapes within the case studies.

One aim of revising the CAF-matrix was to make it possible to normalize all answers in order to use them in quantitative analysis. To do this was possible for most of the CAF questions. For this purpose a set of different scales was developed:

- **Yes / No** (Yes = 1 / No = 0)
- **Lickert 1** (5 steps: 0=not at all; 1= to a limited degree; 2= to some degree; 3=adequately; 4=to a high degree; 5= to a very high degree)
- **Lickert 2** (5 steps: 0=no; 1= for very few; 2= for some; 3=for several; 4=for most; 5= for all)
- **Summary** (summarizes the number of options that are ticked)

As previously discussed the overall goal of the Common Analytical Framework is to develop a framework that can be used to assess the performance of plans and policies with respect to landscape as an asset in regional development. Furthermore it intends to provide input to the identification of the landscape as a source of liveability and well-being which can contribute to the overall aim of the LIVELAND-project in several ways.

A large set of qualitative characteristics tend, however, to become very complex and therefore difficult to recognize similarities and differences in the regional approaches beyond the comparison of individual statements.

As a consequence a quantitative approach has been developed aiming at identifying the overarching characteristics across the regions and cases at large. This has had implications on the CAF aiming at ensure:

- Consistency ensuring the logic of the questionnaire to be evident for the partners;
- Convertibility aiming at ensuring a qualitative characteristic being convertible into one of the following:
 - A *Unidimensional scaling* method such as the Likert scale approach (for instance a scale from 1 to 5 showing a range from 1=strongly unusable to 5=strongly usable) where the output in this case would be a number between 1 and 5;
 - A *Categorical quantity* (for instance a set of categories within the same framework such as “Public involvement in planning procedure outlines □; Public involvement in drafting plans □; Public involvement in planning decisions □; Public involvement in plan revisions □”) where the output in this case would be a number between 0 and 4.
 - A *Binary quantity* with the range 0 and 1 indicating not existing and existing respectively. The difference between the binary and the categorical quantities is that any registration of a binary quantity would be independent on other quantities (eve others may be depending on the binary) while the elements in a categorical quantity are related to the same topic.
 - It has been decided to this limited set of scales in order to keep the response options both relevant and transparent for the partners.
- Completeness – In order to ensure comparativeness the body of the questionnaire should be based on components which are relevant for all cases.

3.2.2. Presentation and usability of results

Now, by quantitative procedures, responses can be used to generate spider diagrams that may serve as a comprehensive analysis tool. It also offers the opportunity to easily compare the performance of case studies with regard to liveable landscapes.

A number of different visualisations of the results have been applied.

The Spider-diagram is on the best ways for showing similarities and differences between the cases. Spider diagrams have been developed per case study showing their contribution to the components of liveability and also to the landscape functions.

3.3. Comparative analysis

The objectives of this exercise are to show the potential application of a set of quantitative approaches in quantifying similarities and differences between case study areas and the conducted case studies. Three issues relevant for the benchmarking process have been identified as relevant:

1. **The socio-economic and environmental framework** which is about communalities in the overall setting of the case studies. At this point of time the task has focussed on a clustering of the case areas through a set of indicators which have been available at a proper NUTS level.
2. **The conceptual interpretations** which is about turning a large set of qualitative reflections on the concept of Liveability into quantitative identifications based on a merge of the Landscape-Liveability Matrix and the Common Analytical Framework (CAF) being a basis for the systematization of input information for benchmarking, with regard to the "Planning Practice" in each of the project case studies, and with its practical application acting as the interface between the Baseline Analysis and the benchmarking analysis itself
3. **The planning practice approaches** which is about generalising planning experiences into practice recommendations that enables a performance check as basis for the identification of benchmarking criteria.

When trying to identify communalities between cases and case study areas as well as pointing to cases which may serve as "best practices" two sides are apparent:

- A qualitative side where qualities of the practices in the different cases are identified and compared, but also confronting the organisation with identifying indicators that on one hand are defined through the qualities, but also convertible into quantities that can facilitate the benchmarking.
- A quantitative side recognizing that policy-making demands the formulation of verifiable and therefore concrete and measurable targets (Smith and Sheate, 2001; Pope et al., 2004)¹² – an issue that is fundamental to ESPON. And furthermore important when we - as stressed by Termorshuizen et al. (2007) - are recognising that landscape planning is often practised in multifunctional landscapes, and therefore need to focus on semi-natural and natural ecosystems and ecosystem mosaics and in that connection not the least include the socio-economic characteristics of the populations and communities supported by them. And therefore also challenged by the fact that this may not yet be practical enough for goal-setting in landscape planning¹³, but nevertheless important to reflect on and include in the planning systems.

¹² Pope, J., Annandale, D., Morrison-Saunders, A., 2004. Conceptualising sustainability assessment. *Environ. Impact. Asses. Rev.* 24, 595–616;

Smith, S., Sheate, W., 2001. Sustainability appraisal of English regional plans: incorporating the requirements of the EU strategic environmental assessment directive. *Impact Assess. Proj. Apprais.* 19, 263–276.

¹³ Termorshuizen, J.W., Opdama, P. and van den Brink, A. (2007): Incorporating ecological sustainability into landscape planning. *Landscape and Urban Planning* 79 (2007) 374-384.

3.3.1. Quantitative evaluation

A set of quantitative approaches has been applied in relation to a number of objectives. On one hand to bring forward some methodological approaches where identification and coding of qualitative characteristics can result in analytical quantities. And furthermore to promote the need of ensure compatible measures. It is in this connection important that the coding processes are parallel and identical in the cases.

The reasoning for taking this approach is basically that both quantitative and qualitative approaches individually show limitations, while used parallel adds important dimensions. A mixed method design that integrates qualitative and quantitative research enables quantitative methods that are enhanced with qualitative measures of key processes and outcomes. Qualitative methods may be providing data that can give insights into how findings work and how findings can be translated to practice. By itself, a quantitative method can identify what works, but has limited explanatory power. Qualitative designs may generate rich information, but the information about what worked is more subjective and cannot be generalized. By combining the two methods it is possible to obtain a much richer understanding. In other words, using a rigorous design the quantitative methods can tell us what works, while the qualitative methods can tell us how it works¹⁴.

3.3.1.1. Socio-economic and environmental framework

As part of the case studies characterization the assessment of the Territorial Performance of the involved regions aligned with the objectives set in the Lisbon Strategy, Territorial Agenda 2020 and Europe 2020 Strategy has been considered relevant.

Several ESPON projects have attempted to assess Territorial Performance (INTERCO, TPM, ULYSSES among others) all of them capturing key policy objectives of the aim of the European Territorial Cohesion.

For LIVELAND project the outcomes of the INTERCO project¹⁵ have been used, a selection of territorial performance indicators aligned with the indicators of the LISBON Strategy, Territorial Agenda 2020, EU2020 Strategy and the 5^o Cohesion Report.

In order to complete the characterization of the territorial performance, it is also possible to incorporate key results from other ESPON projects, linked to LIVELAND project such as EU-LUPA¹⁶, ESPON CLIMATE¹⁷ and ATTREG¹⁸.

¹⁴ Condelli, L., Wrigley, H.S. (2004): Real World Research: Combining Qualitative and Quantitative Research for Adult ESL. Paper presented at the National Research and Development Centre (NRDC) Second International Conference for Adult Literacy and Numeracy, Loughborough, England, March 25-27, 2004. For a further discussion on the issue of combining Uncovering the actual integration of qualitative and quantitative approaches in any particular study may be experienced as a considerably more complex undertaking than simply classifying the study into a particular category on the basis of a few broad dimensions or characteristics, an issue which is much more elaborated on by Bryman, A. (2012) Social Research Methods. Oxford University Press.

¹⁵ ESPON Territorial Indicators. A first selection of ESPON Territorial Indicators based on the Final Results of the ESPON INTERCO Project Working paper Version 26 June 2012.

¹⁶ EU-LUPA European Land Use Patterns 2010-2013. ESPON Applied Research.

¹⁷ ESPON CLIMATE Climate Change and Territorial Effects on Regions and Local Economies in Europe 2009-2011. Applied research

3.3.1.2. Conceptual interpretation: Quantitative assessment through the CAF Liveability matrix

Despite the fact that the diversity in the nature of the involved case studies is one of the most interesting and attractive aspects of the project, it is also true that cases are not directly comparable. In order to compare the experiences it is therefore necessary to define pre-set criteria on the basis of the following principles:

- Stakeholders' **key challenges and learning goals**. The project stakeholders already raised their interest in learning from other case studies. This will be considered at the time of compare different cases
- The **practices** of making and implementing local and regional plans, which give guidance to future measures of protection, development and management of space and landscape.

3.3.2. Qualitative evaluation: stakeholders interviews

The qualitative interview was developed as a complement to the CAF-matrix that is used as a quantitative approach to examine best practices in planning of liveable landscapes. Qualitative interviews include questions addressing issues that could not be answered properly in the CAF-matrix. Complimentary to the matrix, qualitative questions are designed to gather qualitative and complex information. Such information is usually to be found within the before mentioned fields of analysis, particularly 'process and participation' as well as 'procedures and decisions'. Several reasons led to the decision to complement the CAF with another qualitative approach:

- During all phases of this research it became apparent that some qualitative information is rather difficult to investigate, mainly because pertinent processes and procedures are normally not documented well or reflected on inside of planning or policy documents.
- Moreover it was found that participation models and decision making procedures have a high influence on liveability of landscape and the valorisation of landscape as such an asset.
- Lastly it became apparent that the procedures, decisions, participation and the whole planning process are too complex to examine by using a simple matrix

Within the qualitative interview there are references to the CAF matrix that has to be filled before the interviews can be conducted. As an interviewee a person is chosen that is responsible for the plan within the stakeholders' organisation.

¹⁸ ATTREG - Attractiveness of European Regions and Cities for Residents and Visitors 2010-2012. ESPON Applied Research

3.4. Guidance for policy development

Generalization of the experiences, best practices and benchmarking of content and procedures of landscape and territorial planning is being assessed as inspiration for identifying general policy messages and elaborating recommendations for future planning approaches at the level of the involved case studies. The outcomes of the comparative assessment in previous stages, constitute the basic inputs to the findings and recommendations to diverse actors, but moreover the information related to challenges and learning goals, provided directly by the project stakeholders during the workshops

The following figure shows the different research activities undertaken around the benchmarking exercise the project corner stone

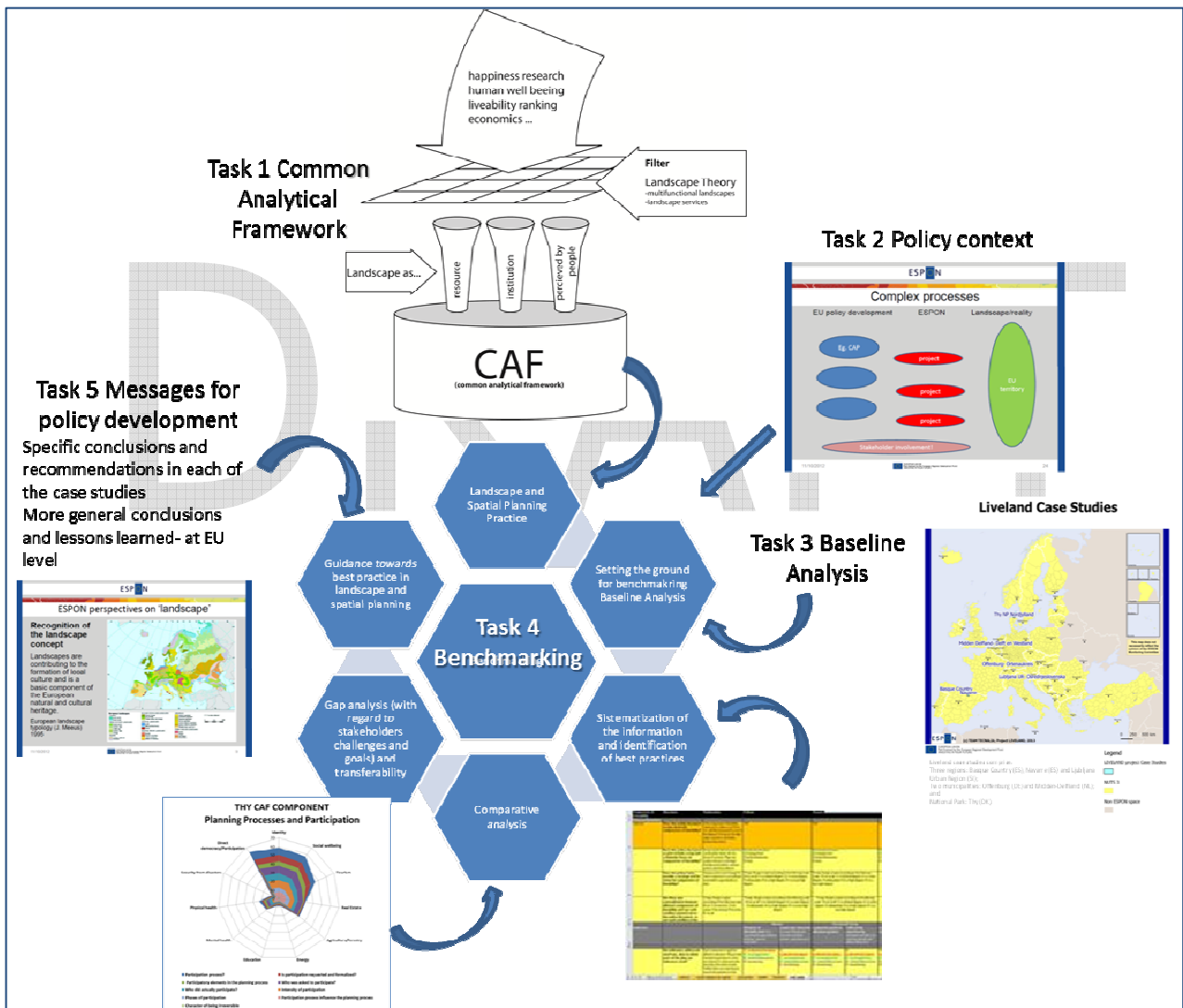


Figure 4 Interrelationships between different research activities in LIVELAND project

4. What does the benchmarking exercise tell us?

4.1. Quantitative evaluation: Socio-economic and environmental framework: Clustering analysis

A number of socio-economic and environmental indicators are quantified and comparable across Europe. Based on an analysis of a series of ESPON project a number of potential indicators were selected and organized in a total of 8 themes identified, encompassing, in short, the following issues:

- Economic performance and competitiveness
- Inclusion and Quality of Life
- Environment and territorial capital
- Innovative territories
- Integrated polycentric territorial development
- Attractiveness
- Climate change vulnerability
- Land use characterization

For the contextualization of the socio-economic and environmental performance of the case study regions participating in LIVELAND project, 13 indicators were finally chosen:

Economy	GDP 2009, Unemployment rate 2010, Unemployment change, Patent applications to the EPO by priority year (Per million of inhabitants), 2009, Increase in Patterns
Environment	Share of Natura 2000 areas (% of total NUTs area) Solar energy resources (kWh per year; Wind energy potential (Number of hours per year); Soil sealed area per inhabitant (m2 per inhabitant); Soil sealed area (% of total NUT area)
Human resources	Female Education rate 2010, Total Education rate 2010, Male education increase

Table 6 Selected indicators for evaluation of socio-economic and environmental performance in the case study regions

A clustering analysis allowed the identification of the regions which are most alike when comes to the 13 identified indicators. The first regions to combine are the Basque Country and Navarre. In a next step Slovenia combines with the EU27 average. And a third step combines Zuid Holland and Nordjylland. Freiburg is the region that is the last to enter into any of the generated clusters, showing that Freiburg is the region that – when taking all indicators into account – is the one that deviate the most from the other regions.

Clustering of each of the four components

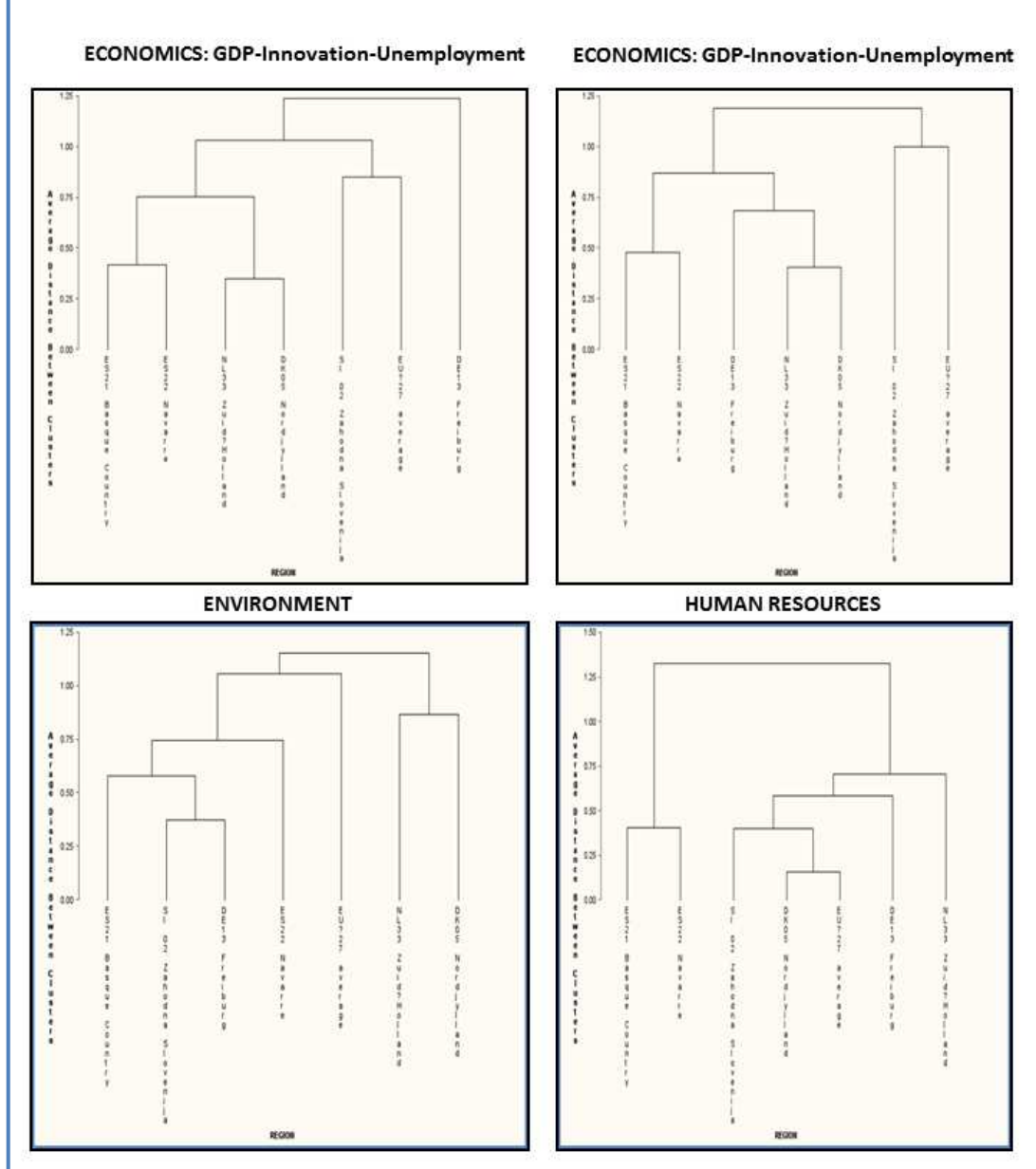


Figure 4 Individual clustering exercise per each of the four components

Figure 5 on next page show results from all the clustering which have taken place by individual indicator categories and by the composite of all 13 chosen indicators.

FOUR CLUSTERS		THREE CLUSTERS		TWO CLUSTERS	
ECONOMICS: GDP-INNOV-UNEMPLOYMENT					
1	ES21 Basque Country ES22 Navarra	1	ES21 Basque Country ES22 Navarra	1	ES21 Basque Country ES22 Navarra
2	NL33 Zuid Holland DK05 Nordjylland	2	NL33 Zuid Holland DK05 Nordjylland	1	NL33 Zuid Holland DK05 Nordjylland
3	SL02 Zahodna Slovenija	2	SL02 Zahodna Slovenija	1	SL02 Zahodna Slovenija
4	DE13 Freiburg	3	DE13 Freiburg	2	DE13 Freiburg
ECONOMICS: GDP-UNEMPLOYMENT					
1	ES21 Basque Country ES22 Navarra	1	ES21 Basque Country ES22 Navarra	1	ES21 Basque Country ES22 Navarra
2	NL33 Zuid Holland DK05 Nordjylland	2	DE13 Freiburg NL33 Zuid Holland	1	NL33 Zuid Holland DK05 Nordjylland
3	DE13 Freiburg	2	DK05 Nordjylland	1	DE13 Freiburg
4	SL02 Zahodna Slovenija	3	SL02 Zahodna Slovenija	2	SL02 Zahodna Slovenija
ENVIRONMENT: NATURE- URBANIZATION					
1	ES21 Basque Country	1	ES21 Basque Country	1	ES21 Basque Country
2	DE13 Freiburg SL02 Zahodna Slovenija	1	DE13 Freiburg SL02 Zahodna Slovenija	1	DE13 Freiburg SL02 Zahodna Slovenija
3	ES22 Navarra	2	ES22 Navarra	1	ES22 Navarra
4	NL33 Zuid Holland DK05 Nordjylland	3	NL33 Zuid Holland DK05 Nordjylland	2	NL33 Zuid Holland DK05 Nordjylland
HUMAN RESOURCES: EDUCATION					
1	ES21 Basque Country ES22 Navarra	1	ES21 Basque Country ES22 Navarra	1	ES21 Basque Country ES22 Navarra
2	SL02 Zahodna Slovenija DK05 Nordjylland	2	SL02 Zahodna Slovenija DK05 Nordjylland	2	SL02 Zahodna Slovenija DK05 Nordjylland
3	DE13 Freiburg	2	DE13 Freiburg	2	DE13 Freiburg
4	NL33 Zuid Holland	3	NL33 Zuid Holland	2	NL33 Zuid Holland
COMPOSITE: ECONOMIC, ENVIRONMENT, HUMAN RESOURCES					
1	ES21 Basque Country ES22 Navarra	1	ES21 Basque Country ES22 Navarra	1	ES21 Basque Country ES22 Navarra
2	NL33 Zuid Holland DK05 Nordjylland	2	SL02 Zahodna Slovenija NL33 Zuid Holland	1	SL02 Zahodna Slovenija NL33 Zuid Holland
3	SL02 Zahodna Slovenija	2	DK05 Nordjylland	2	DK05 Nordjylland
4	DE13 Freiburg	3	DE13 Freiburg	2	DE13 Freiburg

Figure 5: Results of the clustering procedures: From top to bottom according to indicator choice, and from left to right according to choice of number of clusters from four to two.

Going through the different clustering on Figure 5 it is quite clear how consistent the similarities between the regions are maintained more or less independent of which variables are included in the clustering. Going from four down to two clusters it is apparent how the clusters basically consist of the same group of regions. At the same time it shows that the differences between the clusters indicate variations between them that may become useful when results from the analyses should be extrapolated to a general EU27 setting. In this connection the inclusion of the EU27 average data comes in handy because they help to show the variations in the included regions. For more detailed explanation on the evaluation of environmental and socio-economic performance in the case studies please go to Chapter 6 of the Scientific Report.

4.2. Conceptual interpretation of the CAF liveability matrix

Out of the responses to the CAF matrix, a series of spider diagrams were elaborated on the two main issues determining the CAF: liveability components and landscape functions.

The graph below show the overall characteristics of the distribution of the responses to the CAF questionnaire in relation to the 6 components which constitutes the main content of one of the two issues determining the CAF. In the spider graph the data for each of the regions sums up to 100% and the graph show how much of this is related to each of the six components.

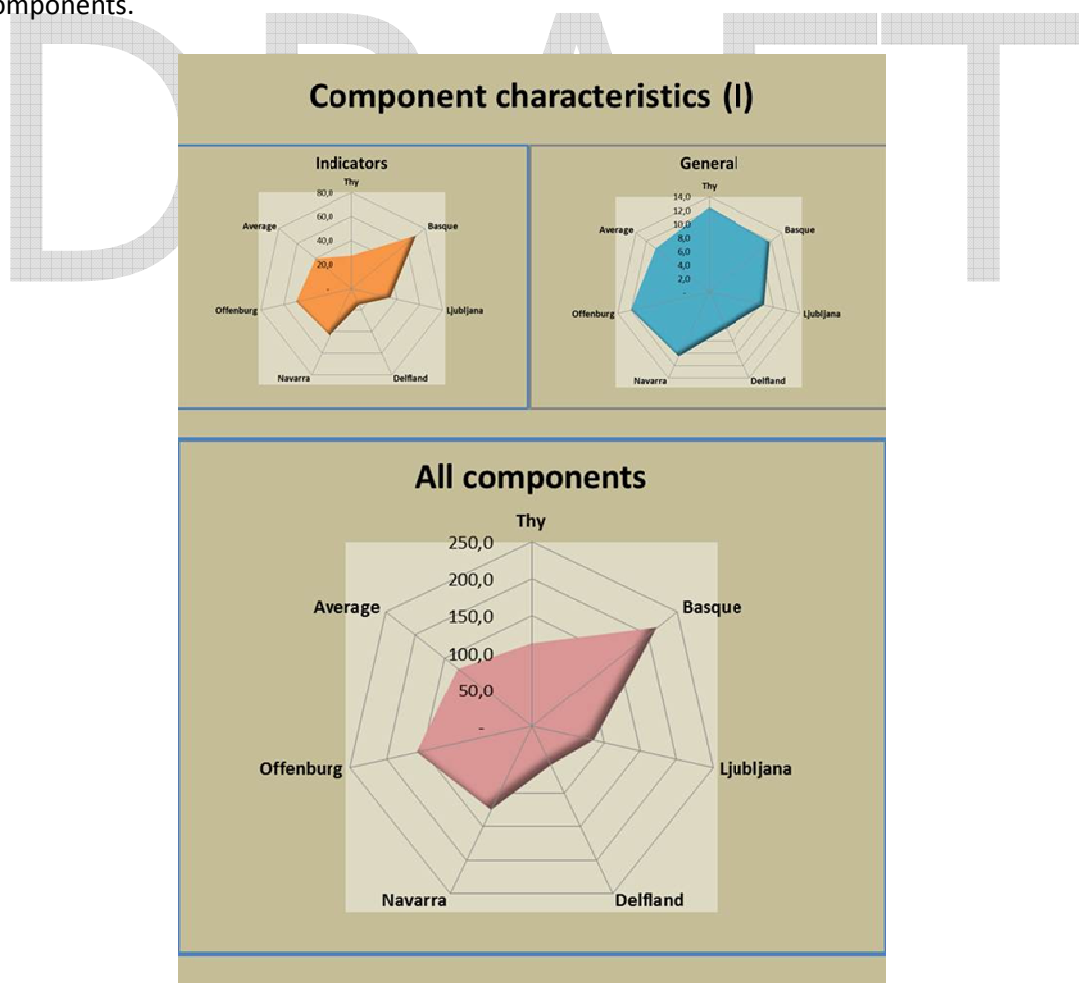


Figure 6 The six case studies as described by the six components

It is quite clear that there are similarities but at the same time also marked differences between the cases. The major differences are seen in relation to 4. Actions and measures, dominated by Basque Country and Offenburg; 5. Monitoring dominated by Navarra; and 6. Planning and Procedures dominated by Thy NP. And the major deviator is Ljubljana with a structure determined by only two of the six components.

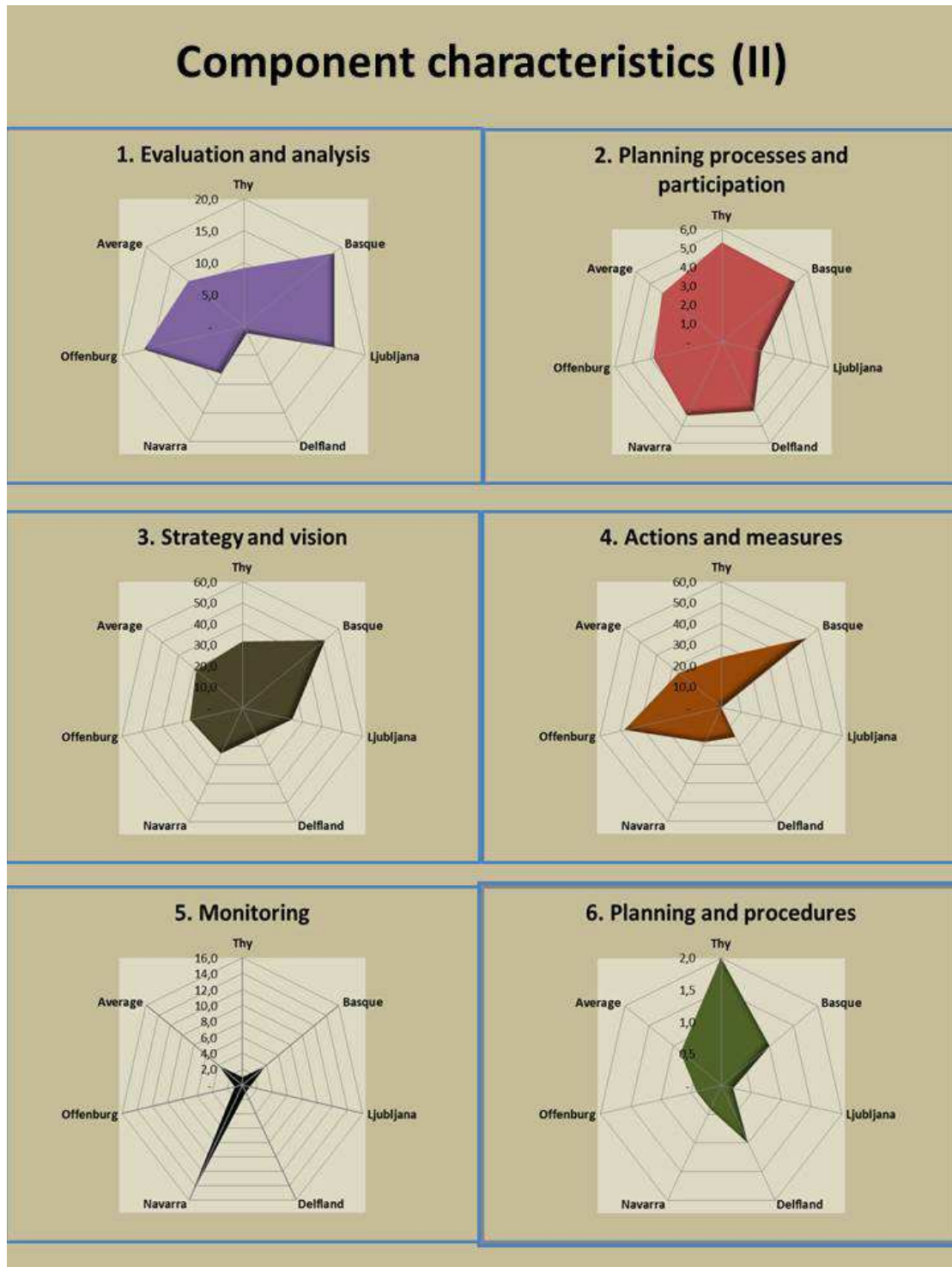


Figure 7 Components per case study

A much more equal situation is showing when turning to the five functions. In this graph the method is the same, i.e. the data distribution for each of the graphs sums up to 100%, and how large a share of this determined by each of the five functions is shown through the situation in the spider diagram.

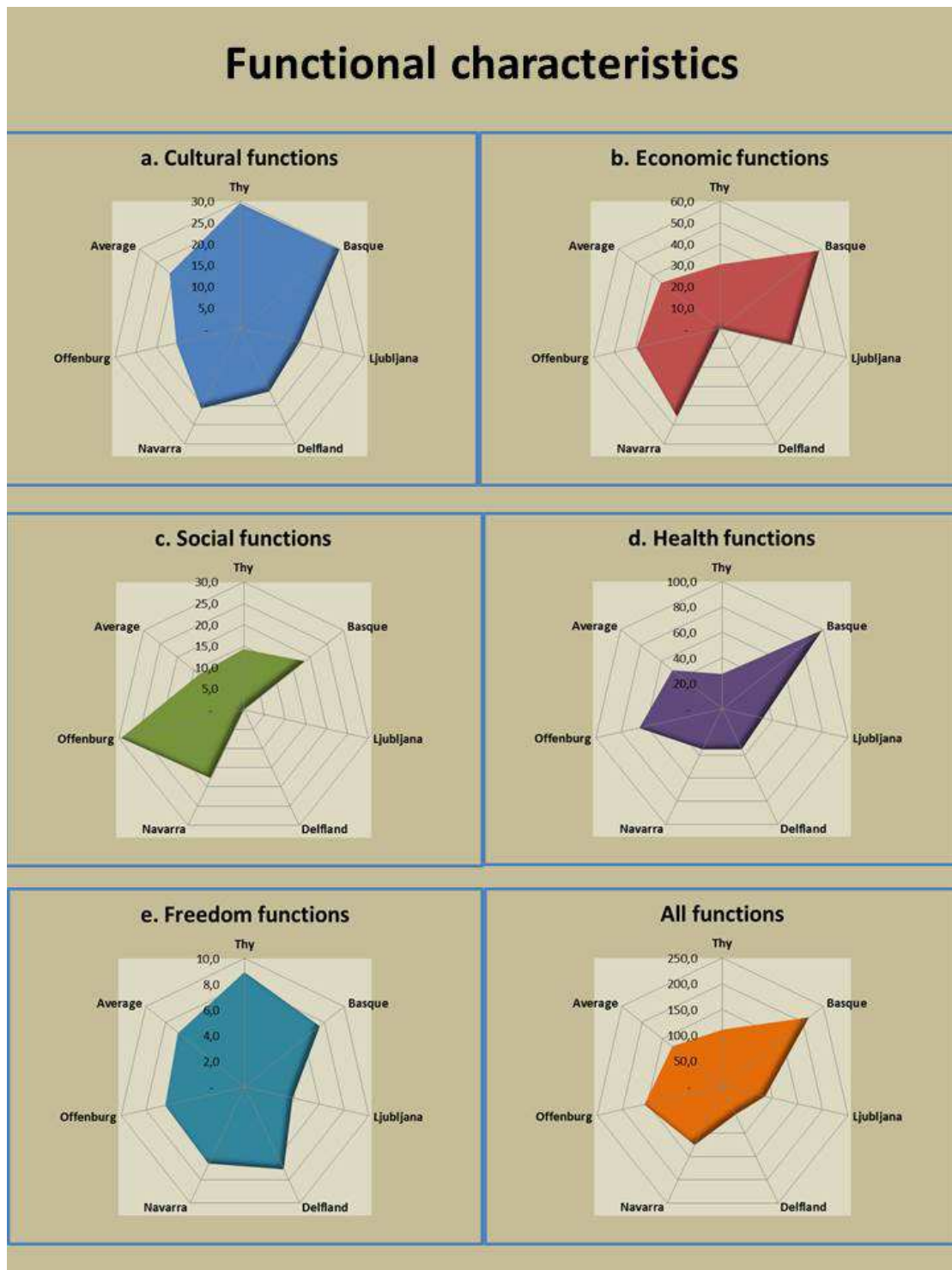


Figure 8: The six cases as described by the five functions.

There are two marked deviators from the general pattern – Offenburg with Social function being a major element, and Basque Country with Culture, Health and Economy being the most dominant functions. Also remarkably important are Culture and Freedom functions in Thy case study. For the other regions the distribution is more even between the function, and in this case Navarra show the most even distribution between the functions – as it did as well in relation to the distribution of the components.

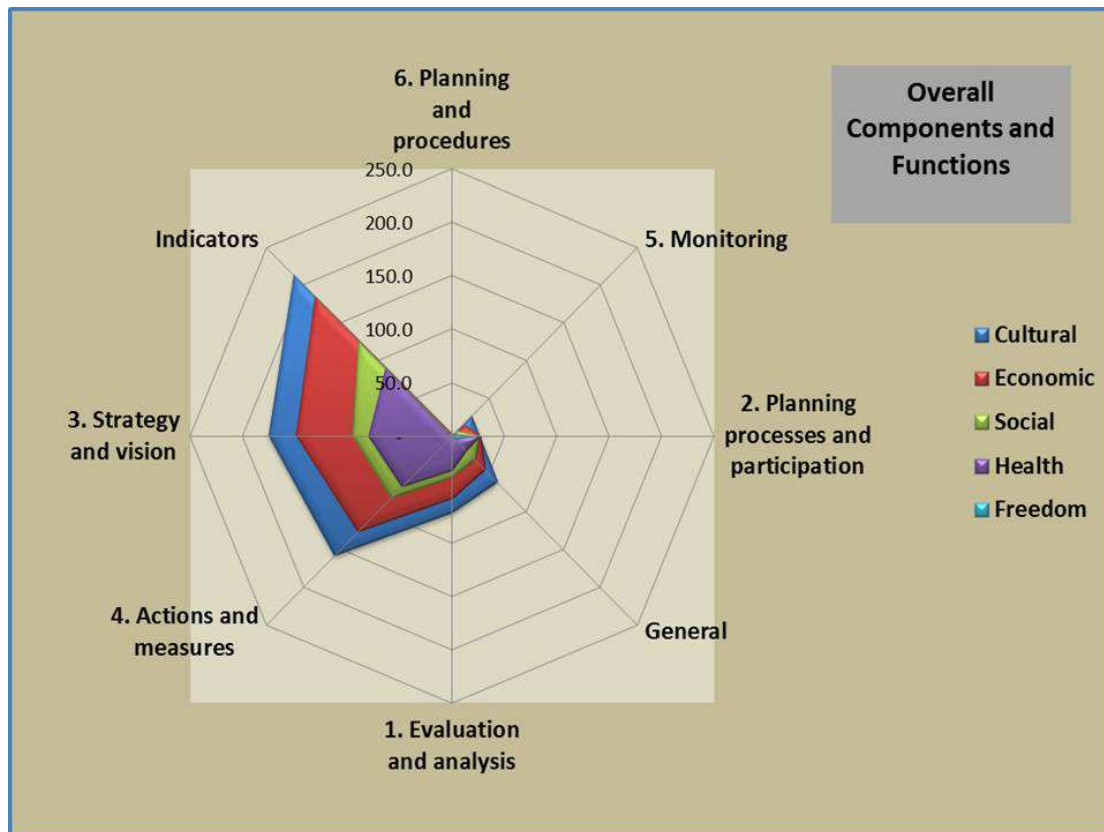


Figure 9 Overall distribution of components and functions

First of all it shows that both the relative and the comparative distribution have importance when interpreting the results. Especially the Monitoring and Planning and procedures components show how the distribution of several functions tends to become invisible when only looking at the comparative distribution.

Furthermore the graphs show that there are limitations to how many categories can be distinguished as separate entities when working with details in relation to both functions and components.

In relation to the latter observation it becomes however also quite obvious that single functions and components may become indicative for specific CAF characteristics, and that a task of importance may be to determine which indicators would be most useful in describing the variations between the cases.

This becomes even more obvious in the following analysis where the parameters are switched. While the above focus has been on the role of the different functions in explaining the variations in the components the next set of graphs are focusing on how much the different components contributes to explaining the differences in functional characteristics of the case regions.

4.2.1. Component characteristics

In order to get more information in relation to interpreting the dataset the components are dissected further by means of a series of graphs.

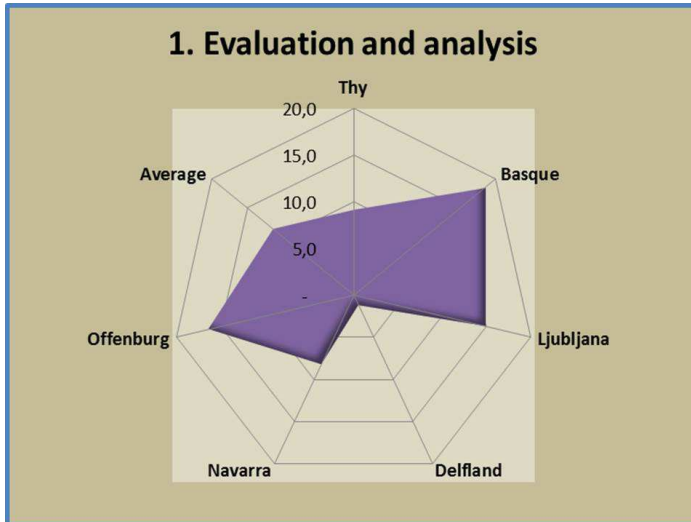


Figure 10 Component 1 Evaluation and Analysis per case study and average

Evaluation and analysis is particularly relevant in Basque Country and Offenburg being testimonial in Midden- Delfland. In the case of Basque Country the practice under evaluation has a strong weight on landscape characterization through the catalogue as an instrument of evaluation instrument.



Figure 11 Component 2 Planning process and participation per case study and average

Apart from Ljubljana UR, all cases present an even contribution to Planning process and participation close to the average being the strongest Thy NP practice.

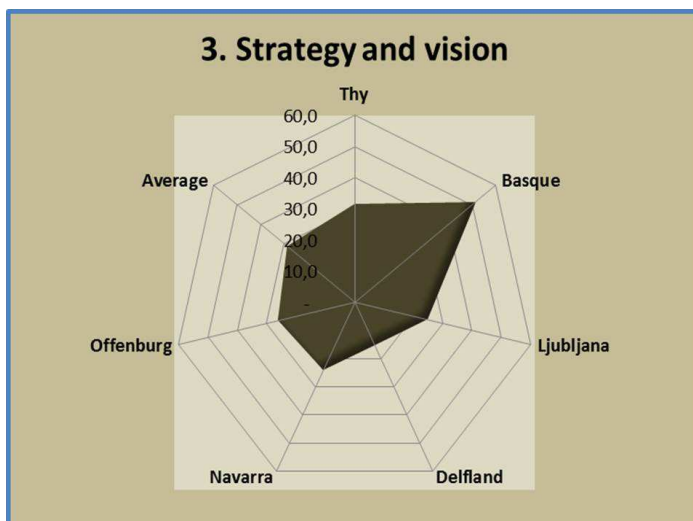


Figure 12 Component 3 Strategy and Vision per case study and average

Strategy and vision is particularly relevant in the Basque case study. It would be expected a more visible contribution from Midden-Delfland which appears quite discreetly in the graph. Even contribution from the rest of the cases analyzed.

4. Actions and measures

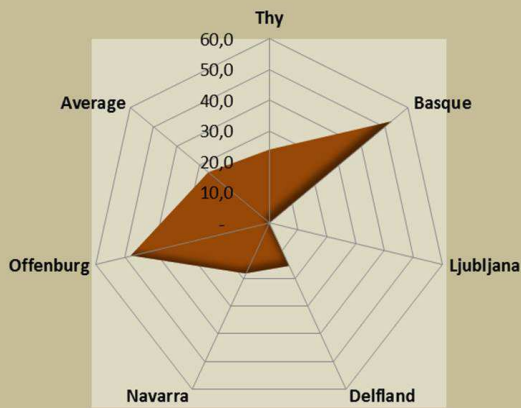


Figure 13 Component 4 Actions and measures per case study and average

Basque Country and Offenburg show the greater contribution to Actions and measures, followed by Navarra. It is important to bear in mind that Basque country has not implemented yet any of the actions d, whereas landscape actions and measures have been already included in Offenburg Land Use Plan. Ljubljana UR is again the major deviator.

5. Monitoring

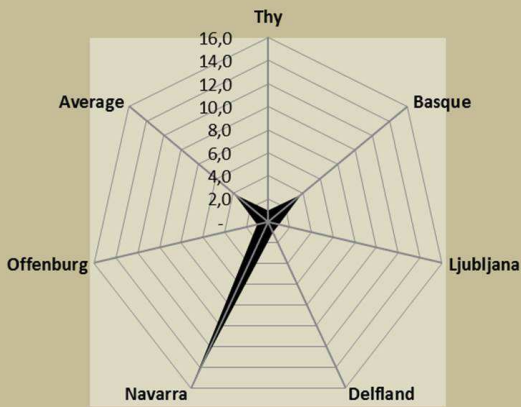


Figure 14 Component 5 Monitoring per case study and average

With regard to monitoring is clearly dominated by Navarra which is the only case study which has really developed an index for monitoring spatial planning and landscape. From the reading of this graph it is evident that Monitoring is a challenge and a component to be strength in all practices analyzed in the CAF.

6. Planning and procedures

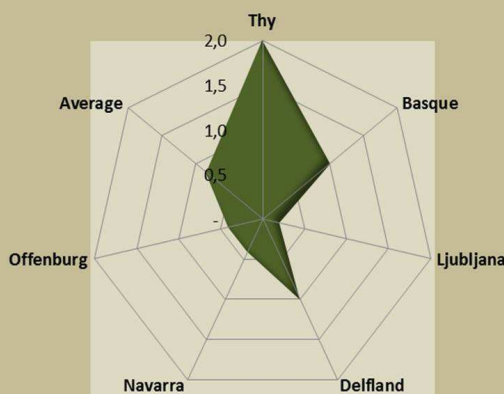


Figure 15 Component 6 Planning and procedures per case study and average

Thy NP clearly dominates this component followed by Midden-Delfland. Since both cases are Landscape Plans it would be also expected a greater contribution from Offenburg, being the other Landscape Plan evaluated.

4.2.2. Functional characteristics

In order to get more information in relation to interpreting the dataset the functions are dissected further by means of a series of graphs.

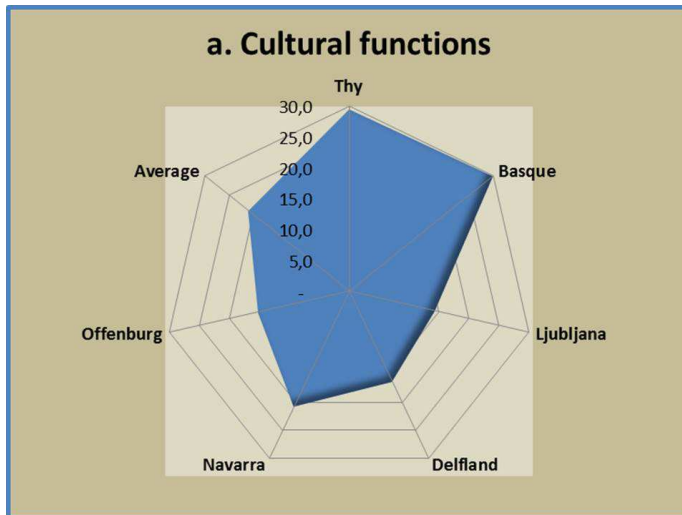


Figure 16 Cultural functions per case study and average

Although there is a quite uniform distribution, Thy and Basque Country show the greater contribution with regard to Cultural functions, followed closely by Navarra. In those cases the question of identity has been proved very relevant at the time of evaluate landscape and define planning and management objectives.

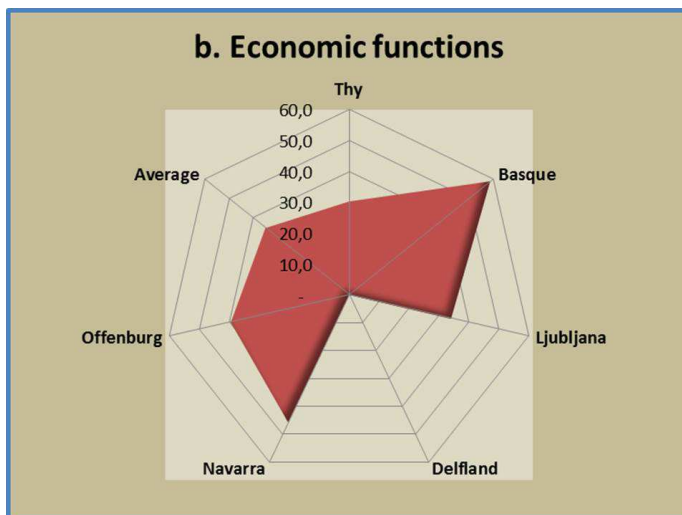


Figure 17 Economic functions per case study and average

Economic functions are irrelevant in Midden-Delfland, revealing a lack of information in this plan. Basque Country and Navarra show the major contribution to this function, revealing the consideration of multifunctional approach to landscape in the cases. As expected Offenburg also show a relevant contribution to economic function.

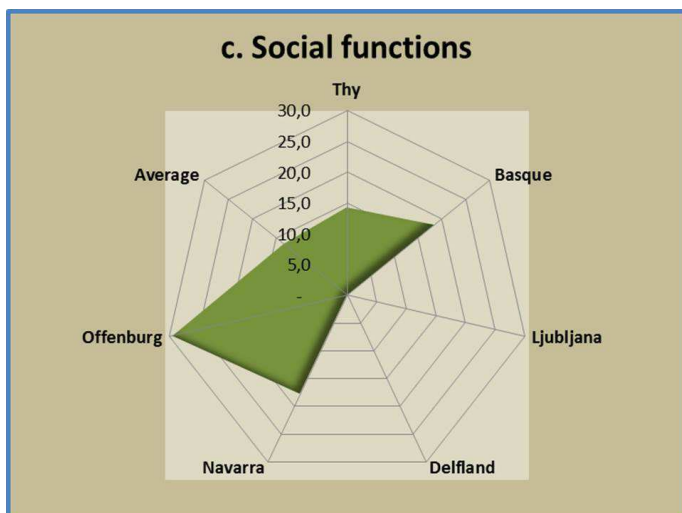


Figure 18 Social functions per case study and average

Social functions are dominant in Offenburg followed by Navarra and Basque Country. The lack of information from Thy, Ljubljana and Midden-Delfland are obvious in relation to the social functions.

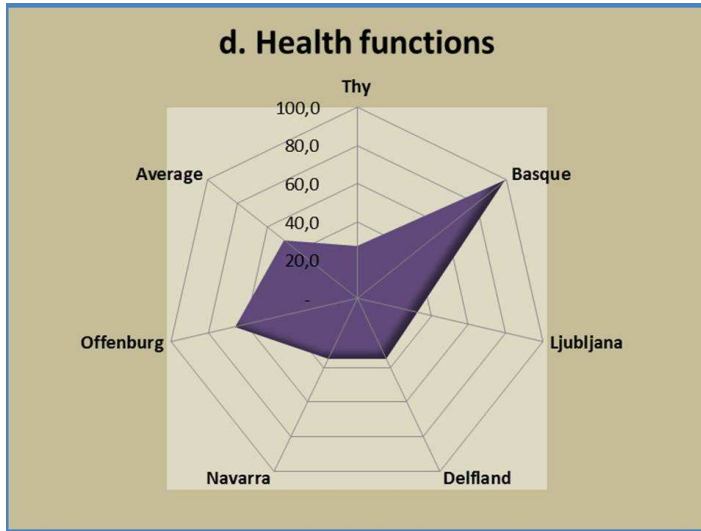


Figure 19 Health functions per case study and average

Health functions are shown for all case regions, but with marked difference in representation. Basque Country clearly dominates the contribution to Health functions followed by Offenburg.

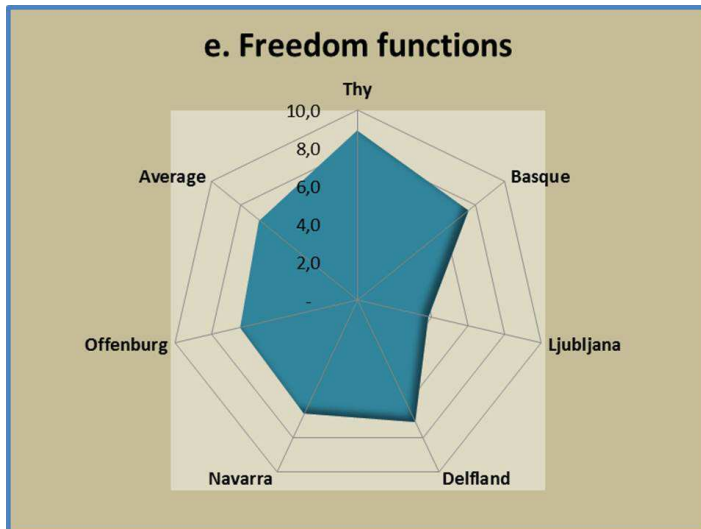


Figure 20 Freedom functions per case study and average

Freedom functions show a very regular pattern.

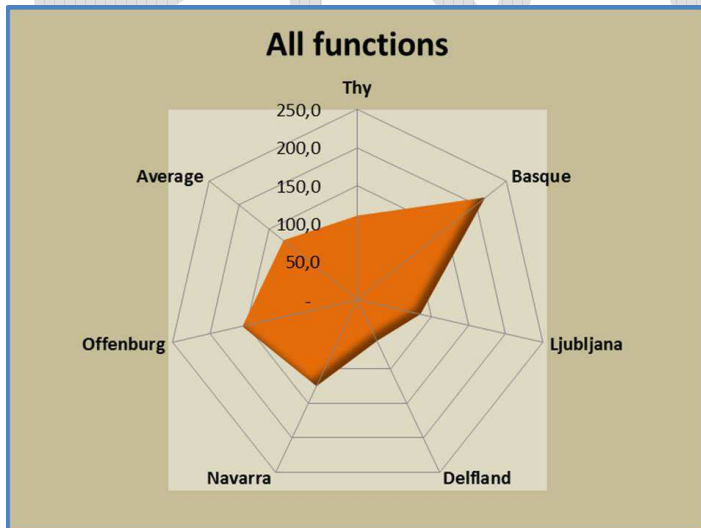


Figure 21 Overall distribution of the functions in case studies

Also here the question of the number of functions and categories represented in each of the case regions become important. Basque Country and Offenburg show the largest number of functions (5) while Delfland is down to the lowest number (3). In the distribution of functions the comparative division is clearly the most important because it show a very distinct difference in characteristics between Navarra, Offenburg, the

Basque country and to some extent also Thy on one side, each with around 15-20% of the total variation represented, while both Ljubljana and Delftland are down to around 10% representation. Extensive variations in representation become even more marked when looking into the different functions. Most marked shown by the cultural, health and social functions where Thy, Midden Delfland and the Basque Country show representations of around 25% each and thereby cover half of the variation, while the other case regions are down to 10% and below.

4.3. Analytical use of quantitative functional and component characteristics

There are a lot of information more or less hidden in the qualitative approach to the CAF which becomes more obvious when quantified, and in this connection the graphs enables the identifying and describing some important detail that might otherwise be overlooked.

The approach should, however, also be used carefully and not attempting to dig into detail that may not be substantiated in adequate numbers.

Among the graphs presented in the previous sections it is obviously the more overarching presentations that should be considered within an analytical framework. The graphs showing the distribution of components and functions are in this connection obvious choice.

4.4. Multivariate analyses

A way of finding trends and characteristics out of a complex set of quantitative data is to apply different types of multivariate approaches. Some principles have already been presented in the first chapters, so at this point of time the focus will be on the results.

4.4.1. Interpreting 3 dimensions

The starting point for this analysis is the normalized dataset, and on Figure 23 on next page the results have been color coded as this gives a good indication of the variation in the data. And structuring the data in individual matrices for each case region, each matrix with functions across and components top-down provide an immediate overview of communalities and differences between the datasets.

By adding the color-coding the datasets become 3-dimensional which further add to the possibility of overviewing the complexity and thereby starting interpreting the results.

The complexity of the dataset goes however way beyond three dimensions. Each field in the matrix constitutes a dimension, so with six components time five functions it generates a total of 30 dimensions.

4.4.2. Generalizing 30 dimensions

Two obvious approaches to apply in this complexity would be the Principal Component Analysis (PCA) and the Factor Analysis (FA). Both approaches are based on almost the same procedures of calculations, aiming at analyzing groups of correlated variables in order to reduce their complexity. Principal components analysis is used to find optimal ways of combining variables into a small number of subsets, while factor analysis are used to identify the structure underlying such variables and to estimate scores to measure latent factors themselves. In PCA the components are linear combinations that maximize the total variance while in FA the factors are linear combinations that maximize the shared portion of the variance.

In both the principal component analysis and the factor analysis the original 30 dimension dataset is converted into new datasets, still with 30 dimensions, but in the PCA organized so that the largest amount of variance is described in the first dimension, the second largest amount in the second dimension, etc. In the FI the goal is to ensure that that the factors explain the covariance or correlations among the variables. As the objective in this case is the former, i.e. try to collect as much as possible of the variance in the first principal component, second most in the second principal component etc. the focus in the following is on the principal components.

Components and Functions as raw data and normalized data

		Raw data				
		Functions				
Components	Thy	Cultural	Social	Economic	Health	Freedom
		General	8	0	7	5
	1. Eval.	9	0	13	31	0
	3. Strategy	32	0	32	32	2
	4. Actions	30	0	31	28	0
	5. Monitor	0	0	0	0	5
	Indicators	7	0	6	6	31
	Ljubljana					
	General	7	0	8	4	0
	1. Eval.	11	0	22	8	0
	3. Strategy	12	0	33	29	0
	4. Actions	0	0	0	0	0
	5. Monitor	0	0	0	0	1
	Indicators	4	0	10	12	13
	Delfland					
	General	6	0	0	8	0
	1. Eval.	6	0	0	15	0
	3. Strategy	0	0	0	80	0
	4. Actions	31	0	0	40	0
	5. Monitor	0	0	0	0	5
	Indicators	4	0	0	8	25
	Basque					
	General	10	2	10	5	0
	1. Eval.	17	5	16	8	0
	3. Strategy	23	10	43	0	0
	4. Actions	29	12	61	13	0
	5. Monitor	5	8	8	0	0
	Indicators	6	13	15	10	0
	Offenburg					
	General	7	10	6	6	0
	1. Eval.	6	10	18	23	0
	3. Strategy	11	12	17	39	0
	4. Actions	17	31	52	80	0
	5. Monitor	5	0	0	0	2
	Indicators	3	12	9	19	24
	Navarra					
	General	6	6	4	4	0
	1. Eval.	5	3	13	19	0
	3. Strategy	11	7	39	25	0
	4. Actions	14	15	28	12	0
	5. Monitor	18	16	33	17	0
	Indicators	5	10	10	13	25

		Normalized data				
		Functions				
Components	Thy	Cultural	Social	Economic	Health	Freedom
		General	1,7	-	1,4	1,0
	1. Eval.	2,4	-	3,2	8,6	-
	3. Strategy	8,9	-	8,8	9,1	0,4
	4. Actions	8,0	-	8,2	7,6	-
	5. Monitor	-	-	-	-	1,0
	Indicators	1,8	-	1,5	1,5	6,5
	Ljubljana					
	General	1,5	-	1,9	0,9	-
	1. Eval.	2,8	-	5,6	2,2	-
	3. Strategy	4,1	-	10,6	8,7	-
	4. Actions	-	-	-	-	-
	5. Monitor	-	-	-	-	0,2
	Indicators	1,0	-	3,0	3,0	2,7
	Delfland					
	General	1,3	-	-	1,7	-
	1. Eval.	1,2	-	-	3,8	-
	3. Strategy	-	-	-	13,3	-
	4. Actions	7,7	-	-	8,0	-
	5. Monitor	-	-	-	-	1,0
	Indicators	1,0	-	-	2,0	5,3
	Basque					
	General	2,2	1,2	2,4	1,1	-
	1. Eval.	4,0	1,3	4,4	2,5	-
	3. Strategy	6,5	3,2	13,3	-	-
	4. Actions	7,8	3,1	16,3	3,5	-
	5. Monitor	1,0	1,6	1,6	-	-
	Indicators	1,5	2,8	4,3	2,5	-
	Offenburg					
	General	1,5	3,4	1,5	1,3	-
	1. Eval.	1,5	2,6	4,5	6,2	-
	3. Strategy	3,3	4,0	5,5	11,5	-
	4. Actions	4,1	8,1	13,0	21,2	-
	5. Monitor	1,0	-	-	-	0,4
	Indicators	0,8	2,7	2,5	5,0	5,0
	Navarra					
	General	1,3	2,6	1,2	1,0	-
	1. Eval.	1,6	0,6	3,5	5,3	-
	3. Strategy	3,2	1,4	11,5	6,6	-
	4. Actions	3,7	3,0	7,8	3,4	-
	5. Monitor	3,6	3,2	6,6	3,4	-
	Indicators	1,3	2,2	2,5	3,3	5,2

Figure 23: The raw and normalized data structured as a set of matrices, one for each case region with functions across and components top-down. The matrices have been color-coded according to values, from green=0 over yellow to red colour used for the high values.

The critical issue in this context is what is shown in the PCA table Figure 22 in the row called Eigenvalue (four rows from the bottom). The row identifies how much of the variance is to be found in the first Principal Component (PRIN1), how much in the second, the third etc. In this case only the first five components/factors have been shown, but it becomes obvious why only maintaining these five columns. In the second lowest row in the PCA results the row Proportion show how large a percentage of the total variance is included in each of the Principal components, and in the row below the Cumulative sum of proportions are shown. And it show that all variance in the dataset is described in the first five components, with 37.12% by the first component, 24.7% in the second component etc. So by means of the two first components a total of 61.82% of all variance has been described and by component number 5 a total of 100% has been explained

By squaring the number in the PCA column it is shown how much each variable contributes to the total result. So by selecting a combination of the highest positive and lowest negative values it is possible to generate a result where selection of variables are able to describe a relatively high proportion of the total variance in the material.

Results of Principal Component and Factor analysis

Principal component analysis

First five Principal Component's						
	PRIN1	PRIN2	PRIN3	PRIN4	PRIN5	Dominant elements
_CultGen	0,18	- 0,21	0,24	0,02	- 0,21	
_SocGen	0,18	0,30	0,00	0,14	0,06	General Social
_EcoGen	0,27	- 0,15	0,11	- 0,07	0,15	General Economy
_HealGen	- 0,19	0,19	0,12	- 0,05	- 0,36	General Health
_FreGen	-	-	-	-	-	
_Cult1_e	0,19	- 0,28	0,11	- 0,11	- 0,10	
_Soc1_e	0,18	0,25	0,24	0,04	- 0,00	
_Eco1_e	0,24	- 0,06	0,05	- 0,12	0,39	1. Evaluation Economy
_Heal1_e	- 0,08	0,04	0,10	0,46	0,25	
_Fre1_e	-	-	-	-	-	
_Cult3_s	0,12	- 0,26	0,15	0,24	0,18	
_Soc3_s	0,23	0,20	0,21	0,04	- 0,12	3. Strategy Social
_Eco3_s	0,26	- 0,18	- 0,11	0,04	0,12	3. Strategy Economy
_Heal3_s	- 0,27	0,18	0,03	- 0,04	0,14	3. Strategy Health
_Fre3_s	- 0,10	- 0,21	0,12	0,35	0,21	
_Cult4_s	- 0,07	- 0,08	0,17	0,29	0,45	
_Soc4_s	0,17	0,29	0,17	0,07	0,05	
_Eco4_s	0,24	0,04	0,21	0,23	- 0,14	4. Action Economy
_Heal4_s	- 0,03	0,28	0,30	0,14	0,08	
_Fre4_s	-	-	-	-	-	
_Cult5_m	0,17	0,16	- 0,31	0,19	- 0,05	
_Soc5_m	0,18	0,04	- 0,33	0,16	- 0,19	
_Eco5_m	0,14	0,08	- 0,38	0,18	- 0,09	
_Heal5_m	0,09	0,11	- 0,40	0,19	0,01	
_Fre5_m	- 0,28	- 0,04	0,16	0,15	- 0,01	5. Monitoring Freedom
_CultIndi	0,04	- 0,29	- 0,02	0,34	- 0,08	Indicator Cultural
_SocIndi	0,26	0,18	0,06	0,09	- 0,17	Indicator Social
_EcoIndi	0,30	- 0,08	0,04	- 0,10	0,04	Indicator Economy
_HealIndi	0,14	0,31	0,07	- 0,10	0,22	Indicator Health
_FreIndi	- 0,21	0,12	- 0,06	0,30	0,25	Indicator Freedom
Eigenvalue	10,02357	6,667677	4,428279	3,607255	2,27322	
Difference	3,355893	2,239397	0,821025	1,334034	2,27322	
Proportion	0,3712	0,247	0,164	0,1336	0,0842	
Cum ulative	0,3712	0,6182	0,7822	0,9158	1	

Factor analysis

Variance Explained by the first five factors generated by a Factor Analysis						
	Factor1	Factor2	Factor3	Factor4	Factor5	
	10,02	6,67	4,43	3,61	2,27	
Factor Pattern						
	Factor1	Factor2	Factor3	Factor4	Factor5	Dominant elements
_CultGen	0,58	- 0,55	0,50	0,04	- 0,32	
_SocGen	0,57	0,78	0,01	0,26	0,09	General Social
_EcoGen	0,85	- 0,39	0,24	- 0,13	0,23	General Economy
_HealGen	- 0,59	0,49	0,24	- 0,10	- 0,58	General Health
_FreGen	-	-	-	-	-	
_Cult1_e	0,61	- 0,71	0,23	- 0,21	- 0,16	
_Soc1_e	0,57	0,64	0,51	0,07	- 0,01	
_Eco1_e	0,75	- 0,16	0,11	- 0,23	0,58	1. Evaluation Economy
_Heal1_e	- 0,24	0,10	0,21	0,87	0,37	
_Fre1_e	-	-	-	-	-	
_Cult3_s	0,38	- 0,68	0,32	0,47	0,27	
_Soc3_s	0,71	0,51	0,44	0,07	- 0,18	3. Strategy Social
_Eco3_s	0,83	- 0,47	- 0,24	0,08	0,18	3. Strategy Economy
_Heal3_s	0,86	0,45	0,06	- 0,07	0,22	3. Strategy Health
_Fre3_s	- 0,31	- 0,54	0,25	0,67	0,32	
_Cult4_s	- 0,23	- 0,20	0,36	0,56	- 0,68	
_Soc4_s	0,54	0,74	0,36	0,14	0,07	
_Eco4_s	0,75	0,10	0,44	0,44	- 0,22	4. Action Economy
_Heal4_s	- 0,09	0,71	0,63	0,27	0,12	
_Fre4_s	-	-	-	-	-	
_Cult5_m	0,52	0,41	- 0,65	0,36	- 0,08	
_Soc5_m	0,57	0,10	- 0,70	0,30	- 0,29	
_Eco5_m	0,43	0,20	- 0,80	0,35	- 0,14	
_Heal5_m	0,27	0,28	0,85	0,36	0,02	
_Fre5_m	0,80	- 0,10	0,34	0,28	- 0,01	5. Monitoring Freedom
_CultIndi	0,13	- 0,74	- 0,04	0,64	- 0,13	Indicator Cultural
_SocIndi	0,82	0,47	0,12	0,17	- 0,26	Indicator Social
_EcoIndi	0,96	- 0,21	0,08	- 0,20	0,06	Indicator Economy
_HealIndi	0,45	0,79	0,14	- 0,19	0,34	Indicator Health
_FreIndi	- 0,65	0,31	- 0,13	0,56	0,38	Indicator Freedom

Figure 24 Eigenvalue The row identifies how much of the variance is to be found in the first Principal Component (PRIN1), how much in the second, the third etc

The selected variables have been marked with differing colors, and a combination of the highest values from PCA1 and those values from PCA2 with contributions surpassing any contributions from PCA1 a selection of variables describing a third or more of the variance in the material has been identified. And going across the five components those selected turns out to describe more than 50% of the variance.

4.4.3. Dominant functions and components

The selected variables have been color coded in the left hand side of the tables, but furthermore shown in fuller names on the right hand side. And as shown a total of 14 variables which is less than half of them have been identified as major contributors to the data analysis emphasized with blue colors for those selected from Component1 / Factor1 and with beige those selected from Component2 / Factor2.

Figure 25 on next page show the normalized dataset organized in matrix form, but now with all variables determined as major contributors to the data analysis emphasized with blue colors for those selected from Component1 / Factor1 and with beige those selected from Component2 / Factor2.

Statistically these 14 variables are those which are explaining more than half of the variance and thereby determining most of the similarities and variations in the results of the conversion of the qualitative CAF information into the quantitative CAF dataset.

What is important to remember when interpreting the results, however, is the fact that correlation between some components may be shadowing over lower level of correlation between other components. It may be seen odd that the cultural functions even well represented throughout all case regions connections between for instance health and economic characteristics may be very dominant.

Furthermore it is interesting to see how indicators are playing an important role in the results. Out of the total 14 variables five are related to Indicator components and another five are related to Economic functions. Component 3 Strategy is represented through three variables. Figure 25 thereby provide a suggestion of which functions and components are important to look further into in order to get a helpful analysis of the qualitative characteristics of the CAF.

Marking of dominant components

Normalized data					
Elements dominating first/second axis/component in multivariat analysis					
Thy	Cultural	Social	Economic	Health	Freedom
General	1,7	-	1,4	1,0	-
1. Eval.	2,4	-	3,2	8,6	-
3. Strategy	8,9	-	8,8	9,1	0,4
4. Actions	8,0	-	8,2	7,6	-
5. Monitor	-	-	-	-	1,0
Indicators	1,8	-	1,5	1,5	6,5
Ljubljana	Cultural	Social	Economic	Health	Freedom
General	1,5	-	1,9	0,9	-
1. Eval.	2,8	-	5,6	2,2	-
3. Strategy	4,1	-	10,6	8,7	-
4. Actions	-	-	-	-	-
5. Monitor	-	-	-	-	0,2
Indicators	1,0	-	3,0	3,0	2,7
Delftland	Cultural	Social	Economic	Health	Freedom
General	1,3	-	-	1,7	-
1. Eval.	1,2	-	-	3,8	-
3. Strategy	-	-	-	15,3	-
4. Actions	7,7	-	-	8,0	-
5. Monitor	-	-	-	-	1,0
Indicators	1,0	-	-	2,0	5,3
Basque	Cultural	Social	Economic	Health	Freedom
General	2,2	1,2	2,4	1,1	-
1. Eval.	4,0	1,3	4,4	2,5	-
3. Strategy	6,5	3,2	13,3	-	-
4. Actions	7,8	3,1	16,3	3,5	-
5. Monitor	1,0	1,6	1,6	-	-
Indicators	1,5	2,8	4,3	2,5	-
Offenburg	Cultural	Social	Economic	Health	Freedom
General	1,5	3,4	1,5	1,3	-
1. Eval.	1,5	2,6	4,5	6,2	-
3. Strategy	3,3	4,0	5,5	11,5	-
4. Actions	4,1	8,1	13,0	21,2	-
5. Monitor	1,0	-	-	-	0,4
Indicators	0,8	2,7	2,5	5,0	5,0
Navarra	Cultural	Social	Economic	Health	Freedom
General	1,3	2,6	1,2	1,0	-
1. Eval.	1,6	0,6	3,5	5,3	-
3. Strategy	3,2	1,4	11,5	6,6	-
4. Actions	3,7	3,0	7,8	3,4	-
5. Monitor	3,6	3,2	6,6	3,4	-
Indicators	1,3	2,2	2,5	3,3	5,2

Figure 25: Dominant component determined through the multivariate analyses connected to the Principal Components and the Factors

4.4.4. Similarities and differences between cases

The final part of the quantitative analysis is related to the question of similarities and differences between the six cases in their responses to the CAF questionnaire.

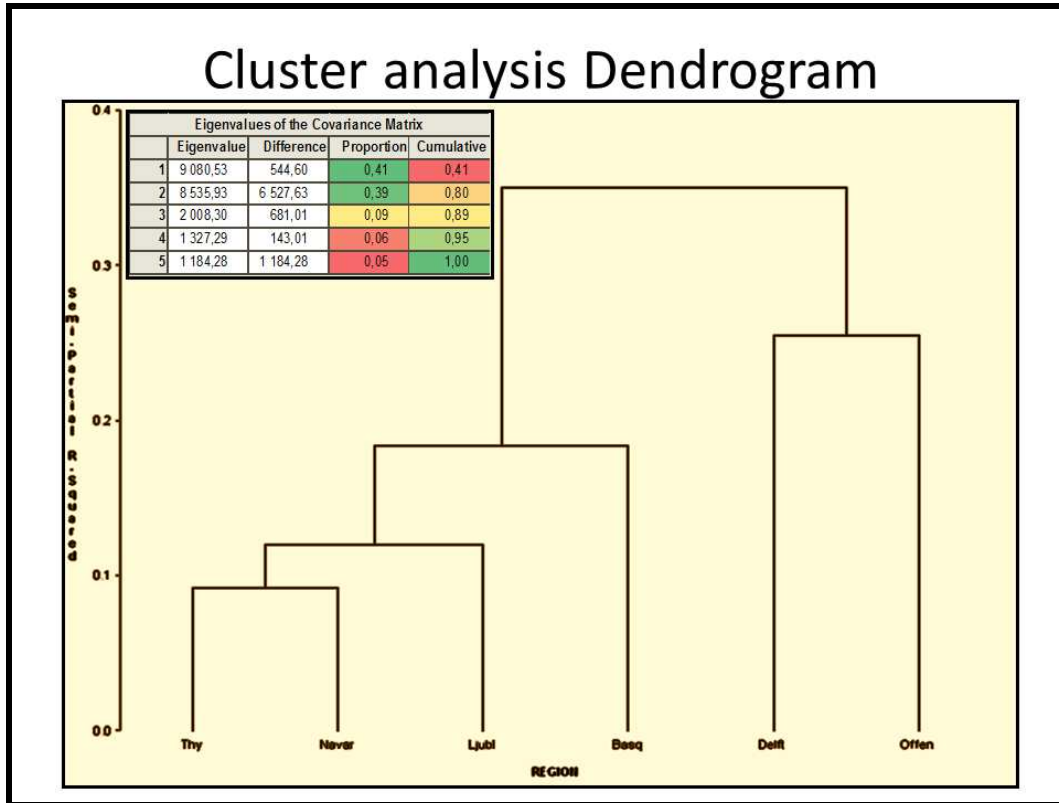


Figure 26: Cluster analysis dendrogram showing the level of similarity between the cases in relation to responses to the CAF.

The comparison has been conducted by means of a cluster analysis, an analysis where the distances between the cases are determined in the multi-dimensional space determined by the variables included in the CAF analysis. In Figure 26 the result of the clustering is shown graphically by means of a dendrogram as well as through the calculation of the changes in eigenvalues when the clustering procedure moves forward.

Method wise the software starts with the six cases searching for the two cases looking most alike and combining these data as a first cluster, and continues to look for similarities, now based on the remaining four and the cluster. Each time clusters are generated the change in Eigenvalue is registered, and the process continues until the final situation where all six cases are considered being one cluster.

As shown by the dendrogram the first cases combined are Thy NP and Navarra. Then Ljubljana UR is added, and in the next step the Basque Country. In the second to the last step Midden- Delftland and Offenburg are combined, and then all cases are finally combined.

The distance shown graphically illustrates the level of “look-alike”ness. For instance the distance between the cluster established through combining Thy and Navarra and the following inclusion of Ljubljana in the cluster is very short, while the distance to include the Basque region is somewhat larger.

A quick overlooking of the result show that while Offenburg and Midden-Delftland are singled out as a distinct group, the other case regions are stepwise merged into a cluster, with Thy NP and Navarra showing most resemblance and then including Ljubljana and later on the Basque Country before merged with the Offenburg-Midden- Delftland group.

4.4.5. Basis for similarity

Interesting in this connection is how this clustering compare to the general clustering conducted in relation to the major socio-economic and environmental conditions discussed in chapter 4.1 in relation to the socio-economic and environmental framework – basically by asking to what extend the regional similarities and differences shown through the CAF with its emphasis on practices in relation to landscape planning can be ascribed to differences and similarities in the general characteristics of the socio-economic and environmental framework.

There are obvious similarities but also differences when comparing Figure 26 with Figure 5. In relation to many components used in the general clustering the Dutch and the German regions and cases often end up in the same clusters, just as the two cases from Spain ends up in the same clusters. And obviously because the two sets of clusters are characterised by a lot of similarities in relation to socio-economic and landscape planning experiences and practices.

The two “odd regions out” are obviously Thy NP and Ljubljana UR. These regions end up in different combinations in Figure 5, Thy mostly in combination with Germany and The Netherlands due to some of the same reasons as the Dutch and the German cases are clustered together, namely a number of similarities in relation both socio-economic and landscape planning experiences and practices. With references back to Figure 5 Ljubljana UR is mostly singled out when more than 2 clusters are generated. This does not, however, explain its position in the case study clustering procedure.

Chapter 7 of the Scientific Report is fully devoted to the analysis undertaken in the CAF matrix.

5. Integrated interpretation of qualitative and quantitative analysis

5.1. Success of landscape approaches, planning practices and planning measures

In order to indicate which approaches, practices and actions are perceived as desirable for the integration of landscape into spatial planning, we started by identifying those factors that lead to success.

- **Mature spatial planning system and well developed planning systems allows better integration of landscape concept and approaches**

This means that such integration could be materialized in form of particular instruments for landscape planning and management as is the case in Midden-Delftland, Offenburg and Thy NP or by means of the integration of landscape objectives, guidelines, actions and measures within existing spatial planning and/or land use planning instruments.

In the Basque Country the catalogues characterize the landscape units with a multi-scales and multi-sectoral approach. The characterization is per se trans-disciplinar. The objectives defined, also go beyond, on one hand the local scale, on the other a unique activity. This is

only possible when different perspectives from administrations at different levels, general public (citizens) and other stakeholders (private sectors, NGOs, etc.) are considered.

In Navarra the intervention is framed in the regional environmental legislation over Natural Spaces of Navarre, which is only capable to intervene with regard to construction investments when ecosystem management is involved. An example of such maturity is exemplified by the change of the local policy in environmental management of a communal mount in Orgi in order to destine it to public use, conservation of nature, and environmental education for the whole of society.

In Offenburg the policy filed of nature and landscape has own instruments but main regulative power to implement the landscape plan lies within the comprehensive Land Use Plan. Landscape and Land Use Plan have been developed in parallel. In Midden- Delfland top-down encourage from National interest in protection of green spaces

➤ **Strong and comprehensive methodology for landscape evaluation within the landscape practices as a precondition of success**

Proficiency landscape and spatial planning expert group in charge of the elaboration of the practices, together with quality supporting material and cartography

Robust and comprehensive approach to landscape guarantees rational prioritization of actions and measures.

In the elaboration of the catalogue in the Basque Country is worth mentioning the definition of tangible objectives for each of the landscape units. Each objective is identified considering public perception and interests and it will be later translated into specific actions and in terms incorporated: a) as guidelines in the spatial comprehensive plans b) special actions – interventions in areas of special interest.

The model of Orgi in Navarra is an example of sustainable management, of analysis, and environmental protection that may be extrapolated to other zones of interest.

In Offenburg a natural science based approach is used in landscape characterization and evaluation towards planning and management. Very relevant is the inclusion of cultural aspects and identity.

In Midden-Delfland making of a local landscape plan for a small area- surface 6.500 ha (65 km²)

- Midden-Delfland is not an agricultural community, as an island surrounded by high density cities, but the inhabitants are integrated in the urban network, in a physical, social and mental way.
- The landscape is not static, but dynamic. There are always developments. The question is not how to stop them, but how can we use them in our mutual benefit.

Ljubljana Urban Region has its diverse landscape character as a key element for success but also a challenge in spatial planning terms.

➤ **Early participation and consultation**

In Midden-Delfland strong participatory process lead by external bureau- *Bosch Slabers* constitutes a corner stone in the landscape plan process

In Thy NP the process of establishment includes 400 participants in the first meeting. The process was loosely steered by the steering group, and the stakeholders were divided into four thematic groups: Natural values, Cultural values, Business and Recreation. Extent/border of national park was agreed upon by the citizens (nature group and business group). One precondition was that there can't be implemented new restrictions on the agricultural land.

Very important in the case of the catalogues in the Basque Country the consideration of objective component of landscape- expression of territorial system alongside the subjective component- Perception

In Navarra Implication of a local public entity in the management of a protected space shared by the Regional Government and other public institutions; town council of the valley, Cederna-Garalur Association...etc.

➤ **Cooperation and coordination – governance**

In Midden-Delfland the collaboration between different municipalities in the design of the plan later materialized in the cooperation for its execution, is patent.

In Offenburg the collaboration between different municipalities in administrative cooperation, which form a functional coherent area of spatial planning, represent a big factor for success.

Navarra experience was selected in the Best Practices Competition (Dubai in 2006), and listed as GOOD. http://www.unhabitat.org/bp/bp.list.details.aspx?bp_id=1744 The Orgi oak forest is an example of Natural Recreation Zone, included in a bigger Protected Landscape Area under protection by Regional Law 9/1996 on Natural Reserves of Navarre, which shows actions on Landscape protection and management where a protected area and an economic activity coexist. <http://www.bosque-orgi.com/>

➤ **Financing**

Finances are always short and getting funding is considered one of the big contains in the implementation of actions. However is also true that for spatial developments and for nature management local administrations are dependent on higher governments and private investors.

In Midden Delfland support of national government is crucial in the implementation of activities.

In the case of Orgi ARN in Navarra, management and maintenance, is almost 100% funded through an agreement signed between the Government of Navarre and Lizaso Council (Local Authority equivalent to NUT6). These activities are performed by a local company (five employees) contracted by public tender until 2017. Other activities and investments are often financed by sponsorships or European initiatives or financial institutions. These projects may be new construction projects, environmental volunteering, case studies, etc. In this way were funded, for example, path for blind persons for some campaigns with students from universities of Navarre. Among these entities are Cederna-Garalur Association for Rural Development (LEADER manager), the Regional Tourist Consortium Plazaola, IMSERSO ONCE Foundation, ONCE-Navarra (Spanish National Blind Organization), Caja Navarra Foundation.

➤ **Multi-scale and multi-sectoral approach to landscape**

In Midden-delfland an intensive multi stakeholder approach represents an effective way to create a common vision. But that takes time, patience and effort, qualified people and a design process of zoom-in and zoom-out. The design principals are working very well in the daily practice of the officials, especially related to private developers.

One of the most interesting things about national parks in Denmark is that it is neither a top-down or bottom-up process: the Ministry prepared the legal framework (the Act on NP) that made it possible for the local level to take the initiative to establishing the NP – which ultimately had to be approved by the Minister and thus you can argue that the NPP was mandated to finalize this process. However there was no requirement from the Ministry that a NP should be set up at all. They have, however, since received their own budget for running the NP (i.e. the Ministry obviously supports the establishment of NPs in Denmark).

NPP is a working/activity plan – which is to be carried out by cooperation (on a voluntary basis) with the municipal, the national (environmental) authorities, and other public and private actors.

Which factors have been recognized as failures or constraints by the stakeholders themselves?

➤ **Landscape concept**

- Still biased consideration of landscape in spatial planning mostly from the point of view of conservation and aligned with sector policy (protection of rivers, coastline management, renewal energy, agro-forest). This is still the case in Navarra, Basque country and LUR. The Landscape practices in Navarra and Basque Country case studies are now overcoming such constraint.
- RDA in Ljubljana UR recognizes its landscape as underused development opportunity. Further efforts must be done to promote this potential. The strength of its identity should be further activated.
- In THY NP It is stated in the law that the minister can only establish a national park if there has been a public survey of the interest for the park. When the local hear the word 'national park' they are skeptic because they think 'preservation'. So one first step was making them think differently about the concept of a national park.

➤ **Administrative and institutional constrains**

- Political rhythms, changes in parliament composition and resources, might delay the process
- In Navarra and Basque Country administrative complexity and division of competencies at different levels unable the implementation of a comprehensive approach to landscape
- Complexity of political networks and the length of the decision making process in Midden Delfland alongside decentralization process

➤ **Participation and consultation**

- Participation time consuming and expensive process
- Participatory culture seems to be underdeveloped still in Slovenia

- Limited public involvement in the early stages of planning, rather late public participation in the decision making
- Price of high level of participation; time consuming; maybe not all groups are represented; how much should the process be steered?
- Full participation process is needed when you're making the plan and thus need the input.
- Balancing nature protection and the wishes of different visitors.
- Regarding the **type of governmental instruments** in MD (Regulations, finances, cooperation, communication) a municipality has a weak position regarding finances. For spatial developments and for agrarian nature management the municipality is dependent on higher governments and private investors.
- **Implementation:** It is a challenge in all case studies.

A wider integrated interpretation of the quantitative and qualitative analysis is described in Chapters 8 and 9 of the Scientific Report

6. Key messages for policy development

A comprehensive dissertation on key messages for policy development resulting for the research undertaken in the LIVELAND project is included in Chapter 10 of the Scientific Report.

6.1. General messages

EVALUATION AND ANALYSIS

Concentrate in local intrinsic features: key topics, conflicts, problems and also potentials. The identification, description and assessment of landscapes constitute the preliminary phase of any landscape policy. This involves an analysis of morphological, archaeological, historical, cultural and natural characteristics and their interrelations, as well as an analysis of changes. The perception of landscape by the public should also be analysed from the viewpoint of both its historical development and its recent significance. This is particularly important for local administrative levels but also relevant at supra-local ones

“Multifunctionality of landscapes” it reflects richness but also certain complexity that has to be considered:

- Prioritization of landscape functions: since multifunctionality is not always compatible with natural values protection/conservation
- Prioritization of land uses aiming at avoiding conflicts

Expertise of the team developing the landscape plan or practice matters

Measurable goals and targets for evaluation of landscape and landscape “quality”

Investments in relevant data are important not only quality but relevance of the information is crucial particularly downscaling (at local level) still needed.

- Should be use documentation, knowledge and resources to start the political landscape design without creating uniform standards and procedures in all EU administrations: observatories, catalogues, surveys, etc.

Data management: Use of decision support systems through GIS data management and visualization. Information exchange, the circulation of theoretical, methodological and empirical ideas between landscape specialists and learning from these experiences are of fundamental importance in ensuring the social and territorial relevance of the European Landscape Convention and in achieving its objectives.

PLANNING PROCESS AND PARTICIPATION

Public participation and consultation at the early stages of decision making is required for successful planning and acceptance of measures although as shown by the experiences in THY NP and Midden-Delfland This promotes ownership of plan and encourage peoples feeling of “togetherness” / helping to make a plan. However, “relevant public participation process is needed, considering:

- Avoiding false expectation to participants
- Sensitive management of the participatory processes
- Time consuming and expensive consuming great amount of resources

All action taken to define, implement and monitor landscape policies should be preceded and accompanied by procedures for participation by members of the public and other relevant stakeholders, with the aim of enabling them to play an active role in formulating, implementing and monitoring landscape quality objectives.

"Landscape" makes more understandable (is "read" and "understood" better) the planning discipline, in its political dimension but also scientific- technical and administrative.

Awareness rising and sensibilization: to society in general and also within the administration. Active public involvement means that specialised knowledge should be accessible to all, that is, it should be easily available, structured and presented in a way understandable even by non-specialists.

Better coordination of formal/ institutional and social participation for improved and shared ownership

STRATEGY AND VISION

Vision on liveable landscapes: the ELC recognizes 3 elements that should be balanced: protection, development and management. Each administrative level (national, regional and local) should draw up specific and/or sectoral landscape strategies within the limits of its competences. The various strategies should be linked by landscape quality objectives.

Territorial Potential: Include identity from specific types of land use: landscape character

Improve relation and connection between city and country side:

- The urban-rural relationship is an issue of extraordinary importance for a territorial strategy towards cohesion too.
- Particularly relevant in peri-urban areas
- Identify potential for regeneration of deprived areas

Perception on people and social vision in the configuration of the strategy and vision is remarkably important.

Strengthen a multi-scale approach but also multi-sectoral approach in the configuration of the strategy and vision- The landscape does not respond to administrative boundaries. It is possible contributing to manage effectively natural resources and facilitating collaboration among local entities that could help reform local map.

ACTIONS AND MEASURES (IMPLEMENTATION)

Cooperation between Land Use Planning and Spatial Planning for responsible land use management

Take the ELC implementation options as a reference

Every planning action or project should comply with landscape quality objectives. It should in particular improve landscape quality, or at least not bring about a decline. The effects of projects, whatever their scale, on landscape should therefore be evaluated and rules and instruments corresponding to those effects defined. Each planning action or project should not only match, but also be appropriate to the features of the places.

Flexibility of the instruments: multi-scale and multi-sectoral cooperation is essential for implementation of actions and measures

Specific options towards “informal” implementation of actions and measures

- Land stewardship
- Territorial contracts,
- Offsets and compensation

Financial support makes a difference: both in developing the plans but most important in the implementation of the actions designed in the plans Therefore prioritization of actions is remarkably important. -

- The consideration of the landscape as a "public space" should not limit the ability of governments to finance their maintenance, especially in the case of unique landmarks with large crowds.

Export tools from urban management to spatial planning and management

PLANNING PROCEDURES AND DECISIONS

Landscape should as far as possible be integrated in present spatial planning instruments in order to avoid burdens and barriers in the planning system. - Incorporating landscape criteria could facilitate coordination among the relevant sectoral policies and spatial planning

- Landscape should be fully taken into account via appropriate procedures allowing systematic inclusion of the landscape dimension in all policies that influence the quality of a territory. Integration concerns both the various administrative bodies and departments on the same level (horizontal integration) and the various administrative bodies belonging to different levels (vertical integration).

Combination of top-down and bottom-up approaches as the most successful option towards multi-scale approach to landscape

Better coordination of timeframes:

- This could be remarkably important, considering political cycles and duration of mandates
- Avoid additional administrative burdens in the planning systems

Existing instruments are flexible enough to be able to include landscape perspective without necessarily involved a lot of extra procedures and administrative requirements-time and resources consuming

Boosting coordination among administrations:

- **Informal practices:**
 - Collaboration between different municipalities in administrative cooperation, conforming a functional coherent area of spatial planning present in Midden-Delfland as well as Offenburg case studies
 - Landscape Plans could become the basis for the Strategic Environmental Assessment of the planning instruments (at regional and/or local scale, (as well as for the EIA for project)
- **Formal Commissions:**
 - Navarra has particular spaces such the brand new Landscape Commission: Set the appropriate methodology for the implementation of the landscape in Navarra in line with the CEP (European Landscape Convention)
 - In the Basque Country the COPV Committee of Spatial Planning is perceived as a key instrument for the coordination between different administrations in the area of spatial planning (including coast) and urbanism) in the Basque Country.

MONITORING

In monitoring landscapes, indicators should combine "regional spatial characterization" and other "landscape practices" to compare strategic aspects, features and quality of the landscape (may be subject to LIVELAND II)

Monitoring of any plan or project is absolutely necessary not only to assess the scope achieved during its implementation but to monitor the effect of certain actions on the territory, identify potential deviation and anticipate undesirable consequences and react consequently.

So monitoring indicators should be able to measure:

- The practice itself (policy, plan or program)
- The achievements and actions implemented

The follow up of landscape policies needs two types of indicators for different scales: regional and landscape practice. LIVELAND has already focused in the regional scale.

- Landscape and its situation can be considered as a mirror where the application of European policies and strategies ("top-down" and "bottom-up") can be seen. That is the reason why indicators must be proposed for both views.
- During LIVELAND the methodology and experience enough have been acquired by the partners in order to establish in the near future a set of indicators useful for both landscape views "top-down" and "bottom-up".
- The set of proposed indicators must be homogeneous for the whole Europe, both in the form of measurement as in the interpretation of results.

6.2. Specific conclusions and recommendations in each of the case studies

OFFENBURG

Introduction

The outcomes of Benchmarking through the Common Analytical Framework (CAF) are generally perceived as being helpful to figure out recommendations for the policy on the local level. Especially we are happy to see a comparable good performance of the Offenburg landscape plan. Nevertheless there is a variety of opportunities for improvement.

Learning goals

Offenburg municipality at the beginning of the project has figured out some learning goals that are worth mentioning before dealing with recommendations:

Prioritizing key learning goals, it has to be pointed out, that the main learning goal for Offenburg refers to supplying landscape issues with other spatial and topical requirements under economic pressure.

- **Planning procedures and decisions:** How can authority be added to landscape issues and landscape planning?
- **Specific actions:** How can the implementation of measures be managed, at a time, when the planning and therefore the legal obligation are done?
- **Evaluation / Monitoring:** What are the benchmarks for successful planning and implementation and how can we get acceptance for them?

Policy recommendations

The CAF-Analysis showed a weakness in the field of the implementation of measures as well as the monitoring there which has been predictable when the learning goals have to be taken into account. Moreover it showed that the case studies of Midden Delftland and Offenburg are in a similar situation according to ESPON-indicators. Although in reality there is a big difference in spatial structure and landscape, it seems that learning from Midden Delftland might be very interesting in general.

1. A system for **monitoring and evaluation** of planning outcomes as well as measures and actions is nearly complexly missing. Procedures for that have not been developed so far.¹⁹ Navarra case study in this performs very well but it can be argued, that the highly standardized system might not be adoptable for the local scale and general situation in Offenburg.
2. In close relation to the before mentioned recommendation, it seems of high importance to really conduct the plan, which is the preposition for monitoring and evaluation. In Offenburg there is no legal obligation of the implementation of proposed actions and measures. Those are mostly conducted with the use of finances from the impact mitigation regulation (naturschutzfachliche Eingriffsregelung). To strengthen the

¹⁹ A framework of monitoring is given in the LP Under chapter 6 "Forecast of environmental impact of the LP". Under 6.3 "measures for surveillance / monitoring" it is stated that German law on 'environmental impact' obliges municipalities to make environmental observations. In this case: a) state of implementation of the LP and b) accounting / balancing of landscape changes. Under a) a systematic documentation of all measures is needed (the measures in the 'tables' should further be filled in) and under b) a list of indicators is given, related to the goals of the LP. A report on the 'state of landscape' should be made every 5 years. But the municipality has work to do (after the LP) regarding a detailed 'implementation plan' and a detailed 'system of landscape reports'

implementation public-private-partnership seems as well as awareness raising and voluntary work might be some opportunities that have been shown by different case studies (especially Midden Delftland)

3. Concerning the question of strengthen the political power of landscape in procedures and decision making Midden Delftland might be a good example, as landscape is seen as a anthropocentric issues, more than being an issue of nature protection. Nature protection and liveability are closely related though. Of course one step towards that direction would be the ratification and conduction of the European Landscape convention, but that is not to be decided on local level.
4. One of Offenburg's strengths is the availability of data on landscape e.g. land use data, protected areas, water etc. The data has been widely updated for the plan and would be a good basis for the before mentioned monitoring and evaluation. To make this possible landscape data should be revised constantly.
5. Public involvement is a contribution to freedom and therefore to liveability. Thus strengthening public involvement is important to raise awareness for landscape as well as the acceptance of the plan, actions and measures. Good examples of public involvement come from Midden Delftland and especially from Thy.

NAVARRA

Introduction

LIVELAND provides a method for using the CAF to analyze a hypothetical full case policy **landscape at different scales** (regional, sub regional and local). In Navarre, the first application of the CAF was to analyze the position of our practices regarding the European Landscape Convention (ELC) regionally and subsequently applied to cases of Orgi oak forest and Arga River Park (See Annex III Navarra Baseline Report).

Learning goals

After participating in the project **LIVELAND from the Government of Navarra as lessons learned include:**

- **In Navarre there are sufficient scientific studies** and materials to address landscape policies according to the guidelines of the CEP in the components related to "Strategy and Vision" and analysis. Navarre should take advantage of these studies and use them efficiently with an adequate methodology.
- **In Navarre legal tools are available** to protect and effectively manage certain landscapes. Planning for the "protection" and performance in landscapes is accompanied by concrete management actions, but not in all the components and functions of the landscape.
- **CAF analysis shows that the experiences of Navarre are homogeneous** and balanced in different components: evaluation and analysis, strategy and vision, actions and measures and monitoring. Navarre has appropriate ways of participation under applicable regional law.
- However, **there are no criteria and evaluation of the quality of the landscape** according to the CEP: "social vision of the landscape".
- **Landscapes have a holistic approach** that combines natural and anthropological aspects (social, economic, cultural) that give the character itself and different identity to each of them.

Policy recommendations

Following the learning of both the methodology and the project LiveLand in general and shared case studies from the internal perspective of Navarre, **the Government of Navarre suggests the following related items:**

1. **Planning procedures and decisions / freedom.** Navarre should take advantage of the operating consultative and participatory **Social Council of Land Policy (CSPT)** to incorporate the criteria of the CEP to policy planning and sectoral policies with different instruments through participation.
2. **Landscape commission results.** Interesting to meet, disseminate and implement the findings and recommendations of CSPT and in particular Landscape Specific Commission formalized by the CSPT in June of 2013 which aims to "implement the landscape in Navarre under the CEP" with four lines of action 1) CEP Contents 2) Framework and Methodology 3) Landscapes and Legislation 4) Conclusions of LIVELAND.
 - *LIVELAND case to apply: Basque Country, analysis on alternatives to implement the legal framework.*
3. **Strategy and vision.** The Future Landscape Plan or Strategy of Navarre will set the framework for the incorporation of criteria, determinations and guidelines for landscape and for each spatial scale and tools available today (Laws of Land Management, Natural Areas, Heritage Cultural and others with impact on the landscape).
4. **Planning procedures and decisions / freedom.** The CSPT council will provide the Government of Navarre guidance on methodologies adapted to Navarre for the perception and evaluation of the quality of the landscape.
 - *LIVELAND case to apply: Midden Delfland and Thy.*
5. **Evaluation and analysis / components.** Use scientific materials available at universities, research centers and groups linked to the study of the environment.
 - *LIVELAND case to apply: Offenburg.*
6. **ELC requirements.** To adapt the plans and projects to ELC requirements should be programmed actions in all analyzed components of LIVELAND (Culture and Heritage , Social Relations and Capital territorial , Economic , Health and Freedom) regardless of the planning legal instrument that is used (Laws Management of Natural Areas and Cultural Heritage) with an integral and holistic vision of landscape.
7. **Landscape and sectoral legislation.** It will be studied what criteria and landscape guidelines should be incorporated into sectoral regional legislation, and in particular into the legislation on spatial planning and land use planning - LFOTU and what should be incorporated into a specific Act or Regulation. The future Landscape plan or strategy of Navarre will focus in this regard.

BASQUE COUNTRY

Introduction

Due to the territorial reality of the Basque Country, being such a dense populated area is to find a balance between nature preservation and socioeconomic development since landscape constitutes a fundamental pillar in the Basque culture and identify.

The key territorial challenges that the Basque country is currently facing and that are also common in the practice under consideration in Laguardia could be summarized as follows:

- Simplification and uniformity of certain areas which result in the degradation of the landscape and the risk of identity loss, mainly as a consequence of disorganized industrialization, the transport infrastructures and main modes of transportation.
- Concerning the urban areas, the concept of landscape is generally associated with the protection of buildings or areas that have an architectural or historical interest.
- Maintenance of cultural landscapes particularly associated to certain traditional agricultural practices.

Learning goals

Key interest of the Basque Government for leading the LIVELAND project is eventually the identification of criteria for effective integration of landscape into other planning instruments.

- **Planning culture:** Institutionalize landscape approach into the spatial planning system.
- **Planning procedures and decisions:**
 - Good governance and regional boost
 - Operativeness of the landscape concept into the spatial planning system
 - Strengthen public participation
 - Relation between sector policy and landscape planning and management
- **Assessment and evaluation methods:** development of specific indicators for analyzing landscape towards liveability
- **Vision and Strategies:** Economic development aligned with landscape protection, planning and management

Policy recommendations

The Basque Government considering results from LIVELAND analysis and exchange of experience with other stakeholders has defined the following policy recommendations

1. **Awareness rising - Planning culture:** There is a need for institutionalize and operationalize landscape concept and approach into the spatial planning culture and planning system in place, aiming at reducing particular interests or competences and boost a holistic approach to the territory. This will require awareness rising within the administration with competences in landscape. The visibility of Landscape Catalogues and Guidelines developed in the 3 pilot areas to date is remarkably important in that connection.
2. **Improve institutional coordination- planning in practice:** A well know challenge in almost all regions at EU level is the need for improved institutional coordination, together with the strengthen stakeholder's involvement in the planning process.
3. **Management of rural areas near densely populated metropolitan areas:** Integration between different public administrations and sectorial policies is seen crucial to define activities to preserve the landscape, and recognize their value in these particular areas. There is a need for a co-participation between private and public stakeholders. The consideration of the landscape dimension in the rural spaces is seen crucial considering that land use planning competences relay on local authorities. The processes of intensification agriculture intensification, land abandonment or diffuse urbanization, apart from being contradictory are common challenges in rural areas that should be overcome. This means that the articulation between local authorities with competences in land use planning a regional scale is seen crucial for successful sustainable management of the territory. The revision of the Spatial Guideline of the Basque Country already highlight this issue and incorporate landscape as a relevant topic, although there is still a need for implementation of actions and evaluation of effectiveness.

LIVELAND case to apply: Midden Delfland

4. **Multiscale approach to landscape and spatial planning.** The Basque Country recognizes the importance of the multiscale approach to landscape and spatial planning. Considering the three levels of planning existing in the Basque Country 3 regional, subregional and local , the scale that is consider more appropriate for boosting the process towards the integration of landscape into territorial development is the regional and subregional.
5. **Methodologies of landscape evaluation.** The landscape practices in the Basque Country for the assessment and evaluation of landscape already have a comprehensive approach supported in a deep analysis of a wide range of territorial elements including references to subjective evaluation and perception that can condition the decisions and proposals regarding landscape planning. However there is still a need for the development of indicators for impact measurement: recreation of open spaces, protection of nature qualities, remediation or improvement of natural balance.

LIVELAND case to apply: Navarra

6. **Planning processes and participation:** although the public participation process in spatial planning is well developed in the Basque Country, there is still a need for a more interactive and participative process; institutions and stakeholders working together with professionals

LIVELAND case to apply: Midden-Delfland and THY NP

7. **Planning procedures & decisions:** The Basque Country is determined to integrate landscape into spatial planning by means of the materialization of the Landscape Guidelines, so current planning instruments are seen as the tool for the protection, development and management of landscape and nature, and there is no need to create a new instrument for landscape planning. The formulation of landscape quality objectives as well as guidelines for protection, planning and management and its integration into spatial planning and land use planning instruments constitutes the basis to give normative dimension to such objectives and actions.
8. **Actions and measures.** There is a need for instruments for attract public investments to overcome the challenge of getting a real implementation of the actions and measures proposed throughout the planning.

MIDDEN-DELFLAND

Introduction

Before developing recommendations, the context of practice in MD should be lined out. The municipality is an executional government. The province has more power to develop new strategies and instruments. At the moment in the Netherlands the dominant power of spatial and landscape policy comes from the national government. The main political trends are: deregulation, decentralisation and fusion of spatial and environmental policies. The PSH has chosen to follow these trends. The provincial environmental competences (including enforcement and nature protection) is decentralised to 'regional execution agencies', which are cooperation's of around 10 municipalities. (Such 'regions' between province and municipality are no governmental layer, but content related alliances.) The provincial spatial policy trend can be described as: fewer rules on designations (especially on urban enlargements) and more voluntary inspirations on spatial quality. The emphasis on quality (visual landscape) will be pushed forward, integrated in spatial planning, but gets a more open-ended character.

Given this context it could be stated that the classical Landscape Plan (as subsidised voluntary instrument of municipalities to come to a program of actions) has no future in the

planning practices of PSH and MD. Cooperation and programming will be done with other, more integrated instruments.

Learning goals

The municipality of Midden Delfland (MD) and the Province of South Holland (PSH, as co-stakeholder) defined as key learning goals:

- From vision to measures: how can landscape quality be improved?
- Planning procedures: how to improve cooperation between public institutions and organize commitment?
- Impact measurement: how to organize monitoring?

MD focused on learning from the landscape planning in Offenburg.

Recommendations on landscape planning

1. The CAF analysis shows a strong 'systematic planning process' (ELC), especially from vision (tasks as physical developments) to measures (detailed guidance) to implementation strategy (as multi-level government). Some weak points (compared to Offenburg and ..?) are the broadness of the analysis (focus on visual quality, delimiting other environmental items) and the monitoring and evaluation phase of planning.
2. Suggestion, in line with the provincial guidelines on spatial quality (see learning case), could be to develop a *municipal 'guidance'* for spatial developments, which are more detailed as the provincial 'inspirations' and are the frame work for 'good consultations' between municipal licensing authorities and developers. In the green space of MD such guidance could focus on rural space / green infrastructure and city borders.)
3. Existing execution organisation 'Hof van Delfland' (as muliti-level organisation, including private stakeholders) should be continued and get a broader task: not only programming of spatial developments, but also of management of nature and landscape, including the new rural development program (as frame work for EU subsidies).
4. Landscape Plan (decided in 2010) and the Execution Plan Hof van Delfland should be evaluated the next years (for instance in 2015) by an independent monitoring institute (for instance the National Environmental Bureau). Such an evaluation should take into account the goals on landscape, nature, water, soils, recreation, connections, etc. The analysis could be done on a broader scope as the landscape quality as such. An inspiration could be the monitoring indicators of Landscape Plan Offenburg.
5. Last recommendation is that this 'broad' evaluation could be the starting point of an analysis of 'space, landscape and environment' and development of tasks and measures for the next 10 years. This new planning process could be done by the new 'environmental execution agency', which includes the area of Hof van Delfland. Good example for such 'Environmental Plan' could be the method of analysis of Landscape Plan Offenburg: landscape, cultural elements, human well-being (leisure), soils, water, air, biodiversity and pollution / environmental stress. One of the items that could be included is the noise nuisance for recreants, coming from the motor ways.

THY NATIONAL PARK

Introduction

Parallel to the key challenge for the implementation of policies for "liveable landscapes", a key challenge for Thy is to balance protection and development of the landscape of the National Park, i.e. conserving/preserving a relatively unspoilt landscape while also applying various forms of recreational activities and general economic development in the area. Furthermore, the public participation requirements – both legally in the Danish planning

system but also as a way to build ownership and diminish future (land use) conflicts – are adding extra levels to the above balance in that the planners and managers will have to prioritise between the interests of various stakeholders.

Learning goals

At the outset of the LIVELAND project, Thy National Park identified a number of issues that highlights the delicate balance of interests:

General planning

- What are the challenges and advantages of combining the formal municipal and regional plans with more voluntary/indicative plans and guidelines for the inclusion of landscape in land use and municipal/regional planning?
- How should land use/landscape changes that are located outside of the area in question but which have great impact on the land use/functionality/attractiveness of the area be dealt with?
- Is it possible to quantify the impact of the new plans?

Stakeholder participation

- How to manage the situation when there are various groups that have interest in/strong opinions on the landscape/land use changes, including local actors as well as regional/national administrations and national/international interest organizations:
 - Who has the right to decide on the landscape?
 - And how should discrepancies between differing opinions in this respect be handled?
- In this respect a key issue would be to decide on how to determine who we are planning for, and thus who are to be involved in the planning process:
 - The local actors?
 - The stakeholders?
 - The ‘public good’?
 - Whoever shows an interest?

Should all inputs and interests be treated equally, i.e. with the same ‘weight’?
- Is it possible to measure the impact of involving the stakeholders and public in the planning process?

Of these issues the stakeholders were particularly interested in:

- How to manage multifunctional land use which includes for instance tourism, recreation, economic development and nature protection?
- How to effectively monitor the plan goals and eventually how to evaluate the plan?

Policy recommendations

1. Multifunctional land use is a key feature of the Thy National Park in that only by focusing on this aspect does Thy National Park become more than just an enclosure for preserving the landscape. Balancing protection and use of landscape is already a key issue in the NPP, and this builds upon intensive cooperation and continuous dialogue between various actors, which is essential for avoiding possible conflicts among different interest groups. With the National park moving from its start-up phase to the progression in a long-term time perspective, it is important to consider how **continuation of this dialogue** can be ensured, both with regard to the time and

resources needed but also in which form a decent level of commitment from the external actors can be expected.

2. **Prioritisation** of the activities in the NPP could be improved. Such a prioritization would also pinpoint to which parts of the plan the monitoring of progress should be focused.
3. **Monitoring and evaluation** can be improved. A first step is to think about what should be monitored: plan implementation; achievement of goals; activities; landscape changes? This has to be very concrete in order to be able to set up measures for how to monitor and evaluate.

LJUBLJANA URBAN REGION

Introduction

Ljubljana urban region decided to search for the opportunities that are supposed to be hidden in its less apparent landscapes. Leaving aside the ones that are being already part of higher recognition and public interest, Ljubljana urban region decided to raise question about the future development of one less exposed but rather characteristic Slovenian landscape.

Learning goals

RDA LUR has figured out the following learning goals at the beginning of the project:

- **Integration of the landscape plan in the regional spatial plan:** What should be the role of landscape plan within spatial plan and how should it be presented?
- They were interested in the methodology for identification of landscape potentials and in guidance on how to integrate the arguments (which are in favour of the protection of the landscape) in the stakeholder dialogue on development in the region.
- **Participatory process:** How to drive a participatory process towards the development of common vision of all stakeholders?
 - Stakeholder was wondering how to bring participatory process to the point that the plan would be acceptable for all.
 - **Branding of the region:** How to promote proper branding of the region?
 - **Local production:** How to promote local production?
 - They were interested in the practices or solution on how to stimulate the production and marketing of local products, especially food products.

Policy recommendations

The absence of planning at regional level in Slovenia becomes to be an obstacle in the frame of sustainable development model that is searching for **development opportunities** in the exact areas of higher landscape value since most of them are divided among more than one local municipality. While Slovenia ratified European Landscape Convention and people would declare the highly value the landscape in practice there are numerous gaps from planning level to management and supervision of change.

1. In this circumstances Ljubljana urban region is recognising its landscape as underused development opportunity and further efforts must be done to **promote this potential and effectively, more productively communicate** this vision with local community, residents and other specific stakeholders.
2. With current legislation and governance model, best solution would be to start a process of cooperation that would lead to the preparation of **informal spatial development programme and plan** which would engage local stakeholders from the

early beginning and would reach the agreement by participation. Opportunities that lie in the landscape are strategically important for further development of the region and the strength of its identity so further attempts to activate them are necessary.

3. The active **participation of the interested stakeholders** (in particular the local public) in formal procedures would enable them to have a stronger and more creative influence on important spatial decisions. Basic instrument for the productive protection of the landscape would be not only to balance spatial interests and appropriate land use but to involve new programme, stakeholder and activity as well. It is only fair to point out from the early start of the process that landscape based development in Ljubljana urban region is competed with the huge potentials of the country's central urban area. Thereby the motivation must be strongly supported by common vision built in an open participatory procedure.
4. Landscape planning could thus be the creative fusion of development needs with protection mechanisms into a functional and harmonious urban and natural environment that produces a quality landscape.

6.3. More general conclusions and lessons learned- at EU level

Could it be possible from the outcomes of the LIVELAND research to extract some messages for rising awareness on relevant aspects challenges and opportunities to EU (DG Regio mainly), the CoE and national authorities for strengthening the consideration of landscape in territorial policies towards sustainable development?

Reinforce the relations between environmental policies and territorial development through landscape policies

At European scale there is still a need to strengthen the relations between environmental policies and territorial development and eventually spatial planning. Special attention could be placed to landscape as a way to do so:

- The consideration of the territorial impact of the environmental planning is crucial in that connection: planning and management of protected areas, water resources, soil erosion, location of hazardous and highly pollutant activities and so on and so forth having a close link to effects in landscape

In some countries (in Spain for instance) a great example of this could be the Natura 2000 network which could be seen as a multifunctional European territorial structure, representing a wide sequence of natural landscape at European level. Natural Parks could play the same role in other countries as it is the case in Germany

Landscape as key territorial value for territorial development in areas of special characteristics

Several European documents of territorial development have identified areas with special characteristics such as urban / metropolitan regions, sparsely populated regions remote regions, regions in industrial transition; cross-border regions; mountainous regions; islands; coastal regions.

For these areas of special character explicit measures of territorial development have been proposed mainly highlighting the significance of their local resources as key potential for their territorial endogenous development. However the major emphasis is placed in the

evolution of socioeconomic performance of such territories and less on landscapes, only including collaterally their cultural landscapes

Strengthen the role of landscape in the urban-rural relationship

The European development perspective (ESDP, 1999) and Territorial Agenda (2010) have as one of the main objectives towards the reinforcement of territorial cohesion in Europe:

- Development of a balanced and polycentric urban system and a new urban-rural relationship;
- Strengthen polycentric development and Innovation throughout networking of cities and regions.
- Alongside the design of new forms of partnerships and territorial governance between rural and urban areas.

The emphasis this time is placed in the urban-rural relationship and polycentrism opposite to concentration of the urban phenomena as a key objective of territorial development.

But little is said about landscape, even though the morphology of the European cities and the urban landscape constitute its heritage and eventually its territorial potential. So strengthen the recognition of landscape values in policy could be a way for improving urban-rural relationships.

Multifunctionality of landscape

The expression “multifunctional landscapes” refers to areas serving different functions and combining a variety of qualities, i.e. that different material, mental, and social processes in nature and society take place simultaneously in any given landscape and interact accordingly. Multi-functionality in landscape, therefore, means the co-existence of ecological, economic, cultural, historical, and aesthetic functions. Thus, landscape multi-functionality is not necessarily synonymous with multiple land uses.

Different land uses can be a criterion for multi-functionality in landscapes, but even a single land use can involve numerous functions. Paracchini et al. (2011)²⁰ therefore emphasizes that the concept of multifunctional land use provides a favourable approach based on the recognition of that in order to maximize the benefits obtained from a given parcel of land, a more equitable balance of the competing economic, environmental and social demands on land is more sustainable in the long-term than an unbalanced system based on individual sector based rationale.

Considering the previous, there is a need for development of methods where the question of harmonious and disharmonious functionalities could be a way of improving the planning process.

Liveable landscapes as a response to degradation and social exclusion

Spatial planning as administrative discipline could provide tools and criteria to better reconcile the different landscape functions. Eventually this would mean sustainable territorial development considering socio-cultural, environmental and economic dimensions.

²⁰ Paracchini, M.L., Pacini, C., Laurence, M., Jones, M., Pérez-Soba, M. (2011): An aggregation framework to link indicators associated with multifunctional land use to the stakeholder evaluation of policy options. *Ecological Indicators*. Vol. 11, Issue 1, January 2011. P 71-80. Elsevier

In that connection the implementation of landscape policies with such principles at local scale could be of great value in order to reduce degradation, improve the situation of deprived areas and contribute to social inclusion and cohesion. Some examples:

- Improving landscape quality in peri-urban areas densely populated
- Prioritizing action in highly deprived spaces (abandoned industrial areas, contaminated land sites, old landfills, etc) recovering their natural conditions and attributing to them public and social uses
- Landscape management, particularly its functions related to health and culture, alongside the public-private cooperation, could contribute to creation of jobs in deprived areas, favouring social integration and cohesion.

Incorporation of landscape principles into the Common Agricultural Policy (CAP)

The argument of the CAP being one of the European policies with greater impact on landscape is far from being new and the impacts of the CAP have been studied in several projects, also efforts to overcome the undesirable effects of the CAP have been implemented. The CAP materializes its impact on landscape mainly through the homogenization and banalization of traditional agricultural landscapes.

It is suggested to stimulate a deep debate on this pattern of land use change globally affecting Europe and reflecting on the need for the development of an action principle for the systematic incorporation of landscape approach towards rural diversification and preservation of cultural heritage in areas affected by the (CAP)

Development of landscape quality objectives and criteria for action in relation to European infrastructures

The impact on landscape from the large European infrastructure has not been evaluated beyond the normative on Environmental Impact Assessment and Strategic Impact Assessment. Two main criteria are suggested:

- Creativity and adaptation to inherent local characteristics of the territory in each intervention
- Recognizing the value of landscapes at local and regional level that such infrastructures must cross, minimizing the impact and even contributing to its enhancement and management

Inventory of Landscapes of general interest

It is suggested that instruments for spatial planning and territorial development (strategies, policies, programs and plans) at national and regional level identify and delimitate landscapes considered of general interest due to their relevance, singularity, vulnerability, provision of irreplaceable functions and services. For its preservation, planning and management is remarkably important to define specific norms, whether it would be through regulation or through not binding recommendations depending on the planning context and country.

Landscape key issue for territorial development in cross-border areas

Cross-border regions could frequently present “natural landscape units” which could lay in different planning cultures, planning systems and rely on different scales of planning competence and responsibilities. This could be translated in incoherent evolution of landscapes in those areas with unwanted impacts also in terms of territorial cohesion.

That is why is suggested a particular attention to cross border areas in that connection.

The ESPON project LP3LP is addressing a cross-border European landscape with high importance within its polycentric metropolitan context. In this project, ESPON studies and results are used to place this region in a European context, to identify the potential effects of EU policies and to take stock of the unique territorial potentials of this region.

More research is needed for detecting territories with complementary potential matters towards sustainable land use

Sustainable land use: means using and manage land assets in a way that benefits the local and regional economy, without compromising biodiversity and ecosystem services, working to sustain the land for future generations. **Sustainable land use** implies a balanced consideration of the range of social, economic, and environmental goods and services provided by the land uses in a certain region/landscape (Wiggering et al., 2006; Pérez-Soba et al., 2008). It also implies a careful consideration of long term attributes of resilience and robustness that are to maintain underlying ecosystem processes.

More research is needed to detect territories with complementary potentials, often neighboring, which can join forces and explore their comparative advantages together creating additional development potential.

There is obviously a **need of developing tools which enables the inclusion of differences in relation to both intensity and diversity of the use of landscapes** in order to become an asset in regional development towards sustainability. Such tools – both quantitative (intensity) and qualitative (functionality) - are needed in order to enable the analysis of questions relating to balances between landscape protection and social welfare combined with different types of economic development.

Governance

Considering the political, technical and administrative dimensions of Landscape management, it could be argued that they perfectly fits into the governance principles, above all:

- subsidiarity and participation (social vision of landscape),
- openness and liability (administrative coordination and effective articulation and management of competences)
- efficiency and coherency (organization with respect to the different polices and administrative levels from local to European)²¹

²¹ COMISIÓN EUROPEA: “La gobernanza Europea. Un libro blanco” COM (2001) 428 final

7. Potential for improvement and next steps

Apply LIVELAND methodology to other European territories at different scales

The application of the CAF matrix for the evaluation of landscapes practices in terms of liveability would be very interesting in order to provide more insights on best practices and policy options.

Interactive design of the CAF-matrix

To improve the usability of the CAF-matrix it might be beneficial to make use of interactive functionalities of the Excel software. This tool would increase the usability of the table as it leads to avoidance of extra work. Questions could be masked as long as they are not needed. Additionally, all answers could be checked for logic and consistency where possible. Could also be provide as an online Tool as interactive questionnaire

Consider Biodiversity

In the present version of the CAF biodiversity is not a prominent aspect although many topics that relate to biodiversity are addressed. It is often argued that biodiversity is contributing to liveability in one way or another. For example the 2020 European biodiversity strategy states:

“Its deterioration and loss jeopardises the provision of these services: we lose species and habitats and the wealth and employment we derive from nature, and endanger our own wellbeing.”²²

The link between liveability and biodiversity seems obvious regarding activities that directly relate to biodiversity, e.g. watching birds as a kind of leisure-time activity. Still, it would be an unacceptable generalisation to state that every aspect of biodiversity is enhancing liveability. For example, exposing people to a high variety of pathogens would not be considered a welcome contribution to liveability while, at the same time, it contributes to high biodiversity. It cannot be ignored that there are strong interrelationships in multiple dimensions between biodiversity and liveability; this needs to be highlighted in future revisions of the CAF-matrix. At least this will also contribute to the argumentation of landscape as an asset in liveability.

Components of liveability that are not addressed within the revised CAF

Initial attempts to fill the CAF-matrix showed that a number of components of liveability that are related to landscape are not regularly addressed in official landscape plans and policies. For practical reasons ‘security’ is no longer part of the revised CAF. For other components the number of indicators was reduced (see Chap. 5.3).

Nevertheless, these components and indicators are still important to characterize liveability of landscape as an asset in regional development. Dropping them in the revised CAF should not be misunderstood as these components being less important than others.

Moreover, the fact that particular landscape assets are not regularly addressed in official policy documents points to the high potential of yet unexplored realms of liveability that

²² European Commission (2011: 1)

landscape offers as an asset to be included in planning and regional development. As a first outcome of the analysis it can be stated that most of the plans and policies recognize liveability benefits in all of their dimensions. But only a small part of them is currently addressed. There is still much potential for improvement - even more than the results of the benchmarking task might indicate at first glance.

Criteria for landscape policy implementation

Further research work is required for the elaboration of a set criteria for the the selection of the policy interventions and criteria for implementation with regard to sustainable, responsible, efficient land use and land use management.

This could be materialized in a target analysis, under priority 2 in the next ESPON programme.

Development of indicators

The follow up of landscape policies needs two types of indicators for different scales: regional and landscape practice. LIVELAND has already focused in the regional scale as it has been already exposed. .

LIVELAND project has developed a methodology for evaluation of liveability of landscape practices and on top of that, the TPG has acquired enough experience in order to establish in the near future a set of indicators useful for both landscape views “top-down” and “bottom-up”.

The set of proposed indicators must be homogeneous for the whole Europe, both in the form of measurement as in the interpretation of results.

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ISBN

LIVELAND

Liveable Landscapes: a key value for sustainable territorial development

Targeted Analysis 2013/2/22

Baseline Synthesis Report

Version 18 October 2013

This report presents the draft final results a Targeted Analysis conducted within the framework of the ESPON 2013 Programme, partly financed by the European Regional Development Fund.

The partnership behind the ESPON Programme consists of the EU Commission and the Member States of the EU27, plus Iceland, Liechtenstein, Norway and Switzerland. Each partner is represented in the ESPON Monitoring Committee.

This report does not necessarily reflect the opinion of the members of the Monitoring Committee.

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1 Methodology of Baseline Analysis

1.1 Liveland methodology

The project LIVELAND explores the concept of liveability and how it can be applied to policy making for liveable landscapes. LIVELAND, as a targeted analysis project, constitutes a practice oriented analysis about landscape planning and territorial development in some European planning systems. Six regions and localities are involved in the project: Basque Country Region (ES), Navarre Region (ES), Ljubljana Urban Region (SI), Offenburg Municipality (D), Midden-Delfland Municipality (NL) and Thy National Park Agency (DK).

This Synthesis Report gives an overview of the ‘good practices’ the six Stakeholders in the LIVELAND project have put forward. The baseline analysis constitutes the input for the benchmarking, the cornerstone of this project. Figure 1 below shows the 6 stages of the benchmarking. The Baseline Analysis is meant to set the grounds for the benchmarking exercise, based on the regional/local interpretation of the national spatial and landscape planning practice as identified in task 2.1. The Baseline analysis gives a characterization of the case practices with the planning system, the challenges of the case and the description of the planning practice regarding the process and the content of the study or plan.

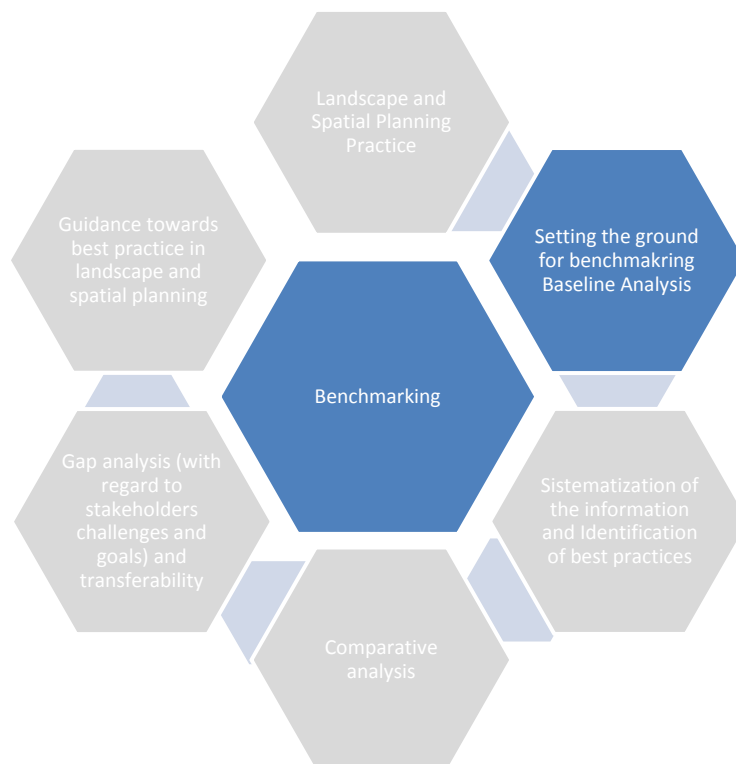


Figure 1 Benchmarking stages in Liveland aligned to baseline analysis

The benchmarking methodology leads to recommendations for policy development (guidance), presented as recommendations in the Scientific Report.

The results of the baseline analysis, as description of the selected actions of the Stakeholders, are presented as individual reports of each of the cases, published as annexes of the Scientific Report.

This Synthesis Report gives an overview of the ‘good practices’ and first comparisons and policy oriented observations about the six cases.

1.2 Gathering input information

The collection of input information for the baseline analysis was done in three ways:

- a) desk study by the research group through literature review and document analysis regarding the ‘good practice’;
- b) consultation of the Stakeholders in individual contacts (responsible officials, as well experts who did studies and specialist analyses) and
- c) workshops in which Stakeholders in an interactive way presented their practice and exchanged their experiences.

The views of the Stakeholders, who had been responsible for ordering and implementing the study or plan in the practice cases, were gathered in interviews with involved researchers. Via structured questions insights were gained about their understanding of landscape concepts and approaches to landscape protection, planning and management within their administration or professional context.

An important source of information was a workshop with Stakeholders in which challenges and further needs regarding the LIVELAND project were validated. The Stakeholders made a self-assessment (by means of a SWOT analysis¹) and formulated learning goals and reference cases, as external practices that could be inspiring. (An overview of learning goals is given in tables per Stakeholder in **Appendix 3 of this Synthesis Report.**)

1.3 Landscape approach and landscape policy

All Stakeholders consulted in the LIVELAND project support the approach of the European Landscape Convention and consider ‘landscape’ as a comprehensive concept, directly related to the theme of quality of the area where people live. Landscape policy (as governmental principles, strategies and guidelines) is seen as an integrative approach, which should be included in territorial (spatial) and sectoral (departmental) policies.

The European Landscape Convention contains some general principles on landscape policy and planning. The Council of Europe has further defined these in the form of recommendations for the implementation of the European Landscape Convention (2008), to “achieve a balanced and harmonious relationship between social needs, economic activity and the environment”. In the appendix to these recommendations about instruments it is stated that landscape issues should be approached through a ‘*systematic landscape planning process*’, which could take form as:

- A proper landscape planning and development system (*landscape plan*)
- A systematic introduction of the landscape dimension into ordinary planning, supplemented by specific landscape *studies*.

¹ SWOT stands for Strengths, Weaknesses, Opportunities and Threats

In the LIVELAND project a ‘*systematic landscape planning process*’ is interpreted as a planning cycle with the stages: analysis – vision & strategy – actions & measures - monitoring & evaluation – new analysis etc. In the baseline analysis the principles of landscape policy (as mentioned in the European Landscape Convention) are described under ‘context’ (position and competences of the actor regarding landscape) and ‘planning system’ (kind of plans on space, landscape and sectors) of the practices.

The LIVELAND project focusses on two levels in planning systems.

1. The regional governments of Basque Country and Navarre are implementing actions on landscape policy themselves and have also competences to change their planning system. In the following this is called ‘*landscape policy*’ on regional level, described under Practice A) Landscape policies at regional level (chapters 4 and 5).
2. Local governments have no competences in matters of the planning system and are focussed on ‘*landscape planning*’. This is described in Practice B) Landscape planning at inter-local level (Chapters 5 and 6).

1.4 Landscape policy at regional level

In Basque Country and Navarre the regional governments have clear competences in matters of spatial planning and landscape policy. Both regions are currently developing a landscape policy, by integrating landscape in the spatial policy and introducing the instrument of the landscape plan. In chapter 4 these actions are described. Part of the learning demand at this level is therefore related to planning systems, because the existing planning system will have to be adapted to the new policies.

1.5 Landscape planning at inter-local level

The stakeholders in the LIVELAND project have differences in status (governments and agencies) and scale of working (from regional to local), but all have put forward practices of comparable scale: an ***area of inter-local scale***, which was defined from the content of the landscape planning.

These practices are rather diverse: Carrying out studies (designing visions) developing guidelines on spatial policies; the making of a regulation on protection of landscape, the making and implementing of landscape plans (vision and program of actions) and the making of a management plan (on nature).

	<i>Vision</i>	<i>Regulation</i>	<i>Action</i>	<i>Develp.</i>	<i>Management</i>
<i>Basque Country</i>	Study Catalogue	Guideline Landscape			
<i>Navarre</i>		Protected Landscape			
<i>Ljubljana Urban Region</i>	Study Region				
<i>Offenburg</i>	Landscape Plan		Landscape Plan		
<i>Midden Delfland</i>	Landscape Plan		Landscape Plan		
<i>Thy National Park</i>					Management Plan

Table 1 Practices and instruments applied in the various case study areas

The local governments (municipalities) Offenburg and Midden-Delfland implement landscape policy within the context of regulations of higher governments. In both cases the Local Landscape Plan has primarily the character of an action plan, agreed between the municipality and other involved authorities. Parts of the landscape plan are translated in the Land Use Plan (regulative), as a binding document for private actors in the municipality.

The inter-local agency Thy National Park implements national landscape policy (nature protection) by coordinating the management (daily maintenance) in a protected area. The agency is obliged to make a management plan.

In Slovenia spatial and landscape policy only exists on national level. There is no layer of regional governments. Because of the bottom-up need of regional plans, the cooperation body of municipalities of the Ljubljana Urban Region initiated a study on a Regional Spatial Plan, which includes a vision on landscape.

The regional governments of Basque Country and Navarre have chosen to present actions on landscape study and landscape protection.

In chapter 7 these practices are summarised.

1.6 Description of practices

The description of each of the practices follows selected parameters, aiming at responding to the project key research questions:

- Introduction of practice and actor
- Policy context (key concepts, planning system and planning culture)
- Spatial and landscape character of the area
- Challenges and ambitions
- Planning process and decision making
- Content of the practice and stage in planning cyclus

See appendix 1 of this Synthesis Report.

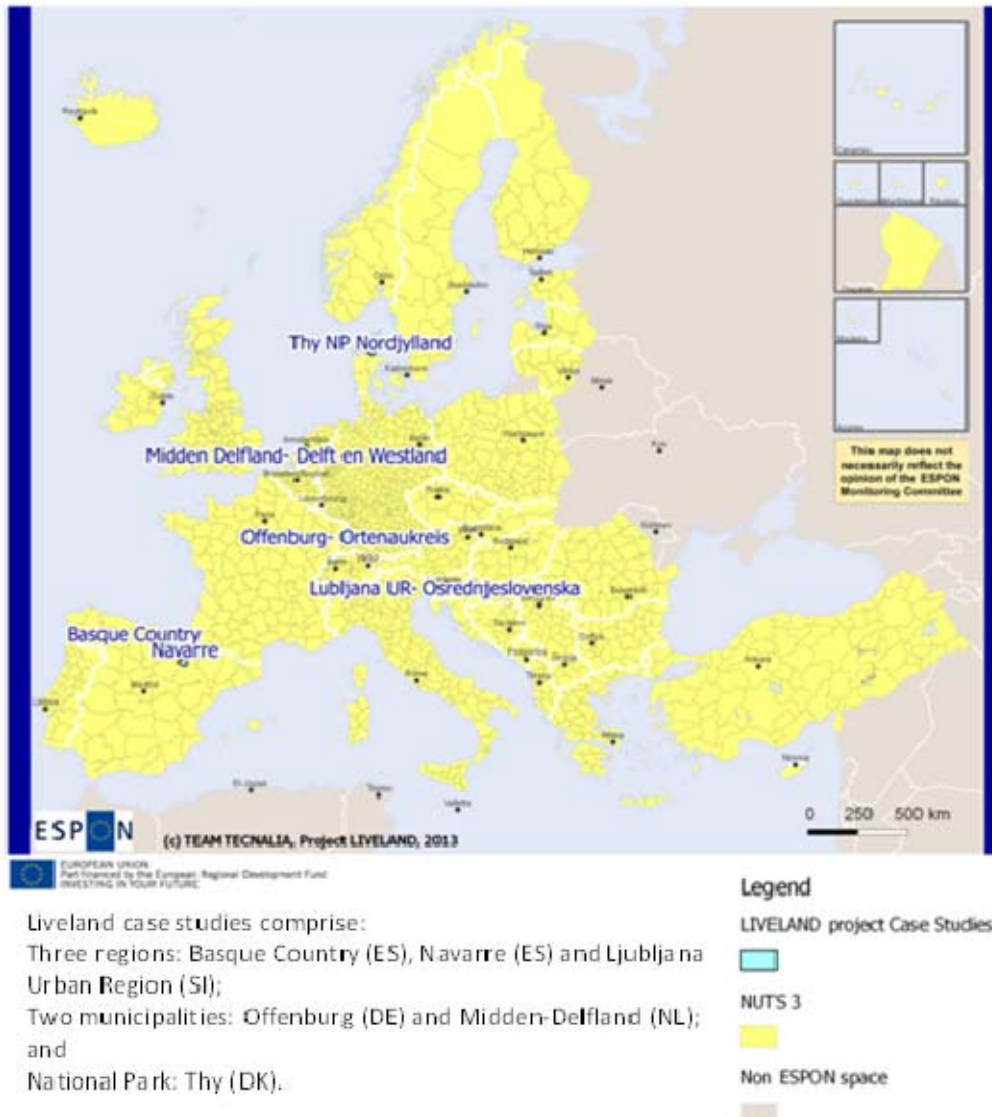
Results of the description are presented in a standardized format of individual baseline reports (see Annexes II to VII of the Draft Final Scientific Report).

2 Case studies in Liveland

2.1 Distribution over Europe of the Cases

The six Liveland Case Studies each represent a different planning culture and different levels of competences and territorial scales of landscape policy making, as is described below, and in the appendices to this report. They have been selected on the basis of pragmatic criteria of data availability and distribution North – South, and new – old EU member states. The geographical distribution is illustrated in Map 1.

Liveland Case Studies

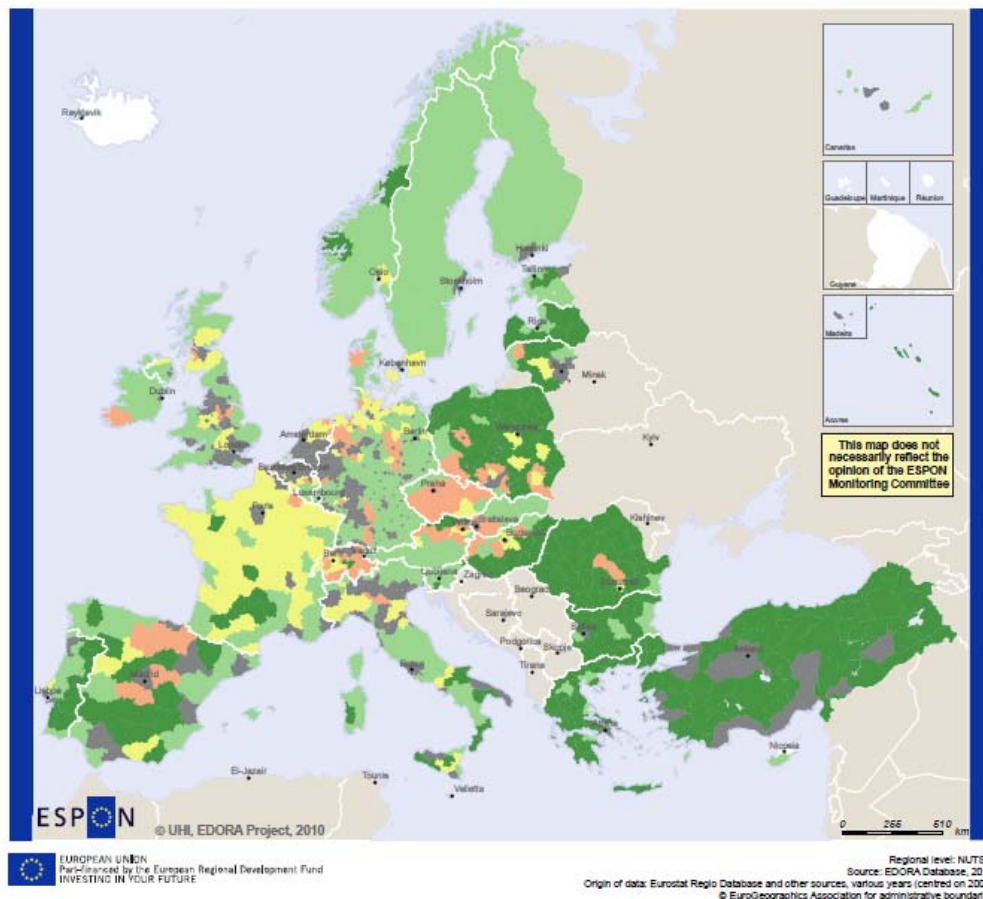


Map 1 Distribution of the case study areas over Europe (indicated are the relevant NUTS3)

2.2 The European context of the practices

For better orientation within the perspective of ESPON studies, the case study areas can be located on various results of earlier ESPON mapping efforts.

1. Structural types of rural areas, 2006 (Map 18 from 1st ESPON 2013 Synthesis Report, 2010)



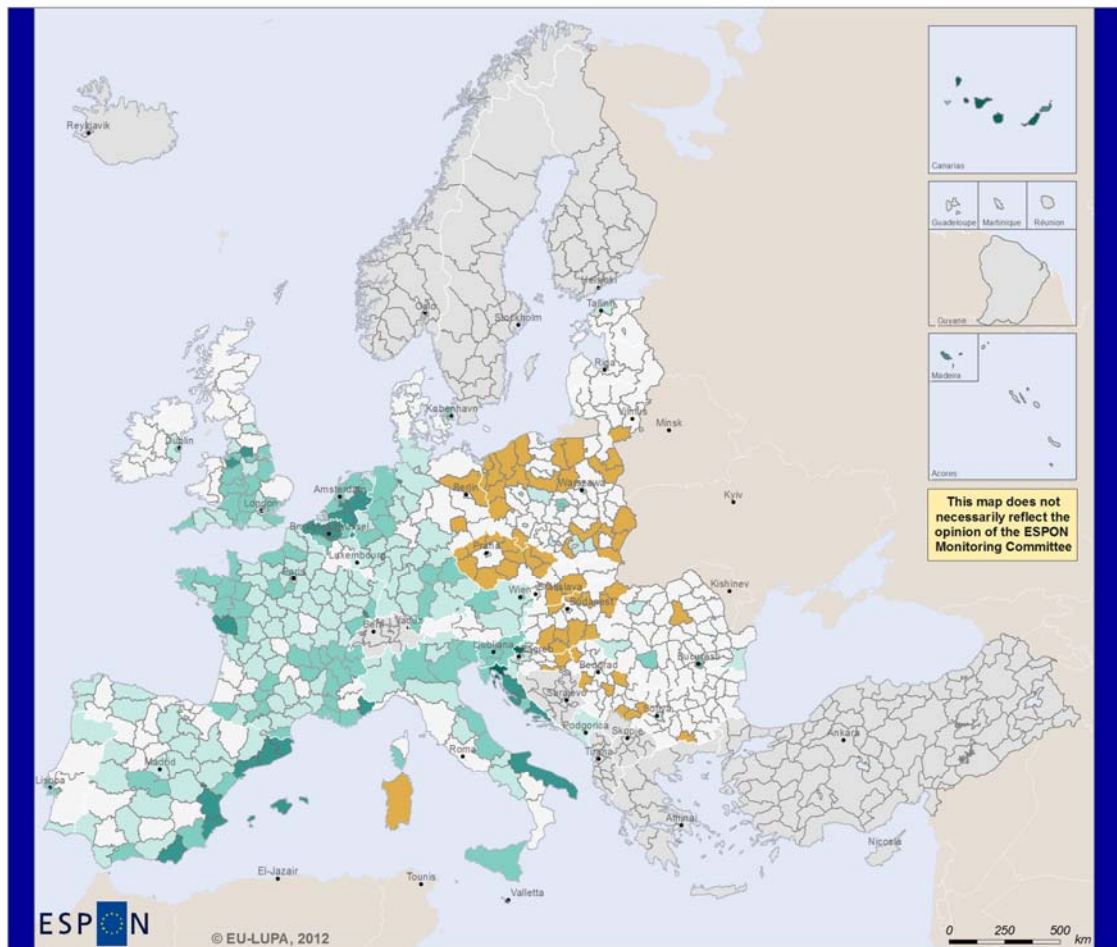
Structural types (intermediate and predominantly rural NUTS 3 regions)



Note: A simplified classification procedure was necessary in Switzerland and Turkey due to missing data. However it is anticipated that acquisition of a wider range of indicator would not materially change the outcome.

Offenburg	Consumption countryside
Navarra	Diversified (strong secondary sector)
Basque Country	Predominantly urban region
Midden-Delfland	Predominantly urban region
Thy	Consumption countryside
Ljubljana Urban Region	Consumption countryside

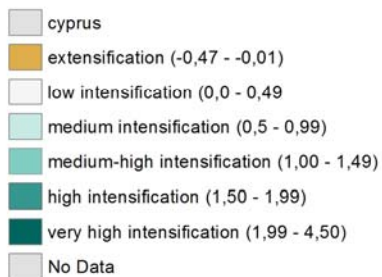
2. Land use intensity change 1990 – 2006 (Map 8, EU-LUPA, 2012)



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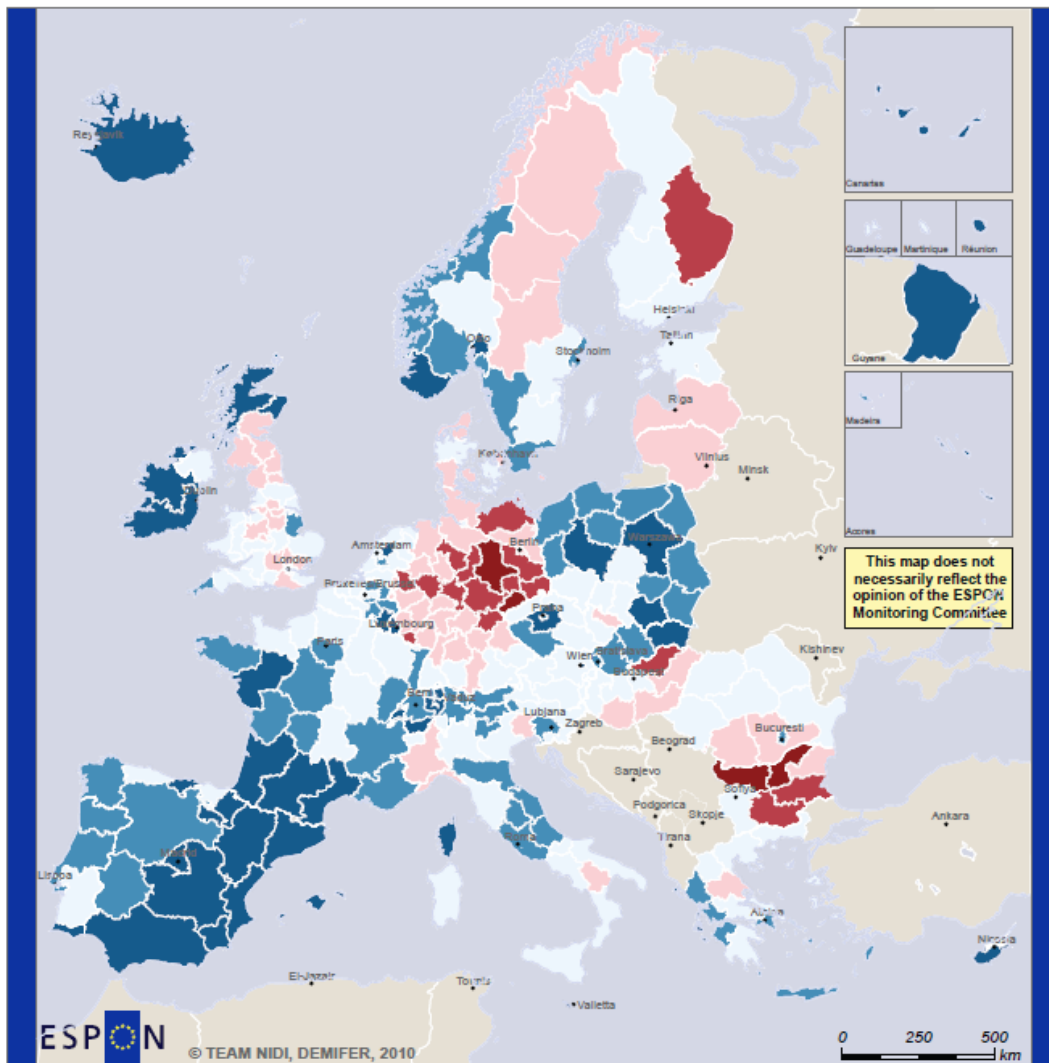
Regional level: NUTS 2/3.X
Source: Nordregio, 2012
Origin of data: EEA, 2011
© EuroGeographics Association for administrative boundaries

Average intensity change of all land changes per region



Offenburg	Medium intensification
Navarra	Low intensification
Basque Country	Low intensification
Midden-Delfland	High intensification
Thy	Low intensification
Ljubljana Urban Region	Medium-high intensification

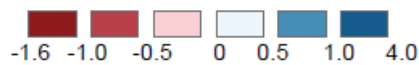
3. Change in Working Age Population, 2000-2007 (Map 20 from 1st ESPON 2013 Synthesis Report, 2010)



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Regional level: NUTS 2
Source: ESPON Database 2010
Origin of data: Eurostat, NSIS 2010
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Annual Average Change in Population Aged 20-64 (%)



□ No data

Offenburg	0 – 0.5
Navarra	1.0 – 4.0
Basque Country	0 – 0.5
Midden-Delfland	0 – 0.5
Thy	-0.5 - 0
Ljubljana Urban Region	1.0 – 4.0

3 The national policy context

3.1 Landscape policy

Landscape policies and planning systems vary considerably between the practice cases.

The most strict landscape planning regulations are valid in **Germany** in the federal legislation on Nature & Landscape, with a special possibility to develop formal, legally binding autonomous landscape plans with an own planning cycle. However, local implementation may still vary, as our case Offenburg demonstrates: State ('landscape programme'), Region ('landscape framework plan') and Municipality ('landscape plan') can interact in various ways.

Although also in the **Netherlands** landscape planning used to be organised well in the framework of spatial planning, recently landscape policy at national level has almost entirely been abandoned. However, the planning system leaves ample room for initiatives from lower public authorities like provinces and municipalities. Our case of the municipality of Midden-Delfland shows for example of a very well developed landscape plan, politically approved and binding. Also here a proper planning cycle is adopted for the landscape plan, while the associated actions are partly implemented through spatial planning regulations, partly through adoption of other sector policies, such as nature, recreation and culture.

In **Spain** landscape policies are the competence of the regions. Both in Basque Country and in Navarra active development of strategies and policies is being promoted for landscape, e.g. through special landscape studies, partly as a component in Spatial Planning Law and a proposed Landscape Law (Basque Country) or as a component in the Regional Law on Natural Resources (Navarra). These Laws cover landscape aspects in terms of vision at a higher spatial scale level.

In **Slovenia** the spatial planning and landscape planning is strongly oriented on heritage. The Nature protection Act (1993, 2003) includes a definition of the landscape in the context of nature conservation, whereas the importance of landscape diversity for the biodiversity is highlighted. The Culture Heritage Conservation Act (1999) defines the cultural landscape which might be valued for its heritage aspects.

In **Denmark** the case is a National Park, Thy. The National Park Plan is based on the Danish Act on National Parks, under the competence of the Ministry of the Environment and the Municipality. Landscape aspects can be taken on board as long as the municipality, voluntary agreements with landowners and cooperation with the public do not object.

Although all countries concerned – except for Germany – ratified the European Landscape Convention, in formal terms this has had limited consequences for the spatial planning system in the countries (see also chapter 3.1 of the Draft Final Report Scientific Report).

Table 2 gives an overview of the characteristics of the landscape policy as relevant for the different case studies.

The concept of Landscape in planning	Recognition of Landscape in Law	Responsible ministry	National Policy on landscape?	Regional and local landscape plans?	Public participation	Themes / Spatial Elements
Denmark	Yes, at national level Ratified ELC in 2000	Ministry of the Environment	Not a specific landscape plan but landscape is part of the national plan reports and the national binding restrictions	No specific landscape plans but the municipal plans are to cover both built-up and open land; hereby also taking landscape into consideration, particularly by using the tool of the LCA.	Yes, both legally binding, and in tradition and practice.	Ideally the Landscape Character Assessment is to cover all types of landscape, but in the planning policies there is some emphasis on the attractive landscape.
Netherlands	landscape is mentioned as a category in various laws	none	no	Regional Landscape plan (Not binding) Interlocal Lanscape plan (Voluntary) – Local landscape plan (Voluntary)	Yes.	Focus on reserve, managed and strengthened the landscape - preservation through development
Germany	Landscape is mentioned but no definition of landscape is provided.	Federal Ministry for the Environment, Nature Conservation and Nuclear Safety	No (currently, the BfN is investigating the needs for national landscape policy making to comply with international statutes and strategies).	Regional landscape Plan (Binding, except for individual people) Local landscape plan (binding as integrated into local plans and ordinances)	Yes (mostly limited to what is legally prescribed)	Strong focus on nature conservation. In some instances additional emphasis is on cultural heritage and, more recently, on landscape energy potentials.
Slovenia	Yes, at national level mainly in Spatial Planning Act, Nature Conservation Act, Cultural Heritage Act & Construction Act Ratified ELC in 2003	As of 2012, the Ministry of Infrastructure and Spatial Planning and the Ministry of Agriculture and Environment.	Slovenia has prepared a specific document on the Implementation of ELC. Landscape included in relevant policies such as Spatial Management Policy (2001), the Spatial Development Strategy (2004) & the Spatial Order of Slovenia (2004)	No regional and local landscape plans	Yes, the importance of participation is stated in national level legislation and in national policy documents.	Focus on protection and reservation of natural and cultural landscapes.
Spain	The national level land law includes landscape protection.	No key institution or key planning agency at national	No; but the autonomous communities have full authority to legislate for, regul-	Especially the autonomous community of Catalonia has been active in	Spain recognizes public participation through formalised measures	Consideration of all types of landscapes

	<p><i>The national Nature Conservation Act includes natural resource management and natural resources management.</i></p> <p><i>Ratified ELC in 2007</i> <i>The autonomous community of Navarra recognises landscape in several acts and the Basque Country a new Landscape Law will be introduced.</i></p>	<p><i>level, the autonomous regions have the full competence</i></p> <p><i>Only the Ministry of Education, Culture and Sports deals with the Cultural Landscapes and Heritage</i></p>	<p><i>late and execute spatial planning. Some of the autonomous communities include landscape management (e.g. Catalonia).</i> <i>The autonomous community of Navarra and the Basque Country are in the process of including landscape management in policy.</i></p> <p><i>National Plans for the protection of cultural landscapes</i></p>	<p><i>landscape planning.</i></p> <p><i>In Navarra, a landscape plan will be drawn up.</i></p> <p><i>Galicia has a Law for the protection of Landscape Ley 7/2008</i></p> <p><i>The Basque Country has presented a Landscape Law in parliament that is being under approval.</i></p> <p><i>National level natural resources management plans (binding) manage the development of national parks and nature parks and natural resources. They all above all the other plans on different levels and legally binding.</i></p>	<p><i>such as public debate and hearings, and also through principles such as the right of citizens to access information and for the government to provide it.</i></p> <p><i>Navarra states explicitly that planning should be democratic.</i></p> <p><i>In the Basque country stakeholder involvement in the planning processes still needs to be strengthened.</i></p>	<p><i>Traditionally focus on cultural landscapes and protection of natural areas</i></p> <p><i>At present the Basque country "Focus not only in protection of natural landscapes, but also in recovering deprived areas".</i></p> <p><i>Navarra has focused on the protection and preservation of various soil types or specific areas, lacking specific guidelines regarding the landscape as a result of their own Spatial Strategy of Navarre (2005).</i></p>
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Table 2 Characteristics of the landscape policy in force for the difference case studies

3.2 Planning system (competences in territorial planning and landscape policy)

Characterization of the Spatial Planning System										
Planning System	Planning culture	Laws and regulations				Competences				
		National	Regional	Subregional	Local	National	Regional	Subregional	Local	
BASQUE COUNTRY	decentralized	top-down	No spatial planning at National level National Plans for the protection of cultural landscapes	Basque Law in Spatial Planning 4/1990 DOT Spatial Planning Guidelines Draft bill Landscape law in parliament	DOT Spatial Planning Guidelines applied to Territorial and Sector Plans Law in Landscape will apply to the whole region	Spatial planning guidelines provide determinations- binding content of the Master Plans	Ministry of Education, Culture and Sports deals with the Cultural Landscapes and Heritage	Basque Government Spatial Planning Guidelines and approval of Sectoral Plans	Basque Government and Provinces – Integrated spatial plans in functional areas	Municipalities development of Master Plans
NAVARRA	centralized	top-down	No spatial planning at National level National Plans for the protection of cultural landscapes	Laws on Spatial planning Regional Law 35/2002, of Spatial Planning, Regional Law 14/2005 cultural landscape, Regional Law 9/1996 on natural reserves	N/A	Master Plans	Ministry of Education, Culture and Sports deals with the Cultural Landscapes and Heritage	Navarre Government Rural Landscape, environmental units, land use	Land use	Municipalities
LJUBLJANA URBAN REGION	centralized	mixed	Regional Spatial Plan, made by Regional Development Agency (national body)	N/A	N/A	Local Spatial Planning	Regional Spatial Plan	N/A	informal	informal
OFFENBURG MUNICIPALITY	decentralized	top-down	National law on nature and landscape	Comprehensive and environmental planning	Binding plans if approved by competent authority	Binding plans if approved by competent authority	None	Land Baden-Württemberg	Region Südlicher Oberrhein	Offenburg Municipality

MIDDEN DELFLAND	decentralized	mixed cooperative at subregional level	None	N/A	Regulation space by province (binds local governments) (voluntary action for cooperation)	Midden Delfland land use plan	None	N/A	Province South Holland	Midden Delfland Municipal Spatial Plan (binds private sectors)
THY NATIONAL PARK	centralized	cooperative	National Law on national Parks (NP) Law on Planning and EU Directives	N/A	None	Municipal Plan and Local Plan	National initiative of NP (protected area)	N/A	North Denmark Region	Thisted Municipality NP Board implements the NPP (management & projects)

Table 3 Characterisation of the spatial planning system valid for the case studies considered.

4 Practice A) Landscape policies at regional level

Basque Country has ratified the European Landscape Convention in 2009. In the year 2010 a proposal for a Landscape Law was launched, which until now (2013) is still in the parliament pending for approval. This law, inspired by the European Landscape Convention, aims at giving landscape a legal recognition and integrating landscape into planning instruments. The draft bill mentions the following instruments:

- Catalogues to analyse landscapes in sub-regional spatial planning areas and to define quality objectives;
- Guidelines to legally incorporate landscape quality objectives into planning;
- Action Plans for implementation of specific measures in specific areas; and
- Studies of Integration related to projects and activities that will potentially have a significant impact on landscape.

Currently the government of Basque Country is considering not to issue a separate landscape law, but to integrate the landscape concept and the associated instruments in the (existing) spatial planning law.

The **Navarre** regional government has ratified the European Landscape Convention in 2008 and recently has expressed the intention to develop a Landscape Strategy (as a vision plan) at regional level. This strategy will provide methods and techniques for assessment, development and management of landscape at several territorial scales. Criteria and guidelines for landscape quality (especially 'landmarks') and 'social themes' (like health and leisure) will be elaborated.

The vision on landscape of Navarre, in the practice of spatial planning, is holistic and comes very close to the vision of the European Landscape Convention. Landscape is seen as the cultural (including heritage) and visual expression of sustainable territorial development. The laws on Protected Landscapes (2005) and Natural Reserves (1996) are older than the ratification of the European Landscape Convention, but they are coincident with its proposals.

5 Learning on landscape policy

5.1 Learning goals Basque Country & Navarre

The stakeholders from Basque Country have indicated the wish to learn about integration of landscape in spatial planning and other (sectoral) planning actions.

Basque Country and Navarre both are interested in cooperation and coordination of different administrations / departments to reach a comprehensive approach.

Navarre is interested in implementation of guidelines for spatial quality.

5.2 Comparisons and observations

Integration in ordinary planning

Regions in Spain like Basque Country, Navarre and Catalunya follow a comparable line in introducing landscape in ordinary planning. These regions focus on spatial planning, but also develop landscape approaches for sectoral policies, like nature conservation and infrastructure. They are busy making Catalogues (inspired by the English methodology of Landscape Character Assessment) and Guidelines for spatial plans at sub-regional level. There are some differences in speed and political priority, in which these documents are made. It seems that Catalunya (see Appendix 2) is front runner. Exchange of experiences between Spanish regions on the content and practicability of such Guidelines is already taking place between regional landscape professionals regarding methodologies, which are highly recommended.

Coordination of departments

When landscape policy is not seen as sectoral, but as a comprehensive and coordinating policy field, then the cooperation with and support of other departments is crucial. It is a question of planning culture whether cooperation between departments is readily accepted. If policy making is seen as a 'battle field', in which the department rules that has most budget or highest political respect, than cooperation is more difficult. At a time of economic crisis there is less priority for a landscape approach in several European countries. Officials who prepare landscape policy, cannot change such planning culture in their work environment. But they could try to get influence via a pro-active and collegial attitude and could try to have constructive consultations with other departments. A good example is the landscape policy in Switzerland, where officials of the national landscape department made a 'landscape vision', together with other departments (2003). Goals of landscape policy were formulated, targeted to all relevant polices, like water and agriculture. Such way of working could be inspiration for officials in Spanish regions.

System of landscape plans

The Spanish regions have the intention to develop 'landscape plans': Basque Country seems to interpret such plans as project plans for physical developments at the sub-regional scale; Navarra develops a 'strategy' at regional scale.

A suggestion to officials, who prepare landscape policy in those regions, could be to look at examples in countries that have an 'established system of landscape plans' like Germany and the Netherlands.

Again Switzerland could serve as a reference case for a landscape plan at the *scale of the 'region'*. The national landscape plan of Switzerland (at a comparable scale as Navarre or Basque Country) has the character of a 'vision': it contains abstract goals / targets and indicators for monitoring. Main function is to sketch a 'picture' of the desirable future and to deliver a frame work for assessment of developments.

A landscape plan at the scale of the sub-region in other countries (Germany, The Netherlands) is interpreted as an 'action program' of physical planning developments. No separated project plans, but a coordinated and prioritized program for around 10 years, for which the (cooperating) municipalities have the function of producer or stage manager. A suggestion for Basque Country and Navarre is to investigate whether 'their' municipalities have competences and expertise to fulfill such a programming and executing function. If the answer is yes, then such a landscape plans could become an instrument and mandate of municipalities. Then the choice is whether such plan figure should become obligatory (like in Germany) or voluntary (like in the Netherlands).

Of course the municipalities would need the financial and executive backing of higher governments (like regions), especially on 'big projects' of landscape rehabilitation. But municipalities could play an important programmatic role and could involve private partners.

Detailed guidelines on quality

The region of Basque Country has a pilot for guidelines on landscape quality for some areas at sub-regional scale. A first comparison between these guidelines and the learning case of South Holland (NL) shows that the Dutch 'guidelines for spatial quality' are much more detailed and much more illustrated with maps, sketches and 'photo-designs'. Also the 'steering philosophy' seems to be different. South Holland has regulation on *spatial designations / functions* (they are rules for the municipalities), but the 'quality instructions' have character of *inspirations* and are open ended (municipalities are free to follow these or not).

Planning culture

Of course the cooperation between 'higher' and 'executive' governments has also aspects of planning culture. The case of Midden-Delfland with a 'multi-level' implementation organisation could be a learning case for Basque Country and Navarre.

Most important aspect of planning culture is the participation of NGOs and public into the preparation of plans. This will be treated in the following practices of sub-regional landscape planning.

6 Practice B) Landscape planning at inter-local level

The stakeholders in the Liveland project have chosen following 'good practices' of landscape planning:

1. Basque Country Regional Government (Department of Environment and Territorial Policy) presented the making of a "Landscape Catalogue" (a study to analyse landscape and define quality objectives) and the related "Landscape Guidelines" (on objectives) for the planning area Laguardia (inter-local scale).
2. Navarre Regional Government (Department of Environment) presented the protection (designation and regulation) of the "Orgi Oak Forest" and of the "Natural Recreation Zone" in the rural Basabura Valley.
3. Ljubljana Urban Region (Regional Development Agency) put forward the making of the "Expert Basis for Regional Spatial Plan" (study) for the Ljubljana urban area.
4. Offenburg Local Government (Municipal Service) presented the making and implementing of the "Landscape Plan" (action plan on nature and landscape) for the area of Offenburg and surrounding rural municipalities.
5. Midden Delfland Local Government (Municipal Service) put forward the making and implementing of the "Landscape Plan" (action plan on landscape) for the open space of Midden Delfland and surrounding urban municipalities.
6. Thy National Park (Agency of a foundation) put forward the making and implementing of the "Plan" (work plan on management of nature and cultural landscape) in the National Park area (inter-local scale).

6.1 Summary Basque Country: Study Laguardia

Central in the 'good practice' of the region of Basque Country (BC) is the making of a study on Catalogue and Guidelines in the sub-regional area of Laguardia, which has been prepared in the years between 2011 and 2012. The landscape Catalogues and Guidelines are the operational materialization of the Basque Government commitment with the ELC and its desire of integration of landscape consideration into spatial planning.

In the BC the concept of 'landscape' (as integrating approach) is rather new. The government, inspired by the ELC, aims at giving 'landscape' legal recognition and integrating landscape in the already existing planning instruments within the successful and stable spatial planning system. The study on Laguardia, entrusted by the Department of Environment and Territorial Policy, is one of the three pilot cases being undertaken nowadays in the Basque Country. The idea is that all the 15 planning areas in the Basque Country develop their Landscape Catalogues and Guidelines. But this will be done in several stages.

The main ambition of the study is the filling-in of methodologies (from analysis to action) and the development of instruments, to influence other governments and private stakeholders.

Landscape **CATALOGUES**: Analyze and evaluate landscapes in each of the Functional Areas and define quality objectives. The identification of many landscape qualities on maps is bundled in Landscape Units, which have a certain character distinguished to others. The evaluation of landscape values results in a map with Areas of Special Interest, which is the basis for further policy development. Special Interest can cover high identity value as well problems because of degradation. Related to the geographical information, next phase is elaboration of objectives and measures. The objectives represent principles of conservation (for the whole area), protection of certain landscapes and creation of new landscapes.

Landscape **GUIDELINES**: Legally incorporate the landscape quality objectives into territorial planning. Regarding actions is distinguished between direct rules indirect rules and recommendation. Most actions are related to Areas of Specific Interest and cover countryside (vineyards, orchards) and built-up areas (historical sites). Derived from the Guidelines there are two mechanisms of measures implementation:

Landscape ACTION PLANS: For implementation of specific measures in specific areas that may require special attention due to its vulnerability. The study on Laguardia made proposals for several of such plans, some on specific landscape units (like a river valley) and some for a big area (like a network of scenic routes).

STUDIES OF LANDSCAPE INTEGRATION: related to projects and activities that will potentially have a significant impact on landscape

The process of public participation has been quite ambitious and challenging. Several forms of informal participation focused to stakeholders, different actors and general public were used like interviews (also on E-mail), workshops / round tables and social media.

6.2 Summary Navarre: Protected area Orgi

The case of Navarre Region is a Protected Landscape including the Natural Recreation Area of the Orgi Oak Forest under regional law on Natural Reserves (1996). Its vision and strategy and is mainly related to natural character and biodiversity protection. Educational and recreational component is added in the enclave of Orgi oak.

In its execution and implementation process has been public participation processes as benefits environmental and territorial procedures established by law in Navarre. Plans of use and management of natural reserves of Navarre are considered planning instruments at sub-regional level.

The character of the protected area is "countryside" and is determined by human use in the past: is a mosaic of oak forest and pastures of traditional uses (livestock and agriculture). Focus of protection is on nature and biodiversity values. One of its peculiarities is the presence of a type of oak that can live in the waterlogged soils at the bottom of the valley, the English oak, many of which are a hundred and even two hundred years old. Those primitive oak groves were spread over the humid valleys of northern Navarre. Since recent times, the action of man has made them disappear, converting the land into agricultural terrain and prairies.

An important goal of Navarre is 'multifunctionality' and compatibility of strict nature protection (European importance and EU Natura 2000 network) and recreational use as Golf Course.

17 years of functioning (1996/2013) have taken place with the experience of public use of nature, Orgi has received 650,000 visitors who are satisfied with the space. Monitoring annual report of indicators exist. In the case of Orgi is monitoring the indicators of participation, volunteerism and environmental education.

ACHIEVED RESULTS

- Establishment of a local management organisation shared by the Regional Government and public institutions, private organisations, etc.
- Change of the local policy on environmental management in direction of public use, conservation of nature, and environmental education.
- Creation of local employment, to develop the plans and programs of Orgi.
- Preparation of environmental volunteer programs.
- Through the steering of the type of visitors to the space, and attitudes of these, the environmental impact on the space has been diminished.
- Adapt a natural space for persons with different types of incapacities.
- Create a meeting place between different social groups , urban and rural, facilitating the integration of other cultures and creating access, without exclusions, to nature.
- Management of a protected area, through economic austerity and with rustic criteria.

6.3 Summary Ljubljana: Study Regional Spatial Plan

The Ljubljana Urban Region in Slovenia is an informal, voluntary cooperation of 26 municipalities, chaired by with the central city of Ljubljana. The study and development of a Regional Spatial Plan was commissioned by the Regional Development Agency, which is a national agency. The 'expert basis' for this Plan was prepared between 2008 and 2009. The comprehensive study addresses all relevant spatial issues (environment, demography, settlements, infrastructure etc.) and gives special attention to natural resources and landscapes, in particular the less recognized ones.

The Ljubljana Urban Region is inspired by the European Landscape Convention and searches development potentials in landscapes, going further than only protection as Landscape Park, which exists since long in national policy.

In the study 3 scenarios of general spatial developments are presented, assuming different future changes: gradual change, high ambition on quality of life and adoption to climate change. The outcomes of these scenarios were translated into spatial concepts and guidelines for landscape development. It contains guidelines for protected areas (concept of protection through use, professional management), forestry (sustainable management) and agriculture (organic production and urban-rural partnership).

A second ambition is the active participation of the interested stakeholders (in particular the local public), which would enable them to have a stronger and more creative influence on important spatial decisions. Basic instrument for the 'productive protection' of the landscape would be a balance in spatial interests and appropriate land use. The plans indicates that more stakeholders should be involved in a new program of activities as well. Landscape planning could thus be the creative fusion of development needs with protection mechanisms, that produces a high quality landscape around the Slovenian capital.

The results of the study in the years after 2009 were not adopted by the political decision makers in the cooperation of the Ljubljana Urban Region. So until now (2013) no further activities are under way for the implementation of a Regional Spatial Plan.

6.4 Summary Offenburg: Landscape Plan

Central in the 'good practice' of the municipality of Offenburg is the development of the Local Landscape Plan (LLP), which has been prepared in cooperation with surrounding municipalities in the years between 2006 and 2013. LLP and Land Use Plan are prepared in parallel, linked processes.

In Germany 'landscape' is since long linked with spatial planning. Landscape is seen as part of nature policy, where 'nature' is the overarching concept. The country has a tradition of comprehensive planning, including an elaborate system of plans on all levels. The drawing up of landscape and spatial plans is obligatory. A municipality is an executing government, with strong instruments for (detailed) steering of spatial developments. The LLP binds the involved governments, the local spatial plan binds private actors.

Main ambition of the LLP Offenburg is protection and improvement of biodiversity, natural resources and beauty, subsidiary to national law. Handling of spatial conflicts and deciding on future spatial developments (conforming to higher order plans) are the main functions of the plan. Goals are related to protection, development and restoration. These goals are detailed for nature, landscape and environment and represented on maps in a detailed way.

The LLP delivers a program of actions of governments, mainly as 'physical measures'. The program contains 3 items: green spaces and recreation, natural household and protected areas. A large amount of 'tables with measures' are delivered, which contain short descriptions of concrete physical developments.

Another challenge in Offenburg was the cooperation between governments, officials as well as politicians. Participation of private stakeholders in the planning process took place, but in an extensive way. There was informal input from experts from NGOs.

Implementation of the LLP has started via the Land Use Plan and related permits.

Implementation of 'autonomous' projects, regarding nature, landscape and recreation seems rather weak, probably because of lack of financing. There is no cooperative execution organisation.

6.5 Summary Midden Delfland: Landscape Plan

Central in the 'good practice' of the municipality of Midden-Delfland (MD) is the making and executing of the Local Landscape Plan (LLP), which has been prepared in cooperation with other governments in the years between 2007 and 2009. This plan is now implemented in an execution organisation, which includes a bigger area of green spaces.

In the Netherlands 'landscape' (as spatial quality) has since long been integrated in the spatial planning on all levels. The country has a broad set of plans on space, but recently only on regional and local level. A LLP is a voluntary instrument of the municipalities. Spatial plans on regional and local level are obligatory. A municipality is an executing government, with strong instruments for (detailed) steering of spatial developments. The LLP binds the involved governments; the local spatial plan binds private actors.

Main ambition of LLP is creating a 'green space' in an urbanized area of very high density. Goals are related to the relation (partnership) between city and countryside and to management of landscape by agriculture (dairy sector).

In MD there are spatial conflicts between such components as recreational areas (parks) and agrarian landscape (accessible cultural landscape) versus other functions, like spread dwelling (which should be an exception outside urban areas) and industrial agriculture (horticulture). Choices have been made in earlier spatial plans (called 'visions'); the LLP makes an operationalization.

The LLP focuses not on designations, but on development and management of landscape. It defines actions of governments, mainly as 'physical measures'. The objectives of the LLP are not translated into measurable targets in words, but directly carried on to concrete measures, mainly described on maps. So the 'Perspective 2025' is an action plan, which includes an overview on a synthesis map, 'principles of design' (guidelines) of future spatial developments and additional maps with networks of ecology, water, public transport and 'slow roads'.

During the process of making the LLP stakeholders and the officials of the municipalities felt the need of a more detailed approach, which resulted in an elaboration of smaller landscape units (19 polders). For each polder a map was made which showed the existing qualities and another map showed the desired development direction. This approach was crucial for the success of the LLP. The 'elaboration per polder' includes maps with description of character and designation of nature, recreation, demolition of glass houses and new dwellings. These detailed guidelines should be useful in the practical execution of the plan, especially in permits for private initiatives of developments.

Another challenge of MD municipality was the participation and involvement of private stakeholders in the planning process. During the preparation of the LLP many and diverse stakeholders (organisations and individuals, also from surrounding cities) were involved. Many working forms were used, like 'cafés', 'design tables' and 'kitchen table talks'. I.e..

In the implementation of the LLP a lack of financial resources (because of national budget cuts) has been a limiting factor. But in the execution organisation, together with other governments, a solution will be found.

6.6 Summary Thy: Management Plan

The Agency for the maintenance of the National Park (NP) Thy prepared a Management Plan in 2009 and 2010. This foundation has no formal power, but the task to coordinate the management of the protected area and to be mediator between the different stakeholders and authorities.

The NP was established in 2007 by the Danish ministry of Environment, after a pre-study in which all stakeholders and authorities in the designated area were involved and came to a local agreement. The decision making process on the goals and zoning of the NP was a combination of bottom-up negotiations and top-down legal approval.

The NP Management Plan is a work plan on the activities and of the NP Agency. It is based on voluntary cooperation with the land owners (Danish Nature Agency and local farmers). The goal is to protect and develop the nature (dunes, heath and forests) and the landscape (historic sites). Further to develop outdoor activities and tourism in a sustainable way and to promote education.

The measures of management are targeted to reach a balance of protection and use for recreation, business and fishing. One of the instruments is the zoning of different types of protection.

The NP Agency made an evaluation of the Management Plan.

7 Learning on landscape planning

Following text gives first comparisons and observations about the six practices of sub-regional planning, also looking at the learning goals and the reference cases in appendix 2.

7.1 Learning on inter-local studies

In both regions around Ljubljana and Gothenburg (region of Götaland) studies have been made on future spatial developments, including all functions like working, housing, recreation and infrastructure. Landscape was only one of the items. Common goal in both cases was the building of policies on a higher scale (around a central city) and the promotion of cooperation between municipalities. It is remarkable that the study for LUR was not accepted for common planning. Probably main challenge is to create common interests between the central city and the surrounding rural communities. This problem is seen in many cases of spatial planning in Europe. Gothenburg could be a learning case for Ljubljana. But more examples of voluntary cooperation could be found, i.e. the 'metropole region' of the German cities of Cologne and Bonn. [Website]

7.2 Learning on local landscape plans

Comparing the Landscape Plans of Midden Delfland (MD) and Offenburg it is obvious that there is much resemblance in quality goals and in planning culture. Some first observations can be made:

- There are big differences in analysis, where the inventory and analysis in Offenburg is much broader (including environmental items like soil, water and air pollution) and detailed compared to MD. Also the methodology in Offenburg is more explicit.
- The description of goals is not very different. Offenburg is a little more focused on nature protection.
- Regarding physical measures and guidelines for future developments, the 'design principles' in MD are much more detailed as the 'tables with measures' in Offenburg. The elaborations per landscape unit ('polder') in MD are not only very detailed on developments, but also much more illustrated.
- Further differences on monitoring can be seen. The plan of MD mentions only short the 'guardianship' of quality and the execution plan includes a program of actions. The LLP Offenburg gives a framework of around 30 monitoring indicators and 'measure units'. The reporting on the 'state of landscape' of Offenburg seems to be more elaborated.
- Biggest difference appears in the execution of measures. Where Offenburg seems to stand alone in implementation, MD takes part in an execution organisation and cooperates with other authorities. Especially the 'autonomous' landscape actions as public service, like construction of recreational connections, seems to have better chances in MD.

The officials of the municipalities and even more the experts who make such 'action programs' could organise a much 'deeper' learning process (about methodology of analysis and strategies of steering) if they would take more time for detailed presentations, critical review and mutual exchange of opinions.

7.3 Learning on landscape guidelines

As stated before (in chapter 5 about regional landscape policy) the regional policy makers of Basque Country, Navarre, Catalonia and South Holland could learn from each other.

Assuming that municipalities have much more influence on spatial and landscape developments, a suggestion to regional governments could be to create effective 'indirect' strategies of steering of improvement towards 'quality' landscapes. In a planning culture of not only top-down rules, but also multi-level cooperation and good consultations, it could be possible to develop an effective and detailed steering of quality developments.

7.4 Learning on nature protection

Several Stakeholders in LIVELAND (Navarre, Thy, Ljubljana) are seeking new strategies of protection, combined with adopted use (recreation, sustainable exploitation of natural resources). The combination of biodiversity and production ('green economy' and tourism) should be carefully investigated. Zoning of recreational use is a broad applied practice in Europe and seems to be a mature technique. In Management Plans a precise balancing of interests and effective measures should be implemented. Regarding 'green economy' or sustainable exploitation, more learning could be organised, not only with National Parks, but especially with 'soft protected' areas like Biosphere Reserves. [website IUCN]

7.5 Learning on participation

Comparing the processes of making studies, plans or guidelines, it is obvious that some Stakeholders search for participation going further as the formal 'good governance'. Especially BC and MD have created informal participation (creative working forms), have involved not-organised citizens and used ICT techniques and social media. It seems there is a mature technique for participation with a guidance for process. [website Plurel on good governance?]

8 Appendix 1: Format of Baseline Analysis Reports

1. Introduction

The practice: making and implementing a study, policy document, plan

The actor (stakeholder in Liveland)

Back ground and context

2. Planning system and culture

Interpretation of key concepts

Planning system

Planning culture

3. Geographic description of the practice case area

4. Challenges and ambitions of practice case

Content

Processes

5. Description of the planning practice

5.1 Planning process and decision making

Time line of the planning process

Participation

Procedures and decisions

5.2 Content of the planning practice

Analysis

Vision and objectives

Actions and measures envisaged

Implementation strategy

Actions and measures implemented

Monitoring and evaluation

6. Links to European context

7. Summary of the practice

9 Appendix 2 External Reference cases

The reference cases are described according to the following structure:

- a) Location (including location map);
- b) Reason for inclusion as a reference case;
- c) General geographical and demographical information;
- d) Characterization of landscape or spatial planning approach;
- e) Headlines of the landscape or spatial plan, and current status (methodology, instruments and planning culture);
- f) Short history of the development stages of the plan;
- g) Crucial success factors of the landscape or spatial policy;
- h) Stakeholders who identified this reference case

9.1 Reference Case Province South Holland

1. Location

The Province of South Holland is one of the 12 regional governments in the Netherlands. It is part of the “Randstad” in the West of the NL, and includes the urban agglomerates of Rotterdam and The Hague.

2. Reasons for inclusion as a reference case

- o Long tradition in spatial planning and in application of instruments contributing to environmental quality and liveability.
- o Large experience in landscape planning.
- o Urban–rural relationships in densely urbanised / metropolitan area.
- o Vivid practice in involving stakeholders and inhabitants in spatial planning procedures



3. General geographical and demographical information

The area of the PSH consists of a metropolitan area in the Delta of the Rhine and Meuse rivers, with big conurbations, one of the largest sea harbours in the world and two big rural areas called the Green Heart and the Delta. The PSH has a surface of 2800 km², around 3.5 million inhabitants and a population density of 800 inh/km².

4. Characterisation of landscape or spatial planning approach

The PSH has a tradition of spatial planning of around 50 years. Main challenge is the 'steering' of the urbanisation. Landscape is seen as 'green space'. One of the five main tasks of the Spatial Vision (the formal spatial plan) is a 'vital, diverse and attractive landscape'. Recreational space near urban areas is seen as an important contribution to a high quality and liveable environment of citizens.

The instruments of spatial planning are a map with spatial **functions** (like urban area, agrarian landscape and natural area), a map with spatial **qualities** (like distinguished river area or characteristic work area) and a **regulation on space**. The key elements of the function map and regulation (i.e. the borders or 'red lines' for urbanisation) are binding for local spatial plans of municipalities.

Next to binding instruments the PSH has new **quality guidelines** for the rural areas. These 'area profiles' are based on the provincial map with spatial qualities. They are a source of inspiration for local governments and private developers. The guidelines are given in a report, which contains instructions and examples on several aspects of spatial quality, usable for development and management of space. As example a summary is given of the area profile of Midden-Delfland.



5. Headlines of the landscape or spatial plan, and current status (methodology, instruments and planning culture)

The report on quality guidelines for Midden-Delfland (a 'green' 'buffer zone' between Rotterdam and The Hague)

contains an explanation of the guidelines, a historical analysis of the area and a concrete description of the legend of the provincial quality map. The 'quality instructions' (analysis and ambitions) consist of a bundle of maps, sketches and photos. Here one example is given: quality of leisure landscape.

Quality map (above), area profile (mid) and landscape plan (under)



Inspirations for 'diverse and conjoined free time landscape'. The area of Midden-Delfland is very close to densely urbanised areas. That is why the entire area, with all rural functions, is seen as leisure landscape. A network of walking and cycling paths link the different rural and urban zones. By this way the agricultural landscape is unlocked for recreationists. Only the natural areas are relatively inaccessible (until now). Near the urban borders specialised recreational areas form an 'artificial' landscape. The ambition is to create more possibilities to enjoy the agrarian and natural landscapes. This includes new walking paths, also in some nature reserves. Near the city borders new attractive elements (i.e. allotments gardens, high trees, recreational 'portals') should be created.



Quality map or 'area profile' on leisure landscape Legend includes:

- Network of cycling and walking routes
- Waterways
- Artificial (recreation) landscapes
- Enjoyable (leisure) landscapes (whole rural area)
- Nature areas



Illustratie natuurgebieden in het veenweidegebied, huidig beeld



Illustratie natuurgebieden in het veenweidegebied, ambitie

*'Photodesign' on enjoyable nature area in peat meadows
(above: problems; under: ambition or desirable future)*

6. Short history of the development stages of the plan

The report of the 'area profile' was made by a commercial office of landscape architects. There was a group of accompaniment with local governments (including the big cities) and local NGOs for nature, recreation and agriculture. The report was finished in March 2012 and the making of the study took around three years. The document was approved by the government of the province and published on the website.

<http://www.zuid-holland.nl/documenten/opendocument.htm?lpos=333876127&llvol=0>

7. Crucial success factors of the landscape or spatial policy

The PSH considered that the 'classical' planning instrument of regulation (prescription and prohibition) of spatial functions is not enough to reach a 'good' spatial quality. Therefore these guidelines as 'inspiration' are developed. Because the guidelines are very new (around 6 months), it is not possible to investigate the success of this policy.

9.2 Reference Case Catalunya



1. Location

Catalonia or *Catalunya* in Catalan is an autonomous region in North-Eastern Spain, bordering France in the Pyrenees.

2. Reason for inclusion as a reference case

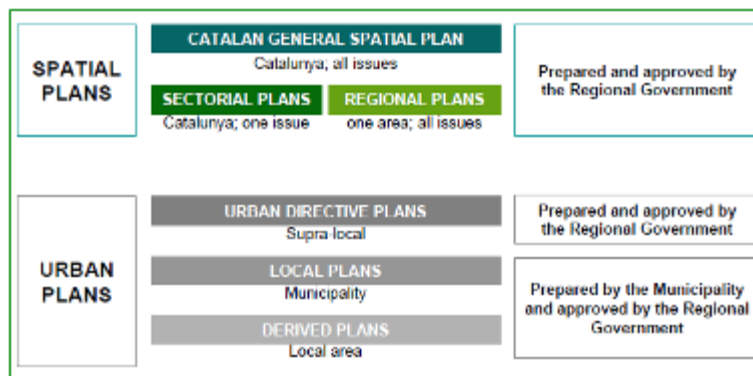
Ample experience with spatial planning and landscape management, among other things exemplified by the Catalan Landscape Observatory.

3. General geographical and demo-

graphical information

Catalunya has a surface of about 32,000 km² and a population of 7.5 million people. It is characterised by a strong diversity in landscape and land use, ranging from the tourist resorts on the coast to the high mountains of the Pyrenees. Most of the inhabitants live in Barcelona and Girona. Population has grown strongly in the last 60 years. Moreover there is an increase in foreign inhabitants

4. Characterisation of landscape or spatial planning approach



Headlines of the landscape or spatial plan, and current status (methodology, instruments and planning culture)

- Open spaces are considered an asset in spatial planning
- 71.2% of Catalan territory is safeguarded from urbanisation
- New urban development to be realised adjacent to existing conurbations

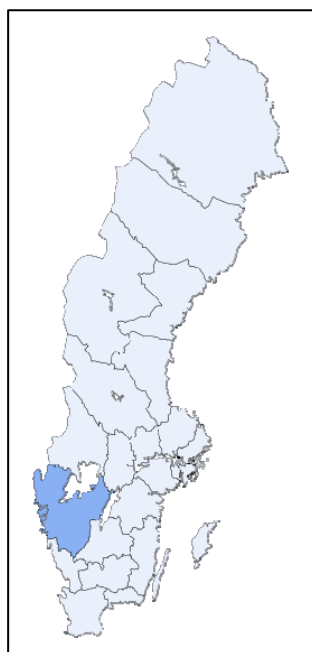
5. Short history of the development stages of the plan

A study of the existing and potential planning structure of the Region was made by a working group established by the regional government. Subsequently, local governments and local NGOs for nature, recreation and agriculture were involved. The document was approved by the regional government after four years.

6. Crucial success factors of the landscape or spatial policy

- intensive consultation phase leads to high commitment of both civil society and public authorities
- clear division of responsibilities for spatial planning instruments at various governance levels enhances implementation

9.3 Reference Case Västra Götaland



1. Location

Västra Götaland County (Swedish: *Västra Götalands län*) is a county or *län* on the western coast of Sweden.

2. Reason for inclusion as a reference case

Acknowledged example of good practice in spatial planning and landscape management at regional level, and recent experiment of new governance styles in Sweden (see e.g. PLUREL, 2010).

3. General geographical and demographical information

The county is the second largest (in terms of population) of Sweden's counties and is subdivided into 49 municipalities (kommuner). Its population of 1,590,000 amounts to 17% of Sweden's population. The capital and governmental seat of Västra Götaland County is Gothenburg.

Location of Västra Götaland County in Sweden

4. *Characterisation of landscape or spatial planning approach*

According to ESPON 2.3.2, the style of planning in Sweden is classified as a mix of comprehensive integrated approach and regional economic approach. In the second half of the 1990s, a pilot project was launched to identify new local government areas in Västra Götaland. The main objective was to encourage greater democratic participation at local level, but beyond the narrow municipal level. The pilot continued until 2010. The region has set up a directly elected regional council. It continues to manage medical and health services, but also has full responsibility for regional development policies, which had been the task of the County Administrative Board before.

5. *Headlines of the landscape or spatial plan, and current status (methodology, instruments and planning culture)*

According to the Swedish Planning and Building Act (PBA) the production of a national plan is not obligatory. However, there are national level policy statements referring to areas and issues of national significance. These statements provide guidance.

As regards regional level the Act provides for a regional plan to be carried out on a voluntary basis. If matters concerning the use of land and water areas in several municipalities require joint study and coordination, the government may appoint a regional planning body which will be responsible for regional planning in the specified municipalities. However, it will not be established if the municipalities affected are generally opposed to it. The planning body can work out and adopt a formal plan for a region. This plan has no legally binding status but would serve as a basis for decisions concerning the lower-level plans. It may also suggest principles for the use of land and water areas. The plan needs no higher approval, but the government can annul it if the national interests are not taken into consideration. So far, the instruments of regional physical planning have not been much used. Currently, regional planning only exists in the Stockholm and Göteborg areas. In Stockholm the County Council has a special obligation to act as a regional planning body. However, physical plans at the regional level result basically from sectoral planning, e.g. plans for road network, traffic, spatial distribution of school facilities, hospitals etc.

According to the PBA, every municipality should elaborate an extensive comprehensive plan for its territory. This plan guides decisions on land and water use. The plan is not binding for either public or private sector activities. It should however, be taken into consideration in the processes of decision-making on the use of water and land. Municipalities are also responsible for detailed development plans exerting more detailed control on land use and development. The detailed development plan has a strong legal status and determines more or less the right of building development in individual blocks and wider areas.

6. *Short history of the development stages of the plan*

no information available

7. *Crucial success factors of the landscape or spatial policy*

Normally the municipalities alone decide if and how an area shall be planned and developed, and their plans need no approval from any higher level. However, the County Administrative Board can annul their plans in specific cases (national interest as described in the Naturressurslag, or a regulation concerning several municipalities not taken into consideration). In practice it rather influences the plans by consultations before being adopted by the municipalities. On the other hand, physical planning on the regional level and a strong cooperation culture are crucial success factors.

9.4 Reference Case England



1. *Location*

England is a country that is part of the United Kingdom. Most of England comprises the central and southern part of the island of Great Britain in the North Atlantic. The country also includes over 100 smaller islands.

2. *Reason for inclusion as a reference case*

Landscape character assessment approach and well-elaborated multi-level spatial planning system.

3. *General geographical and demographical information*

In geological terms, the Pennines, known as the "backbone of England", are the oldest range of mountains in the country. Their geological composition includes, among others, sandstone and limestone, and also coal. There are karst landscapes in calcite areas such as parts of Yorkshire and Derbyshire. The Pennine landscape is high moorland in upland areas, indented by fertile valleys of the region's rivers. They contain three national parks, the Yorkshire Dales, Northumberland, and the Peak District. The English Lowlands are to the south of the Pennines, consisting of green rolling hills, including the Cotswold Hills, Chiltern Hills, North and South Downs—where they meet the sea they form white rock exposures such as the cliffs of Dover. The granite Southwest Peninsula in the West Country includes upland moorland, such as Dartmoor and Exmoor, and enjoys a mild climate; both are national parks.

4. *Characterisation of landscape or spatial planning approach*

The style of spatial planning that exists in the UK can be categorised, following the example adopted in the ESPON 1.1.1 project, as belonging, together with Ireland, to the British style. The British legal style evolved from English Common Law and the principle of precedent. This system is based on the accumulation of case law over time. Another key distinction between the British/Irish system and the rest of Europe relates to the powers given to local government. One author describes the administrative system in Britain as a dual system in which central government sets legal and functional constraints for local authorities and then plays a supervisory role.

5. *Headlines of the landscape or spatial plan, and current status (methodology, instruments and planning culture)*

Local and county level

The Local Development Framework is the local planning policy instrument through the UK. This is the primary source of policy when decisions are made on development proposals. The development plan may comprise a number of different documents depending on progress in preparing plans.

All non-metropolitan district councils in England have an obligation to prepare one district-wide local development framework. Authority-wide local plans have a 10-year horizon, or longer for conservation, land protection policies and long-term phased development. The plan must be in general conformity with the structure plan and national and regional guidance. It is the primary consideration in the control of development. Local plans set out detailed policies and proposals allocating for specific purposes, together with general policies which are used to guide development control.

National guidance on landscape

England has a tradition of planning policy 'guidances', which have no binding character. One of these is the Landscape Character Assessment (LCA) which is a national method (developed by the Countryside Agency) for describing an area in a systematic way for identifying the features that give the locality its 'sense of place' and pinpointing what makes it different from its neighbouring areas. These 'national landscape character types' (on a map for England and Scotland) should be translated in a 'local typology' (made by local experts) and used by local authorities for preparing (the modification of) a Local Development Framework. Only after acceptance in a local plan, the inventory and analysis get its 'teeth' and legally binding.

There is a practical guide to LCA for England and Scotland from 2002, which frequently used in the UK and also international. The successor of the Countryside Agency, called Natural England, prepared an update of the LCA methodology. But this (until now) is not accepted by the English government.

6. *Short history of the development stages of the plan*

England has a long history of spatial planning, based on an iterative planning cycle. Spatial plans at the county (15 years) and municipal (10 years) governance levels are regularly revised in a consultative way.

7. *Crucial success factors of the landscape or spatial policy*

- well-developed multi-level spatial planning and governance system
- clear possibilities for public consultation and participation
- well-defined system of landscape characterisation and monitoring

8. Overview of Dartmoor Natural Park

Dartmoor covers an area of 954 km² in south Devon, England. Among the specific features are the exposed granite hilltops, known as tors, as well as numerous bogs. Today, the landscape is being used for multifunctional purposes – water supply, mineral extraction (china clay mining), farming and even military training (about 11% of the territory). Dartmoor is sparsely populated – it is a home to about 35 000 people.

Dartmoor received a status of the National Park (NP) in 1951. It was amongst the first five NPs to be designated in England and Wales.

Planning and management of Dartmoor

Dartmoor was established during a top-down process and was managed by the Devon County Council until 1995. The Environmental Act (1995) laid the foundation for establishing of the free-standing Authority for Dartmoor, which took over the administration and management of the National Park from 1997. The NP is not state-owned; it has various landowners, both public bodies and private individuals.

Today, the Dartmoor National Park Authority (DNPA) is the sole local planning authority for land within the NP and is responsible for decision-making on all planning applications within its area. Among the main responsibilities of the DNPA is developing and monitoring the implementation of a National Park Management Plan and granting planning permission.

Balancing use and protection

Much of the open moor is being held under common rights. Public can walk freely on about 47,000 hectares (48%) of open land, some of which is fully open for camping, bicycling and other activities. On approximately 7,000 ha applies the right of access on foot, with some limitations, such as camping. About 1/3 of the land in the NP is protected for its wildlife or geological value, known as Special Areas of Conservation (SACs) (27%) and nationally valuable sites (31% together with SACs), known as Sites of Special Scientific Importance (SSSIs).

For combining different conflicting interests and balancing use and protection, the recreational areas are divided into 'areas of heavy recreation use', 'areas for exploration and tranquility', 'quiet areas', 'areas of opportunity', 'linking town and country'. In the most heavily used sites the management plans are developed in partnership with landowners and commoners.

Linking economic development with protection of the NP and achieving the right balance are also considered highly important within the NP planning. In case of emerging conflicts, the conservation purpose is given a higher priority.

No concerns were raised about the need to regulate or manage the *visitors'* access to the NP and no absolute limit for a number of visitors was established. On the contrary, 'improving accessibility and widening participation' is among the key themes in the Recreation and Access Strategy, particularly for people with special needs and health problems.

The concerns were raised with regard to an increased use of motorized vehicles. Among the proposed measures in the current NP Management Plan is to reduce the percentage of visitors who arrive by and travel around the National Park by car. However, no concrete actions have been elaborated yet.

Evaluation and monitoring

Evaluation of the progress in realizing the Management Plan is done through monitoring the progress towards achieving the visions and ambitions and monitoring the delivery of the Action Plan. The State of the Park report is a baseline for monitoring the progress of the Management Plan, which contains quantitative data on the 'state' of Dartmoor National Park and describes the change and trends. It is planned to be published regularly, the latest version is from 2010.

When it comes to monitoring visitors and other activities, the following data is being collected in the Dartmoor NP:

- Annual number of visitors to information centres operated by DNPA;
- Percentage of hits on different areas of the DNPA web site are monitored monthly. The proportion of hits to the 'visiting' area of the web site.
- Total annual attendance of guided walks led by DNPA
- Total annual attendance on education events organised by DNPA
- Percentage of DNPA organised educational events by type (foreign, primary, secondary, higher education, outreach, special needs, youth organizations, adult learning,
- Number of events considered through DNPA
- organised events system and the number of participants in events
- Total length of promoted long distance walking
- routes
- Total area of land open to public access
- % length of Public Rights of Way which are 'easy to use'
- Number of passengers using Dartmoor bus services annually
- Number of people using monitored footpaths (path counters)
- The use of moorland car parks, monthly (automatic car park counters)
- Annual number of tourist visitors to Dartmoor
- Annual number of staying visitors to Dartmoor
- Total annual visitor spend

The main tool used for monitoring the *number of people* visiting the National Park and their expenditure is the statistical model **STEAM** (2009). STEAM stands for the Scarborough Tourism Economic Activity Monitor and it is widely used by a number of NPs across the U.K. In 2005 Dartmoor National Park Authority commissioned the owners of STEAM (Global Tourism Solutions: GTS) to undertake a baseline survey of Dartmoor National Park for the year 2003.

STEAM

STEAM is a spreadsheet model, which relies on a range of local inputs which may vary from area to area. The more data input that can be provided locally the more consistent is the output. While the traditional measurement of tourism activity is from the demand side (e.g. visitor surveys), STEAM measures the tourism activities from the supply side, which is usually less time-consuming and less costly. STEAM is not designed to provide a precise and accurate measurement of tourism activities, but rather to indicate and monitor the trends. The confidence level of the model is within the ranges of plus or minus 10% in respect of the yearly outputs and plus or minus 5% in respect of trend.

Data used as an input to STEAM for the Dartmoor report included:

- A detailed list of local accommodation providers

- Information on occupancy percentages
- Bed stock for each accommodation type
- Tariff rates
- Attendance at major visitor attractions
- Visitor numbers to tourist information centres
- Local traffic monitoring data

The STEAM report in Dartmoor includes:

- Analysis by sector of expenditure
- Revenue by category of expenditure
- Tourist/visitor days (total number of tourists/visitors multiplied by the average length of stay)
- Tourist numbers
- Sectors in which employment is supported

STEAM provides measurement of day visitors which are staying away from home and visiting the area. Leisure day visitors to Dartmoor arriving from their own home outside of the area fall outside this definition. In order to get total tourist numbers STEAM output is supplemented with a survey of leisure day visitors.

9.5 Reference Case Switzerland



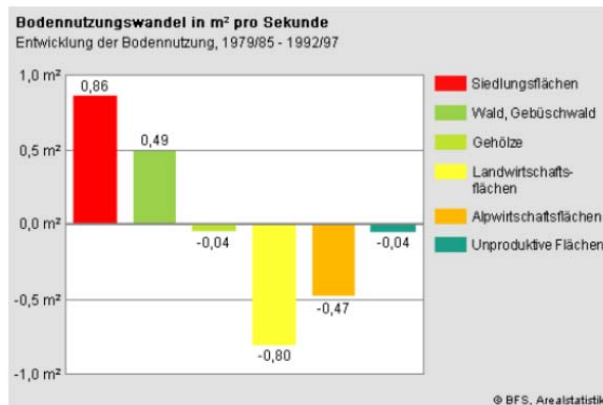
1. Location (including location map)

Switzerland (the Swiss Confederation) is a federal republic consisting of 26 cantons, with Bern as the seat of the federal authorities.

2. Reason for inclusion as a reference case

In Switzerland the fragmentation of landscape and the abandonment of rural land is a problem. In the densely populated 'lowlands' much formerly agricultural land is used for urbanisation. In the mountains much agriculture (adopted alpine land use) is replaced by woodland.

Change of land use in Switzerland (m²/sec)



(Source: LABES, Bern, 2010)

Unplanned spatial development and protection of heritage and identity of landscapes is therefore an important political issue. There is a bottom-up landscape initiative.

3. *General geographical and demographical information*

Switzerland is a landlocked country geographically divided between the Alps, the Swiss Plateau and the Jura, spanning an area of 41,285 km². While the Alps occupy the greater part of the territory, the Swiss population of approximately 8 million people is concentrated mostly on the Plateau, where the largest cities are to be found.



4. *Characterisation of landscape planning approach*

Since 2003 exist a national landscape policy, inspired by the European Landscape Convention and based on an integrated and multisectoral vision ('Landschaftskonzept'), also related to sustainable and harmonious development.

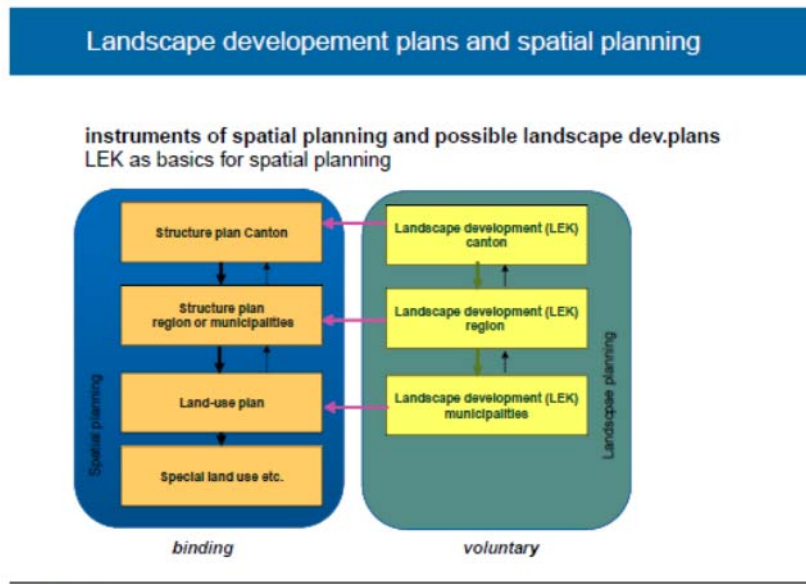
This vision 'Landscape 2020' aims to cooperate with spatial planning and to stimulate regional governments (Cantons) to develop 'Regional Parks' and voluntary landscape studies and plans, which should be integrated in obligated and binding spatial plans.

Action fields of the national government are:

- Sustainable land use policy e.g. 'green metropolises' (green in and around cities), adopted land use in agriculture and forestry
- Natural and clean waterbodies
- Green network of nature areas
- Diverse landscapes to be experienced by people
- Participation
- Sustainable use of economic resources
- Early recognition and research of landscape development

Headlines of the landscape or spatial plan, and current status (methodology, instruments and planning culture)

The system of landscape and spatial plans looks like the planning system in Germany, but it differs at the point that landscape plans are voluntary in Switzerland.



5. Short history of the development stages of the plan

The European Landscape Convention has inspired to a multisectoral and integrated development of the landscape planning system.

6. Crucial success factors of the landscape or spatial policy

- strongly embedded in the federal structure of the country with large autonomy of the Cantons over their own spatial planning
- strong appeal on local/regional identity and heritage values

9.6 Reference case: Fulufjället National Park Sweden



9. Location

Fulufjället National Park (NP) was established in 2002. It is located near the border to Norway.

10. Reason for inclusion as a reference case

Good experience with integrated planning, in proper subsidiarity with higher order planning procedures.

11. General geographical and demographical information

The size of the NP is around 38,400 hectares of which approximately 58% consists of wilderness area. Unique to Sweden is that the mountain area (made of sandstone) is not grazed by reindeers and therefore it has special vegetation.

There are no permanent residents within the national park area, but there are several villages in the immediate surroundings of the park.

12. Characterisation of landscape or spatial planning approach

Classical nature protection approach. NPs are strictly protected areas.

Recreation and education are goals, but nature prevails.

13. Headlines of the landscape or spatial plan, and current status (methodology, instruments and planning culture)

The Swedish Environmental Protection Agency and the local government made a management plan for the NP. The main aim is to protect the area with special vegetation and high natural values. Also to preserve the cultural historical values. Further to give opportunities for visitors to experience the quiet and untouched nature of the park. Zoning is used as the main instrument to combine conflicting interest. Specific to Fulufjället NP is the division of the national park area into four “experience zones”. This measure provides possibilities to protect the nature in vulnerable areas and give possibilities for recreational activities and improved accessibility in other areas. The management plan uses the concept of “recreational carrying capacity” to define the amount and type of activities that the park can bear, without unacceptable changes taking place in the physical environment or in the visitors’ experiences. The plan states that this capacity was high at the date of establishment of the NP, so more visitors can be received. Further the concept of “limits of acceptable change” has been introduced. Here one looks not only look at the consequences of too many visitors on nature and landscape, but also at the ways in which overcrowding influences the visitors’ experiences. However no absolute limit for a number of visitors has been set for the NP.

10 Appendix 3 Overview tables on learning goals

OFFENBURG Municipality	Internal good practice						Learning Goals	External reference cases	Learning Goals
	BC	MD	OFF	THY	LJU	NV			
<i>Planning culture</i>									
1.Methodologies of assessment/ analysis of landscape									
2. Planning system and competences with regard to landscape		x					Integration of landscape issues into spatial planning on regional and local level How can landscape planning and land-use planning better be integrated? How do sectoral planners work together not against each other?		
a) Planning processes & participation									
b)Planning procedures & decisions		x					How landscape issues and landscape planning can be better integrated in spatial planning, or how landscape issues could in another way get a higher influence on landscape planning (e.g. informal plans and action		
3. Challenges, vision & Strategy		x					Keeping open space in a highly agglomerated surrounding. Awareness rising within public for raising acceptance of specific measures How to work with strong economic growth? (Pressure on open space) How can this be done? Which strategy?		
4. Specific actions and measures (formal and informal)		x					Therefore the question of how the implementation measures and actions can be managed exceeding the limits of legal obligations? For a successful implementation of landscape related measures and actions, public acceptance seems to be of high importance. Any landscape related measures are depending on the public willingness to support or at least accept the measures conducted by the landscape administration. So besides the question of implementation in general, the question of awareness raising and public acceptance is highly interesting.		
5. Impact measurement				x			How can specific goals be developed and established in the plan? Which are the benchmarks? The evaluation and monitoring can only be conducted successfully if a benchmarking system is available.		

NAVARRE	Internal good practice						Learning Goals	External reference cases	Learning Goals
	BC	MD	OFF	THY	LJU	NV			
Planning culture	X						Treatment of territorial and sectoral scales	England and Scotland	Holistic vision of landscape.
		X	X	X			Tradition in making plans	English heritage	Developing specific measures to promote the historical aspects of landscape
					X		Role of national level and the integral vision from national to local.		
1.Methodologies of assessment/ analysis of landscape	X						Mapping/ cartography, landscape catalogues, and experience in guidelines Territorial scales and procedures to incorporate yet the landscape guidelines in every instrument of spatial planning)		
		X					Guidelines		
2. Planning system and competences with regard to landscape						X	Coordination of different policies and actions of ministries with competences. Comprehensive approach to landscape. Incorporate the vision of the landscape in the system of territorial governance, culture and general education of citizens, and the management of other policies.	Switzerland	Coordination of different policies and actions of ministries with competences. Comprehensive approach to landscape. Incorporate the vision of the landscape in the system of territorial governance, culture and general education of citizens, and the management of other policies.
		X					Integration of landscape issues into spatial planning on regional and local level How do sectoral planners work together not against each other?	England and Scotland	References to Landscape Character Assessment in Planning Policy Guidance
		X	X	X			Particularly results on bottom-up approach		
a) Planning processes & participation		X					Relation between rural and metropolitan areas, Management and concrete guidelines	Catalonia	Landscape Observatory of Catalunya (mechanisms of participation and monitoring)
b) Planning procedures & decisions		X				X	Outlook of strategy with regard the steps to follow		
3. Challenges, vision & Strategy		X					Implementation of e.g. "guidelines of spatial quality". How these can be made accepted within public and therefore conducted?	France	Usefulness of landscape as a resource (territorial asset)
4. Specific actions and measures (formal and informal)		X						Galizia	Incorporating landscape guidelines to planning tools
5. Impact measurement									

BASQUE COUNTRY	Internal good practice						Learning Goals	External reference cases	Learning Goals
	BC	MD	OFF	THY	LJU	NV			
Planning culture		x					Institutionalise Landscape approach to the spatial planning system. Integration between different public administrations and sectorial policies. Key activities to preserve the landscape, and recognize their value Rural areas near densely populated metropolitan areas.	England and Scotland	Holistic vision of landscape.
1.Methodologies of assessment/ analysis of landscape		x					Spatial planning map and image plan (municipalities) in two different scales. Reach a "maturity" in the municipalities, so that they would be able to put some territorial rules by themselves.		
						x	Data: opportunity for exploring a series of indicators to monitor landscape development.		
				x			Nature conservation areas		
					x		3 levels of planning, national, regional and local: need of regional boost.		
			x				Comprehensive analysis of a wide range of territorial elements and references that take part in the assessment of landscape		
2. Planning system and competences with regard to landscape		x					Co-participation between public stakeholders. Reduce particular interests or competences` importance, and boost a holistic approach to the territory.	England and Scotland	References to Landscape Character Assessment in Planning Policy Guidance
a) Planning processes & participation		x					Development plan: Start planning from spatial quality.		
		x					Interactive and participative process; institutions and stakeholders working together with professionals	Catalonia	Landscape Observatory of Catalonia (mechanisms of participation and monitoring)
				x			Decentralized management with a board which prepares a plan for the park development		
					x		Basis for regional spatial plan which includes a general landscape plan, but it is not officially accepted		

			x				The shown interest in getting the awareness of the population for the need for a sustainable development.		
b)Planning procedures & decisions		x					Guidelines for spatial quality, made by the municipalities, local governments working together. Municipalities own planning tool. Different stages (their scales) of planning are well linked. Operative Planning and strategic content (not only legal).		
	x					x	Law-basis to implement landscape strategies.		
				x			National plan which defines areas to be protected, where to locate recreation and how to manage agriculture and forestry		
			x				The decision of achieving the reconciliation between economic development and preservation of natural resources		
3. Challenges, vision & Strategy		x	x	x					
4. Specific actions and measures (formal and informal)	x	x	x	x	x	x	Need of learning from other experiences and create “nets of knowledge”.	Galicia	Incorporating landscape guidelines to planning tools
5. Impact measurement			x				Need of measure indicators: recreation of open spaces, protection of nature qualities, remediation or improvement of natural balance.		

MIDDEN DELFLAND	Internal good practice						Learning Goals	External reference cases	Learning Goals
	BC	MD	OFF	THY	LIJ	NV			
<i>Planning culture</i>				X			Strong planning culture.		
			X				Strong planning culture. How to organize financial support for high quality planning? What arguments can be used in discussions about budget cuts?		
	X						How can Midden-Delfland further improve the support and relationship of citizens and countryside?		
						X	Bottom up commitment for regional scale of planning. How can Midden-Delfland and South Holland further improve multi-scale cooperation? How to organize regional commitment and cooperation (without the formal structure of a region!) between municipalities?		
1.Methodologies of assessment/ analysis of landscape	X						Landscape catalogues and regional guidelines. Can these indicators be used in the definitions of 'spatial quality' of South Holland?		
						X	European Spatial Development Perspective Integration with heritage How integrate these goals on subregional scale		
2. Planning system and competences with regard to landscape	X					X	Socioeconomic instruments made suitable for landscape planning Inspiration for new socioeconomic instruments for the quality development of Midden-Delfland? Which elements of these plans are applicable for Midden-Delfland? Inspiration for better integration in the Midden-Delfland case?	Catalonia Germany : Frankfurt, Ruhrgebiet Italië: Milano	How to protect surrounding agricultural area's from urban development Landscape development and open spaces in urban areas
					X		Cooperation city of Ljubljana with surrounding municipalities How effective is the informal interaction between Ljubljana and the smaller surrounding municipalities? What's the most effective mix and why?		
			X				High integration of landscape plan and land use plan		
a) Planning processes & par-	X	X	X	X	X	X	Long term cooperation in multilevel planning. How to get and keep		

participation	x	x	x	x	x	x	commitment for long term goals during the process of implementation? (without participants withdrawing from the shared responsibility) speed in procedures and making decisions		
b)Planning procedures & decisions	x	x	x	x	x	x	What is needed in the process and procedure to make good and democratic decision as quick as possible? More freedom, less rules and still good spatial and landscape quality in an urban area: what are key elements for success?		
3. Challenges, vision & Strategy				x			How to attract private investors, but protect the quality of the landscape		
	x						How have Mungia and Lekeitio the implemented key elements of Citta slow in their local land use plans?		
	x				x	x	How can N2000 rules be an advantage for finding new socio-economic carriers of the landscape?		
4. Specific actions and measures (formal and informal)			x				Offenburg (challenge): how to mobilize actors to implement measures?	Plurel- research programme: assessment and development of instruments peri-urban areas: (especially Montpellier land policy)	Which instruments are successful in developing the quality of the peri-urban area's
5. Impact measurement			x				Offenburg (challenge): implementation and performance of monitoring		

THY NATIONAL PARK	Internal good practice						Learning Goals	External reference cases	Learning Goals
	BC	MD	OFF	THY	LJU	NV			
<i>Planning culture</i>		X					How to motivate local micro-actors, e.g. for maintaining cultural landscape types (dunes, farming)?		
						X	Strategies for utilising local (micro-) actors in the maintenance/development of attractive/desired landscape types.		
1.Methodologies of assessment/ analysis of landscape									
2. Planning system and competences with regard to landscape								Fulufjället, SE	How to balance protection and other uses of landscape, e.g. recreation/tourism? How to measure the upper and lower limit on each function? Can this be estimated in advance?
a) Planning processes & participation		X					Tools and ideas for improving public involvement. How to achieve/maintain a high level of public participation?	Exmoor/Dartmoor NP, UK	How to balance various stakeholders' differing views and demands for the same area? How to make the most ,fair' decision in regard to the needed compromise? How to avoid that one particular voice is being taken to represent the opinion of the quiet masses?
b)Planning procedures & decisions		X					Tools for managing multifunctional landscapes.		
						X	Navarra's competences on landscape management.		
3. Challenges, vision & Strategy									
4. Specific actions and measures (formal and informal)						X	Strategies on the utilisation of the surrounding landscape as an economic driver and actions for involving other municipalities		
		X					Work on producing printed material		
			X				Measures for how to make their citizens respect plans		
	X						How to do good communication/ branding/ promotion of plans, regions, strategies and visions/goals		
5. Impact measurement			X				Tools for monitoring: how to measure progress (of e.g. strategies)?		

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ISBN

LIVELAND
Liveable Landscapes: a key value for sustainable
territorial development

Targeted Analysis 2013/2/22

Baseline Report Practice
Offenburg

Version 29 October 2013

This report presents the **draft final** results a Targeted Analysis conducted within the framework of the ESPON 2013 Programme, partly financed by the European Regional Development Fund.

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Introduction

1.1 The practice

The municipality of Offenburg put forward the making and executing of the local landscape plan "Landschaftsplan VG Offenburg" as good practice in the framework of the Liveland project.

Offenburg, together with near municipalities, was project leader of the making of the local Landscape Plan in the years between 2005 and 2009. The municipalities worked in an administrative cooperation ("Verwaltungsgemeinschaft"), which form a functional coherent area of spatial planning. The involved town councils will decide on the plan in 2013.

The document was written by the bureau of spatial and environmental development "Hage + Hoppenstedt Partner (HHP)".

Main ambition of the planning practice is to respond to recent spatial developments and to juridical changes, to revise the valid Landscape Plan, dating from 1988.

The landscape plan of Offenburg is multisectoral as it deals with many different landscape related topics. These different topics are analysed sectoral e.g. water, soil, recreation. Then aims for the different topics are developed in another step the aims of different topics are aligned and measures corresponding to these aligned aims are developed. There are three types of aims:

- protection,
- restoration and
- development.

All of those are presence in every topic. Aims are developed for subparts of the whole area. These are displayed and named on p. 102 and have been created by objectives of spatial structure and characteristics.

We are looking at the aims for "landscape" ("Landschaft" pp. 102-105) which is a very important aspect for Offenburg as well as the Liveland project, as it includes recreation and scenic value. Certain issues are repeated within the aims for landscape. These are:

- keeping open spaces free from any build development (settlement, infrastructure)
- Developing and saving the traditional landscape character (small structures, extensive land use / agriculture)
- Saving traditional settlement structures and types of building
- Creating a network of green open spaces (Aligned with regional structure)
- Saving the forests

For other topics aims are developed in a similar way. All of them lead to a vision for the subparts of the territory that have a certain motto. (p 127) and a short statement on the planned overall development within this part of the territory.

Afterwards concrete measures to achieve the aims that have been mentioned before are developed. Measure often serves more than one sectoral aim so there are three concepts of measures in this plan:

- Open space structure and experience of landscape
- Ecological balance
- Nature- and landscape protection

Each measure concept is displayed in four maps showing different parts of the territory (as a matter of scale the territory was divided into four parts)

For Liveland and Offenburg again here the concept for open space structure and landscape experience seems most important. Here also another separated part of the LLP comes into play: A concept dealing with small gardens and allotment gardens within the open spaces was developed especially for this urgent problem of the municipality. The mayor solutions and measures are displayed in the maps. It is an important contribution to raising the open space quality and keeping open spaces free from build-up structure as well as to preserve the landscape character.

The main conceptual aspects for open spaces and landscape experience are displayed in Figure 22 p. 138. Measures are explained starting at page 138. and are shown in the maps (Measure concepts "Handlungsprogramm"). In the maps places where certain measures might be taken are marked within the maps, nevertheless the explanation in the texts leave space for interpretation. Therefore it is not possible to directly describe concrete measures and actions (e.g. "a tree was planted", "an illegal garden was disturbed").

1.2 The actor

The municipality of Offenburg is a medium sized town in the rather high urbanized valley of the Rhine in the South-West of Germany. It has a surface of 80 km² and a population of 60.000 people.

The municipality has competences on spatial developments (in town and country side), which regulations can bind the owners of land and buildings. The policy field of nature and landscape has own instruments, but main regulative power to implement the Landscape Plan lies within the comprehensive Land Use Plan.

In the municipal government of Offenburg are two alderman responsible for spatial and landscape planning. In the administration of Offenburg work around 5 officials in this field of spatial planning and 2 in the field of nature and landscape. policy. The making of the Landscape Plan was accompanied by a team from all involved municipalities.

1.3 Back ground and context

Central in the 'good practice' of the municipality of Offenburg is the making of a local Landscape Plan. The municipality worked together with the near, rural municipalities, so in fact the Plan is 'inter-local'

The Landscape Plan was prepared parallel to the working process on the Land Use Plan of the same area. So the content of both plans could be adjusted and integrated.

The area of the Landscape Plan has an surface of 16.000 ha (160 km²) and a population of 80.000 inhabitants. The population density in the area amounts about 500 inhabitants / km².

The wider area of Offenburg (the German southern Rhine valley) in the next years is expected to have an on-going growth of population, infrastructure (high ways) and economy.

Following 'higher' spatial policy documents, the area of Offenburg will need to designate new land for residential and industrial functions, but also 'green' and nature areas, to reach a harmonious spatial and sustainable urban development.

In Germany 'Landscape Plans' are part of the statutory territorial planning system. The wise management of natural resources and cultural landscapes is one of the four main purposes of spatial planning according to official German development policy (the other three being economic development, public services and living conditions, and the coordination of different interests). Landscape planning is thus a major pillar of territorial policy making. 'Landscape Plans' are prepared for purposes of state, regional and local policy making regarding nature and landscape. Since both comprehensive and environmental planning is the responsibility not of national but of state administrations, every federal State ('Land') has developed a specific version of 'Landscape Planning'. While some States adopted a system where comprehensive and landscape plans are prepared as integrated policy documents (mainly at regional and less at municipal level) others decided to keep comprehensive territorial planning documents separate from sectorial contributions; including policy regarding the protection and management of nature and landscape. The dual "job" of needing to be, at the same time, both comprehensive and sectoral (or rather: multi-sectoral), existed from the very beginning when official landscape planning was introduced in the 1970s. This dual character has led to conflicts which this paper will point out and briefly discuss. The municipal Landscape Plan ('Landschaftsplan') of the City of Offenburg is taken as an example to illustrate how official landscape policy making is conducted in the State of 'Baden-Württemberg'. Offenburg is part of one of the four administrative 'Regions' of that State; in this case it is the region 'Südlicher Oberrhein' with the city of Freiburg acting as administrative capital. The reasons for selecting Offenburg are (1) that this city has recently drawn up a new municipal 'Landschaftsplan' and (2) that this landscape plan is considered to be representative of current forms of landscape planning. Unlike earlier forms of landscape planning that were quite ridged in their application of rules, planners have begun to adopt a modular approach that allows planning to respond to the special needs of municipalities regarding the development of their particular landscape.

2 Planning system and culture

2.1 Interpretation of key concepts

There are different issues concerning landscape, which are considered in the practice of Offenburg:

Landscape in ecological terms is composed of natural elements, which are to be determined, evaluated and which are to be protected or improved in their quality for ecological stability ensuring healthy environment for the people. Such as:

- Species and habitats, biological diversity;
- Soil in its several functions e.g. water reservoir, protection of ground-water, richness and fertility for agricultural use, protection of rare types of soil;
- Water as ground water and as surface water (lakes, rivers, creeks, ditches);
- Climate and air quality.
- Landscape in its beauty and variety
- for the benefit of residents,
- as recreational area and
- as place of identification / homeland.

Landscape as cultural heritage is a result of specialized and adapted forms of cultivation (which refers to long experience, developed with a sense for local conditions, derived from needs of sustainability in former times).

Liveable landscapes are those landscapes that offer a high quality of life to people living in the area. Liveability is not only provided by beauty of landscape but is related to a variety of all fields of human living including the basic needs as well as additional aspects that make a good life like culture and identity. In the landscape plan of Offenburg liveability is addressed in many ways but the emphasis is on the preservation of the basic functions in ecological terms. A sustainable use of ecological functions will guarantee a high quality of life for current and coming generations. Second emphasis is on the beauty and variety of landscape as a product of nature and culture. A mayor issue is to keep landscape as part of the identity of the municipality and its citizens. People have to get the opportunity to observe the development of their own culture in the landscape. This is offering identity and social cohesion.

Nature and landscape

Germany has a long tradition of protection of nature and landscape. In fact 'nature policy (or 'nature protection' as part of environmental policy) is the over-arching concept, which is formalized in the German nature legislation.

Nature is defined as bio-diversity and natural resource. The law sets as goal for nature: "biological diversity and functioning of ecosystems and their services, regenerative capacity of the natural resources and their sustained availability for human use".

Goals regarding Landscape are defined as: "the diversity, characteristic features and beauty of nature and landscapes, as well as their intrinsic value for human recreation". Terms as

‘beauty’ and ‘intrinsic values’ can be interpreted as wider than only ecosystems and related to cultural and social values.

The Landscape Plan defines natural resources as soil (reservoir, fertility), water (ground water, surface water), climate and air quality.

It is the task of Landscape Plans to set out and define the requirements and measures of nature protection and wise landscape management. Statutory landscape planning might not be considered strictly sectoral, but rather multi-sectoral: nature, landscape and recreation. With this scope landscape planning must consider all landscapes: urban areas, countryside, recreation areas, agricultural areas, etc.

Still this concept of ‘nature policy’ seems not to be contrary to the definition of landscape of the European Landscape Convention (ELC), as “an area as perceived by people” that applies to “the entire territory”. The reason that the German national government did not sign the ELC, reasoning is that the ELC does not contribute to nature conservation. The difference between the German landscape concept employed in the nature conservation law and the ELC is that the first mentioned is mostly based on natural science (biology etc.) while the ELC is about culture and perception moreover it strengthens constructivist theories.

Spatial policy

Germany has also a long tradition in spatial policy. It is an integrating policy with the aim to weigh and coordinate all claims on space.

Liveability is mentioned in spatial / environmental policy connected wellbeing. A major issue is to ensure equal living conditions all over the country.

The municipality of Offenburg states that liveability is not only provided by beauty of landscape, but is related to a variety of all factors of human living, including the basic needs as well as additional aspects that make a ‘good life’, like culture and identity.

2.2 Planning system

As one of the big European nations Germany, as federal republic, has an administrative system in 4 layers of government and political control. So the administrative level of ‘region’ has 2 levels (as in Spain): Region 1 is called State (“Land”) and Region 2 is called “Kreis”. Smaller nations as Denmark and Netherlands have 3 layer and have (in rough lines) the same scale as a German State.

	Nation	Region 1	Region 2	Local
Germany	Federation	State	Region (“Kreis”)	Municipality
Spain	Democratic kingdom	Autonomous region	Subregion	Municipality

Table 1 Governmental layers in 2 big nations

Germany has a system of 2 parallel strings of planning of space and landscape, see figure 2. On all administrative levels it is obliged to have a systematic planning process. The State, Region and Municipality have ‘autonomous’ landscape plans, which are interconnected to similar spatial plans, but have own procedures and specific instruments.

The planning system is complex because it is also related to environmental impact assessment of physical plans and projects (SEA and EIA; see figure 2). The Landscape Plan delivers the basic information of expected impacts of the Spatial Plan (especially preferred developments).



Figure 1 System of spatial and landscape planning in Germany The German Federal Agency for Nature Conservation BfN

Through mechanisms of integration landscape plans become part of comprehensive and strategic territorial policy making. All these plans are politically relevant policy documents, that become administratively binding (for 'lower' governments and partly for developers and citizens) after they have been voted on in a parliament.

Regarding the recommendations of the Council of Europe for the implementation of the ELC (2008), Germany has a landscape policy (since long) within a comprehensive planning system with specific instruments at different levels. Because of this tradition it is not necessary to introduce the landscape dimension in the spatial planning.

Because of decentralization each German State has its own law on nature and landscape. Figure 3 gives an overview of Landscape and Spatial Plans in the State where Offenburg is located.

The legal hierarchy of the plans is top-down: a plan of higher level is binding for the lower government. Only the local land use plan is binding private actors.

Last but not least for all physical projects (small or big scale) it is obliged in Germany to make a 'master plan', with which the project exactly is described. A developer always needs a permit of a local or an higher government.

Figure 4 gives the same overview as above but also includes a characterization of the plans as vision, action / strategy, regulation, development / project and management. Spatial plans in Germany include always a vision. Often parts of spatial plans (especially on local

scale) have character of regulation. Landscape plans have more character of an action program. All these kind of plans are obliged, meaning the governments have to make and modify them, based on national or State law.

It is obliged to make development or 'blue print' plans for concrete physical projects. In protected nature areas it is obliged to make a management plan.

	Vision Space	Action Landscape	Regulation Space	Development Space	Management Nature
National	Obliged		Obliged		
Regional 1	Obliged	Obliged	Obliged		
Regional 2	Obliged	Obliged	Obliged		Obliged
Local	Obliged	Obliged	Obliged		
Project				Obliged	

Table 2 Kind of plans on space and landscape and governmental layers

Explanation of figure 4:

- Vision = desired future development, goals, targets
- Action = strategy using rules, finances, agreements and communications
- Development = physical operation, project with buildings or change of land use (realisation by 'blue print plan')
- Management = daily physical measures (no big changes)

The first generations of regional and local landscape plans have been adopted nearly everywhere in Germany. A new generation of landscape plans is on the way, not everywhere, but where development is leading to considerable environmental changes.

In addition, landscape plans are needed because of formal reasons, particularly when environmental impacts of certain planned developments (like building projects) are 'high' and compensation for such impacts is required. Currently the updating of existing landscape policy documents arises from initiatives to exploit landscape potentials of renewable energies including wind, water and solar power generation.

2.3 Planning culture

The basic planning cycle of preparing plans and implementing policies, with the stages "analysis – objectives – actions – evaluation – new objectives" is broadly accepted in the planning practice in Germany.

However the tradition of German planning is based on hierarchical steering.

The legal hierarchy of the plans is top-down: a plan of higher level is binding for the lower government. The local land use plan is binding for the municipality, but not for private actors.

Landscape planning in Offenburg is integrated in the administrative department of urban planning. (Stabsstelle Stadtplanung). The department of urban planning is after internal re-organization in the last year now directly subordinated to the City Councillor for Building and Construction, who is under authority of the mayor.

Besides that the planning department's (see Figure 7) finance situation (especially with respect to a detailed database of landscape data is quite good, but future shortcuts can be expected at any time. Financial uncertainty is quite high. Now that the plan is finished maintenance of related issues does not seem to be of high importance especially in politics.

The “steering power” of Offenburg is based on the formal and informal strength of the land-use plan, which was developed in good cooperation with landscape planning. Even though there are clear statements concerning the impacts on landscape and nature by e.g. certain building projects, it is still a concurrent situation with other stakeholders. Decisions in the end are made by local politics. So it is very important, to explain possible impacts in a transparent process.

Benefits for landscape, which are financed by the public in the end, are in concurrence to private demands on natural resources and space and therefore private benefits.

Cooperation with local initiatives refer e.g. to protection, restoration and maintenance of meadows with fruit trees of ancient fruit varieties, which are typical elements of the historic cultural landscape around Offenburg. The municipality tries to resettle those types of cultivation by implementation as compensatory measures. The main problem consists of permanent care and interest in non-industrial fruit harvesting by farmers. In Offenburg, there exists a small private initiative of farmers and environmentalists, who care about such trees and merchandizing of the natural fruit juice (even in supermarkets of the region) by having created a special label with the guarantee of high quality.

Regarding the type of governmental instruments (Regulations, Finances, Cooperation and Communication) the regulative power of the Land Use Plan is high. The Landscape plan has character of programming and cooperation and binds only the administrations. A municipality has a weak position regarding finances. For spatial developments and for nature management the municipality is dependent on higher governments and private investors.

Official landscape planning in Germany is organised according to statutes set out in the federal legislation on ‘nature & landscape’ (“Bundesnaturschutzgesetz”; in short: BNatSchG). This national legislation provides the framework for the States to issue equivalent acts. According to most of the state legislation on nature & landscape, landscape planning must consider all landscapes (including urban areas, countryside, recreation areas, agricultural areas, etc.) and also all of the territory in question (state, region or a municipal area). It is the task of Landscape Plans to set out and define the requirements and measures of nature protection and landscape management for the territory (area) concerned (Other examples of sectorial policy documents that include landscape issues are official ‘Forest Management Plans’ and ‘Water Basin Management Plans’). Landscape Plans serve to implement the aims and principles of nature conservation and landscape management in all policy, plans and administrative procedures that may concern or impact nature and landscape in the planning area. Thus, statutory landscape planning might not be considered strictly sectoral but rather multi-sectoral; methodologically speaking this type of landscape planning draws from different fields of knowledge, particularly from the fields of social sciences, the natural sciences and engineering.

Through mechanisms of integration landscape plans become part of comprehensive and strategic territorial policy making (including procedures for Strategic Environmental Assessment). There is no landscape planning at national level; since Germany must implement several international environmental and cultural policy and directives (such as the Convention on Biological Diversity and the Flora, Fauna & Habitat Directive, and several others) options for national nature and landscape policy making are currently under investigation. Thus, to date, the highest administrative level of Landscape Planning is the one that serves to consider nature and landscape policy issues at State level (such as ‘landscape programmes or ‘Landes-Landschaftsprogramm’), followed by regional (‘landscape framework plan’ or ‘Landschafts-Rahmenplan’) and municipal landscape plans (‘Landschaftsplan’). All of these plans

are politically relevant policy documents that become administratively binding after they have been voted on in a State, regional or municipal parliament (either as integral part of comprehensive plans or as special sectoral plans). In cases where these documents are not voted on they maintain their role as source of information on the state of nature and landscape, and also regarding the aims and objectives regarding nature and landscape management (including protection). The only form of landscape planning that becomes legally binding for everyone is the so called "Grünordnungsplan"; this is a sectoral plan that becomes part of local development planning and ordinances.

The first generations of regional and local landscape plans have been prepared and adopted nearly everywhere in Germany. New generations of landscape plans are on the way, not in all of the country, but where development is leading to considerable environmental changes. At the regional level only few landscape plans are currently in the processes of preparation and adoption (for example for the Bavarian region 'Donau-Wald'; see: www.hswt.de). Local landscape plans are prepared when the need arises. This might be the case when, after an election, a new political situation and a new administration is in place with a mayor who is eager to start a new process of municipal policy making. The existing land-use policy might be re-evaluated and new plans be drawn up. In addition, landscape plans are needed because of formal reasons, particularly when environmental effects of certain planned investment projects are such that they qualify as legally defined 'impacts'; compensation for such impacts is required, either by way of nature development, landscape restoration or by payments. Currently a series of updating of existing landscape policy documents arises from initiatives to exploit landscape potentials of renewable energies including wind, water and solar power generation. Some regions are also experiencing large scale bio-fuel cultivations. Another reason for current landscape planning relates to the (legally defined) need to implement European networks such as TRANSNET (transportation, energy) and the NATURA 2000 policy of the European Union where ecological (habitat) corridors at national and regional scales are created or improved.

In view of their value and as factors supporting human life, considering also the needs of future generations, nature and landscape, both inside and outside the areas of human settlement, shall be protected, wisely managed and developed and, where necessary restored; in order to safeguard the long term.

1. functioning of ecosystems and their services,
2. regenerative capacity of the natural resources and their sustained availability for human use,
3. fauna and flora, including their natural habitats and sites,
4. the diversity, characteristic features and beauty of nature and landscapes, as well as their intrinsic value for human recreation.

General aims for nature and landscape management provided by federal law, the BNatSchG
(translation by author)

Territorial policy aims regarding nature and landscape management are defined by applying the general aims provided by the 'BNatSchG' (Fig. 1) and by specifying these aims in the form of regional and local environmental and landscape quality objectives. While the general aims provided by law are fixed, regional and local policy aims must be defined on the basis of expert proposals and public discussions. For this purpose, Landscape Plans are required (by the BNatSchG) to contain information on the existing and anticipated status of nature and landscapes. Typically, and traditionally, landscape planning considers natural and landscape assets pertaining to geology/soil and water, climate and air, flora/fauna and their habitat, and to visual landscape quality and landscape based recreation. With current modular ap-

proaches additional aspects might be included, such as landscape character and cultural heritage.

The information needed, in individual cases of landscape planning, to assess ecosystem and landscape services will be adjusted depending on regional and local specifics. For example, where policy related to flood management in riparian plains need to be updated, hydrological information will be relevant, while air flow data are collected for urban areas that are located in valley basins prone to smog. In order to adjust landscape planning to individual regional and local needs, the planning method usually applied is kept flexible, following the modular approach. Consultation requirements are not specified in the BNatSchG and Landscape Planning will follow procedures set out for comprehensive territorial planning. These include consultations between different administrations and non-governmental agencies and organisations; they also include formal public consultations. To go beyond these minimum requirements planners and policy makers may decide to involve the public in additional and, in most cases, more informal consultations.

The legal hierarchy of the plans is top-down: a plan of higher level is binding for the lower government. Only the local land use plan is binding for private actors. (In practice exists also a bottom-up influence: new local plans are used to renew a regional plan, but this is a voluntary action.)

So there are three levels of plans which give a legally binding to the lower level government. First there is the Federal State Development Plan (Landesentwicklungsplan) which takes care of the primary aims of spatial and landscape planning according the federal states and national law. It's done by the departments of the federal state. Its aims are more generalised and provide orientation for plans on lower level which are more specific and detailed. In Offenburg the regional spatial plan of "Südlicher Oberrhein" includes important legal requirements for the local landscape plan. These requirements are related to the legally binding requirements of the federal state plan of Baden Württemberg, so called Federal State Development Plan (Landesentwicklungsplan).

The second level is separated into the Regional/Spatial Plan (Regionalplan – RP) and the landscape framework plan (Landschaftsrahmenplan – LRP). Both substantiate the federal state development plan but only the regional plan is legally binding. The Landscape Framework Plan can only be legally binding when measures and actions are transferred into the spatial Plan. The spatial plan includes nature protection measures as well as the spatial planning aims according to the different planning issues, like settlement areas, traffic, water protection, resources etc. Both plans are constructed by regional associations.

On the third level the local land use plan and the landscape plan are done, both to elaborate on detailed questions of spatial and landscape planning on local level. This includes for example the concrete protection and development measures of nature conservation (landscape plan) and settlement areas for spatial planning. They include the status quo as well as future development proposals for the different areas. Both are elaborate by the local government or in case of Offenburg by an association of administrations including the 4 surrounding municipalities.

Landscape planning in Offenburg makes use of a modular system and the process is still going on. The modular system includes six planning phases which are based on the legal requirements and also provide the possibility to take care of individual needs of the municipalities. While the planning professionals work through these phases, creating aims and concepts, the municipality gets the chance to bring up their needs in scenarios and alternatives.

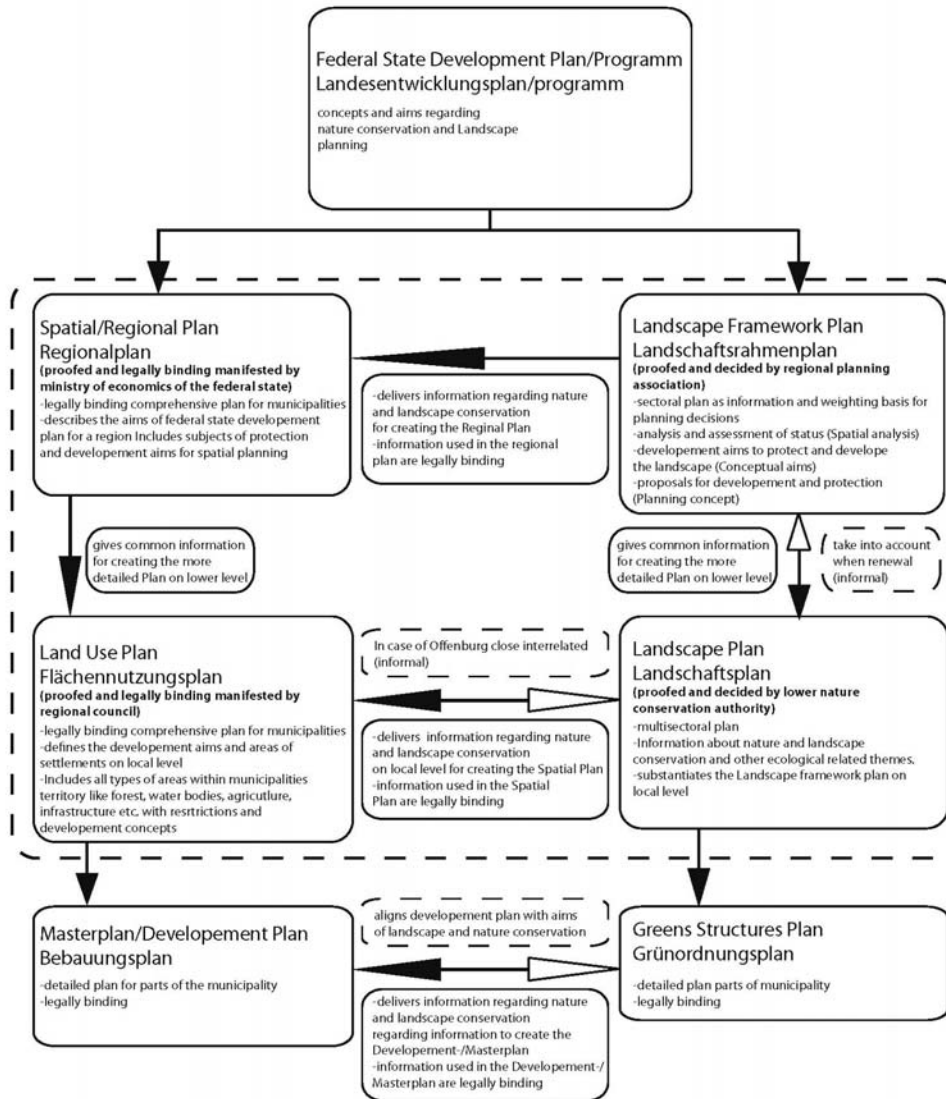


Figure 2 Spatial and landscape planning system in Germany

The six Phases are:

Orientation: At first the legal requirements and aims and also the specific situation and planning aims of the community are getting defined. Available data is getting collected and analysed to have an overview for the following steps.

1. Analysis: Collected content from the orientation is getting analysed regarding the national nature conservation law. So there is an outcome with defined legal requirements in relation to ecosystem and landscape.
2. Conceptual aims: According to the analytical work in the steps before, a conceptual aim for conservation, care and development of nature and objects of protection is built from the perspective of the profession.
3. Alternatives, general orientation, and comparison of spatial aims: In addition to the conceptual aims of the profession the municipality gets involved with its own development aims for specific municipality areas. Scenarios and alternatives are created to see where conflicts with the designated common development and the own territory could take place. These identified conflicts can be considered in the next step while creating the operation program.
4. Operation program: The operation program is constructed from the outcome of conceptual aims and the general orientation. It defines the measures for the landscape development
5. Observation: At this point the conversion of the measures are getting observed and documented. It's an important step for the municipality, because of their possibility to see how the realised measures in their territory develops. Through the documentation it could be seen if the landscape plan regulates the development in their territory into the right direction. Also the sensibility for the landscape plan development measures more present.

In case of Offenburg the modular system made it possible to work on specific topics that are interesting for the municipality especially on allotment gardens.

The landscape plan is the main planning instrument of nature conservation, landscape management and planning for recreational uses at the local level. It presents a conception for the long-term development of Offenburg's landscape and nature. Because of the relation to the Land Use Plan, it has to be renewed every 10-15 years, parallel to the renewal of the Land Use Plan. The landscape plan for Offenburg has been developed alongside the local land-use plan.

The local landscape plan of Offenburg delivers a map with designations of nature, landscape and recreation on rather detailed scale.

The measure-plans as part of the LP show the proposed development of landscape with regard to the natural regime, landscape protection and open space structure.

Sectoral issues are analysed in sectoral plans. Each plan is dealing with one landscape factor, like climate, water, soil etc. There are several sectoral plans included.

The legal hierarchy of the plans is top-down: a plan of higher level is binding for the lower government. The local land use plan is binding for the municipality, but not for private actors.

Landscape planning in Offenburg is integrated in the administrative department of urban planning. (Stabsstelle Stadtplanung). The department of urban planning is after internal re-

organization in the last year now directly subordinated to the City Councilor for Building and Construction, who is directly under authority of the mayor.

Besides that the planning department's (see Figure below) financial situation (especially with respect to a detailed database of landscape data) is quite good, but future shortcuts can be expected at any time. Financial uncertainty is quite high. Now that the plan is finished maintenance of related issues does not seem to be of high importance especially in politics.

The "steering power" of Offenburg is based on the formal and informal strength of the land-use plan, which was developed in good cooperation with landscape planning. Even though there are clear statements concerning the impacts on landscape and nature by e.g. certain building projects, it is still a concurrent situation with other stakeholders. Decisions in the end are made by local politics. So it is very important, to explain possible impacts in a transparent process.

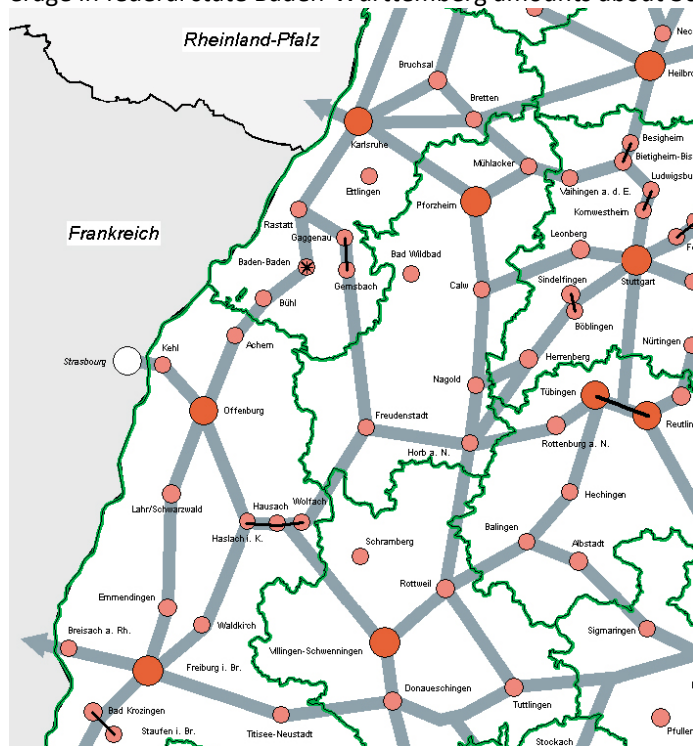
Benefits for landscape, which are financed by the public in the end, are standing in concurrence to private demands on natural resources and space and therefore private benefits.

Cooperation with local initiatives refer e.g. to protection and return of meadows with fruit trees of ancient fruit varieties, which are typical elements of the historic cultural landscape around Offenburg. The municipality tries to resettle those types of cultivation by implementation as compensatory measures. The main problem consists of permanent care and interest in non industrial fruit harvesting by farmers. In Offenburg, there exists a small private initiative of farmers and environmentalists, who care about such trees and merchandizing of the natural fruit juice (even in supermarkets of the region) by having created a special label with the guarantee of high quality.

3 Geographic description of practice case area

The city of Offenburg is located in the southwest of Germany between Karlsruhe and Freiburg, very close to the French border, just 20 km to the southeast of Strasbourg and also not far from Switzerland, 125 km north of Basel.

Situated in the Federal State of Baden-Württemberg and the region (Kreis) Südlicher Oberrhein, it is the “regional centre” for services and commerce of the rural district Ortenaukreis. The city of Offenburg has eleven districts with about 60.000 inhabitants and stretches over an area of 8.000ha (= 80 Km²). The population density is about 750 inhabitants / km². (Average in federal state Baden-Württemberg amounts about 301 inhabitants / km²).



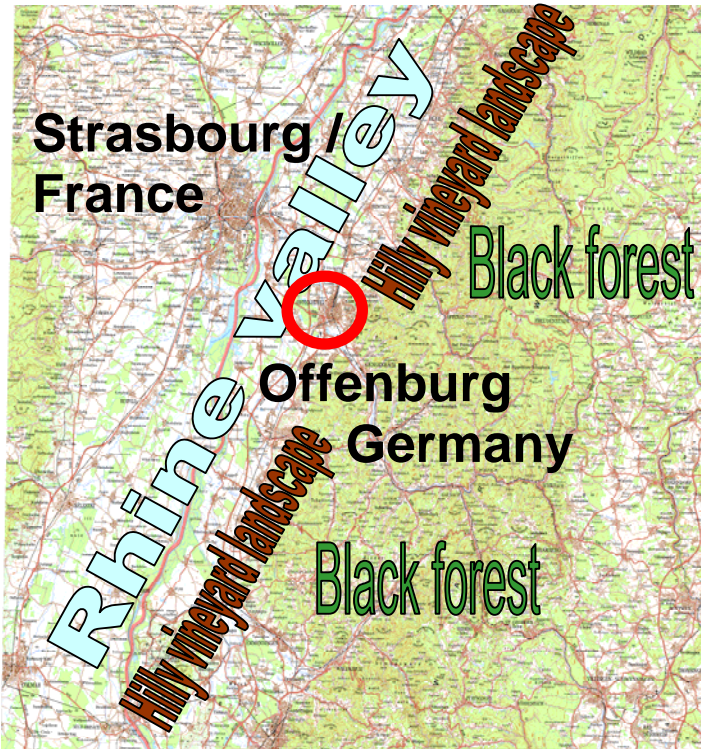
Map 1 Map of central cities and structures (taken from: Federal State Development Plan/Landesentwicklungsplan 2002)

The planning association responsible for Landscape Plan includes in addition to the eleven districts of the city of Offenburg as mentioned above, four surrounding municipalities (Durbach, Schutterwald, Ortenberg and Hohberg). The planning area covers 16.000 ha (=160 Km²) and has 80.000 inhabitants. The population density in the planning association’s territory amounts about 500 inhabitants / km².

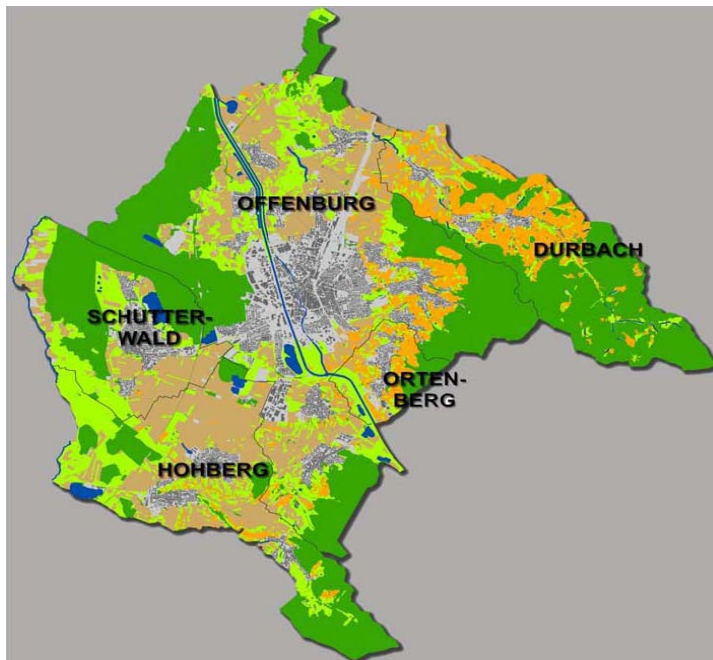
The territory of the planning association covers various landscapes, coming out of the rhine valley in the west (142 m above sea level) over the hilly vineyard landscape very near in the east of Offenburg, to the western edge of the black forest mountain area east of Offenburg, going up to 690 m above sea level on the Offenburg territory (Fig. 2).

The regional and the landscape framework plan are responsibility of the regional association ‘Südlicher Oberrhein’. The region ‘Südlicher Oberrhein’ includes the whole administrative district of ‘Ortenaukreis’, that includes Offenburg and its surrounding municipalities and three other administrative districts.

The economic importance of the region and the expected growth of economy and population put substantial pressures on urban development, traffic infrastructure and the landscape identity in particular.



Map 2 Overview on natural regions



Map 3 Association of administrations Offenburg: City of Offenburg with eleven component localities and four surrounding municipalities (Durbach, Schutterwald, Ortenberg, Hohberg)

4 Challenges and ambitions of practice case

The motivation for making the Landscape Plan and the main ambitions of Offenburg are derived from the policy document and from the SWOT in the Liveland project.

Challenges regarding content of planning

Recent developments in space and landscape and changes in the policy context leads to the task of linked preparation of Landscape Plan and Land Use Plan:

- parallel work on both plans;
- linking of items and methods of environmental impact assessment;
- linking of procedures of decision taking.

The spatial items and challenges were defined for both plans. For instance for the urban area of the city Offenburg:

- development of urban areas for infrastructure, industry and dwelling;
- protection and strengthening of the 'green ring' and the 'green fingers' in and around Offenburg;
- design of the border between city and countryside;
- redevelopment of brownfields;
- design and improvement of central watercourses through the city;
- protection of valuable agrarian soils;
- extensification of agricultural use towards ecological improvement.

Different interests on space are increasingly conflicting with each other. The Land Use Plan is the comprehensive plan that has to integrate all conflicting issues. Landscape planning delivers the values on nature and landscape and the impacts of planned developments. This is important information for local politicians for concrete decisions about new spatial developments.

Challenges regarding processes of planning

The process of making a Landscape plan relies on good cooperation between regional and local planning authorities. With respect to the regional spatial planning, collaboration during the last years was quite successful. The regional spatial plan (Regionaler Raumordnungsplan) that the "Regionalverband Südlicher Oberrhein" (regional planning authority) is responsible for, already integrates important landscape issues in its plan. These designations were not perceived as restriction for landscape planning on municipal scale, but turned out to be a benefit for argumentation during the planning process.

Not only during the landscape and land-use planning process there are permanent consultations between urban planning and landscape planning sectors within the municipality of Of-

fenburg. Though, the other smaller municipalities of the association don't have special departments, Offenburg has the function of being office of coordination and through having professional competence, in giving support to landscape planning and land-use planning for the whole association.

Land-use planning and landscape planning of the association where done simultaneous during most of the process. Based on good communication between the planning offices, one charged with the land-use plan and the other charged with the landscape plan, important contents of the landscape planning where integrated into the land-use plan in a very early state.

The following figure (Fig. 5) shows on the left side map, developed by the landscape planner, areas (yellow) and important corridors (blue and green), where landscape issues should be of high priority. This was taken early as a working basis for the land-use planning:

Due to the parallelism of the planning processes, landscape planning got much more attention through the process of the land-use planning, than without. With the required steps of the planning process and reconciliation for the environmental review for the land-use planning, it was possible to communicate important landscape issues. So also in an early state of the process, specialized sectors of administration e.g. nature conservation authority of the rural district (Ortenaukreis) had to be consulted.

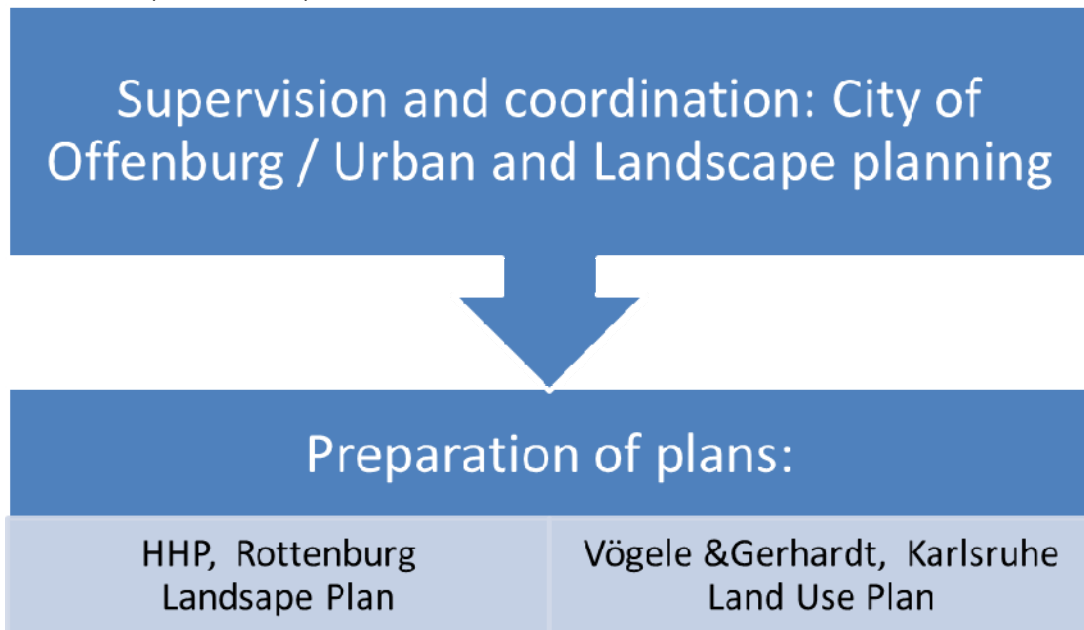


Figure 3 Coordination of landscape plan and land use plan

5 Description of the planning practice

5.1 Planning process and decision making

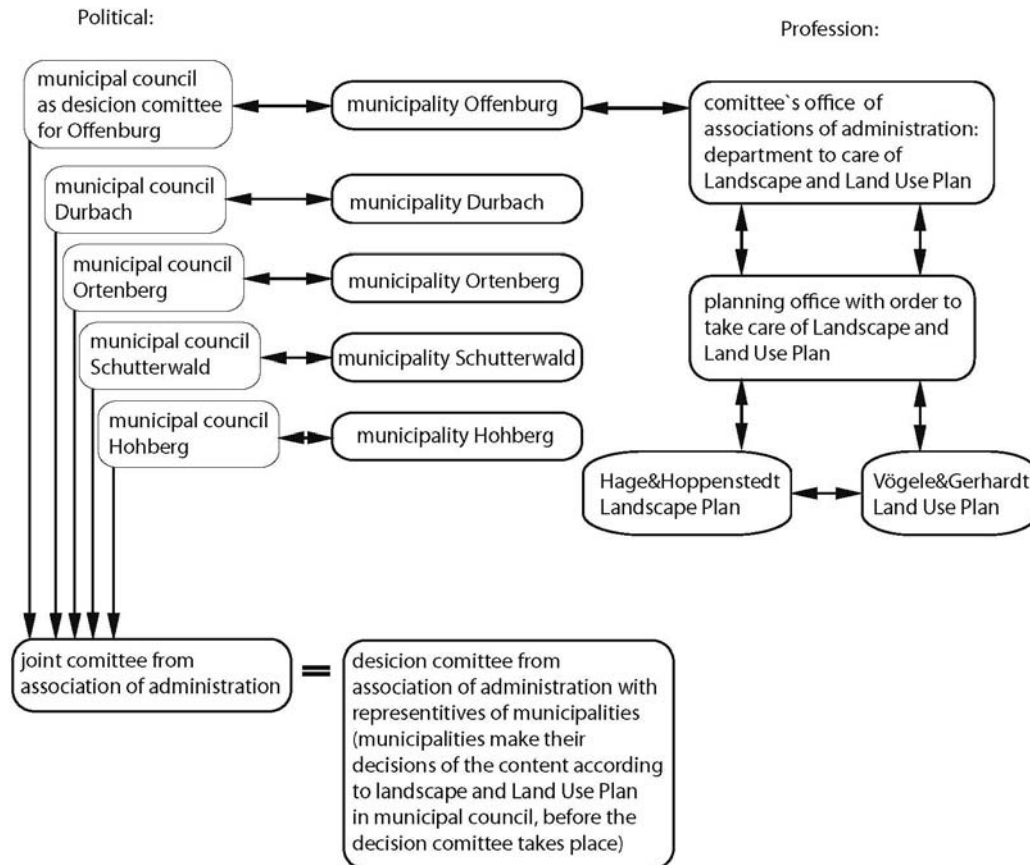


Figure 4 Structure of planning department

Procedures of formal decision taking

The landscape plan and land use plan were prepared in parallel until 2009 including a participatory process. Then in the end of 2009 the land use plan was accepted and became legally binding.

The Landscape Plan is already finished from perspective of the profession. The last modifications are integrated by the planning department and could now be finished and finalized. Because of other high priority development plans, the decision probably will take place in 2013. So the Landscape Plan is not legal now but already provides the planning department a recent source for decision making and public communication.

5.1.1 Time line of the planning process



Figure 5 Time line of making of the Landscape Plan

Process of preparing

Involved: all municipalities with mayors, municipal councils, Citizens, also including 11 local representatives of the districts of Offenburg; Planning departments of Offenburg; Planning departments of rural district Ortenau; Representatives of environmental groups get three times informed. (This takes place separated from the frequently meetings with the environmental groups)

5.1.2 Participation

There have different groups of society been integrated in the participation process. Of course not everybody could participate in the same way and some did not make use of the opportunity. But some groups can be identified that did. The elected officials of the municipalities as well as the members of the municipalities' councils and the members of the councils of the single villages did follow the process in almost all stages although it is not legally binding to integrate the villages' council. Besides that the approved environmental organizations as well as other groups dealing with environmental protection have been consulted at certain points of the process. Moreover other administrations have been participating e.g. administration for agriculture (most conflicts occurred), higher nature conservation administration, administration for soil and water. Finally of course at certain points of time public in general was invited to participate.

As a landscape plan is a sectoral plan for nature conservations, environment and landscape there are certain groups of stakeholders that have not been invited as their field of interest is not met by a landscape plan. For example the social organization and administration are not directly addressed as they do not see that landscape is in their responsibility as well. Another example would be economics. They did only participate as long as agriculture as one branch of economy is concerned. Nevertheless it is important to mention that no one was not allowed to participate or actively excluded from participation.

Participation of course had an influence on the planning process and its outcomes. But from today's point of view it is hard to figure out the exact inputs that later were found in the plans documents. Throughout a constant communication process with the participants not many conflicts of occurred and consensus was easy to find. So for example the environmental organizations mostly were very satisfied with the outcomes and steps in between. It is remarkable that the influence on the plan could not be specified in detail but the planners learned how to do a participation process. Especially the planners adapted to the problems of laymen and expert communication. For example the legal requirements had to be explained in a way laymen are able to understand. Therefore it is not surprising that the main concerns were not about the plan itself but about the implementation of the plans actions and measures.

5.1.3 Procedures and decisions

The landscape plan and land use plan were prepared in parallel until 2009 including a participatory process. Then in the end of 2009 the Land Use Plan was accepted and became legally binding.

The Landscape Plan is finished from perspective of the officials. It provides already information for the daily work around spatial policy.

Because of other high priority policy documents, the decision by politicians will probably take place in 2013.

The figure next page shows the process biography.

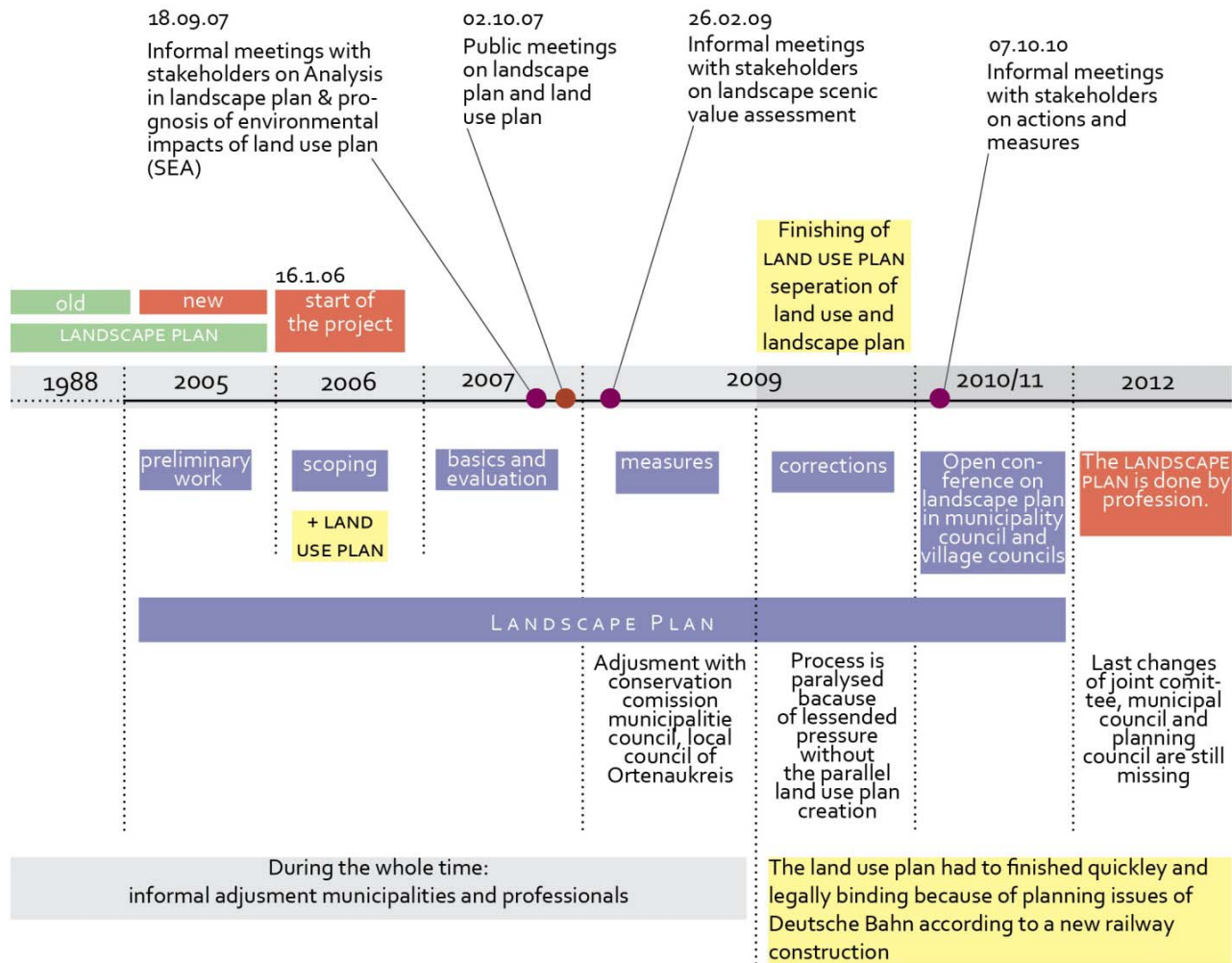


Figure 6 Process biography Landscape Plan in Offenburg

5.2 Content of the planning practice

Landscape planning in Offenburg makes use of a modular system with six planning steps (forming a planning cycle):

- 1) Orientation: the legal requirements and aims and also the specific situation and planning aims of the municipality were defined. Available data were collected and analysed, to have an overview for following steps.
- 2) Analysis: analysis regarding the national nature conservation law to define requirements in relation to ecosystems and landscape.
- 3) Conceptual aims: conceptual aims for protection, management / maintenance and development of nature and landscape were built.
- 4) General orientation of spatial developments: scenarios and alternatives for development aims for specific areas are created and conflicts were analysed.
- 5) Operational program: the outcomes of conceptual aims and general orientation were translated to measures for nature and landscape development.
- 6) Observation: the implementation of measures will be observed and documented.

The local Landscape Plan of Offenburg, as report of around 220 pages, delivers:

- A description and assessment of environment and landscape;
- Goals on nature protection, landscape management and recreation provision (including a map with rather detailed goal setting);
- Actions / measures bundled in 3 programs:
 - Spatial structure for open space and landscape experience;
 - Natural household (natural resources and ecological regulation);
 - Protection of nature and landscape (valuable areas);
- Guidelines for the Land Use Plan;
- Forecast of the impacts of the Landscape plan on the environment.

Sectoral issues are analysed in sectoral plans and maps, dealing with landscape factors, like climate, water, soil, etc. The appendix of the Landscape Plan contains several sectoral plans.

5.2.1 Analysis

In the analytical part of the Landscape Plan a lot of information is gathered. The data base in the landscape plan Offenburg includes maps scaled 1:25.000 with the following topics (selection):

- Biotope types (habitat connectivity)
- Cultural landscape and settlement development (since 1850)
- Landscape structure

- Scenery
- Cultural goods: decline of ancient forms of cultivation (e.g. wooded meadow valleys, wet grassland, dry stone walls around vineyards)
- Cultural goods: historical, archaeological and natural landmarks
- Recreational areas
- Soil types
- Richness of soil for agriculture and particular plants
- Ecological services of soils (buffer contaminants, recharge ground water)
- Quality of flowing waters and lakes
- Protection areas for drinking water
- Courses and barriers of air exchange
- Areas and objects of nature conservancy (protected by law)
- Burden of landscape and nature by use (e.g. noise beside roads, immission, visual burden by high voltage lines)

5.2.2 Vision and objectives

Goals are formulated as 3 directions of future development over 10 – 15 years:

- Protection or safeguarding of natural and cultural values, which are little disturbed or of high quality;
- Development or improvement of values, which have potential of higher future quality;
- Restoration of natural household, by reducing environmental stress and taking measures of regeneration of natural values.

These goals are coupled with a map with 7 'partial areas' or 'landscape units', which have a specific landscape character.

In this way a very detailed list of goals (directions) is given for following maps:

- Landscape (structure, view and land use)
- Soils
- Ground water
- Surface water
- Air and climate
- Nature and biodiversity

By combination of these maps an overview map is constructed with 7 landscape units. For each unit a "Leitbild", perspective or 'model' is given, with following key words (selection):

- City of Offenburg and low land (nr 5): "City, countryside and river". Riverbed of Kinzig as central axis of leisure area; good accessible recreation areas of diverse intensity and isolated nature areas.

- Mountain area (nr 1): “Black forest idyll”. Big natural forest areas and historical settlements.
- Vineyard hills (nr 4): “Water and wine”. Historical settlements with vineyard hills and creeks, with touristical attractiveness.

The vision on spatial structuring of green spaces, landscape experience and recreational services is illustrated in Fig ...

Here a big ‘green ring’ around the central city, a zoning of recreational areas and relations between settlements and landscape are illustrated.

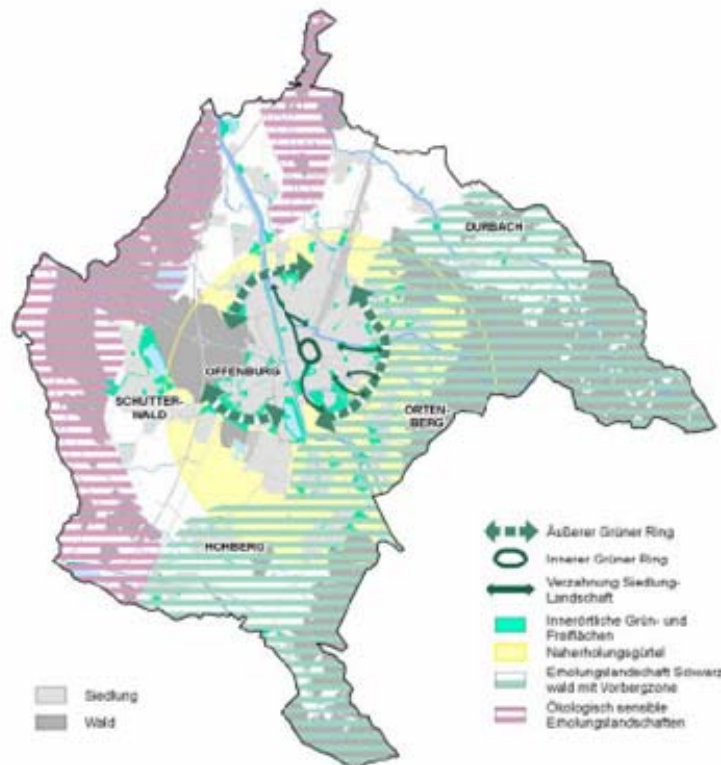


Abbildung 22: Schwerpunktbereiche Freiraumstruktur und Landschaftserleben

Map 4 Structure of green space and landscape experience

5.2.3 Actions and measures envisaged

Based on the guidelines and the results of the analysis, there was developed a catalogue of concrete measures, which are taken together in multisectoral maps in scale 1:10.000 (same as land-use plan):

- Protection of nature
 - protection areas regarding water-, geology-, landscape- and bird protection
 - depend on european or national law
 - compensation areas
- Remediation, improvement of natural balance

- information on areas which have to be protected developed and improved (like green-, woodland or water)
- fruit-tree meadows in context to the cultural landscapeimprovement of soil characteristics for the growing of cultural plants
- improvement of open green space for climate reasons
- Development, protection and improvement of open space structure, perception of landscape, recreation
 - walking paths
 - recreational facilities
 - priority areas for allotment gardens
 - cultural used landscapes
 - integration of settlement boundaries into surrounding landscape
 - connections between open green spaces
 - historical used forests

The landscape plan is problem oriented and is able to address very specific issues. e.g. conception to handle illegal leisure-time-building in scenic landscapes. But there is a lack of employees in the administration to implement the plans.

The Protection of nature map handles with protection areas regarding water-, geology-, landscape- and bird protection. It delivers information to their priority or about the future development or improvement depending on european or national law.

The map for remediation and improvement of natural balance give information on areas which have to be protected developed and improved to strengthen the natural balance sustainably. These areas also including, besides the development and protection of green-, woodland or water, for example fruit-tree meadows, in context to the cultural use in the past or improvement of soil characteristics for the growing of cultural plants.

The Development, protection and improvement map of open space etc. includes concrete areas with measures for several issues. The recreation regarding theme for example goes in detail especially on the development and protection of infrastructure of recreational facilities (Bath, Parks), paths inside, outside and nearby residential areas for several recreational uses, like walks in closing time, cycling or simply hiking. There are also priority areas like for allotment gardens or recommendations on measures for strengthen of recreational forests. The cultural related themes in this map are close to the development and protection of cultural used landscapes (like for winegrowing, fruit tree meadows or historical forest management). Also the integration of settlement boundary into the surrounding landscape is a special issue marked on special areas with high deficits regarding this theme of integration and connections between open green spaces are mentioned. So this map has a wide range of issues to handle with.

A very special issue within the landscape plan based on the modular method is a special plan on allotment gardens. Measures and actions as well as a structure for further development are presented here.



Picture 1 Small allotment gardens within open landscape are a considerable threat to landscape

5.2.4 Actions and measures implemented

Though not decided yet on the Landscape Plan, parts of it are executed via the Land Use Plan and by daily spatial policy.

Implementation has started on protection, restoration and maintenance of fruit-tree meadows and ancient fruit varieties. The municipality tries to resettle those types of cultivation as compensatory measures. But this depends on private initiatives, such as a small group of farmers and environmentalists, who care about such trees. They care for marketing of the local fruit juice (even in supermarkets of the region) and have created a special label.

5.2.5 Monitoring and evaluation

The evaluation and monitoring can only be conducted successfully if a benchmarking system is available. This system has to provide measurement and scales of target achievement of measures and actions. Moreover measures and action should be evaluated not only by the question if it was conducted but also by the question if the goals were reached through this.

The landscape plan Offenburg recommends periodical documentation of the implementation of the measures, particularly regarding the suggestions for potential ecological compensation areas. So far, this is a quantitative approach, but yet it doesn't cover quality benchmarking for the development of landscape and nature.

On this subject, Offenburg is interested in learning from other study cases.

6 Links to ESPON studies

How can the practice in Offenburg (especially the goals and the measures in the Landscape Plan) be related and compared to the outcomes of Espo studies?

Economic performance

The practice of Offenburg is not related to economic performance.

Quality of life

In the Landscape Plan the term liveability is not used. But concepts like landscape as source of experiences and leisure, can be interpreted as liveability.

The municipality of Offenburg states that liveability is related to a variety of factors of human living, including basic needs as well as culture and identity.

Environment

The Landscape Plan includes also environmental factors like water, soil and air.

Innovation

The practice of Offenburg is not related to economic innovation.

Polycentric development

The practice of Offenburg is strongly related to 'harmonious development' with the vision on spatial structuring of green spaces and urban settlements. Also the linked preparation of Landscape Plan and Land Use Plan can be interpreted as working on harmonious development.

Attractiveness

The green space of Offenburg is not primarily intended to attract tourists, but to deliver recreation value for all inhabitants of the planning area.

Climate change

Adaptation to climate change is not mentioned as goal in the Landscape Plan.

Land use

Land use change is part of the analysis in the Landscape Plan of Offenburg.

7 Links to European policy principles

How can the practice in Offenburg (especially the challenges regarding content of planning) be related to principles and goals of European policy?

Europe 2020

The practice of Offenburg has no links to the EU strategy 'Europe 2020', which focuses on employment, innovation (in world market perspective) and climate change.

Spatial Development Perspective (SDP)

The practice of Offenburg has strong links to the EU SDP, especially the goal of 'polycentric and balanced spatial development'.

The Landscape Plan can be seen as 'urban-rural partnership', especially the measures on green spaces and recreational areas in and around the city, including measures of visual landscape quality.

Further the Landscape Plan (especially the 3 programs of measures) is an example of 'wise management of natural and cultural heritage'.

8 Summary

Central in the 'good practice' of the municipality of Offenburg is the making of the Local Landscape Plan (LLP), which has been prepared in cooperation with surrounding municipalities in the years between 2006 and 2013. LLP and Land Use Plan are prepared in parallel, linked processes.

In Germany 'landscape' is since long linked with spatial planning. Landscape is seen as part of nature policy, where 'nature' is the overarching concept. The country has a tradition of comprehensive planning and a broad set of plans on all levels. The making of landscape and spatial plans is obliged. A municipality is an executing government, with strong instruments for (detailed) steering of spatial developments. The LLP binds the involved governments, the local spatial plan binds private actors.

Main ambition of LLP Offenburg is protection and improvement of biodiversity, natural resources and beauty, following national law. Handling of spatial conflicts and making of choices in future spatial developments (guided by higher plans) are the main functions of the plan. Goals are related to protection, development and restoration. These goals are broad worked out (for nature, landscape and environment) and put on maps in a detailed way.

The LLP delivers a program of actions of governments, mainly as 'physical measures'. The program contains 3 items: green spaces and recreation,

natural household and protected areas. A big amount of 'tables with measures' are delivered, which contain short descriptions of concrete physical developments. Another challenge of Offenburg was the cooperation between governments, officials as well as politicians. Participation of private stakeholders in the planning process took place, but in an extensive way. There was informal input from experts from NGOs.

Implementation of the LLP has started via the Land Use Plan and related permits.

Implementation of 'autonomous' projects, regarding nature, landscape and recreation seems rather weak, probably because of lack of financing. There is no cooperative execution organisation.

www.espon.eu

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ISBN

LIVELAND

Liveable Landscapes: a key value for sustainable territorial development

Targeted Analysis 2013/2/22

Baseline Report Practice Case Navarre

Version 10 October 2013

This report presents the **draft final** results a Targeted Analysis conducted within the framework of the ESPON 2013 Programme, partly financed by the European Regional Development Fund.

The partnership behind the ESPON Programme consists of the EU Commission and the Member States of the EU27, plus Iceland, Liechtenstein, Norway and Switzerland. Each partner is represented in the ESPON Monitoring Committee.

This report does not necessarily reflect the opinion of the members of the Monitoring Committee.

Information on the ESPON Programme and projects can be found on www.espon.eu

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This basic report exists only in an electronic version.

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1 Introduction

1.1 The practice: policy document, plan

In the Foral Community of Navarre¹ there is no landscape law but landscape is included in the Regional Law of Spatial Planning, Subregional Planning (POT), the Regional Law of Cultural Heritage and the Regional Law on Natural Reserves, documents where public participation is implemented. A new Landscape Plan or Landscape Strategy will be introduced in Navarre and the aim is that it will provide methods and techniques for assessment, evaluation and management of landscape at several territorial scales. The up-coming Landscape Plan or Strategy for Navarre is meant to respond to some of these problems and ratification of the European Landscape Convention (ELC) is seen as an opportunity for the region.

Navarre presents this case study in the frame of Liveland Project:

- **ORGI OAK FOREST. Protected Landscape of the Basaburua and Ultzama Valleys:** Landscape under protection by Regional Law 9/1996 on Natural Reserves of Navarre. This case study is used as a base of comparison by the other Liveland partners through the **CAF Matrix**.

*Besides, as a complement, in section 10 there is a reference to another case: **ARGA RIVERSIDE PARK**: managing a river environment applying Navarre Regional Law 35/2002, of Spatial Planning (LFOTU). This case is included as an **example similar to those of other members of Liveland, as it develops in an urban environment**.*

The case of Arga complements Orgi for Oak Forest, more related to the regulatory framework because Arga case provides specific actions with respect to the functions of Landscape set out in the CEP and Liveland.

For the integration of landscape into regional planning instruments, Navarre has legal framework development as its own **Law 35/2002 on Spatial Planning and Urbanism (LFO-TU)** (See section 2), in line with the European Spatial Development Perspective (ESDP). It provides, in general, a mature and consolidated "territorial governance system" with some regional (ETN) and sub regional (POT) planning instruments.

The **Territorial Strategy of Navarre (ETN, 2005)** is a Regional Spatial Strategy for Navarre and an ambitious attempt to apply the principles of the European Spatial Development Perspective. The five **Subregional Spatial Plans (POT)** includes guidelines related to landscape. In addition, the **Plans with supra local Influence (PSIS)** aim the planning and management of actions whose impact transcends the municipalities in which they are emplaced and include topics as Landscape. Besides, the **Territorial Observatory of Navarre (OTN)** is in charge of the **indicators** and the **follow-up system** of the ETN, POT and PSIS.

<http://www.nasuvinsa.es/es/planificacion-y-evaluacion-territorial> / <http://siun.navarra.es/>

1.2 The actors

Navarre Government as the supervising organism of the regional spatial plans as well as the only stakeholder in environmental matters: Protected Landscape of Ultzama and Basaburua,

¹ The official name in Spanish is "Comunidad Foral de Navarra", in English "Foral Community of Navarre". The "Foral" means the Autonomous Act of Navarre (1841 and 1982). http://www.navarra.es/home_en/Navarra/Asi+es+Navarra/Autogobierno/Los+Fueros.htm

and the management of other figures of protection according to Regional Law 9/1996 on Natural Reserves of Navarre (Department of Rural Development, Environment and Local Government).

Department of Public Works, with competences in Territorial planning gives guidelines for the content and function of sector planning and territorial planning. It defines also a spatial structure or 'model' of the whole territory, including functions as main cities, main infrastructure and protected nature parks.

1.3 Back ground and context

COMPETENCES ON SPACE AND LANDSCAPE

Navarre government has competences in land use management through the spatial planning legislation and other sectoral policies that allow configuring different levels of action: landscape restoration after infrastructure development, declaration of natural protected areas, cultural heritage, forest management, etc.

The local governments have competences and responsibilities on space, water (consumption and sanitation) and landscape, within its territorial boundaries. It has as well an optional tool to regulated landscape.

In the case - **Protected Landscape of the Basaburua and Ultzama Valleys and Orgi oak Forest** - the intervention is framed in the regional environmental legislation over Natural Spaces of Navarre, which is only capable to intervene with regard to construction investments when ecosystem management is involved. Although this case is described with a high level of detail in the CAF sections, in this chapter a comparison will be established in order to understand the territorial governance system of Navarre and the differences to intervene using one or another sectoral legislation: Environmental or Spatial Planning (moreover, it could be possible to intervene on landscape matters using the Cultural Heritage legislation).

2 Planning system and culture

2.1 Interpretation of key concepts

LEGAL COMPETENCE

While the national level provides the general framework for the planning system, the **17 autonomous communities as Navarre have full authority to legislate** for, regulate and execute spatial development, and thus current practices for landscape planning varies widely across Spain.

LANDSCAPE AND SPACE

The vision on landscape of the region of Navarre, in the practice of spatial planning, is holistic and comes very close to the vision of the ELC. Landscape is seen as cultural (including heritage) and visual expression of sustainable territorial development. The laws on Protected Landscapes and Natural Reserves are older as the ELC, but they are coincident with its proposals.

SECTOR LEGISLATION FOR LANDSCAPE PROTECTION

There are some Instruments that provide protection and sectoral policies that have a specific purpose and regulated administrative procedures:

- **Cultural Landscape** (Regional Law 14/2005 of Cultural Heritage of Navarre). Natural area, ethnologic landmark, group of constructions or infrastructures related to ways of life, culture and traditional activities of Navarre's people. It is an instrument for the protection of an enclosed environment and the management of its elements that define the character of "cultural landscape".
 - Cultural landscape of bird hunting posts in Etxalar.
- **Landscape protection** (Regional Law 9/1996 on Natural Reserves of Navarre). Protected landscapes are those specific places of the natural environment that are worth a special protection due to its natural, aesthetic and cultural values.
 - PP1 - Protected landscape of the Valdorba mountainous area.
<http://www.biodiversidad.navarra.es/Lugar.aspx?id=169>
 - PP2 - Protected landscape of the Basaburua and Ultzama oak groves.
<http://www.biodiversidad.navarra.es/Lugar.aspx?id=47>
<http://www.bosque-orgi.com/>
- **Landscape Special Plan developing a Local Master Plan** (Regional Law 35/2002, of Spatial Planning, LFOTU). The Special Plan manages landscape elements through a regulation adopted by the municipal assembly. There are examples of urban and high production gardens, orchards, or construction elements that include the entire territory of a municipality:
 - Protected landscape of the Egües Valley (urban landscape).

Notice that the LFOTU only allows a planning of works and investments that acts on the territory with an integral character. The other two laws actually allow landscape protection and performance in the field which are competent: environmental restoration, ecosystem management, rehabilitation or restoration of heritage, etc. And, in many cases, especially, in rehabilitation or works, should be supervised by the Department of Public Works.

Spatial policy of the region of Navarre is based on a third law on Spatial Planning and Urbanism (LFOTU,2002) and defined as integration of sectoral policies, like economy, infrastructure and nature. Specifically, Article 27.1 of LFOTU, defined the territorial policy as "the set of explicitly formulated criteria, standards and plans to guide and regulate the proceedings and settlements on the territory, depending on the goal of achieving an appropriate balance between territory, environment, population, activities, services and infrastructure".

LIVEABILITY

In spatial policies the notion of liveability is related to the definition of "territorial structure" and is interpreted as "rational and balanced territorial development, structure the territory by establishing infrastructure and connections communication, and insert the balanced and sustainable development of its different parts in a coordinated and harmonious that affects all the best development of the Autonomous Community².

To achieve the objectives of the LFOTU, the law raises the importance of collaboration between all levels of government and policies, especially between the Administration of the Autonomous Community and local authorities, and the equally citizen participation.

Coordination between sectoral policies and administrations can implement specific plans regarding renewable energy and energy efficiency, forest plans, Rural Development Plan or

² LFOTU, article 27.2

Plan Moderna (as a strategy for a new productive system for Navarre) and in which In the 'liveability' is related with the regulatory, cultural and productive functions of landscape³.

- **Regulatory:** to define guidelines for the future sectoral development like agro environmental subsidies, infrastructures, proximity services, promoting employment and public administration reform and the regulatory framework.
- **Productive:** use of natural resources to generate economic activities and employment in sectors such as green economy, health, education, safety...
- **Cultural:** biodiversity protection, cultural identity (and training of landscape stakeholders).

2.2 Planning system

ELC AND RECOMMENDATIONS COE

The concept of landscape, in line with the ELC, is already integrated in the spatial planning at regional level, but there are lacks in the planning practice: social themes of landscape (like health and leisure), landscape quality criteria and definition and management of landmarks are not implemented yet. Also need to establish criteria for landscape quality and "social and shared vision of the landscape".

For implementation of the ELC Navarre will introduce a regional Landscape Plan or Strategy, (as a vision plan) with the aim to provide methods and techniques for assessment, development, management and evaluation of landscape at several territorial scales. The aim will be to incorporate guidelines, criteria and, if possible, determinations of landscape in different planning instruments and other sectoral policy conditions in geographic space.

SPATIAL PLANS (ACTORS, SCALES, FORMAL CHARACTER)

The government of Navarre has **two levels: the Regional Government and the Local Government or municipality**. Both levels have parliaments, elected assemblies and regulatory capacity and skills in their areas.

For the integration of landscape into regional planning instruments, Navarre has, as a legal framework for development (regional competition and regulatory scope) its own Law 35/2002 on Spatial Planning and Urbanism (LFOTU). The discipline of spatial planning provides the holistic view that the European Landscape Convention (ELC) gives on landscape. From the perspective of the spatial planning exposed in the LFOTU, is possible to apply the landscape character to the whole regional territory.

With this premise, therefore, from Navarre **is not considered necessary to implement a new landscape law** because the instruments adopted so far provide sufficient guidance to address the matter. Even the five territorial spatial plans of Navarre or **subregional spatial plans (POT)** also contribute, as described in the following sections, units of analysis (Environmental Units) and elements of landscape management, undeveloped land categories (SNU) and management criteria.

The spatial instruments of Navarre are related closely to the landscapes. However, the character of an area depends largely on the scale in which you work. In the future Landscape of Navarre Plan (LNP) or Landscape of Navarre Strategy is expected to work in regional and subregional scales with available tools like the Atlas of the landscapes of Spain,

³ <http://www.modernavarra.com/en/>

environmental units, environmental conservation system, and undeveloped land categories (SNU), etc.

The POT define the character⁴ as a quality space or a set of them, distinguished by the way they relate to the territory or attempt to print a special characterization to a strategic or conceptual axis.

Spatial instruments incorporate the provisions set by the environmental policy and the network of protected areas, which use and management plans are also considered planning instruments (LFOTU, Article 28).

The system of spatial planning has three spatial scales (regional, subregional and local) and four instruments:

- **The Regional Territorial Strategy (ETN, 2005)** gives a spatial structure of the whole territory (on map) and includes functions as main cities, main infrastructure and regional nature parks. It is an attempt to apply the principles of the European Spatial Development Perspective (1999). It was designed with a time horizon of 25 years and main goals are to provide guidelines from the territorial management:
 - The economic and social cohesion, the rational use of natural resources and cultural heritage.
 - Integrate co-ordinately European policies. Cooperating with the EU and neighbourhood regions.
 - To facilitate the co-ordinately design of sectoral policies with government of Navarre.

ETN provides guidance on the future performance of the landscape, and concretely guideline number 72. *Develop a policy to protect and enhance the landscapes of Navarra*, among others related to the protection and management of heritage, biodiversity, etc.

- **The Subregional Spatial Plans (POT, see map 1)**, in 5 areas with comparable characteristics, (2011) deliver more concrete proposals and directives. These plans include directives for the management of natural and cultural heritage and “to protect and enhance landscapes”. In the POT are specific proposals for action in landscaping materials: treatment wetlands, greenways, heritage recovery, expanding river parks, etc. To begin execution, there are guidelines on the landscape in a specific annex to the POT: Natural Heritage Annex: PN9 – Landscape.

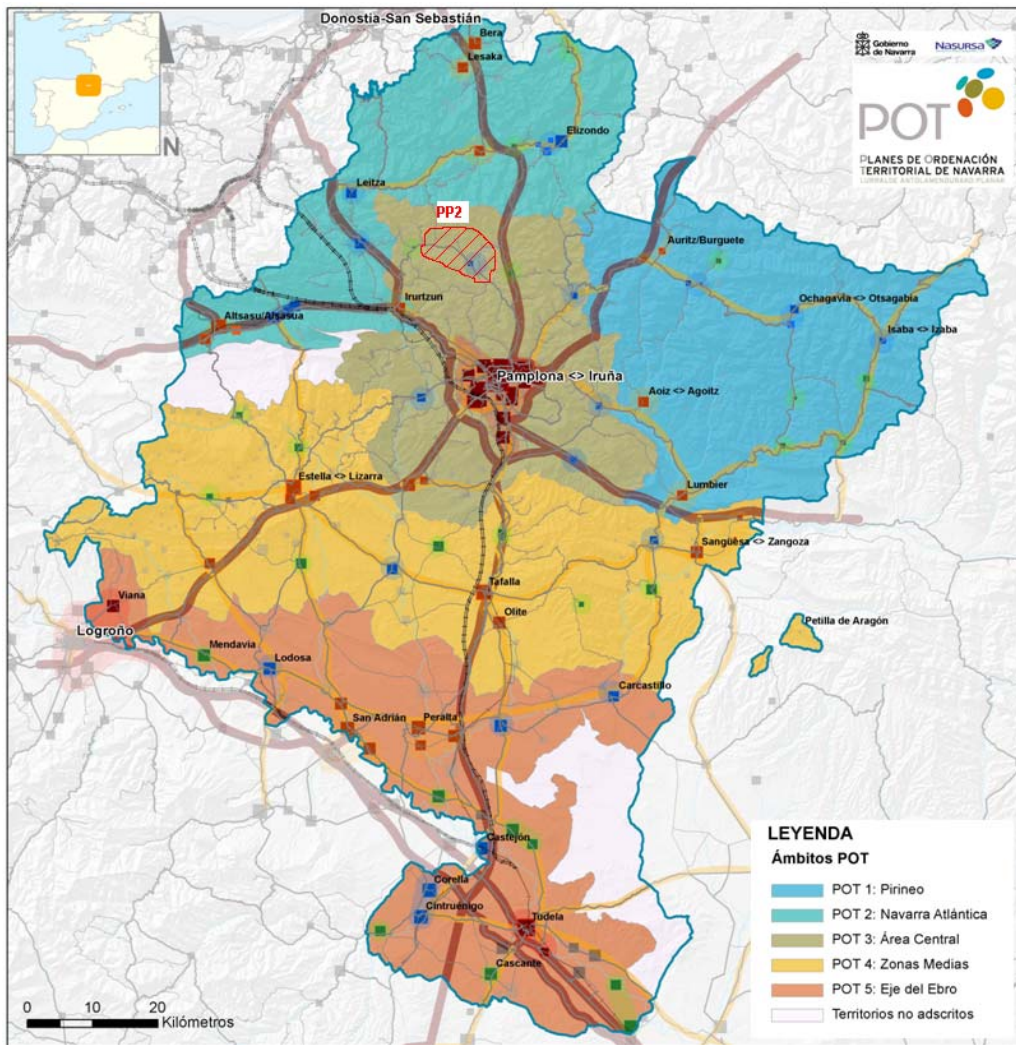
These guidelines are binding for sectoral agencies and local governments related with the Management of Land Not to Be Urbanized (SNU). They are made by the Regional Government (approved in 2011) and serve as reference framework for sectoral policies and local plans. They have no set timeframe but establish mechanisms for monitoring and updating.

- **The Territorial Action Plans (PDAT)**, there are none approved yet), for the development of POT have suitable characteristics, for example, as a Landscape Plan because PDAT:
 - Should develop POT Landscape regulation, establishing regulatory rules and management of Landscape uses.
 - Can incorporate specific tools to set the values participation and "social vision of landscapes"

⁴ See http://siun.navarra.es/contenidos/inst_ot.aspx

- PDAT should establish specific land reserves for certain projections and ac-
tuations, and
- Must have a specific schedule in eight years for the execution of actions.
- **The Sectoral Plan of Supramunicipal Scope (PSIS)** is other instrument, between the
subregional and local level, an instrument of territorial planning for actions in areas
bigger than a single municipality. Promotion can be public or private. Always have an
Economic Viability Plan for the operation and commitment of the promoters of ful-
filling the obligations arising from the execution.

**Map 1: The 5 Subregional Spatial Plans: POT 1 – Pyrenean, POT 2 – Atlantic, POT 3 - Central Area; POT 4 - Mid-
dle Areas and POT 5 - Ebro Axis. POT 3 includes: Orgi oak Forest and ---- Protected Landscape of the Basaburua
and Ultzama Valleys**



URBAN PLAN

The municipalities (272 local units NUT's 5) and cities make urban master plans.

The **Local General Plan (PGM) or Master Plan** is the basic instrument of a municipality for urban planning. Sustainable Territorial Development (STD) understands the whole process of transformation of the physical elements of geographical space through the relationships

between system elements and territorial structure. The landscapes are its cultural and artistic expression. The heritage character, i.e. the need to pass to the next generation contributes to defining sustainability.

- The Municipal General Plan (PGM) is the basic instrument of a municipality for urban planning. It gives regulations and guidelines for land use and physical developments. It is needed for private developers.
- The PGM must cover the entire municipal territory in order to determine the Urban Land (SU), Land Not to Be Urbanized (SNU) or residual where possible raise new urban development.
- The first document of a PGM is the Strategy and Land Occupancy Model (EMOT) to be consistent with the determinations of the POT, set priorities for the use of space and resources and establish participated procedures. It is a strategic vision of the organization of the structural elements of the municipal territory.
- After the EMOT, it is drawn the Municipal Urban Plan (PUM) which establish basic determinations about land-use for the entire municipal administrative, the detailed arrangement of the basic urban uses, the characteristics of the facilities, infrastructure, urban roads and transport etc.
- The PGM is developed, consistently and in a concrete way, through specific instruments that have the characteristics of "action Plan" or "development Plan" as appropriate. The municipality also can define rules with the character of "regulatory" on system uses, activities, duties and related taxes.

TABLE 1. KIND OF PLANS ON SPACE AND LANDSCAPE AND GOVERNMENTAL LAYERS

	Vision	Action	Regulation	Development	Management
National					
Regional	Voluntary		Compulsory		Voluntary
Local	Voluntary	Compulsory	Compulsory	Compulsory	Compulsory
Project				Compulsory	

Table 1. Kind of plans on space and landscape and governmental layers

- Vision = desired future, goals
- Action / strategy = rules, finances, agreements, communications
- Regulation: Establishment of standards about physical planning and resources: agro-environment payments, taxes...
- Development = actions of physical operations, project with buildings or change of land use (realisation by blue print plan)
- Management = daily physical measures (no big changes)

2.3 Planning culture

HISTORY OF LANDSCAPE CONCEPT IN SPATIAL POLICY

Landscape (both in the ETN and the Economic Strategy) is seen as transversal driver towards a green economy as it may plan, manage and optimize the productive aspects of landscape as well as it eases the understanding of the territory and the regional identity.

The Government of Navarre considers that landscape might be a resource to be used in socioeconomic development as well as territorial cohesion strategies according to the quality of life ("liveability") that it provides to citizens.

Navarre has traditionally used its landscapes as a brand image, its rivers or its environmental excellence as well; actually the current tourism campaign 2013 incorporates "scenic

routes". Landscapes are, as society, dynamic and subjects to change. Currently the focus is put into protecting this brand at the same time that the relations with the different sectors that support it are respected (including the citizens' interests): use of natural resources, protection of biodiversity, cultural identity (rural and urban), green activities and employment generation.

It is relevant to point out that there is a lack of training procedures to reach the managers of protected landscapes (due to the three laws' structure), citizens, and other stakeholders involved with landscape: farmers, foresters, architects, infrastructure engineers and, as a specificity in Navarre, energy brokers.

Landscape as 'territorial capital' is the result of several tangible and intangible components (people, activities, landscapes, heritage, expertise, communication, external relations, etc..) and represents the set of elements available to the territory. In some aspects can be an active and in others, cause of difficulties, but they are not an inventory, but the specific finding that can be highlighted.

GOOD GOVERNANCE (PARTICIPATION, DEMOCRATIC DECISIONS)

Citizen participation in the processes related to the spatial and urban plan had a very formal nature and generally related to the analysis of proposals with a very high degree of design plans and projects. Natural Areas Law, the European directive of water and AL21 were incorporated (such as ELP, but not yet implemented in Navarre) public participation from the beginning of projects.

At present the culture of participation is very established between citizens and even regulated for regional administration procedures, although it remains to incorporate specific processes as, in our case, the "participated vision of landscapes and evaluation of the quality of landscapes". Also participatory experience in the POT has facilitated the management of the planning instruments.

2.4 Documentation available for using in action on landscapes

There are five Spatial Plans at subregional level (POT) (Map 1). They establish the basic elements for the organization and articulation of the territory (MDTR):

1. Natural and Cultural Heritage
2. Urban and Economic System
3. Infrastructures and sustainable mobility
4. Spatial Cooperation and Coordination

The POTs define the physical and functional structure of the territory and by application of Guideline 72 of the ETN they "develop a policy to protect and enhance the landscapes of Navarre". They have a more pronounced normative and binding character than the Landscape Plan (PPN). They establish the need of the elaboration of a Landscape Plan of Navarre.

The Territorial Spatial Plans **(POT) includes a Landscape ANNEX** and have defined **Environmental Units** that are used to establish uses of **land not to be urbanized (SNU)** as well as landscape classes in order to define singular elements (natural and cultural landscapes). Territorial Spatial Plans include elements related with landscape protection. These elements make up a synthesis document and are valid in order to be included in the foreseen Navarre Landscape Plan.

→**Environmental Units:** used to evaluate the whole territory and assign different classes that will be used as a basis for the non-urbanized land management.

→**Files for the management of land not to be urbanized**: they define prohibited, authorized or to be authorized uses.

→**Classes and groups of landscape**: used to define remarkable and natural landscapes at the regional level those are not protected by sectoral law.

<http://www.nasuvinsa.es/es/planes-de-ordenacion-territorial-de-navarra>

2.4.1 MANAGEMENT FILES OF SNU (Land Not To Be Urbanized)

In correlation with the Territorial Development Model (MDT) established in spatial instruments are identified, defined and delimited **Environmental Units (UA)**, which are land areas grouped as "homogeneous management units"⁵ that combine environmental and differentiated production systems. Each of these units carries out one or several functions in the environment, has similar capabilities of use and potential risks relatively homogeneous to affront disturbances more or less in an analogous way. Each unit integrates **structural and functional approaches** related to the natural, ecological environment, hydrological, landscape aspects, etc.

Environmental Units (UA) are not a category of ground-level management. They are a methodological tool for analysis and diagnosis territorial defined for the objectives and the working scale of POT and give the keys to justify the proposed rules.

http://siun.navarra.es/contenidos/inst_ot.aspx

<http://siun.navarra.es/Instrumento.aspx?id=104423> (POT 1)

But beyond these spatial units of analysis, the POTs bring, besides a number of **management files of SNU (Not To Be Urbanized Land)**. That is, most of the territory of Navarre and therefore also of its landscapes. In these units the sub-categories of SNU defined by landscape criteria and the rest have elements to manage the appropriate cards and affect the types of land uses, buildings, procedures, etc. The files of management are POT documentation that must be consulted and includes compulsory regulations, to design urban planning and sectoral plans.

The following table (see below Table 2) summarizes these sub-categories. They are technical and legal link between the physical reality of the territory (morphology, function, and character of the spaces) use in spatial planning and the different tools that can be used for the protection and management of the landscape (see 2.1.). **Hence its importance as a guide for future landscape plan/strategy of Navarre. The SNU management cards are essential** for landscape management practices because they incorporate to SNU the protected categories for environmental legislation and other natural hazards affected or those interested in protecting them. **Table 2** shows the set of categories of SNU, nominally related to the landscape or some of the functions set out in LiveLand.

⁵ The "homogeneous management units" are a method used in studies of essential physical environment across spatial planning in Spain. In the case of POT they have been used to describe the management functions for the entire territory of Navarre.

Table 2 - Main characteristics of areas LAND NOT TO BE URBANIZED as defined by the POTs of Navarre. Source: Compilation Observatorio Territorial de Navarra (OTN)

CATEGORY: LAND NOT TO BE URBANIZED (SNU) BY PROTECTION (SNUPrt)						
CODE	PN2 - ENVIRONMENTAL UNITS	POT 1	POT 2	POT 3	POT 4	POT 5
1 – BECAUSE OF THE TERRITORIAL DEVELOPMENT MODEL (MDT) ADOPTED IN POT: SPECIAL PROTECTION AREAS (LFOTU, article 94.1.b) → ANNEX PN3 : MANAGEMENT FILES						
SNUPartA	SUB- CATEGORY: SNU BY ENVIRONMENTAL VALUE					
SNUPartA: VEI	VEGETACIÓN OF SPECIAL INTEREST	■	■	■	■	■
SNUPartA: AEIF	AREAS OF SPECIAL INTEREST FOR WILDLIFE. STEPPE ZONES				■	■
SNUPartA: CT	TERRITORIAL CONNECTIVITY	■	■	■	■	■
SNUPartA: LEIG	PLACES OF SPECIAL GEOLOGICAL INTEREST	■	■	■	■	■
SNUPartA: H	WETLANDS	■	■	■	■	
SNUPartA: ZF	RIVERBANKS AND RIVERBEDS SYSTEM	■	■	■	■	■
SNUPartEN	SUB- CATEGORY: SNU BY VALUE FOR NATURAL EXPLOITATION					
SNUPartEN:SECA	SOILS OF HIGH AGROLOGICAL CAPACITY				■	■
SNUPartP	SUB- CATEGORY: SNU BY LANDSCAPE VALUE					
SNUPartP:PS	SINGULAR LANDSCAPE	■	■	■	■	■
SNUPartP:PN	NATURAL LANDSCAPE	■	■	■	■	■
SNUPartCu	SUB- CATEGORY: SNU BY VALUE FOR NATURAL EXPLOITATION					
SNUPartCu:CH	HISTORICAL WAY	■	■	■	■	■
2. – SNU FOR PROTECTION BY NATURAL RISKS (LFOTU, article 94.1.c) → ANNEX PN4 : MANAGEMENT FILES						
SNUPartR	SUB- CATEGORY: SNU BY PREVENTION OF RISK					
SNUPartR:ZI	FLOOD AREAS	■	■	■	■	■
SNUPartR:MM	AREAS OF RISK BY MASS MOVEMENT, FALL BLOCK AND SLIDES					■
3. – SNU FOR PROTECTION BY SECTORAL LAWS (LFOTU, article 94.1.a) → ANNEX PN6 : MANAGEMENT FILES						
SNUPartA	SUB- CATEGORY: SNU BY ENVIRONMENTAL VALUE					
SNUPartA:ENP	NATURAL PROTECTED AREAS	■	■	■	■	■
SNUPartA:HP	PROTECTED WETLANDS			■	■	■
SNUPartEN	SUB- CATEGORY: SNU BY VALUE FOR NATURAL EXPLOITATION					
SNUPartEN:MUP	“PUBLIC UTILITY WOODLAND”	■	■	■	■	■
SNUPartEN:R	IRRIGATION			■	■	■
SNUPartR	SUB- CATEGORY: SNU BY CULTURAL VALUE					
SNUPartR:CS	SAINT JAMES WAY			■	■	■
SNUPartR:VP	CATTLE RAILS	■	■	■	■	■
SNUPartCu:VV	GREEN WAY – Former railway routes		■	■		■

2.4.2 MAP AND CATALOG OF INTERESTING LANDSCAPES.

POTs include in Annex of **Natural Heritage "PN9 - Landscape"** a number of key elements in the development of the Landscape Plan (PPN). The work of cataloging of the main types, groups, components and elements of landscape are similarly described as the "landscape catalogs" established in the Catalan experience or the Basque Country.

<http://siun.navarra.es/Instrumento.aspx?id=104424>

In addition, POTs include **management criteria** in those soils categorized for its landscape value (including those already mentioned by sectoral legislation) and general criteria for the protection of urban landscapes. They have a first approximation to the content of the studies and projects with an impact on the landscape and landscape integration criteria.

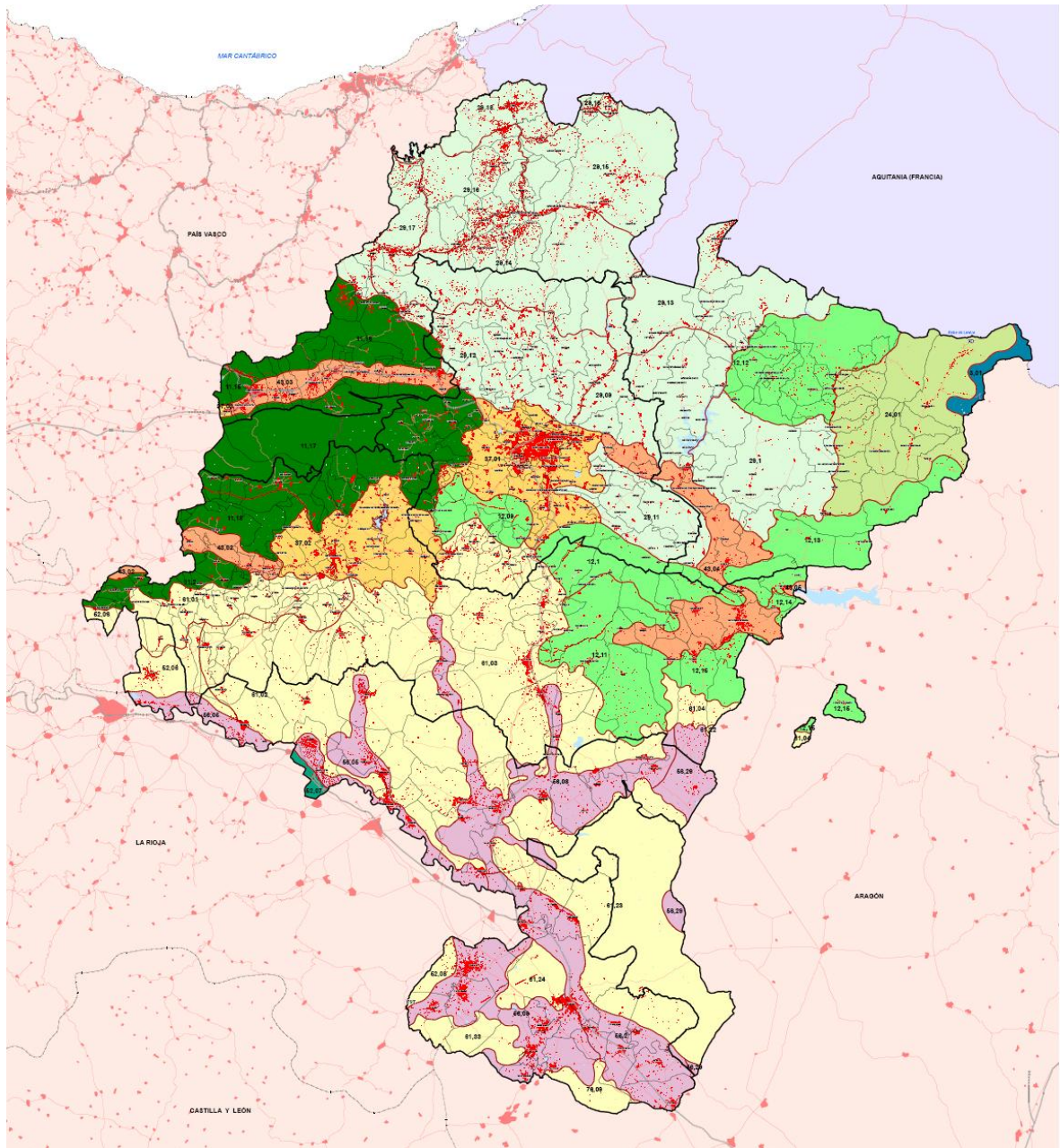
The **maps 2** (below) describe the **types from the Atlas of Landscapes of Spain** that POT s use as the basis for cataloging landscapes. Each unit describes specific elements and landscape components following a group of natural landscapes, agricultural humanized landscapes, forest landscapes, cityscapes, landscapes of water. Landscape types are specified in landscape units that relate to the environmental and land units of Not To Be Urbanized Land (SNU).

Due to its characteristics of specific regulation in Not To Be Urbanized Land (SNU) in **map 3** (below) the landscapes of interest of Navarre are grouped as "**landmarks landscapes**", "**unique landscape**" "**Cultural landscapes**" and "**areas of scenic interest** for their interest in land use". The map does not represent the degraded landscapes, which are not identified spatially.

Finally it should be noted that the spatial instruments have **monitoring procedures** that are coordinated and have been legally in charge to Territorial Observatory of Navarre (OTN): ETN memories, reports of life of the instruments, the indicator system POT, etc.

As a final remark, the **OTN indicator system** presents 20 indicators highly related with landscape policy that would be used in order to monitoring landscape. For instance, alteration of use in protected areas, urban borders, etc.

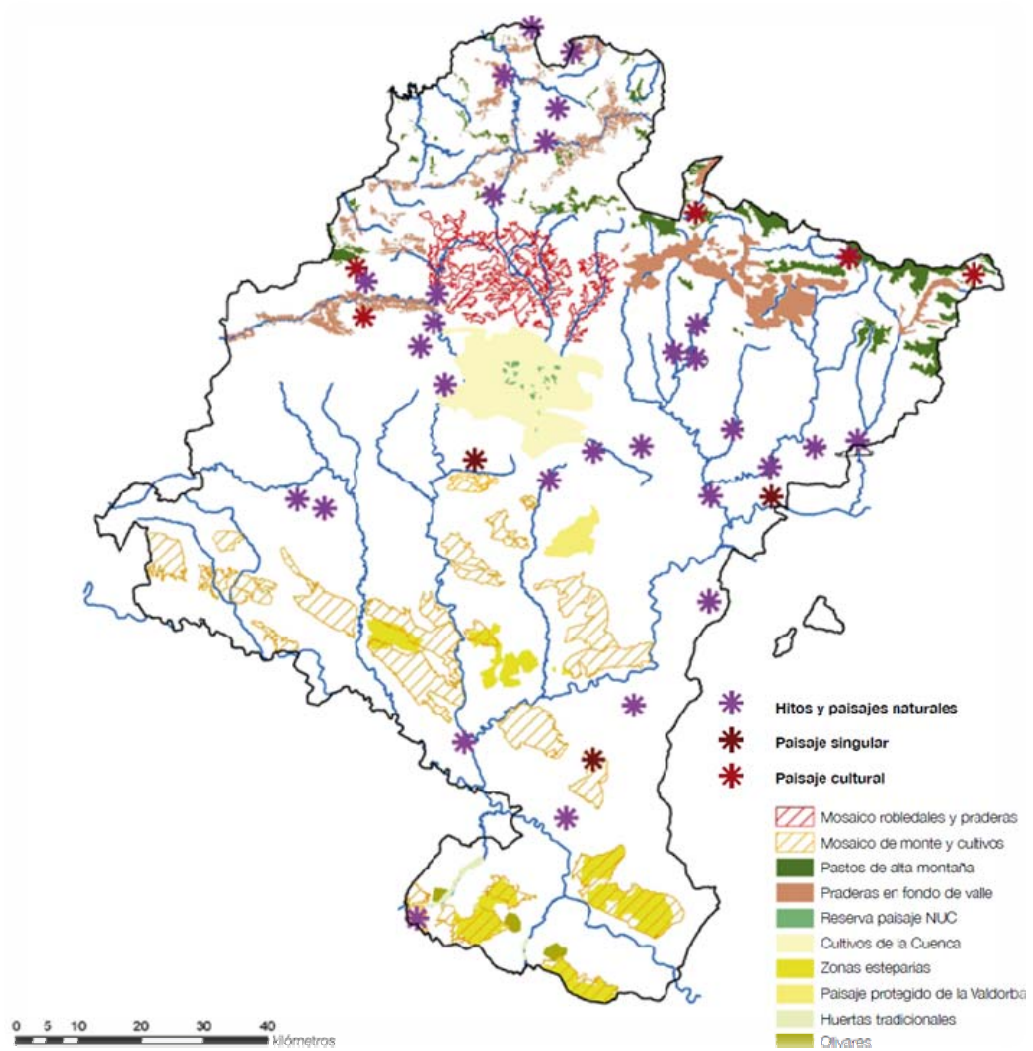
Map 2 - Map of Landscape types



- 0, Embalse
- 3, Macizos montañosos pirenaicos occidentales
- 11, Sierras Parameras orientales de la C.Cantábrica y de los M. Navarros
- 12, Sierras Pirenaicas. Sierras Medias
- 24, Sierras y valles Pirenaicos Occidentales
- 29, Montes y Valles Vascos, del Condado de Treviño, del Pirineo Navarro
- 37, Depresiones vascas, navarras y de la cordillera Cantábrica
- 43, Corredores cantábrico - Pirenaicos
- 52, Campiñas de la Depresión del Ebro
- 56, Vegas y Riegos del Ebro
- 61, Planos y Glacis de la Depresión del Ebro

- 0. Reservoir water**
- 3. Western Pyrenees mountain massifs**
- 11. Eastern mountain chains**
- 12. Pyrenean mountain chains.**
- 24. Mountain chains and western Pyrenean Valleys**
- 29. Basque mountains and valleys**
- 37. Basque and Navarre Depressions**
- 43. Runners Cantabrian Pyrenees**
- 52. Ebro River countryside**
- 56. Meadows and Ebro Irrigation**
- 61. Ebro Glacis and plains**

Map 3 - Landscapes of interest of Navarre



LEGEND

1. Mosaic Oak forests and grasslands
2. Mosaic of forest and crops
3. High Mountain Pastures
4. Valley bottom grasslands
5. Landscape Reserve
6. Crops
7. Steppe zones
8. Protected Landscape Valdorba
9. Traditional orchards
10. Olive groves

3 Geographic description of the practice case area and land use character

3.1 Context and Land use character

The Navarre Region is situated in Northern Spain and covers three different biogeographical regions: Alpine, Atlantic and Mediterranean, which has led to a rich landscape and ecological diversity. Navarre has 640.000 inhabitants and a surface of 10420 km². Its average population density is 60 inh/km².

To the North, the Navarre of the rural **mountain houses** “caseríos” is made of a mountainous landscape with isolated houses, traditionally dedicated to self-sufficient farming. To the South and East of the Pyrenees the population gathers in small hamlets or villages: the Navarre of **the villages** (“aldeas”). To the Southernmost part of Navarre there is a predominant intensive exploitation of croplands as well as traditional irrigated crops along the river banks: the Navarre of **the small towns** (“pueblos”).

Concluding some **characteristics of the current changes of the land use**:

- **The rural depopulation** that affects the symbiosis between cattle paths and physical conditions of landscape: fences and walls, terraces, extensive farming, forest management, etc.
- **The distribution of linear infrastructure corridors** that are concentrated in determined areas but uncoordinated with regard to landscape: railway, motorways, electricity network, water channels and so on.
- **The Navarre Canal of water** that will transform an important amount of croplands towards intensive farming.
- **The use of greenhouses** in traditionally irrigated areas.
- **The transformation pressure in peri-urban areas** related to the legal fact that an area must be fully urbanized even when buildings are not yet in construction.
- **Local plans before POT were in force foreseen all uses** in the municipality, mostly oversizing the needs of residential, industrial and other uses.
- Despite the proper distribution of **LIC** and their corresponding **PORN** and **PRUG**, most of them **do not consider landscape criteria**.
- **Existing sectoral legislation has sometimes originated the destruction of landscapes or landmarks**. For instance, land re-allotment processes or the lack of interest in the traditional architecture in villages and small towns in Navarre.

3.2 Protected Landscape of Basaburua and Ultzama Valleys and Orgi Oak Forest.

The Protected Landscape of the Basaburua and Ultzama Valleys and Orgi oak forest are two examples of figures under **protection** by Regional Law 9/1996 on Natural Reserves of Navarre. The Basaburua and Ultzama oak forests are incorporated in the Natura 2000 network as Sites of Community Importance (ES2200043)⁶. As seen in the following figures Protected Landscape incorporates the Natural Recreation Zone, **which shows actions on Landscape protection and management** where a protected area and an economic activity (a golf course) coexist. <http://www.bosque-orgi.com/>
<http://www.turismo.navarra.es/eng/organice-viaje/recurso.aspx?o=3058&>

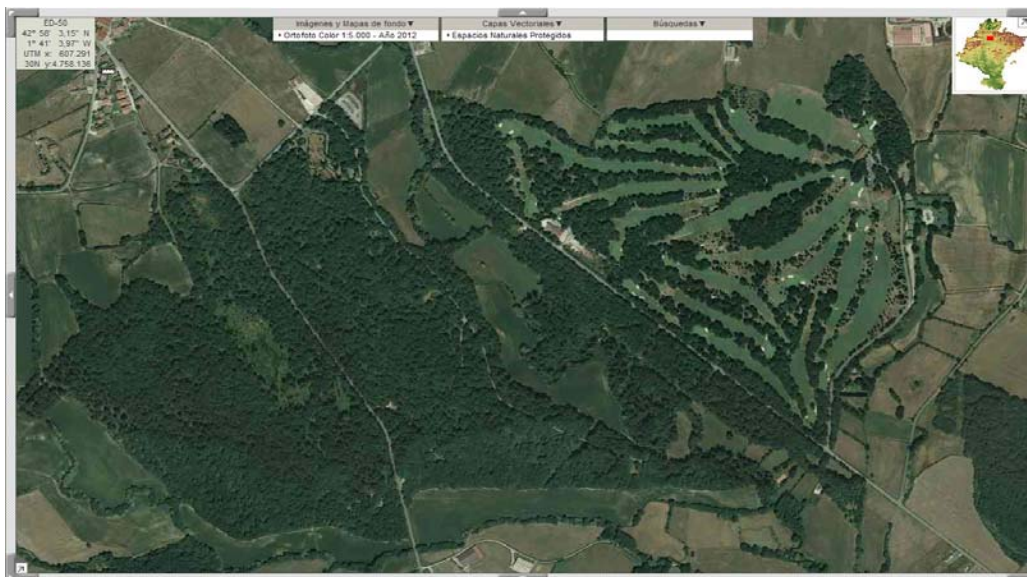
⁶ Directiva europea 92/43/CEE para hábitat de interés comunitario código 9160 y hábitat de interés prioritario Código 91EO.

<http://www.turismo.navarra.es/esp/organice-viaje/recurso/relacionado/3212/>

Experience selected in the Best Practices Competition (Dubai in 2006), and listed as GOOD.

http://www.unhabitat.org/bp/bp.list.details.aspx?bp_id=1744

Figure 1 - Multifunctionality and compatibility of uses between Orgi Forest (ARN1) and the Golf Course included in the Site of Community Importance (SCI) and Special Area of Conservation (SAC): Protected Landscape of Basaburua and Ultzama Valleys



As shown in the image, a **golf course and a Natural Recreation Zone (ARN1) (included in a bigger Landscape protected area) and coexist** in a space that reaches 4 km². This reflects land use management and spatial planning and landscape policy of the Government of Navarre through their respective laws of Spatial Planning and Natural Reserves.

Because of the uniqueness gained in environmental education and citizen participation in its most comprehensive sense, **the analysis is focused on the Orgi Forest (ARN1) and its Use and Management Plan (PRUG) of the natural recreational area** which is the necessary tool for managing all natural area previously established.

Figure 2 - Protected Landscape of Basaburua and Ultzama Valleys



In the Valley of Ultzama with a **Landscape of Tiled Oakland and prairies in Bottom of Valleys** is placed in a communal mount, the **Orgi forest** that is a “**millennial puddle oak grove flatland**” of **80 hectares** of area, the last testimony of an original landscape of great environmental interest to preserve.

After centuries of exploitation, the Orgi Forest is undergoing a process of natural regeneration. It has been protected by the figure of **Natural Recreation Zone (1996)** and included as **Protected Landscape by Law 9/1996**, so that the conservation of the forest can be rationalized with public use in order to make Environmental Education and informal Recreation compatible in nature with Conservation of the oak grove’s wildlife.

One of its peculiarities is the presence of a type of oak that can live in the waterlogged soils at the bottom of the valley, the **Quercus robur, or English oak**, many of which are a hundred and even two hundred years old. Those primitive oak groves were spread over the humid valleys of northern Navarre. Since then until very recent times, the action of man has made them disappear, **converting them into agricultural terrain and prairies**.

The forest is demarcated into three zones: the **welcome area, the rambling zone and the conservation area**, which cannot be accessed by the general public as it is in the process of natural regeneration.

The tracks allow to enjoy the different **nuances of this singular landscape**: *The labyrinth* the wood via miniatures; *the road* shows the different ages of the forest, *the path* takes to the wettest area of the wood - but without getting feet wet, and forest clearings where can be found the moor and grassland. In summer, this enclave becomes a **natural open-air stage** for shows and events within the **Cultur program**.

GOLF COURSE OF ULTZAMA (1965)

The idea of creating a golf club in the Ultzama valley originated in 1963 and was established in an oak wood on land belonging to the municipalities of Guerendiain and Eltso. The project was supported by various families, who leased their land to the valley for a period of 100 years. The clubhouse is regarded as one of the most attractive in Spain. In its 50 years of history, the Ultzama Golf Club has hosted major national and international events, one of the most notable being the Women's European Golf Championship in 2004, which ended with the triumph of the young golfer Carlota Ciganda descendent of Ultzama Valley.

Figure 3 – Golf course of Ultzama



ORGI OAK FOREST. PROTECTED LANDSCAPE



4 Challenges and ambitions of practice case

4.1 LANDSCAPE STRATEGY AS INTEGRATING INSTRUMENT

The Government of Navarre is especially interested in the specification of the envisaged results concerning **“the guidelines for the elaboration of landscape plans and their implementation”** that will be used for the design of the landscape plan of Navarre.

At the request of the guideline 72 of the Territorial Strategy of Navarre (ETN) which refers to the need to "develop a policy to protect and enhance the landscapes of Navarre", **the Sub-regional Spatial Planning Plans (POT, 2011), propose the development of a Landscape Plan** and discuss the creation of specific legislation on the subject, what motivated participation in Liveland.

At present the Government of Navarre studies the benefits of a plan or strategy. In June 2013 **has created a Landscape Specific Commission** - with the participation of independent experts, responsible for the government and universities, within the Social Council of Land Policy (CSPT), an advisory and participatory board with agents linked to spatial planning.

The Landscape Committee will provide the Government of Navarra their views on the plan / strategy, its scope, the proposed methodology to conduct and criteria to guide the determination of overall management of the landscapes of Navarre.

In terms of timing, the work of the Specific Committee must be obtained in June 2014. Later from 2015, the Government of Navarra will decide the opportunity to develop the Plan / Strategy Navarra together with other private bodies (specialists and universities), and design the appropriate participatory process.

In general, at this moment, the **needs of Navarre in relation to the theme of landscape are:**

- Identify those relevant sites which must be requested as unique protection.
- Establish criteria to ensure extensive protection and not a reductionist view.
- To identify places and environments, due to a serious deterioration of natural values and features of its historical humanization should be restored landscape.

The future Landscape Plan/Strategy that Navarre is demanding should contain the definition of landscape quality objectives for the protection, management and planning landscape as the European Landscape Convention advised. The participated vision that citizens have of landscape should be promoted from this phase of work.

With existing documentation, it will be necessary to **develop a catalogue of landscapes** (natural and cultural or humanized), identifying landscape units, elements and significant milestones from the already landscape identified in the Spanish Atlas. In addition there should be a value analysis, possibilities and opportunities, characteristics, status, threats and pressure transforming them.

Finally it will be necessary to **establish criteria and measures related to landscape**, which should be adopted by the plans, programs and interventions with a territorial impact, to develop landscape integration criteria established in the POT for studies on the incidence of plans and projects in the landscape.

The future Landscape Plan of Navarre must provide landscape guidelines for incorporating landscape criteria related to the ELC in the "protected landscapes" declared and in the network of protected areas and update Uses and Management Plans for each protected enclave. It is an opportunity that the guidelines to be requested by environmental participatory organs, such as the Patronage of the Natural Park or the Environment Council of Navarre.

4.2 REGULATIONS FOR PROTECTED LANDSCAPE OAK FOREST

The Ultzama and Basaburua Protected Landscape contributes to biodiversity conservation and must contribute as well as to the improvement of the living conditions of the population in those areas (socioeconomic tier of Liveland). Although the compatibility of uses (golf course, primary sector, forest, etc.) comes from old, with several actions to improve environmental conditions with cattle breeders (manure control) as well as to endorse local employment, it is considered that Liveland may provide a comprehensive vision of landscape according to ELC: vision and more holistic or comprehensive strategy, regulate other functions in the Management Plan (health, economic activities, etc.), incorporate in sectoral policies management guidelines of protected landscapes.

It is a challenge that will be dealt with the elaboration of the Plan or Strategy of Navarre Landscape, same as with the Valdorba Valley Protected Landscape (Code PP1, mountainous area in transition to Mediterranean landscape) and other landscaped areas of interest included or not in figures on environmental protection.

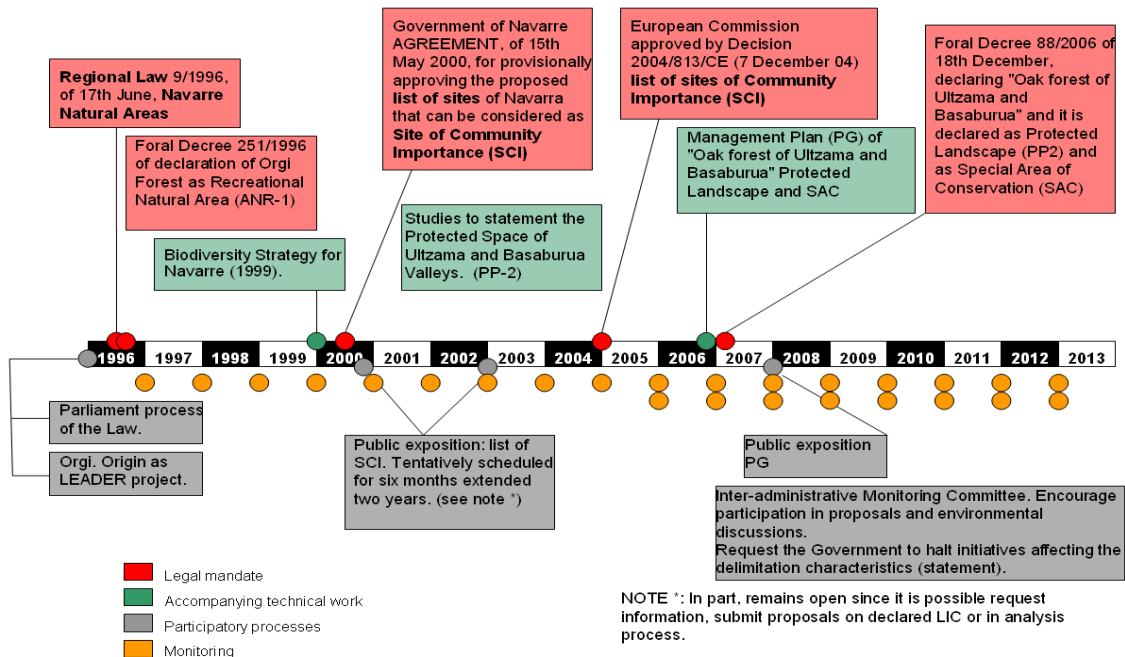
5 Description of planning practice protection regulation

5.1 Planning process and decision Making

5.1.1 TIME LINE AND PLANNING PROCESS

Figure 4 shows graphically the temporal process administrative and legal practice. They are two different legal acts, one related to the "Oak forest Orgi" (ANR-1) and one with the attractive Ultzama and Basaburua oak forest (PP-2). There is a time lag between the two events. Processes overlapped protection statement following the regional law of protected areas (1996) with the establishment of the Natura 2000 network and Sites of Community Importance, which provisional list was approved by Decision 2004/813/EC. In section 5.1.2 briefly describes the scope of both legal acts.

Figure 4 – DECISIONS TIMELINE.- OAK FOREST (ANR-1) and (PP-2)



The following processes have required participation process:

1987- Accord between the Council of Lizaso and the Government of Navarre for preserving the Orgi oak grove as a **natural space of interest** for the community.

1995- The Council of Lizaso with the support of the Plazaola Tourism Consortium, the Ceder-na-Garalur Association, the Department of Tourism, and the Town Council of the valley of Ultzama, provides impulse for carrying out in Orgi a pilot project of conservation of nature, recreational use, and environmental education.

1996- Regional Law 9/1996 on Natural Reserves of Navarre. **Protected Landscape**

1996- The Department of the Environment of the Government of Navarre declares the legal protection of the Orgi Oak Grove, as **Natural Recreational Area**.

1999 - Biodiversity Strategy for Navarre (1999).

2000 - Government of Navarre AGREEMENT (15.May), for provisionally approving the proposed list of sites of Navarre that can be considered as Site of Community Importance (SCI). Delimitation and Studies to statement Protected Space of Ultzama and Basaburua Valleys.

2006 - Foral Decree 88/2006 of 18th December, declaring "Oak forest of Ultzama and Basaburua" and it is declared as Protected Landscape and as Special Area of Conservation (SAC) the Site of Community Importance (SCI) and is approved the Management Plan (PRUG). (BON nº 9, 19th January 2007).

1996/2013- 17 years of functioning have taken place **with** the pilot experience of public use of nature, Orgi has received **650,000 visitors who are satisfied** with the space. Monitoring annual report of indicators exist. In the case of Orgi is monitoring the indicators of participation, volunteerism and environmental education.

CONTENT OF THE PLANNING PRACTICE

PROTECTED LANDSCAPE. ORGI OAK FOREST. NAVARRRE. PLANNING SYSTEM	
1. REGIONAL LEGISLATION IN SPATIAL PLANNING	
<ul style="list-style-type: none"> • NAVARRRE LAW 35/2002 ON SPATIAL PLANNING AND URBANISM (LFOTU) 	
3. LANDSCAPE AND INSTRUMENTS OF SPATIAL PLANNING IN NAVARRRE	
<ul style="list-style-type: none"> • SUBREGIONAL SPATIAL PLAN (POT) 	
4. ENVIRONMENTAL UNITS (UA)	
<ul style="list-style-type: none"> • UA8 - TILED OAKLAND AND PRAIRIES IN BOTTOM OF VALLEYS 	
5. MANAGEMENT OF SNU (LAND NOT TO BE URBANIZED)	
<ul style="list-style-type: none"> • SNU BY ENVIRONMENTAL VALUE; NATURAL PROTECTED AREAS 	
6. LANDSCAPE PROTECTION INSTRUMENTS BY SECTOR POLICIES	
<ul style="list-style-type: none"> • REGIONAL LAW 9/1996 ON NATURAL RESERVES OF NAVARRRE <ul style="list-style-type: none"> Foral Decree 251/1996, declaration of Orgi Forest as Recreational Natural Area (ANR-1) Foral Decree 88/2006 declaring "Oak forest of Ultzama and Basaburua" and it is declared as Protected Landscape (PP2) and as Special Area of Conservation (SAC) 	
7. MAP AND CATALOG OF INTERESTING LANDSCAPES.	
<ul style="list-style-type: none"> • TYPE: 29. BASQUE MOUNTAINS AND VALLEYS • UNIT: 29.14. MOUNTAINS AND VALLEYS OF ULTZAMA AND BASABURUA 	

5.1.2 PROTECTED AREAS. PROCEDURES AND DECISIONS

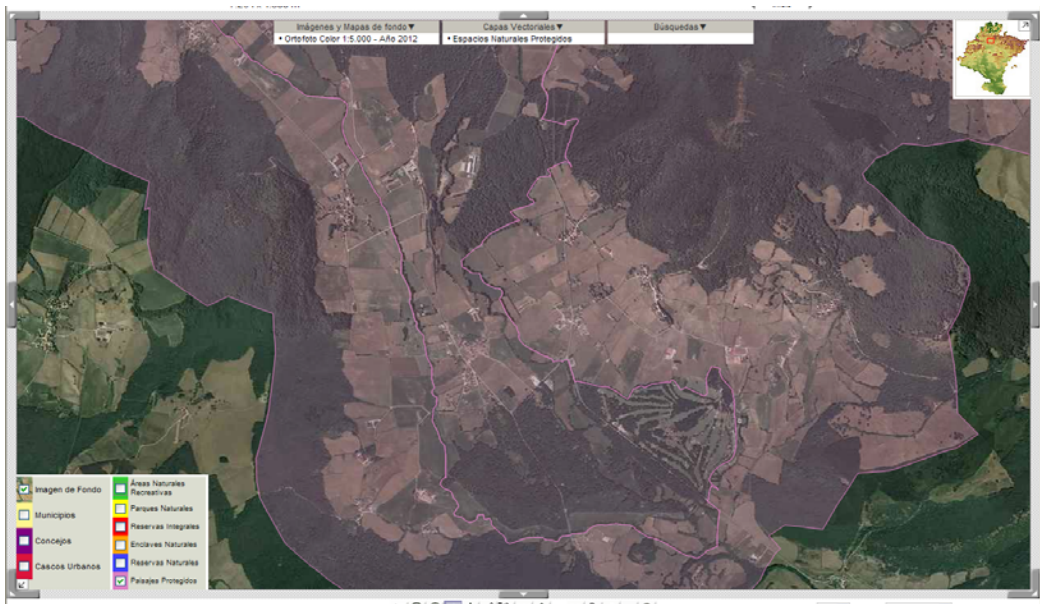
Related to legal protection: PROTECTED LANDSCAPE AND ORGI OAK FOREST BY LAW (1996).

The Foral Decree 88/2006 declaring "Oak forest of Ultzama and Basaburua" and it is declared as Protected Landscape (PP2) and as Special Area of Conservation (SAC) (http://www.navarra.es/home_es/Actualidad/BON/Boletines/2007/9/Anuncio-24/)

It defines and characterizes the park approving the functions of its Steering Committee and Management Plan that establishes management guidelines, and regulatory actions. The management objectives are natural values (plants, wildlife, water and character of "countryside") and Monitoring Plan includes actions to be undertaken in the year of adoption of PP2 and the six years following the declaration (2007-2013).

More information: <http://www.biodiversidad.navarra.es/Lugar.aspx?id=47>

Figure 5 - Protected Landscape PP2 oak forests of Ultzama and Basaburua (see table 2: SNU)

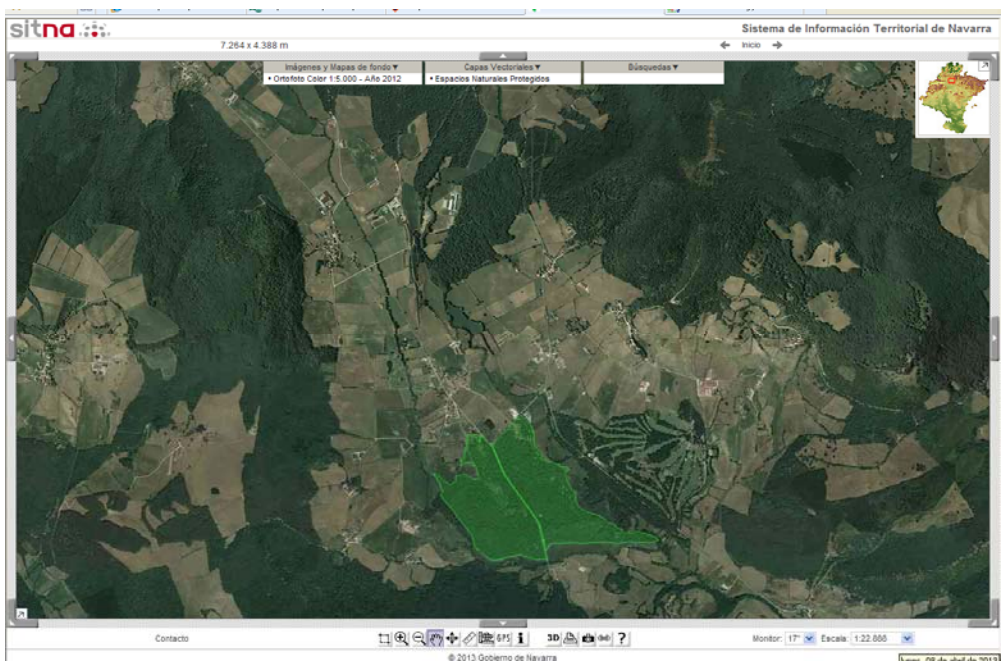


The Foral Decree 251/1996, declaration of Orgi Forest as Recreational Natural Area (ANR-1) (http://www.navarra.es/home_es/Actualidad/BON/Boletines/1996/86/Anuncio-3/)

It sets the definition and characteristics of the recreational area. The annex contains the Use and Management Plan which sets out the general guidelines for management and generally prohibited supported or promoted activities, defining specific areas (conservation area of extensive and intensive use). It establishes that the monitoring committee is involving the Regional Government - Environment as a substantive body and local authorities.

More information: <http://www.biodiversidad.navarra.es/Lugar.aspx?id=170>

Figure 6 - Natural Recreation Zone ANR-1



5.2 Description of planning practice Management Plan Oak Forest

As mentioned above, the legal acts which establish the Protected Landscape (PP1) and Orgi Recreational Area (AR1) have annexed its management plan. Spatially one contains the other, so that the nature and geographical elements are practically the same.

5.2.1 ANALYSIS

The character is "countryside" and is determined by environmental and human use: is a mosaic of oak forest and pastures of traditional uses (livestock and agricultural). However, in its statement of "protected" have become more important environmental values.

The valley bottoms are intensively used by humans and their activities. With increasing altitude and slope forests are densified to acquire cultural significance identity besides being a source of resources for its proper operation. Water feature in this area takes on special significance (see environmental units explained in 2.4.1).

5.2.2 VISION AND OBJECTIVES

The document "Management Plan" of SCI ES2200043 "Oak forest of Ultzama and Basaburua" "includes general and operational objectives, measures that are intended to carry out and the guidelines and regulations that are specific application in space." **The objectives are related to:**

- Maintain the conservation status of **natural habitats** of interest for conservation.
- Manage adequately **oak forest**, floristic and structural diversity, improve their conservation status and reduce fragmentation levels.
- Achieve good ecological and chemical status of **rivers and wetlands network** (defined in WFD , 2000/60/EC) , through the increase in the quality of its waters, vegetation recovery riparian and removing obstacles , developing a diverse ecological functionality .
- Increase **structural diversity of countryside landscape** as a mosaic of habitats.
- Achieve a model of farming and **ranching compatible** with environmental conservation.
- Management of **specific wildlife species**: bats, agile frog and its habitat, and habitat mink , red kite, the bird communities of the countryside and others.
- **Information and awareness**. Ensure the dissemination of information on the natural values of the place, as well as proposed conservation guidelines.
- **Public Use**. Reconciling public use management with the conservation of the values of the Place.

5.2.3 ACTIONS AND MEASURES ENVISAGED

Related to Management:

The monitoring plan has been monitored and presents performance indicators of the actions related to the conservation objectives (see "Monitoring Plan" downloadable from the web). Possibly the most significant document is the "Public Use model" that regulates the compatibility of conservation values with the demand for certain agricultural uses, livestock, collection of mushrooms and forest, etc.. Besides it is being used in spatial planning by local authorities and agents in development.

For each of the objectives set out concrete actions for action which are summarized in the following **types of actions**:

1. Analysis, research and inventory of the flora and fauna.
2. Monitoring the size of populations.
3. Application of appropriate management measures according to studies (1 and 2).
4. Experiencing models and forest management agreements with local entities.
5. Recovery wet areas and rivers.
6. Management of the cultural elements of the countryside hedges, walls, cutting lawns, waste management, treatment, infrastructure (electricity and roads).
7. Slurry treatment (highlight the accomplishment with the participation of farmers)
8. Development of Public Manual (script development outlined in manual "Management Plan")

Actions and Measures Implemented

- Participation. The process has included high participation in the design and has focused on public use (satisfaction surveys), and also for dynamic and annual programming. Development of activities and projects of a social and volunteer nature are encouraged.
- Management. Use and Management Plan with Action Programs and implication of a Local Entity.
- Collaboration. Allows coordination between municipalities and agents.
- Agreements with organizations and social groups to promote activities.
- Education and awareness. Environmental Education and informal Recreation compatible in nature with Conservation of the oak grove's wildlife.

In Orgi actions have been taken, including promenades for the blind, welcome area, observation towers (see 5.2.4). These specific projects were approved by the monitoring committee and administrative procedures and are similar to other cases (including processes of participation and public exhibitions).

5.2.4 IMPLEMENTATION STRATEGY

By the Government of Navarre, competent in the SCI management (PP2), no specific budgeted for each of them exists. The Environment Department performs management activities, maintenance and improvement described in each of the approved Management Plans. The information is accessible via internet and it is showed in the public accounting reports and in the State of the environment reports in Navarre and executed activities.

In the case of Orgi (ARN1), management and maintenance, is almost 100% funded through an **agreement signed between the Government of Navarre and Lizaso Council** (Local Authority equivalent to NUT6). These activities are performed by a local company (five employees) contracted by public tender until 2017.

Other activities and investments are often financed by **sponsorships or European initiatives or financial institutions**. These projects may be new construction projects, environmental volunteering, case studies, etc. In this way were funded, for example, path for blind persons for some campaigns with students from universities of Navarre.

Among these financing entities are Cederna-Garalur Association for Rural Development (LEADER manager), the Regional Tourist Consortium Plazaola, IMSERSO ONCE Foundation, ONCE-Navarra (Spanish National Blind Organization), Caja Navarra Foundation.

Table 3 -Management and Maintenance Expenses (ARN Orgi)

Año	Total Achievement	Gov of Navarre
2001	55.283	100%
2002	57.015	100%
2003	74.367	95'7%
2004	73.000	88'9%
2005	73.001	94'1%
2006	76.000	95'4%
2007	76.000	95'4%
2008	80.000	95'6%
2009	80.001	97'1%
2010	80.001	97'1%
2011	76.000	100%
2012	50.492	100%

5.2.5 MONITORING AND EVALUATION

As shown before in [Figure 4 DECISIONS TIMELINE.- OAK FOREST \(ANR-1\) and \(PP-2\)](#) every year the department of Environment makes a Monitoring Memory of finished tasks, both maintenance and management of the protected environment as environmental monitoring of protected species. By means of other agents can extract other data as mushrooms and berries extraction or communal harvesting firewood.

Finally notice that forests and natural environments are freely in Navarre, therefore can not give the exact figure of visitors. This applies to Protected Landscape of Oak wood of Basaburua and Ultzama. In addition to the activities related to wood, there are only control and regulation in certain activities such as hunting, fishing and mushrooming.

In Orgi there is a control related to secure parking and the number of people accessing with a motor vehicle. The mean annual visitors are around 40,000 people.

You can download the Monitoring Plan (Plan de Seguimiento) of PP2 where there are activities implemented in the programming period of 2007-2012.

<http://www.biodiversidad.navarra.es/Lugar.aspx?id=47>

5.2.6 ACHIEVED RESULTS

- **Implication of a local public entity in the management** of a protected space shared by the Regional Government and other public institutions; town council of the valley, Cederna-Garalur Association...etc.
- **Change of the local policy in environmental management** (intergovernmental and public / private cooperation) **of a communal mount** in order to destine it to public use, conservation of nature, and environmental education for the whole of society.
- **Creation of local employment**, to develop the plans and programs of Orgi, which varies according to the financial capacity of concrete actions and campaigns management of resources (forest, communal lawns and mushrooms). The most steady employment in the case of management Orgi-1 RNA.
- **Preparation of environmental volunteer programs**, attention to protect social work personnel, and work camps with young persons from the valley. Generally organized jointly by the Government of Navarra, the management company of Orgi, Ultzama City Council and funded by the CAN (Savings Bank).
- Through the follow-up on the type of visitors to the space, conducts and attitudes of these, the **environmental impact on the space has been diminished.**
- Adapt a natural space for all of those persons with different types of incapacities.
- **Create a meeting place** between the different societies, urban and rural, facilitating the integration of other cultures of increasing presence in Navarre that make the just and selfless access, without exclusions, to nature a reality.
- Through economic austerity and with rustic criteria, a space to which an average of **annually 45,000 visitors** attends has been managed. Access to forests and Orgi is free of charge. In the latter case the visitor control is done by car parking management (not free). This model applies elsewhere in the network in Navarra and has cost the citizen understands.

6 Links to ESPON studies

ECONOMIC PERFORMANCE

Practice is related indirectly to economic performance, in the traditional sense. On the contrary, the spatial policy is targeted to discourage the 'most economic' land use and to stimulate a 'lower' economic.

QUALITY OF LIFE

The practice has a positive effect on the feeling of "well-being" of citizens and contributes to an environment and healthy lifestyle (itineraries, recreational and sport areas, etc). The risk of poverty rates is not considered likely to be affected either positively or negatively.

ENVIRONMENT

The practice is related to the protection of biodiversity. In the case of oak forest is used a form of environmental protection (included in the Natura 2000 network) and the main objective is the preservation of the species contained in that space. It combines the restrictive use of some areas (Protected Landscape) with access to educational and recreational uses in the Orgi Forest.

INNOVATION

Orgi contributes significantly to research on natural species and affects to forest use and coordination with a population of traditional livestock use. It affects environmental education through interpretive centres.

POLYCENTRIC DEVELOPMENT

The valleys of Ultzama and Basaburua are in the field of POT 3, near Pamplona, capital of Navarre which is considered within the territorial development model "Port of Navarre". Appropriate accessibility rates are good at regional level but compared with other regions correspond to those of a peripheral region in Europe.

ATTRACTIVENESS

The practice encourages the protection of landscape diversity of Navarre and is incorporated in the image and landscape touristic tours. It has received a significant increase in visitors and users and includes actions on universal design and therefore affecting to index of satisfaction of residents and visitors.

CLIMATE CHANGE

Not considered potential risk areas affected by the Climate change. On the contrary, the protection of forests (oak in the case of Orgi) will improve the adaptation to Climate change.

LAND USE

As explained before land use in Navarre is managed by management cards. In urban regulates construction activities and in the not urban (SNU) analyzes all possible activities and compatible uses that allows the character to use. Any desired new activity implanted in a SNU must incorporate an administrative process that regulates its implementation or not.

7 Links to European policy principles

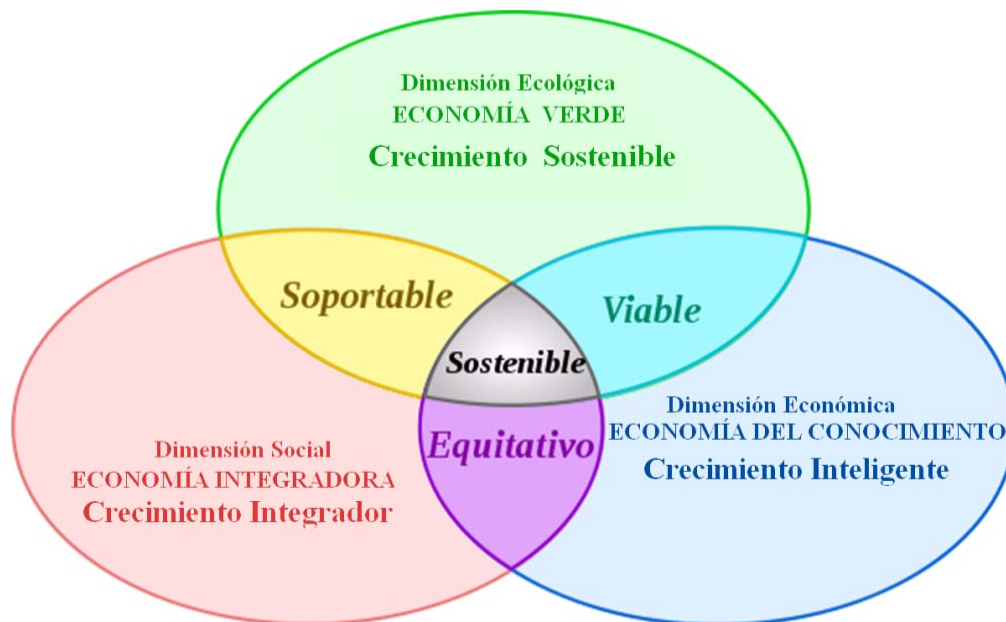
From Navarre contribute to the general debate about **CAF-concept Sustainable Territorial Development** is considered important, in a more global and **comprehensive way: the discipline of Spatial Planning**. It is their relationship and impact on sustainable territorial development, which is the purpose that Article 2 of the LFOTU is set for the procedures of the Government of Navarre on Spatial Planning. From a conceptual point of view the content of sustainable territorial development is analogous to **territorial cohesion** used by the European Union.

Territorial Strategy of Navarre (ETN) began to be developed in 2001 and was possibly the first European region to implement the objectives of the ESPD in their own territorial governance system. Adopted in 2005 addressed the issues now are components of territorial cohesion for European policies: assessing territorial capital itself, the polycentric expressed in Navarre by the concept of region-city, equivalent accessibility and coordinated inter-administrative work.

http://ec.europa.eu/regional_policy/what/cohesion/index_en.cfm

The concept of territorial cohesion is related to the concept of sustainability and the three principles of the Europe 2020 Strategy: sustainable growth, smart growth an inclusive growth (see figure 7). So with These six concepts should guide the decision making in planning and Implementation of spatial planning and land use tools.

Figure 7 – Sustainability: the value of the concepts



SOURCE: Transformed from an original licensed creative Commons including the three strategic objectives of the Europe 2020 strategy

We analyze the performances by its effect on the following six topics or strategic issues (see figure 8):

1. **Competitiveness.** The smart and sustainable growth
2. **Social cohesion.** Building an inclusive Europe
3. **Conservation.** Protection of Natural Resources and Environment
4. **Polycentrism.** A new urban-rural relationship in globalization
5. **Identity.** Intelligent management of natural and cultural heritage
6. **Accessibility.** Equivalent access to infrastructure and knowledge

These six concepts are rooted in the European Spatial Development and the Sustainable Development Strategy (EU and UN documentation). And so they have understood our LFOTU and especially Territorial Strategy of Navarre (ETN, 2005). So we claimed from the beginning to keep the "thread" in the documentation Liveland: all actions carried out on the territory must be related to the six strategic issues in correspondence with the territorial sustainable development.

Figure 8 – Sustainable Territorial Development in Spatial Planning Instruments



SOURCE: Territorial Strategy of Navarre (ETN) and territorial spatial plans of Navarre (POT)

8 Summary

The case study of Navarre: The Protected Landscape of the Basaburua and Ultzama Valleys and Orgi oak forest is a practice of landscape under **protection by Regional Law 9/1996 on Natural Reserves of Navarre**. Its vision and strategy aims the **protection** and is mainly related to natural character and biodiversity protection. **Educational and recreational** component is added in concrete enclave of Orgi oak.

In its execution and implementation process has been **public participation processes** as benefits environmental and territorial **procedures established by law in Navarre**. **Plans of use and management** of natural reserves of Navarre are considered planning instruments. Their criteria are incorporated at 5 subregional spatial Plans (POT).

However, to implement the recommendations of the ELC, and following the analysis set in Liveland, this practice of landscape **should provide a more holistic, strengthen analysis and intervention in the field of health and economic functions**, as well as **complete the value of the landscape** that has so far been technically and lack, for the "**social vision of the landscape**".

THE MAIN CHARACTERISTICS OF CASE STUDY ARE:

- The character is "countryside" and is determined by environmental and human use: is a mosaic of oak forest and pastures of traditional uses (livestock and agricultural). However, in its statement of "protected" have become more important environmental values.
- One of its peculiarities is the presence of a type of oak that can live in the waterlogged soils at the bottom of the valley, the **Quercus robur, or English oak**, many of which are a hundred and even two hundred years old. Those primitive oak groves were spread over the humid valleys of northern Navarre. Since then until very recent times, the action of man has made them disappear, **converting them into agricultural terrain and prairies**.
- Multifunctionality and compatibility of uses between Orgi Forest (ARN1) and the Golf Course included in the Site of Community Importance (SCI, ES2200043) in the Natura 2000 network and Special Area of Conservation (SAC), Protected Landscape of Basaburua and Ultzama Valleys
- 17 years of functioning (1996/2013) have taken place with the pilot experience of public use of nature, Orgi has received **650,000 visitors who are satisfied** with the space. Monitoring annual report of indicators exist. In the case of Orgi is monitoring the indicators of participation, volunteerism and environmental education.
- Facilitate the transfer of experience to other significant actors in Navarre and other regions because of its technical nature on the landscape as processes of participation and coordination between agents.

ACHIEVED RESULTS

- **Implication of a local public entity in the management** of a protected space shared by the Regional Government and other public institutions; town council of the valley, Cederna-Garalur Association...etc.

- **Change of the local policy in environmental management of a communal mount** in order to destine it to public use, conservation of nature, and environmental education for the whole of society.
- **Creation of local employment**, to develop the plans and programs of Orgi.
- **Preparation of environmental volunteer programs**, attention to protect social work personnel, and work camps with young persons from the valley.
- Through the follow-up on the type of visitors to the space, conducts and attitudes of these, the **environmental impact on the space has been diminished**.
- Adapt a natural space for all of those persons with different types of incapacities.
- **Create a meeting place** between the different societies, urban and rural, facilitating the integration of other cultures of increasing presence in Navarre that make the just and selfless access, without exclusions, to nature a reality.
- Through economic austerity and with rustic criteria, a space to which an average of **annually 45,000 visitors** attends has been managed.
- The model of Orgi is an example of **sustainable management**, of analysis, and environmental protection that may be extrapolated to other zones of interest.

TRANSFERABILITY TO LIVELAND

1. **Legal framework.** It is an example of using a legal framework on environment and landscape field. (Regional Law 9/1996 on Natural Reserves of Navarre).
2. **Protected Landscape and Natural Recreation Zone.** Includes these specific tools of landscape protection by Law.
3. **Shows actions on Landscape protection and management** where a protected area and an economic activity (a golf course) coexist.
4. **Liveability.** It is an example of scalar approach regarding planning instruments, objectives and strategies for the use of Liveability.
5. **Multiscale.** It has management tools for each of the scales according to the Law of Natural Spaces of Navarre in coordination with spatial planning instruments.
6. **Multifunctionality.** It lets combine protection and uses.
7. **Participation.** The process has included high participation in the design and has focused on public use (satisfaction surveys), and also for dynamic and annual programming. Development of activities and projects of a social and volunteer nature are encouraged.
8. **Management.** Use and Management Plan with Action Programs and implication of a Local Entity.
9. **Collaboration.** Allows coordination between municipalities and agents.
10. **Agreements** with organizations and social groups to promote activities.
11. **Education and awareness.** Environmental Education and informal Recreation compatible in nature with Conservation of the oak grove's wildlife.

9 Annex: Arga Riverside Park

The case of Arga complements Orgi for Oak Forest, more related to the regulatory framework because Arga case provides specific actions with respect to the functions of Landscape set out in the CEP and Liveland.

9.1 Framework

In Pamplona, capital of Navarre, the geographical space and the urbanism is managed by the same law, LFOTU, therefore shares the same interpretation and concepts. However, it is possible to incorporate the specific criteria related to policies "bottom-up", local participation and sustainability related to the implementation of Local Agenda 21. Pamplona has approved the II Local Action Plan and actively participates in the activities of the Red Navarra of Local Entities for Sustainability (redNels), also integrated into the Spanish network and UN-Habitat initiative⁷.

The region of Navarre put forward the planning and development of the Arga Riverside Park (1996 – 2007) as good practice in the framework of the Liveland project. The 'linear park' includes the area of the city of Pamplona and other municipalities along the river. Because the park includes the functions of water, nature, recreation and cultural heritage, we call it an 'inter-local landscape development plan'. The contribution of Navarre (by a company owned by the region) is focused on the realisation of the physical interventions.

The Riverside Park is developed by two plans:

PSIS, for the whole area of Pamplona City Council, (Not Pamplona)

<http://www.mcp.es/parque-fluvial>

City of Pamplona: General Urban Plan (PGOU)

<http://www.parquefluvialdepamplona.com/parquefluvial/en/presentacion/index.asp>

Experience selected in the Best Practices Competition (Dubai in 2012), and listed as GOOD.

http://www.unhabitat.org/bp/bp.list.details.aspx?bp_id=4188

In the case of **-Arga Riverside Park-** the comprehensive approach according to the Spatial Planning legislation has achieved the Hispania Nostra's award in "Best territorial or landscape practice"

- <http://www.hispanianostra.org/premios-hispania-nostra-2013-nota-de-prensa/>
- <http://www.pamplona.es/verpagina.asp?idpag=NT3000775&Idioma=1>
- http://www.diariodenavarra.es/noticias/navarra/pamplona_comarca/pamplona/2013/06/14/el-parque-fluvial-pamplona-premiado-las-buenas-practicas-120873-1702.html
- <http://81.19.96.174/2013/06/15/ocio-y-cultura/cultura/el-parque-fluvial-del-arga-logra-un-premio-hispania-nostra>

The Municipal Plan introduces a different way of understanding the relationship between the plateau and the valley city, because the Plan values the space between them, the river Arga, the meanders of the left bank and the slope as a meeting place and relationship. An

⁷ Remember, and is explicitly mentioned in the description of the case studies that both the "Arga Riverside Park" as the "Protected Landscape of the Basaburua and Orgi-Ulztama Valleys" is collected and selected in the database of good practice:

http://www.unhabitat.org/bp/bp.list.details.aspx?bp_id=4188

http://www.unhabitat.org/bp/bp.list.details.aspx?bp_id=1744

opportunity to create a space that characterizes the northern neighbourhoods and improves urban quality⁸.

The area of Pamplona and surroundings is described in the Subregional Spatial Plan, sub-area 10.4 "Pamplona Metropolitan Area" that incorporates 10 municipalities complete and the rural part of 7 other municipalities terms but only on its urban part. The map of the subregion points out the bigger areas of 'urban green' and of the countryside, which may not be urbanised in the next years.

The river Arga is described as 'Environmental Unit of Riverbanks and Riverbeds'. This Environmental Unit gives a comprehensive analysis of the environmental functions and services of the water course in its surroundings. In the area of Pamplona the water functions are described as:

ARGA RIVERSIDE PARK NAVARRA. PLANNING SYSTEM	
1. REGIONAL LEGISLATION IN SPATIAL PLANNING	
• NAVARRE LAW 35/2002 ON SPATIAL PLANNING AND URBANISM (LFOTU)	
3. LANDSCAPE AND INSTRUMENTS OF SPATIAL PLANNING IN NAVARRE	
• PLAN WITH SUPRA LOCAL INFLUENCE (PSIS)	
4. ENVIRONMENTAL UNITS (UA)	
• UA14 - RIVERBANKS AND RIVERBEDS	
5. MANAGEMENT OF SNU (LAND NOT TO BE URBANIZED)	
• SNU BY ENVIRONMENTAL VALUE; RIVERBANKS AND RIVERBEDS SYSTEM	
7. MAP AND CATALOG OF INTERESTING LANDSCAPES.	
• TYPE:	37. VALLEYS OF THE BASQUE, NAVARRE AND CANTABRIAN MOUNTAINS
• UNIT:	37.01. PAMPLONA BASIN

9.2 The actors and relevant milestones

Navarre Government as the supervising organism of the regional spatial plans as well as the **only** stakeholder in environmental matters (Protected Landscape of Ultzama and Basaburua). For Arga Riverside Park the Government of Navarre stimulated coordination of the project and participated in the consortium that carried out the works in the area not corresponding to Pamplona City, through the public company NILSA.

The planning and execution of the designed actions have **two stakeholders working** in a coordinated way (see map 5 above):

- A) **'Pamplona's County Services** (MCP) or Commonwealth of Pamplona's County: "Pamplona's County Riverside Park". Is a voluntary federation of local governments in the surroundings of Pamplona. Founded in 1982, it was first of all focused on integral water policy: sanitation of waste waters and restoration of river courses. The federation now works as well in public transportation systems. MCP took over the management of the Riverside Park from the Commonwealth and the reception of the Works executed by NILSA.
- B) **Pamplona City Council District** or Municipality of Pamplona: as performer of its own planning and developer the central area of the Riverside Park.

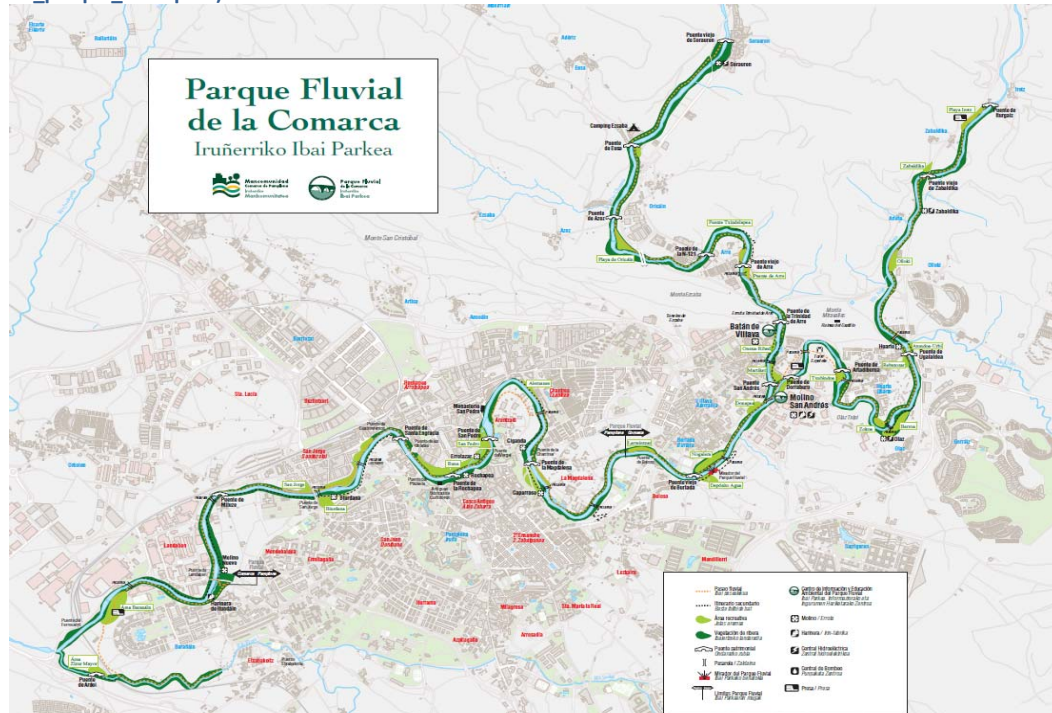
⁸ <http://www.pamplona.net/planmunicipal/arga.html>

A. THE COMMONWEALTH OF PAMPLONA'S COUNTY (MCP) is made up by all municipalities within its boundaries. Planning is performed through a Sectoral Plan of Supralocal Scope (PSIS), a tool of regional spatial planning. The construction works are performed by NILSA, a public company owned by the Navarre Government.

<http://www.mcp.es/parque-fluvial>

The PSIS is an "Inter-local project and action plan" for the Arga Riverside Park, performed by NILSA for the Commonwealth of Pamplona's County (MCP).

Map 5 - Arga Riverside Park, in the Metropolitan area of Pamplona (see file: "plano_parque_2012.pdf")



- | | |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none">  Riverwalk
Paseo fluvial
<i>Ibai pasealekua</i>  Secondary Path
Itinerario secundario
<i>Beste ibilbide bat</i>  Sport and recreational area
Área recreativa
<i>Jolas eremua</i>  Riparian vegetation
Vegetación de ribera
<i>Ibaiertzeko landaredia</i>  Heritage bridge
Puente patrimonial
<i>Ondarezko zubia</i>  Gangway / Pasarela / Zaldaina  Viewpoint of Riverside Park
Mirador del Parque Fluvial
<i>Ibai Parkeko behatokia</i>  Riverside Park's limits
Límites Parque Fluvial
<i>Ibai Parkearen mugak</i> | <ul style="list-style-type: none">  Riverside Park Information and Environmental Education Center
Centro de Información y Educación Ambiental del Parque Fluvial
<i>Ibai Parkea. Informaziorako eta Ingurumen Heziketarako Zentroa</i>  Mill / Molino / Errota  Flour factory / Harinera / Irin-fabrika  Hydroelectric power station
Central Hidroeléctrica
<i>Zentral hidroelektrikoa</i>  Pumping Station
Central de Bombeo
<i>Punpaketa Zentroa</i>  Dam / Presa / Presa |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

Relevant milestones:

- A) Actions by Consortium (Works within the County's municipalities subjected to PSIS):
1. Providing a contract for the plan (PSIS)
 2. Organizing informal participation
 3. Accompanying the making of the plan
 4. 1999. Approving initial the PSIS → decision by Government of Navarre.
 5. Organizing formal participation.
 6. Definitive approval and publishing.
 7. Work development (NILSA) under Consortium supervision.
 8. 2000-2007 — park infrastructure is developed (path, recreational areas and Ful-ling Mill interpretation center) by NILSA, agency of water & infrastructure under responsibility of the Government of Navarre.
 9. 2007 — responsibility on park Management and maintenance is transferred to the Commonwealth of Pamplona's County.
 10. 2011 — opening of the second interpretation center in the San Andres Mill.

The "management contract" for the Park defines the tasks, actions and services regarding daily management by the public company "Pamplona's County Services" (MCP), which is fully owned by the Commonwealth of Pamplona's County.

The PSIS are supervised by the Government of Navarre and must be publicly heard as established in the LFOTU. In this PSIS a forum was established to work together with the local stakeholders, opened to citizenship proposals, that as a result has helped to obtain an open urban space without physical barriers and a natural setting to carry out activities⁹.

B. THE MUNICIPALITY OF PAMPLONA as responsible of its own territory. It is planned as a Development Plan derived from the city's Master Plan (PGM), conceptualized with a **sufficient** description as a linear infrastructure¹⁰.

http://www.parquefluvialdepamplona.es/parquefluvial/es/rio_arga/paseo_fluvial_arga.asp

Relevant milestones:

- 1984 — the Master Plan of Pamplona is approved according to current legislation in that moment.
- 1993 — Study about the physical and urban environment of the Arga River in Pamplona. Basic proposals to create the Riverside Park.
- 1996 — Arga's Comprehensive Plan. Financed by the Municipality of Pamplona (20%) and European cohesion funds FIMMA (80%).
- 1998 — Project of the County's Riverside Park.
- 1999 — 2002 — Development of Pamplona's Master Plan: Arga, Elorz and Sadar Riverside Parks, defined as linear infrastructures. The municipality designs the Plan and organizes a public procurement to assign the works.
- 2003-2009 — Works of the Comprehensive Plan of Pamplona's Rivers are carried out.
- 2005-2007 — adaptation of Pamplona's Master Plan to law LFOTU 35/2002.
- Currently the "Trinitarios" area is under works to create a new bridge over the River, as well as another wide area to connect the two existing Universities within the city through the Park of Sadar River.

⁹ These elements, among others, have been valued to be selected in the Best Practices Competition (Dubai in 2012), and listed as GOOD. http://www.unhabitat.org/bp/bp.list.details.aspx?bp_id=4188

¹⁰ See section PGM 1.3. Back ground and context.

9.3 Planning culture

Water and rivers

Navarre has a regional policy on water quality and river courses. Planning related to the quantity and quality of water is done in coordination with the State Administration and applies the Water Framework Directive (2000/60/EC).

http://www.navarra.es/home_es/Temas/Medio+Ambiente/Agua/

In spatial planning (OT and OU) water is treated in its variant of interest service for citizens: potable (supply) and subsequent treatment (sanitation), also for use in irrigation and its solidarity variant as resource for human habitat. The river is the natural water channel, and the river must reach the water with the same quality it was taken to the supply.

Main ambition (foreword)

- A) The “**master plan**” is the decision to realise the Park in a described way. It makes for the Basic legislation about land use, and establishes deadlines to perform the Works as well as the tools to be developed, which are the Master Plan of Pamplona and the PSIS of Pamplona’s County Riverside Park.
- B) The “**action plan**” gives objectives / functions of the Park (nature, heritage, recreation, flood prevention) and qualities (program of requirements). Includes overview maps with future land use and new developments. Decision of local authorities that such Park is desirable. In this case it is referred to the Comprehensive Plans of Pamplona Rivers and the same PSIS mentioned.
- C) The “**development plan**” gives exact design, pictures and maps of the physical development (interventions and buildings) to be realised for high quality of the Park, in relation to its functions. These are the urbanization projects (streets and urban infrastructure), buildings, green areas, etc. required to carry out the former. Their implementation is different depending on the kind of works to perform and the spatial plan that they develop.
- D) The “**management contract**” for the Park defines the tasks, actions and services regarding daily management by the public company “Pamplona District Services (MCP)”, which is fully owned by the municipalities of Pamplona District (Pamplona’s County).
- E) It is relevant to point out that all plans, projects or programs approved by the municipalities or the regional government must go through public participations procedures legally compulsory. There are some optional procedures such as Local Agenda21 and others.

ACTIONS AND MEASURES ENVISAGED

These plans catered for the recuperation of the riverbeds and riverbanks by clearing underbrush and sanitation work, and the creation of a long, uninterrupted, natural path for walkers and cyclists peppered with new parks, footbridges, quays and restored mills.

The Pamplona Riverside Park, set between water and vegetation, passes city walls, historical bridges and footbridges, parks, dams and mills, farms and market gardens, picnic areas, quays, angling areas, a fronton, an Environmental Education Museum.

The meanders of the River Arga approach and wander away from the city walls, running under Pamplona's main historical bridges. The walk along its banks runs parallel to the watercourse and passes sports areas frequented by walkers, cyclists, rowers and anglers, not to mention peaceful spots of great beauty.

Recuperated autochthonous flora and the country-like surroundings of market gardens and farmland stand in contrast to the nearby urban environment. The autochthonous flora consists of ash, willow, alder, lime trees and blackthorns, which live side-by-side with a wide range of fauna in the form of terrapins, fish and ducks, among others.

ACTIONS AND MEASURES IMPLEMENTED

Currently there is a **park built in the urban fabric**, creating a natural, recreational and historical axis that links up with other existing roads (Camino de Santiago, streams, etc..) and also includes:

- **An example of living the Landscape and the River for citizenship.** An enthusiastic and massive use by the residents of the District of Pamplona. According to surveys conducted in 2011, the park has been visited by 71% of the surveyed population, showing a degree of satisfaction of 7.8 out of 10.
- **A legal framework for action supra local** regulating land use and activities.
- **A 35 km pedestrian and cyclist promenade** between the towns of the area. This walk is connected to the Camino de Santiago and other local greenways.
- **25 recreational areas** interconnected, for recreational and sporting use.
- **A specific educational program** for river area integrated in the school supply and articulated from two industrial buildings rehabilitated and turned into centers of information and awareness (Batan and San Andrés Mill). There is as well the Environmental Education Centre of San Pedro, in the Arga waterline in Rochapea District (Pamplona).
- **An annual program of revitalization** with different groups and organizations of festive, supportive and innovative aims.
- The historical Bridges network of the County is completed: to Pamplona bridges (Magdalena's, San Pedro's, Santa engracia or "lovers'" and Miluce), are added **the rehabilitation of four bridges** in the park (Arre, Burlada, Barañáin and Arazuri).
- **An internal working forum**, to work together the mayors of the towns, which made the work programs and specific funding.
- Its one million square meters make it the vast green infrastructure of the city of Pamplona.

Trinitarios and Arrosadia Works complete the works in the park and will make up for two renewed entrances to the city: a bridge to the North and a lake and park joining both university campuses together, completing the Sadar River Park.

9.4 Results, monitoring and evaluation

ACHIEVED RESULTS

The addition of a green axis along Pamplona's County has an abundance of transferability elements to any modern urban environment with environmental sensitivity. It faces relevant issues of urban management in the XXIst century and improvement of quality of life related to Liveland components.

- Improvement of public health after a buffer zone (Boise, landscape...), a pedestrian path to foster healthy practices and best environmental practices.
- Sustainable mobility: a pedestrian path and cycleway to connect different settlements in the County.

- Environmental sensitivity, social programs and actions to foster knowledge and spread urban ecology concepts related to Sustainable Territorial Development
- Natural and public scene for cultural purposes
- Documented historic way associated to rivers: bridges, mill and fulling mill. Several publications related to historical heritage, environmental elements, etc.
- Work place for neighborhood participation and volunteer associations.
- A laboratory of experiences in the urban environment matter

Currently, since the experience acquired after the Pamplona's County Riverside Park, the Commonwealth (MCP) per request of seven municipalities, is dealing with the creation of the San Cristobal-Ezkaba County's Park, an emblematic place connected to the Riverside Park, using the same procedure.

MOBILIZATION OF RESOURCES

- As it was already mentioned the works in the area of Pamplona were financed with both local as well as EU funds coming from different programs.
- The mobilization of resources occurred through uniting the capacity of the Government of Navarre, through the public company NILSA, with the needs and interest of the local bodies in the area.
- The proximity of the municipalities to the territory meant that it was easier to gain social consensus regarding the project and obtain the necessary land. The public company NILSA was in charge of propelling and directing the project, establishing the legal formula (the consortium) for the execution of the work and getting funding for it.
- The Federation has developed the project and ensured its preservation and maintenance, making it reaches the different sectors of society. It has also promoted the extension of the project to other nearby municipalities through which the waterway continues by drafting the Supra-municipal Sector-specific Impact Plan for the Extension of the Riverside Park, passed in 2011.

LEARNED LEASSONS

- **The need for a supra-local project** that draws together the interests of the different local authorities and which is arrived at through the consensus of different sectors from the municipalities within the area of the Park and the citizenship in general.
- **The importance of leadership**, in this case by a public company (NILSA), based on the powers of the Government of Navarre, with a coordinating and driving role.
- The coordination of the works carried out in Pamplona so that continuity of the whole park was achieved
- **Joint management linked to a refined source of funding.** The creation of a joint decision-making body and joint funding by the different local authorities, and integrating the Riverside Park into the Integral Water Cycle Service (MCP).
- **The importance of public satisfaction.** This has led to participation in the programmed events and interest shown by the Local Authorities of areas neighboring the Park, making its extension more likely.
- **To oversee activities** in the areas through, for example, ordinances governing use.

TRANSFERABILITY TO URBAN ENVIRONMENT

- **Sustainable mobility**, pedestrian-cycle path connecting the different nuclei in the district.

- **Improved public health** through an environment that cushions environmental impact (noise, landscape, etc.), an area for walking-exercise that encourages healthy habits and good environmental practices.
- **Environmental awareness**, programs and actions in the social sphere to learn about and spread the concepts of urban ecology.
- Natural public setting for **multicultural events** of all types and origin.
- **Documented, conserved historical route** of the heritage associated with rivers: mediaeval bridges, and mill. Two books compiling the park's historical heritage have been published.
- Reception and work centre for **local resident participation and voluntary groups**.
- **A laboratory for tests** and experiments in the field of the urban environment.

TRANSFERABILITY TO LIVELAND

1. **Legal framework.** It is an example of using a legal framework and a spatial planning instrument (PSIS) on environment and landscape field.
2. **Liveability.** It is related to the functions and components of Liveability: natural protection, ecological connectivity, healthy uses, cultural heritage management and monitoring tools.
3. **Protection, management and planning** of landscape in line with the European Landscape Convention (ELC).
4. **Guidelines of Landscape.** To meet the objectives of the ELC missing landscape guidelines should be incorporate according to the criteria included in the CEP.
5. **Participation.** The process has included high participation in the design and has focused on public use (satisfaction surveys), and also for dynamic and annual programming.
6. **Results.** According to surveys, citizens consider the Riverside Park as a unique landscape.
7. **Management.** Creating a single administrative entity for management, with financial autonomy.
8. **Collaboration.** Allows coordination between municipalities and agents, including program management, maintenance and expansion under study.
9. **Funds.** Participation in programs to raise funds: FEDER and Interreg III B (Atlantic Arc) and the Consortium funds.
10. **Agreements** with organizations and social groups to promote activities.
11. **Education and awareness.** Educational programs for the Riverside area.

ARGA RIVERSIDE PARK



www.espon.eu

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ISBN

LIVELAND

Liveable Landscapes: a key value for sustainable territorial development

Targeted Analysis 2013/2/22

Baseline Report Practice Case Basque Country

Version 11 October 2013



This report presents the **draft final** results a Targeted Analysis conducted within the framework of the ESPON 2013 Programme, partly financed by the European Regional Development Fund.

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1 Introduction

Despite the entrenched tradition in spatial planning in the Basque Country, is being during the last decades when the Basque administrations at different levels have started to be more conscious about landscape. So many different examples exist which reflect this interest, and already consider landscape to some extent in documents, plans, strategies and policies although until now mostly in a partial and disperse way.

In the framework of the Liveland project, the Basque Country brings forward, as good practice, one of the key instruments for landscape conservation, planning and management currently developed at regional level, which is:-" **The Landscape Catalogues and Landscape Guidelines**"

1.1 The practice

As already stated, for the purposes of the Liveland project, the instrument that will be put forward for analysis is the Landscape Catalogues and Guidelines.

The landscape Catalogues are the operational materialization of the Basque Government commitment with the ELC and its desire of integration of landscape consideration into spatial planning.

The Catalogues are being recognized as landscape planning (and management) instruments in a draft bill law.

The idea is that all the 15 planning areas (functional areas See Chapter 2.2 of the present report) in the Basque Country develop their Landscape Catalogues and Guidelines. But this will be done in several stages.

Main ambition

The main ambition of the Catalogues and Guidelines is to become an instrument for landscape protection, planning and management. The instruments are recognized in the draft bill law of the landscape policy, being still in parliament for approval.¹

With this premise, the catalogue provides the analysis and evaluation of landscapes -in each of the planning areas in which the Basque Country is divided- and define quality objectives and policy measures.

Then, based on the information provided by the catalogues, landscape guidelines are defined and approved by the region, and legally incorporate the landscape quality objectives into the existing spatial planning instruments: Territorial Spatial Plans (made by the Provinces or the Region) and the Sector Plans (made by the Region).

The Catalogues was first presented in 2011 by the Department of Environment and Territorial Policy- Spatial Planning The elaboration process last 2 years and nowadays the landscape Guidelines are being approved.

¹ This process has been discontinued with the changing of political term in the Basque Parliament

For the purposes of Liveland project we are going to concentrate in **The Catalogue of Laguardia in Araba** which has been selected to be analyzed and comparatively assed together with other experiences in EU. It has been considered the one with the strongest methodological approach and interesting participation and consultation process.

The report on Landscape Catalogue was prepared in 2011 and 2012 and published in two parts. The report on the Guidelines was published at the end of 2012. The decision making about approval of the new regulation and modification of the Subregional Integrated Spatial Plan (PTP) for Laguardia is yet going on.

It is important to highlight here that part of the technical assistance has been subcontracted to external consultancies in the three catalogues under development.

In particular, the Catalogue of Laguardia has been elaborated by MELISSA CONSULTORÍA E INGENIERÍA AMBIENTAL S.L², in close and continuous collaboration with the practitioners in the department of Spatial Planning.

The Department of Environment and Territorial Policy is within the Basque Government, the one responsible for elaboration and implementation of the new landscape instruments.

Next step of the Landscape Catalogues will be the integration of the landscape Guidelines, containing actions, measures and recommendations, in the formal Subregional Integrated Spatial Plan (PTP) of Laguardia. The approval of the guidelines in the spatial plan will not be finished until 2013.

The diagram in next page tries to describe the process biography with regard to the evolution of landscape policies in the Basque Country from the 90´ to the present, with a particular focus on the instrument being analysed in the project.

At present there is not a formal agenda for the elaboration of the remaining 12 Catalogues and Guidelines.

The figure on next page shows the process biography of landscape policy and practices in the Basque Country

² www.melissaconsultoria.com

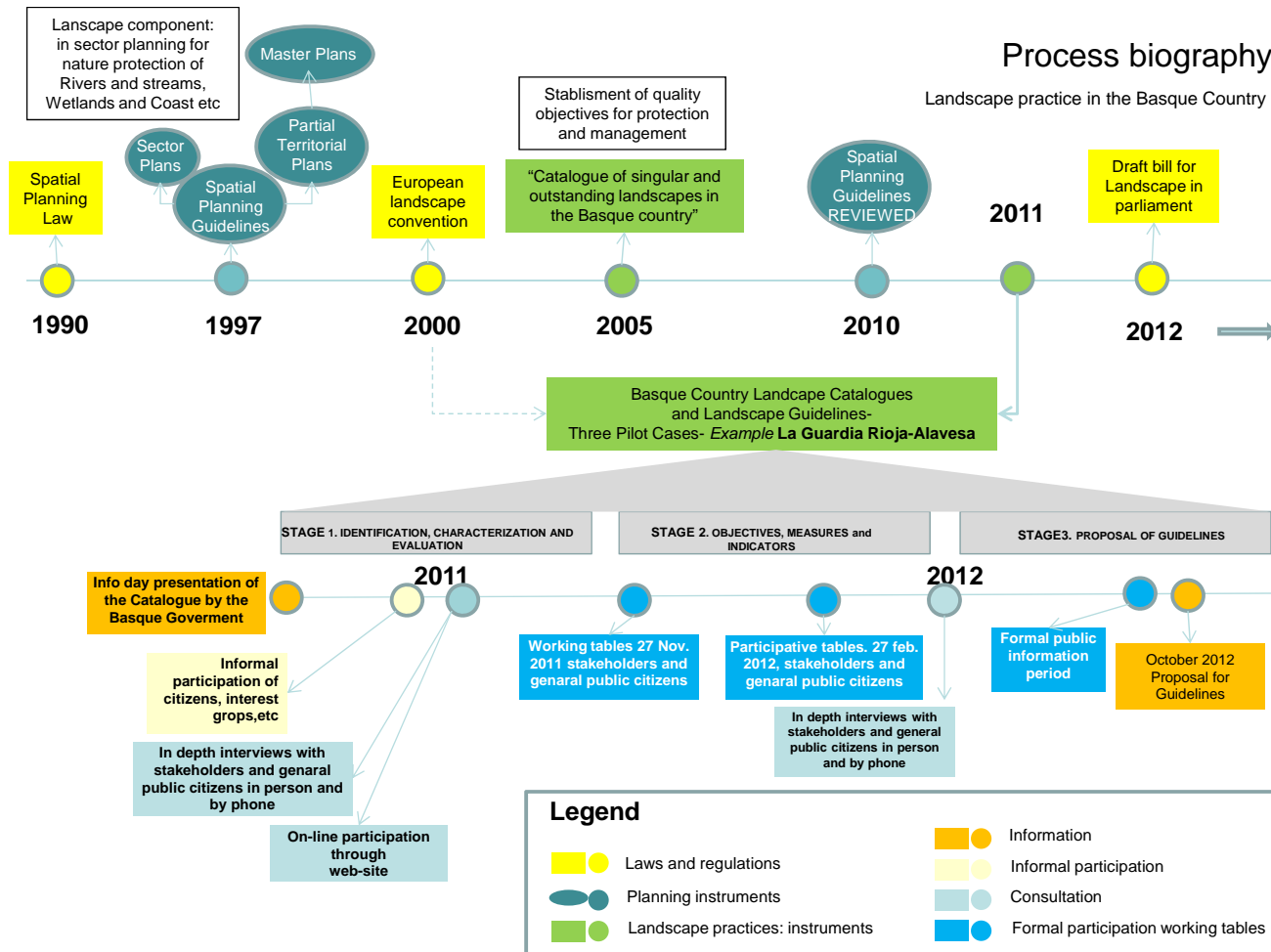


Figure 1 Process biography landscape policy in the Basque Country and focus on the Landscape Catalogue of Laguardia

1.2 The actor

The Basque Country is an autonomous region in the North of Spain, with an own Government and Parliament.

The Basque Government according to the Law 4/1990 has exclusive competences on spatial planning and on landscape policy. The Department of Environment and Territorial Policy responsible for spatial planning and land use planning gathers around 30 officials in the field of spatial and landscape policy.

Landscape policy lies within the department of Environment and Territorial Policy, one of the eight departments that configures the Basque Government, alongside: Justice, Economic development and competitiveness, Employment and social policies, Finance and Revenue, Education and Culture, Security and Health

The administration responsible for launching the Landscape Catalogues and Guidelines is the Department of Environment and Territorial Policy, Lead Stakeholder of the Liveland Project, of the Basque Government also for its elaboration and implementation.

Besides the COPV Committee of Spatial Planning of the Basque Country is the top advisory board, is perceived as a key instrument for the coordination between different administrations in the area of spatial planning (including coast) and urbanism) in the Basque Country and therefore has a very relevant role also in the approval of the catalogues and guidelines.

The landscape Catalogues and the Landscape Guidelines are important instruments of the over-all strategy to integrate landscape in the existing planning documents. Based on the information provided by the Catalogues, landscape Guidelines are defined (by the Region) to be included in the Subregional Spatial Plans (made by the Provinces and the Region in certain cases) and the Sector Plans (made by the Region).

1.3 Back ground and context

The BC has a tradition on spatial planning since the 1990s. Nevertheless landscape is being for many years approached from a sectoral point of view (nature policy) and mainly focused on conservation (like protection of rivers). However, when in 2009 the Basque Country signed the European Landscape Convention (ELC) this path started to change slowly towards a wider and more comprehensive view of landscape.

The update and modification of the Basque Country Spatial Planning Guidelines (which process started in 2010) introduced a chapter on landscape, in which landscape is the reflection of the *care and affection of the inhabitants* for its territory, being a *conditioning element* for the kind of activities on it and the way they are developed.

Landscape policy

In 2009 The Basque Country established a Territorial Forum for the region where all institutions are invited to participate and discuss on the regional development. Most of the municipalities participating in such forum consider that the landscape

constitute an important assess for the economic development and the quality of life and believe that the landscape in the Basque Country is one of the quality factors that could differentiate the region from others.

Local stakeholders also coincide in the fact that, several elements exist that are deteriorating the landscape, mainly driven by diffuse urbanization processes, new urban developments and extractive/mining activities.

Three main milestones could be identified in this process of political awareness with respect to landscape:

- First, in the Basque Country the commitment with Landscape was first introduced in the Basque Strategy for Sustainable Development 2002-2020, which included among its key objectives the elaboration of a “Catalogue of outstanding and singular landscapes in the Basque Country”³, with the aim of elaborating plans for its conservation and restoration. This first catalogue has a very biased perspective on conservation and preservation and it is not really in line with the spirit of the ELC. However it was the first instrument focusing totally on landscape in the region until that moment.
- Second, with the revision and modification of the Basque Territorial Strategy- and Regional Spatial Planning Guidelines (DOT)⁴ in 2010, a specific chapter on landscape was introduced. The New Territorial Strategy devotes his chapter D5 to Physical Environment and Landscape and points out that: (...) landscape is the reflection of the care and affection of the inhabitants for its territory, being a conditioning element for the kind of activities on it and the way they are developed.
- Third, in the year 2010 a proposal for a new Landscape Law was launched and it is now in the parliament pending for approval. This law, inspired by the ELC, aims at giving “landscape” legal entity and integrating landscape into planning instruments. The draft bill still under approval in parliament, regulates the method for the elaboration of the catalogues, the process for approval, coordination with the planning process- in timeframe and milestones, guarantees the consideration of landscape guidelines into the spatial planning instruments. The law incorporates a broader approach to landscape, overcoming the biased perspectives identified in the previous experiences.

³ Catalogue of outstanding and singular landscapes in the Basque Country

http://www.ingurumena.ejgv.euskadi.net/r49-u95/es/contenidos/inventario/paisaje/es_catalogo/indice.html

⁴ Spatial Planning Guidelines http://www.ingurumena.ejgv.euskadi.net/r49-565/es/contenidos/informacion/dots/es_1165/indice_c.html

In the framework of the proposal for a new Landscape Law the following instruments for landscape protection, management and planning have been defined:

- Landscape **CATALOGUES**: Analyze and evaluate landscapes in each of the Functional Areas and define quality objectives.
- Landscape **GUIDELINES**: Legally incorporate the landscape quality objectives into territorial planning. And derived from that:
 - **Landscape ACTION PLANS**: For implementation of specific measures in specific areas that may require special attention due to its vulnerability.
 - **STUDIES OF LANDSCAPE INTEGRATION**: related to projects and activities that will potentially have a significant impact on landscape

For organization and awareness also incorporates the following figures:

- Landscape Observatory.
- Awareness raising mechanisms and the integration of landscape in educational programmes.

In 2013 a new government has been installed. They propose now to not approve the specific landscape law, but to **integrate landscape (definition and instruments) in the spatial planning system and regulative framework**, maintaining in any case the instruments for landscape protection, management and planning defined in the draft bill

2 Planning system and culture

The Basque Country is characterized by his long tradition in spatial culture and its spatial planning system is being recognized as one of most influential, not only in Spain but within the European context.

Following an overview is given of the context of the planning practice with a short description of the policies and the planning system in the Basque Country (BC).

2.1 Interpretation of key concepts

Landscape is recognized as *“whatever part of the territory as conceived by the population, which character results from the action and interaction of natural and human factors”*, as in the European Landscape Convention. Landscape is also recognized as an essential element in the quality of life, expressing a common natural and cultural heritage and contributing to the configuration of the territorial identity.

In the draft Landscape Law is pointed out that the area *“has an exceptional richness and diversity of landscapes mainly due to its geographical location but also the human activities through time (...) Such diversity constitute a resource and a heritage of common interest from the environmental, cultural, social, historical point of view, but also from the point of view of the economic development”*.

Landscape is understood as a dynamic element which reflects the interrelationship between people and their environment through time, and therefore its conservation should not be focused only on the preservation of particular views, but to the maintenance and improvement of its quality and diversity, incorporating new elements and uses in the territory. So the effort is placed in boosting and promoting the harmonic evolution of landscape, considering and integrating landscape values in all human interventions on the territory.

Spatial planning is recognized in the Spatial Planning Law (1990) and in guidelines for the whole territory of the Basque Country.

Quality of landscape (or space) is recently introduced in spatial planning via the instrument of 'landscape catalogues', where landscape is evaluated on a broad set of values: aesthetic, ecological, productive, cultural, social, symbolic and spiritual.

The conservation of nature (natural heritage) is seen as 'sector policy' (which is competence of the region of Basque Country) for the protection of Rivers and streams, Wetlands and the Coast. Nature is also based upon the Basque Strategy for Sustainable Development (2002 – 2020) which includes the protection of nature (as resource) and of biodiversity as an unique asset to be fostered.

The current Landscape Strategy is described in the Figure 2 below.

Landscape strategy in the Basque Country



Figure 2 landscape strategy in the Basque Country

2.2 Planning system

Spatial policy on regional level

In terms of spatial policy, in Spain, the regions enjoy a relatively big autonomy. Especially such regions as Galicia, Catalonia and the Basque Country have even bigger independence in their policy than others. Each region has its own strategy of regional development and spatial planning.

The Basque Government has legislative capacity since 1990 (LOT 4/1990)

The following figure briefly explains the key elements of the Basque spatial planning systems (see Figure 3):

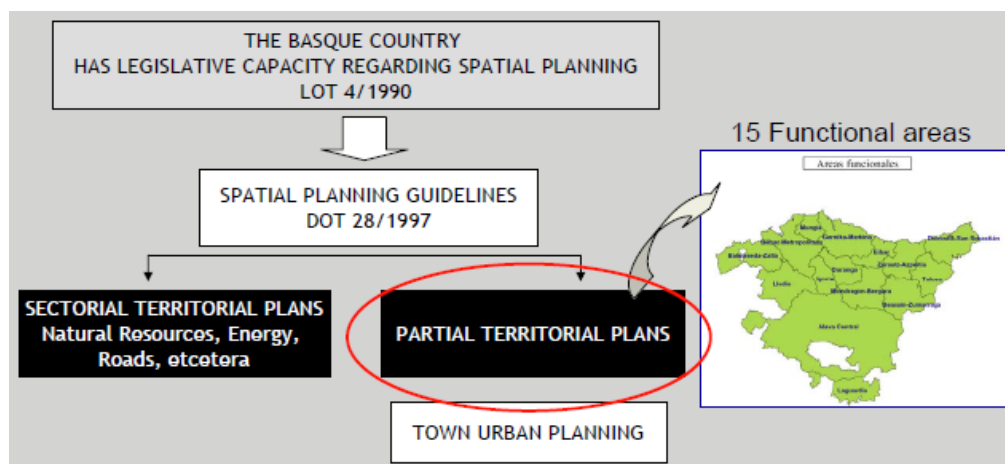


Figure 3 Spatial planning system in the Basque Country

Regional Spatial Planning Guidelines (DOT) regional scale

The main instrument for Spatial Planning at regional level is the “Spatial Planning Guidelines” (DOT): they define the territorial strategy for the whole region and the territorial model, including functions as main cities, main infrastructure and protected nature parks. Constitute the framework for regional and sectoral plans and municipal planning. This framework tries to guarantee that the plans are not processed independently of each other, but all pursue consistent and coherent objectives with a global vision and no individual or contradictory. The Spatial Guidelines define the instruments for spatial planning:

- Territorial Partial Plans- Spatial planning at subregional level
- Sector Plans- covering the whole region
- Master Plans/ Land use plans at local level

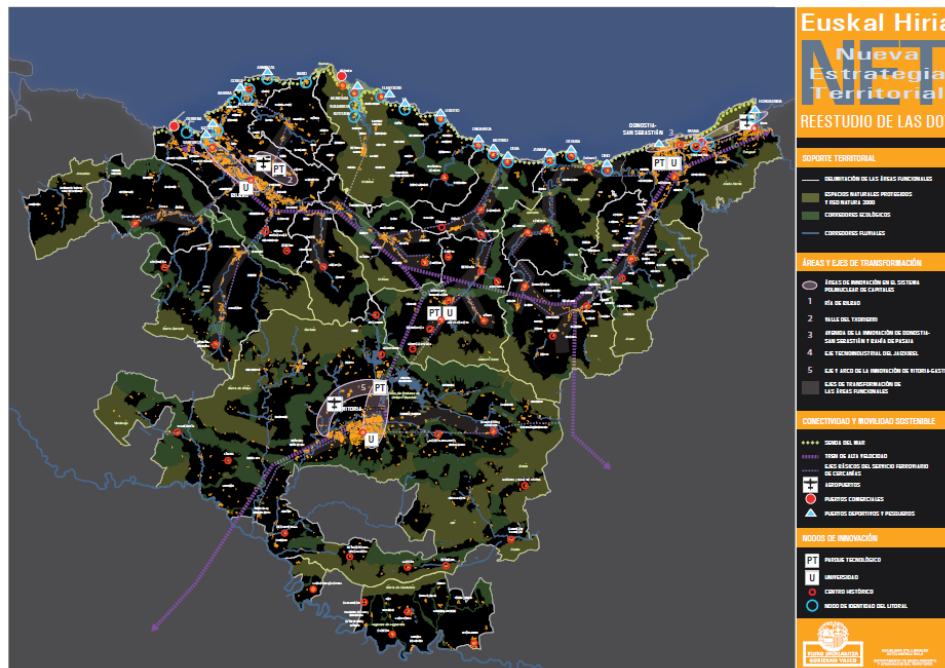
The Regional Spatial Guidelines and its Territorial Partial Plans maintain a hierarchical relationship with the Sector Plans. This means that whatever prescription included in the sector plans should be in line with the Regional Guidelines and the partial plans, and any conflict would lead to the nullity of the corresponding sector plan. However, the praxis sometimes differs, and there are several exceptions to this hierarchical approach. These sorts of conflicts are resolved case by case.

In 1997 the Basque Country approved the Regional Spatial Planning Guidelines, although its elaboration started in the '80. These Guidelines include also a 'Spatial Strategy' put on a map with main designations. Main ambition is the harmonious and coordinated development, based on criteria of interconnection and integration. The main objectives are to:

- Protect and improve the natural resources.
- Reinforce and rebalance the urban system.
- Improve the integration of Basque Country with Europe.
- Improve the urban areas.
- Potentiate a network of medium cities.

Since the territorial model in the Spatial Guidelines had more than 20 years, in the years 2006-2011, the Guidelines and the Strategy were reviewed, now waiting for approval by parliament⁵. The most important innovation is the concept of "Euskal Hiria" which tries to create a 'Euro-region', capable to compete in the European context. The draft map (see Map 1) has following designations:

- Protected nature areas (Natura 2000)
- Ecological corridors
- Transformation areas in poly nuclear urban zones
- High speed train tracks
- Technological parks and universities (knowledge industry)
- 'Knot' of coastal identity



Map 1 New Territorial Strategy for the Basque Country

⁵ Boletín Oficial del País Vasco nº 59, del 22 de marzo de 2012. <http://www.ingurumena.ejgv.euskadi.net/bopv2/datos/2012/03/1201404a.pdf>

Territorial Sector Plans (PTS)

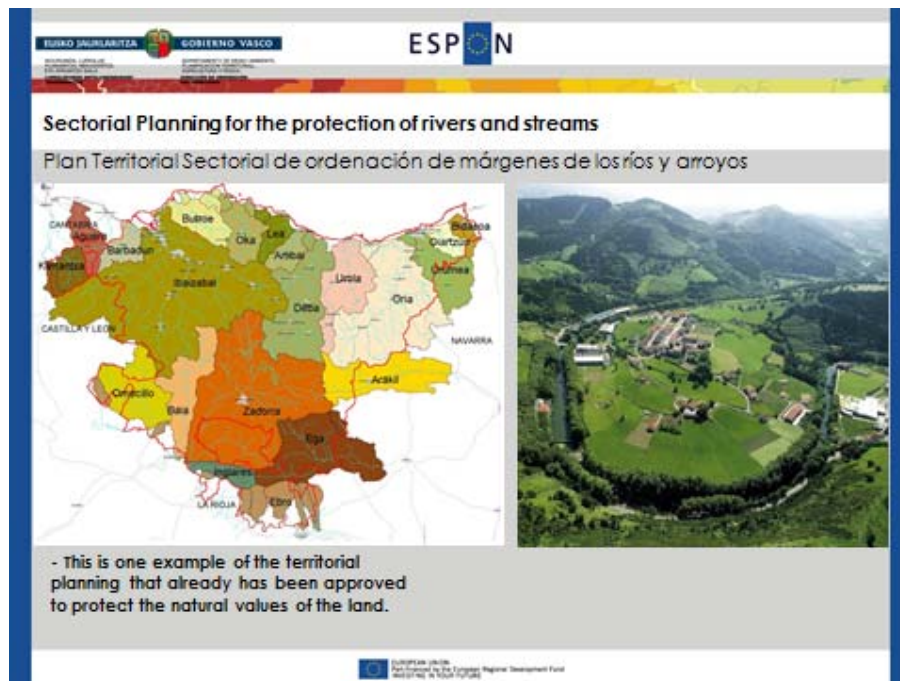
These are the planning instruments elaborated by the Departments of the Basque Government with competences in different fields with territorial impact. The Sector Plans develop the proposals of the Regional Spatial Guidelines.

So the region of Basque Country is also responsible for the making and implementation of sectoral plans, which have big impact on spatial development:

- a) For nature protection of Rivers and streams, Wetlands and Coast;
- b) For the basic planning of infrastructures: Railways, Roads, Wind power energy;
- c) For economic activities (industry) and trade;
- d) For housing and
- e) For water and flooding.

An example is the sectoral planning for Coastal Protection (2004), from which some of the objectives are:

- o Definition of coastal zones to be planned.
- o Inventory of coastal heritage to be protected.
- o Creation of a useful division of coastal zones for the integration of different uses.
- o Protection and conservation of natural resources in coastal zones.
- o Safeguarding public access to coastal zones.
- o Define and specify planning for 'rias' (long, narrow inlet of river valleys).
- o Development of guidelines for land use in coastal zones.
- o Programme of actions in the coast.



Map 3 Sectorial planning for the protection of rivers and streams: This is one example of the territorial planning that already has been approved to protect the natural values of the land.

2.3 Planning culture

The Basque country has a long tradition and planning culture with a strong regional autonomy for spatial planning, with a consolidated law system, and experienced too, well known not only in the Spanish context but internationally.

Besides it is also remarkable to consider the high level of identity of the Basque country and its people which is reflected in the strong relationship between citizens and their environment.

Despite its recognizable value and influence, the planning culture in the Basque Country has also its criticisms:

- It has been criticized for having so many planning instruments being some of them yet under approval which inevitably generates certain level of uncertainty, together with a lack of long term view in planning.
- Besides, the sector policies usually prevail very strongly in territorial integrated planning which is germen of spatial conflicts.
- In the Spanish context there is still the culture for the "compulsory" which means that if something is not compulsory, should not be important. This adds some weakness to the planning culture and system itself, since there is a claim for the standardization and normalization of process and procedures.
- In that connection there is a need to work towards certain level of flexibility with easy planning procedures, would be an opportunity for a more efficient and effective planning. There are long periods for the approval of planning instruments, and laws, especially due to politic changes.
- Another relevant issue is the relatively higher prevalence of private interests over the public ones.
- Particularly evident is also the separation between the interest of policy makers and citizen´s needs and desires.

3 Geographic description of the practice case area

Basque Country

The region has a diverse morphology (mountains and rivers) which determines, to some extent, the development of settlements and linear infrastructure.

The Basque Country is one of the most densely populated areas in Spain. It has a surface of about 7.200 km² and a population of 2.150.000. For the last decades stagnation has been noted in the total population.

The population density is about 300 inh / km², but the distribution of the population is concentrating primarily around the main cities. Almost half of the population is concentrated in the Bilbao metropolitan area.

There is a contrast between development of towns in the coastal and transport corridors and the relatively uninhabited inland areas of the region. There is a trend of abandonment of agricultural areas in mountains and inland.

The physical structure of land in this region is highly diverse in hits three provinces Álava (capital: Vitoria-Gasteiz), Biscay (capital: Bilbao), Gipuzkoa (capital: Donostia-San Sebastián).

In the north the region is limited by the coast line of the Bay of Biscay, with big beaches, rocky coasts, estuaries and valleys with small rivers. The south part of region is occupied mainly by a high plateau called the Araba plains. Rivers flow in southern direction from mountains to the Ebro River.

Over 90% of Basque Country could be considered as rural area. A high proportion consists of hilly, rocky and mountain areas which determine the type of vegetation and human activity. On the whole, the region is dominated by agriculture and forest areas.

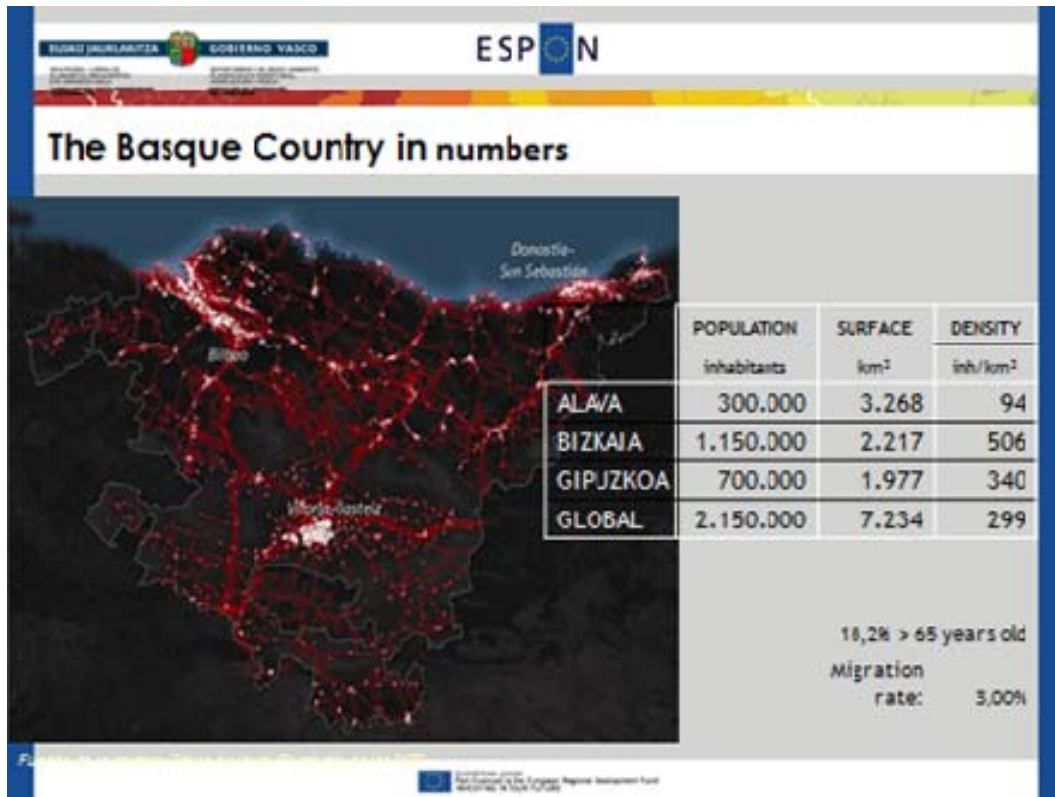


Figure 4 Basque Country in numbers

The population density is about 300 inh/ km², just below the EU average, but the distribution of the population is fairly unequal, concentrating primarily around the main cities. Almost half of the population is concentrated in the Bilbao metropolitan area.

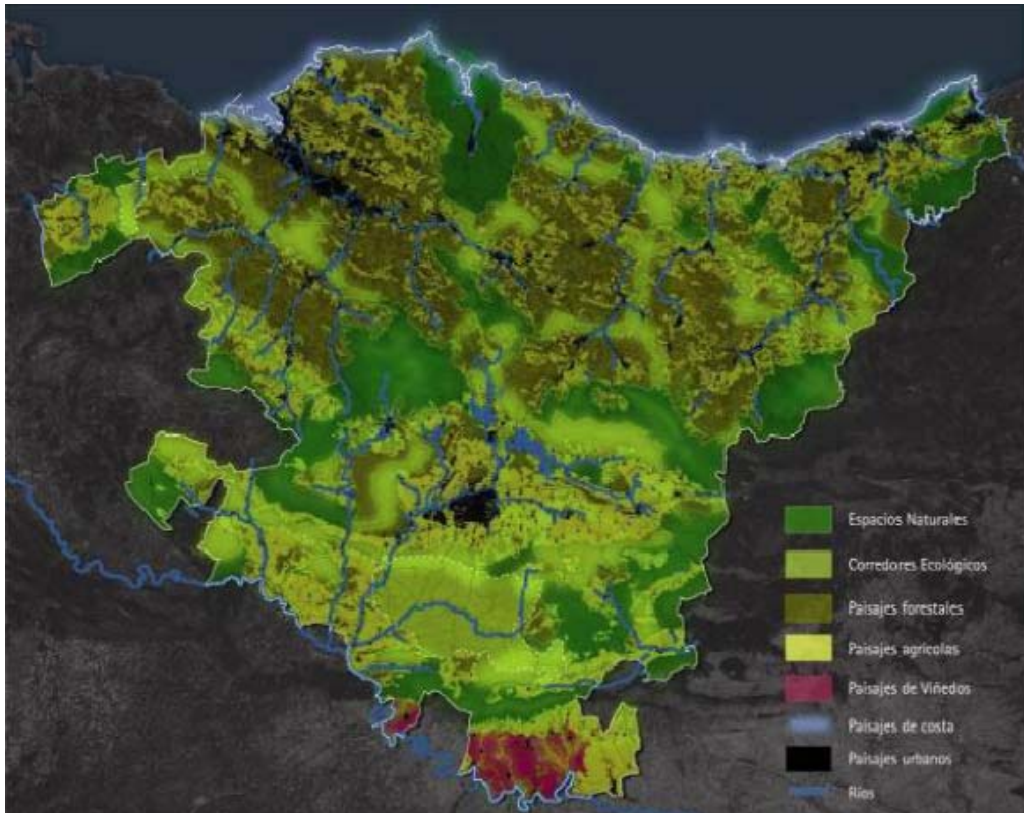
Protected natural areas cover currently 23% of the territory. There exist several kinds of protection. Agricultural land, which represents 10-11% of all lands in the Basque Country, is located mainly on the bottoms of valleys and in plain areas. Urbanised land in the Basque Country occupies 8% of the whole area. The urban land use is traditionally organized around central cities. Many of these urbanised areas have evolved into 'city-regions' or 'poly-nuclear zones'.

Concluding some characteristics of the spatial development:

- Diversified relief (mountains and rivers) determines, to some extent, the development of certain socio-economic and urban elements.
- Density of population. The Basque Country is one of the most densely populated areas in Spain. For the last decades a stagnation has been noted in the total number of population.
- Diversified settlement system with concentration of population in three capital cities (Bilbao, San Sebastian and Vitoria). There is a contrast between development of towns in the coastal and transport corridors and the relatively uninhabited inland areas of the region. There is a trend of abandonment of agricultural areas in mountains and inland.
- Relatively extensive and sustainable development of the coastal zone, because of the relief (rocky areas with some bays and estuaries). Development of tourism was more selective (example is San Sebastian as a Cultural Capital of Europe in 2016).
- Relatively favourable socio-economic condition of the region regarding level of unemployment, wages and general level of economic development.
- Development of the main cities with projects of revitalisation that facilitate the development of social infrastructure, public transport and compact urban developments with special regard to aesthetic considerations.

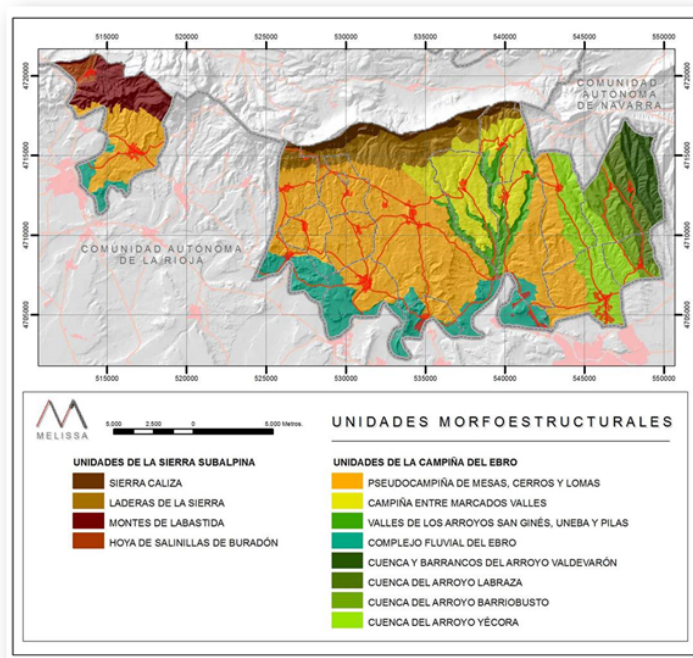
Planning area Laguardia

The case area Laguardia covers about 310 km² and has a population of less than 12.000 inhabitants. On Map 4 with landscape types, the case area lies in the very South and contains vineyard landscape and natural areas (mountains).



Map 4 Landscape types in the Basque Country
 Natural areas, Ecological corridors, Forest landscapes, Agricultural landscapes, Vineyards landscapes, Coastal landscapes, Urban landscapes and rivers.

Map 5 gives insight in the structure of Laguardia regarding the physical environment and morphology.



Map 5 Morphology

4 Challenges and ambitions of practice case

Main aim of BC with the study on Catalogue and Guidelines is to integrate landscape in the current spatial planning instruments. Especially the implementation of methodologies (from analysis to action) and multi-scale instruments (how to influence other governments and private stakeholders).

In order to achieve this main aim the key needs and expectations of the Basque Country with regard to the LIVELAND project outcomes are to share experiences and good practices with regard to landscape evaluation, planning and management:

- Methodologies for evaluation and characterization
- Processes: public participation, institutional coordination
 - improving coordination between administrations;
 - Strengthen stakeholder's involvement in the planning process.
- Procedures: integration in spatial planning
- Good guidelines for quality objectives.
- Explore the need for the regional boost- regional plan
- More developed territorial indicators. The Basque Country although having already high quality territorial data is in need for updated data and more developed territorial indicators

Towards sustainable development and territorial cohesion

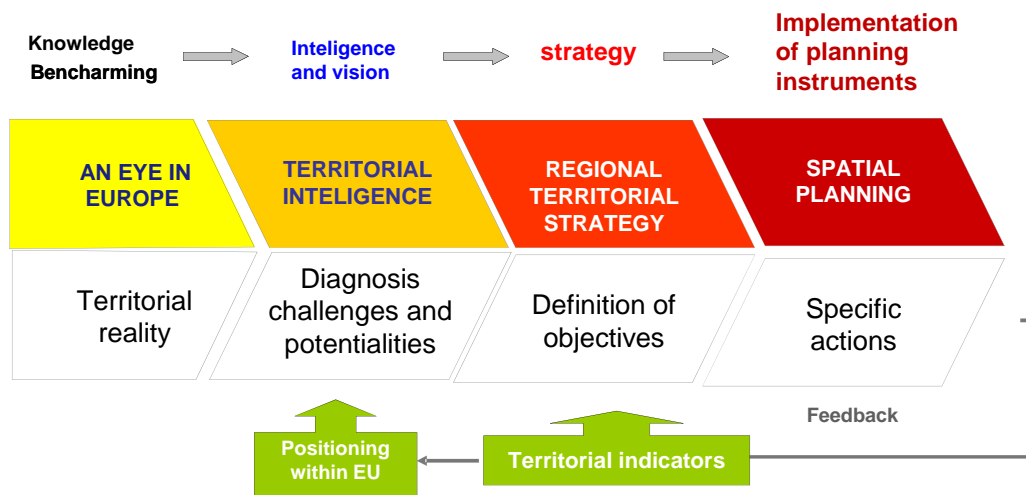


Figure 5 Sequence from the territorial analysis to the definition of specific actions for spatial planning towards sustainable territorial planning and management. Own elaboration. Tecnalia 2013.

5 Description of the planning practice

Both actually, the adhesion of the ELC and also the draft bill recognizes protection and quality development. The catalogues define objectives link to protection and also guarantee of quality in particular in those areas designated as areas of special interest due to its value- cultural, environmental, quality- and also its fragility and vulnerability, being under certain impacts. The draft bill also considers complementary instruments for protection and landscape improvement: Landscape Action Plans and Studies for landscape integration

Definition of tangible objectives for each of the landscape units defined in the catalogues. Each objective is identified considering public perception and interests and it will be later translated into specific actions and in terms incorporated: a) as guidelines in the spatial comprehensive plans b) special actions – interventions in areas of special interest

Very important the consideration of OBJECTIVE COMPONENT of landscape-expression of territorial system alongside the SUBJECTIVE COMPONENT-Perception

Although the catalogues are still on progress and have not been finalized yet, it is still considered important to offer the Landscape Guidelines as an interesting instrument bridge between landscape evaluation and quality objectives and its integration into spatial planning.

Based on the information provided by the catalogues, the objectives of landscape quality and the measures and actions, landscape guidelines are defined to be included in the instruments of spatial planning (Partial Territorial Plans, Sector Plans)

Public participation in decision making regarding planning and environmental issues is regulated by law in the Basque Country, as this also affects the landscape planning instruments.

5.1 Planning process and decision making

5.1.1 Time line of the planning process

Who drives the process?

The administration responsible for launching the Landscape Catalogues and Guidelines is the Department of Environment and Territorial Policy (Spatial Planning) of the Basque Government also for its elaboration and implementation.

Three pilot experiences were launched at the same time in 2010; one in each of the Basque Provinces, representing three different territorial realities. For Liveland purposes remember that we are focusing on one of the three pilot experiences which is the Landscape **Catalogue of Laguardia Rioja Alavesa**.

The diagram in next page tries to describe the process biography with regard to the evolution of landscape policies in the Basque Country from the 90´ to the present, with a particular focus on the instrument being analysed in the project.

Process of elaboration of the Catalogues and integration of Landscape Guidelines into spatial planning instruments

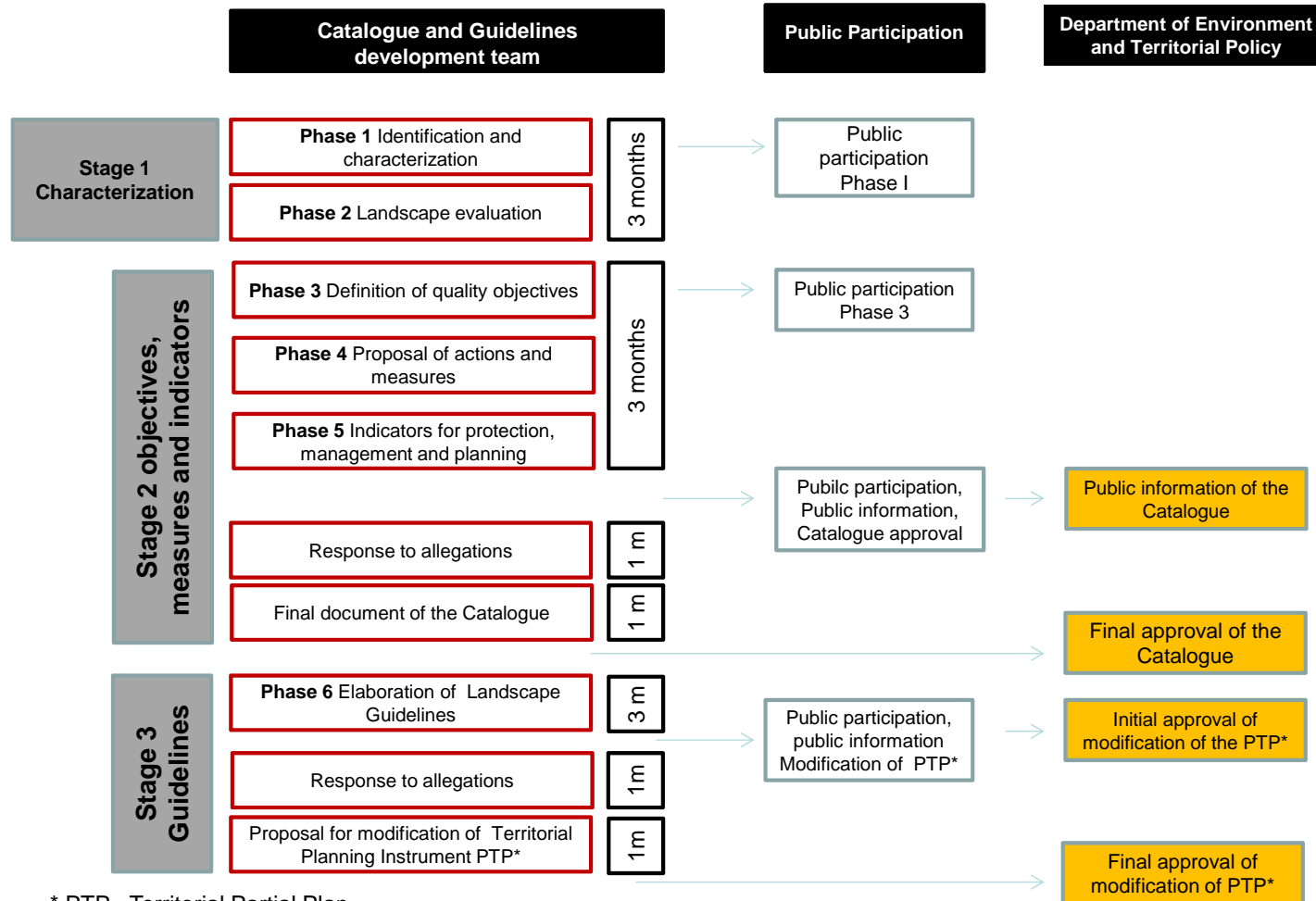


Figure 6 Process biography Landscape catalogue of Laguardia Rioja Alavesa

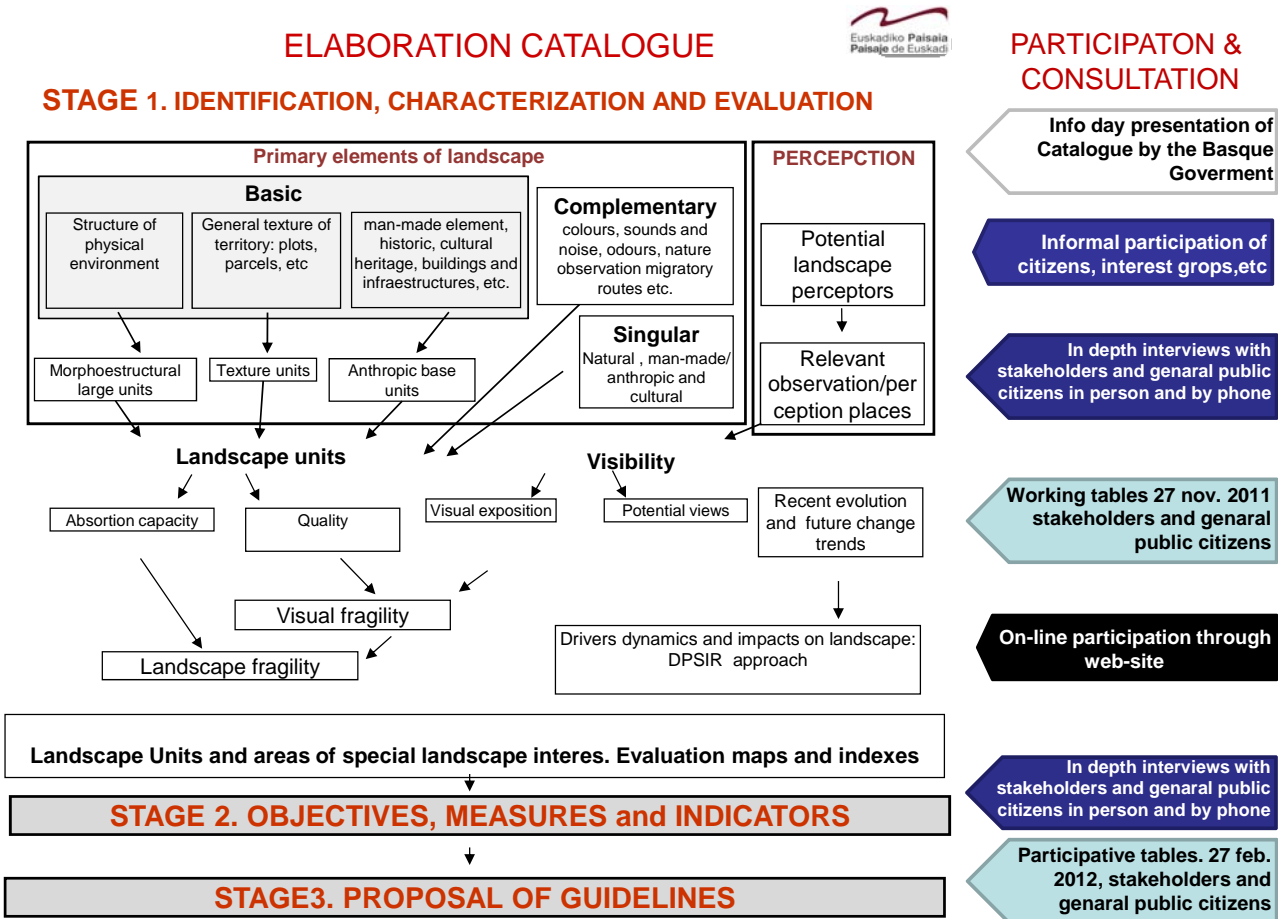


Figure 7 Stages in the elaboration of Landscape Catalogue

5.1.2 Procedures and decisions

Public participation in decision making with regard to policies, plan and programmes with territorial impact is materialized by means of the Strategic Environmental Assessment procedures (SEA). Public participation is required by law only for the approval of land use plans / master plans at local level.

However, access to information in relation to environmental issues is recognized by law in different norms:

- Instrument of Ratification of the Convention on Access to Information, Public Participation in Decision-making and Access to Justice in Environmental Matters, done at Aarhus (Denmark), June 25, 1998.
- Law 27/2006, of 18 July, which regulates the rights of access to information, public participation and access to justice in environmental matters (includes Directives 2003/4/EC and 2003/35 / EC).
- Law 3/1998, of February 27, general environmental protection of the Basque Country

Public participation in the practice under analysis

Public participation is a key issue in the elaboration of the Catalogues and Guidelines. Landscape perception is subjective and therefore the participation of citizens and all agents and stakeholders involved in landscape is remarkably important.

Therefore, during the elaboration process of the Catalogues and Guidelines has been crucial:

- Involvement and team work of citizens and administrations- practitioners
- The administration boosting public participation and public involvement
- Keep participation active in time that would in term lead to awareness and socialization of landscapes values.

The public participation aimed at:

- Allowing people and citizens and also their social agents to express their opinions and PERCEPTIONS of landscape
- Increasing the efficiency in the decision making, resulting from reflections close to the people and taking consensual decisions
- Increasing the sense of involvement and co-responsibility in monitoring and compliance with the decisions on landscape

Several instruments were setting for public participation:

Instruments oriented to know people´s view on the initiative of the Catalogues and Directives

- Web site www.euskadi.net/paisaia
- Facebook
- Email paisaia@ej-gv.es

The following instruments were used for the participation on the process of the Catalogues and Guidelines in the pilot areas:

- Interviews with local agents: face interviews and also electronic
- Working tables with local agents and general public- citizens

Which parts of society did the participants come from?

Interviews were performed by three means:

- **Presence:** local agents met in the building of La Cuadrilla (Laguardia)
- **Phone:** local agents are interviewed by telephone who could not attend to the event.
- **Online:** The survey was sent by email to other agents who could not attend for the two previous tracks

The interviews addressed people and agents from the functional area, living, working and or using the landscape on a regular basis. The interviews allowed to complete and refine the analysis developed, and was used to make an assessment of the landscape units.

Two working tables with the assistance of two different sorts of agents:

- **Administration** 43 agents, with representatives from all municipalities
- **Citizens** 25 agents, including a historian and NGOs etc

Also the working tables focused on people and local agents, living, working and or using the landscape on a regular basis.

How did the participation process influence the planning process?

Participation has taken place in several moments on the process biography (See figure 2 on page 5) with influence in the planning process per se particularly in two moments:

- For the final approval of the Catalogue
- At the time of modifying the Territorial Partial Plan of Laguardia, in order to include the Landscape Guidelines

5.2 Content of the planning practice

The landscape Catalogue of Laguardia aims at analyze and evaluation landscape in each functional area and define landscape objectives that later will be legally incorporated into Spatial Planning instruments by means of Landscape Guidelines.

The catalogues are developed in 3 stages and six phases (see figure 7).

5.2.1 Analysis

Stage I Landscape Characterization and evaluation – October- November 2011

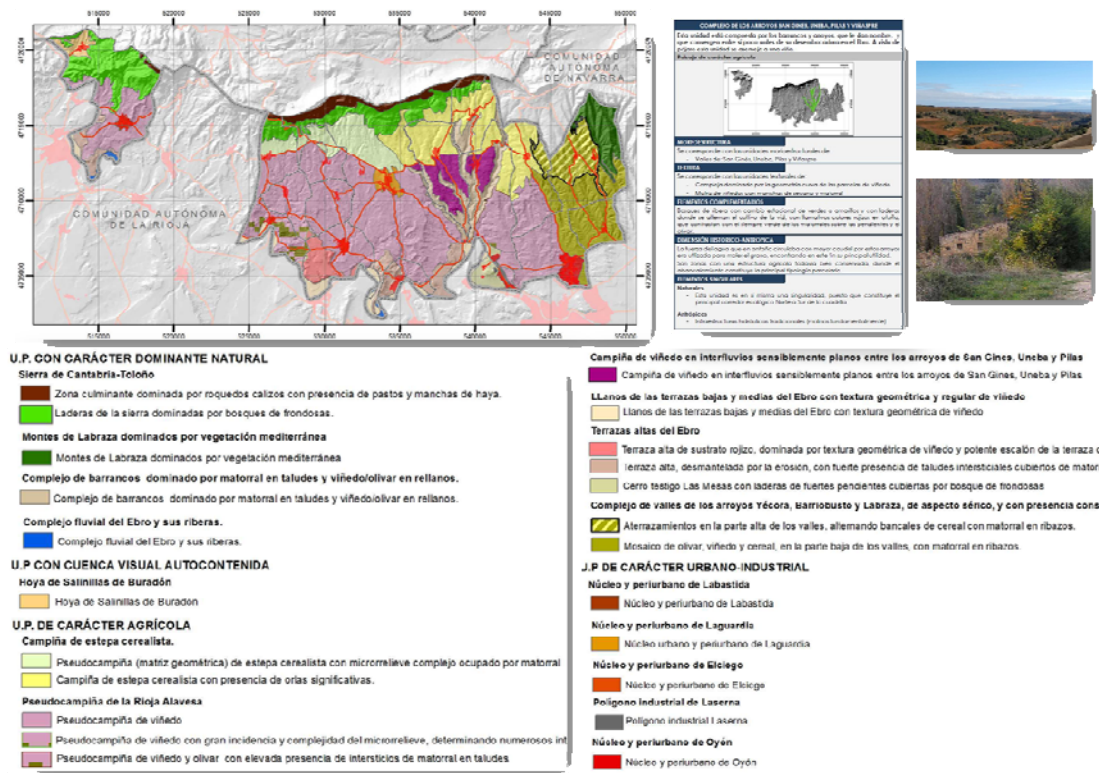
Phase I Landscape characterization: in order to acknowledge people's values respect their own landscapes, interpret the dynamics and processes that have intervene and are currently influencing landscape transformation. So this phase implies a strong participatory /consultation process in order to acquire knowledge on people´s perception and views.

The report published on November 2011 has 215 pages and it contains a characterization of 15 landscape units in the functional area for its evaluation and characterizes the landscape in each of the units by means of:

- The assessment of the evolution of landscape through time
- The identification of landscape values

- The assessment of current landscape dynamics and key drivers

By combination of such maps the 'landscape units' are formed, see map 6.



Map 6 Landscape units

Full report could be access at http://www.ingurumena.ejgv.euskadi.net/r49-cpaisaia/es/contenidos/informacion/paisaia_2011_laguardia/es_paisaia/adjuntos/2011_paisaia_inicio/memoria/memoria_fase_1.pdf

Phase 2 Landscape Evaluation: in order to identify strengths and threats in landscape and potential measures to adopt. In this phase is very important the role of local agents operating in the area

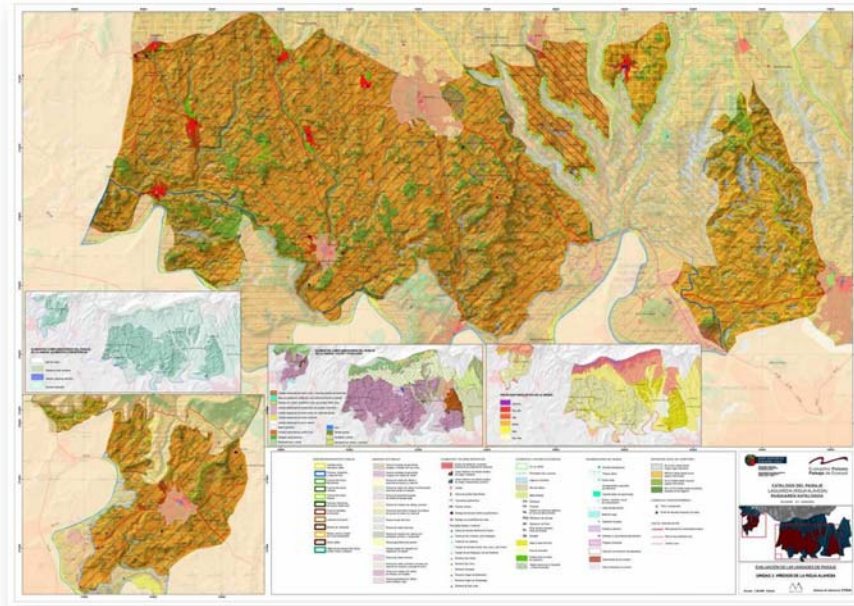
Once landscapes are characterized a second stage is their assessment or evaluation. The report has 69 pages and was published on December 2011. The following values are considered for landscape assessment:

- Aesthetic
- Natural and ecological
- Productive
- Historical and Cultural heritage
- Social
- Symbolic and identity
- Religious and spiritual

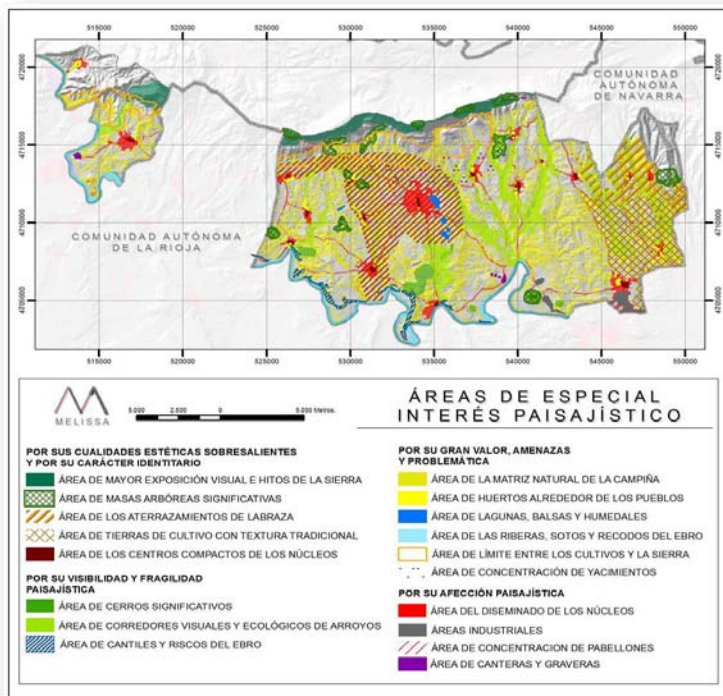
There are also other subjective values that are considered when evaluating landscapes. Due to the subjective character of some landscape values, the

participation of the people is considered crucial. The citizens and social agents are the ones that must contribute significantly to the definition of such values. Other sources are artistic ones as pictures, paintings, literary, touristic guides.

Full report could be access at http://www.ingurumena.ejgv.euskadi.net/r49-cpaisaia/es/contenidos/informacion/paisaia_2011_laguardia/es_paisaia/adjuntos/2011_paisaia_inicio/memoria/memoria_fase_2.pdf



Map 7 Summary of landscape evaluation alongside summary sheets per Landscape Unit



Map 10. Areas of special landscape interest

Besides the landscape units, the catalogues also define 'Areas of special landscape interest'. Those special areas are defined due to their singularity, rareness, fragility, level of degradation, identity value or whatever other aesthetic or perceptive value.

5.2.2 Vision and objectives

Stage II landscape quality objectives, measures and indicators – February 2012

Phase 3. Definition of objectives of landscape quality

Define quality objectives. The objectives will constitute the basis for future public policies on landscape protection, planning and management. Therefore this phase will imply the involvement of landscape agents identified in previous phase.

Criteria for definition of landscape objectives:

- Abstract character
- Define in line with the extent of spatial area and thematic ambits

The objectives apply to:

- a) The whole functional area
- b) Specific objectives define to a single landscape unit within the functional area
- c) Specifically defined to Areas of landscape special interest.

The formulation of the objectives is based in two main principles:

- Consideration of landscape within spatial planning is seen as a great starting point for establishing new environmental, social and economic objectives since landscape represents an essential element for wellbeing and quality of life.
- The spatial planning is the most powerful tool for preservation and improvement of landscapes in the framework of sustainable development.

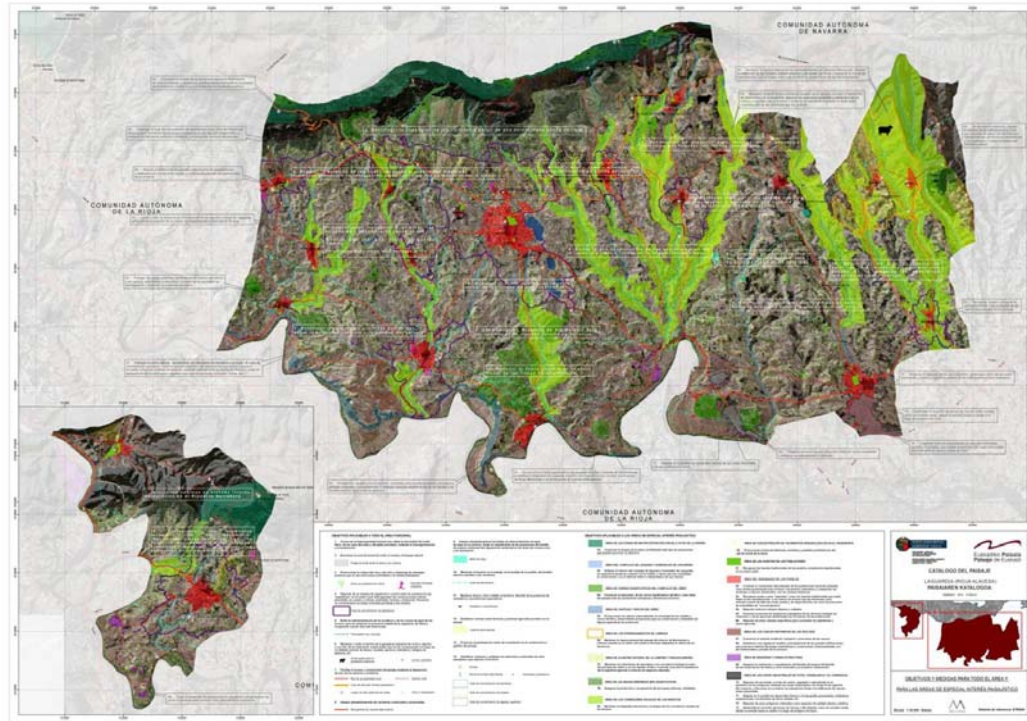
The objectives of landscape quality could aim at:

- Landscape conservation
- Improvement of urban environment
- Maintenance, improvement and landscape restoration
- Harmonic articulation of landscapes
- Protection and value of certain landscapes
- Creation of new landscapes

CONSERVATION of the environmental, cultural, visual and perceptive values of a landscape, to prevent deterioration or loss

1. Preserve landscape features, loud and clear, that define a character and personality of the functional area, as well as values, tangible and intangible ecological, historical, aesthetic, social, productive, symbolic and identity.
2. Keep both visual references and identity (scenic backgrounds) most important features: the Sierra de Cantabria and north Toloño and conspicuous broad and complex south of the Ebro river
3. Preserve and enhance the historic in all its manifestations: locational, structural, architectural and cultural.
4. Search, promote and exploit economically positive synergies that can occur between wine and olive growing activity and landscape quality.
5. Preserve textural heterogeneity that reflects the diversity of the physical environment of the land use and parcel tissue, avoiding homogenization and trivialization.

6. Promote the culture of wine and olive and enhance the positive synergies that exist between these activities and landscape quality
7. Have a system of regulation and control over the construction of "pavilions" in the countryside. Mix new construction permitted, in colors, materials, shapes and volumes. Encouraging their concentration in specific areas near the urbanized areas
8. Avoid overuse of aquifers and water courses of the streams, in order to ensure the notable presence of riparian vegetation and retrieve it when it is impaired



Map 8 Summary map of objectives

5.2.3 Actions and measures envisaged

Phase 4. Proposal of measures and actions

Measures and specific actions are defined for each landscape unit in each functional area and they could be addressed to territorial policies and planning, urban policies and urban planning or sector policies and planning:

1. Rules of direct application (through the sub-regional Spatial Plan);
 2. Rules of indirect application (through local Land use Plan or sector plan);
 3. Recommendations to public sectors and private agents / developers.
- Many of such rules or recommendations are related to the Areas of Special Interest (see map 10).

Some examples of rules of direct application:

- It is forbidden to build any visible new buildings and infrastructures in the most exposed areas, like "Hitos de la sierra" and "masas arboreas".
- It is forbidden to make fire in the protected nature areas "matriz naturales".

Some examples of rules of indirect application:

- Land use Plans should establish rules for *historical sites* in urban and built-up areas, governing the aesthetics of facades, pavement type, furniture, information signage, advertising signage, etc.
- Land use Plans should establish rules for *green spaces*, especially in the transition zone between urban and rural, governing the recreational use of water streams, woodlands and traditional orchards.

Some examples of recommendations:

- Responsible sector agencies (on rural development) should encourage *agricultural diversification* by counteracting the monotony of vineyards, encourage the planting of olive trees in the eastern part of Laguardia and encourage the traditional practice of planting fruit trees on the edge of agricultural parcels.
- Responsible sector agencies on motor traffic roads should integrate landscape goals: *the 'road design'* should be adapted to the topography of the land, avoid strong impact paths and avoid large clearings of land.
- Public bodies and NGOs on cultural history should initiate a project on recovering the traditional Huertas-orchards. Involvement of citizens and sponsorship is important in such public-private partnership.

5.2.4 Implementation strategy

Phase 6 Elaboration of Landscape Guidelines

Landscape Guidelines aims at legally incorporate landscape objectives, measures and actions into the spatial planning instruments whether they are sector plan or integrated territorial plans which would also determine the land use planning at municipality level.

Proposal of guidelines to be incorporated to spatial planning instruments:

1. Binding rules of direct application (through Territorial Partial Plan-integrated spatial planning instrument for a Functional Area)
2. Binding rules of indirect application (through Master Plan- Local Land use/urban plan o sector legislation/sector planning)
3. Recommendations (to public sectors and private agents)
4. Actions subject to Further Studies of Landscape Integration
5. Actions subject to Landscape Action Plans for specific areas.

1. Binding rules for direct application

On the most exposed areas it is banned any visible new building and infrastructure in the following Areas of Special Landscape Interest:

- major areas of visual exposure and milestones of the sierra
- significant hills complex Ebro
- protection of individual elements of the countryside and protected forests included in the Areas of Special Landscape Arboreal masses of the countryside.

On protection of natural matrix:

- It is forbidden to fire on the natural matrix.
- On the consolidation of soils Industrial use: The industrial use floors are consolidated should be incorporated into the Area of Special Landscape: INDUSTRIAL ZONES.

2. Binding rules of indirect application

On the movement of soils and clearing in agricultural plots

Urban master plans should control the licenses for earthworks and land clearing in agricultural plots and regulate the manner in which such licenses are granted, considering at least:

- maximum height of earthwork
- Volume of soil moved per surface unit
- Vegetal mass loss
- Compensation measures

The management program of such plan should establish the monitoring model for accomplishment of license.

On historical sites in urban areas

Urban master plans should:

- Establish rules governing the aesthetics of facades, pavement type, furniture, information signage, advertising signage, etc..
- Require that housing rehabilitation is adapted to the urban context in which they are inserted, at least in terms of materials, shapes, volumes and colors.

On dissemination of built-up areas

Urban master plans in each municipality should:

- Favor the urban fabric clogging filling gaps, avoiding classifying new floor urbanizable exterior
- Establish standards for new buildings and urban development's consistent and contextualized use typologies with each core.
- The urban sections of streams, woodlands and orchards traditional areas as green space to be conditioned.

3. Recommendations

Urban master plans in each municipality should foresee:

- Recovery following style elements: courses of streams, wooded suburban areas, areas of traditional orchards, trails, road slopes, wasteland "anyone" adjacent to populations, etc., To the area of patencing transition between urban and rural.
- A space to concentrate on him and wineries craft grower, this space will be developed by a Plan that provides for the particularity of these constructions.

On crop/farming diversification and influence on landscape

Responsible organisms should:

- Encourage crop diversification counteracting the monotony of the vineyard
Prevent the decline in cereal area in the north and encourage the olive tree in the eastern
- Encourage the traditional practice of planting fruit trees on the edge of the agricultural parcels.

About ranching and its influence on the landscape

The competent bodies:

- Encourage ranching as a building and landscape conservation
- Promoted local livestock products, rehabilitation and upgrading of folds, the second-order associations, etc..

On the road Landscape integration

- Should be avoided as far as possible, the construction of new roads, backing the existing road improvement.
- In any case, the layout of new roads as well as corrections and improvements of existing, adapted as far as possible to the topography of the land, avoiding strong impact paths and terraced with large clearings.

On participation and "land stewardship"

- Creating a land stewardship entity as a collaborative tool management and owners.

On protection of natural matrix

- To exercise the right of first refusal to the sale of any parcel in the natural matrix

About the Huertas- orchard

- Recovering traditional orchards. To this aim help of public bodies and collaboration between the private (sponsorship, etc..) is crucial also involving citizens in recovery projects.

4. Actions subject to studies of landscape integration

Evaluate the impact of projects and activities in the landscape and establish criteria for integration.

According to the draft bill:

1 - In all actions referred to in Article 28.5 of the Law 2/2006, of June 30, of Land and Urban Planning of the Basque Country and detailed below:

- Actions to provide facilities and activities of public interest
- Works under the territorial and urban planning for the delivery of applications and services by public administrations
- Roads, roads and infrastructure or planned networks in urban and regional planning

2 - Assumptions required for the territorial and urban planning

3 - Assumptions that establishes any law or general provision

4 - When the project is subject to environmental impact assessment, the content of landscape integration study will be included in the environmental impact study.

Actions that lead to alteration of the Area of Special Interest called Matrix Natural Landscape of the Countryside

New infrastructures:

- Energy
- transport
- Hydraulic (especially irrigation ponds)
- communication
- landfills and dumps

New buildings outside urban centers and expanding existing

New urban and industrial developments

5. Identification of landscape action plans

Oriented to the protection, management, enhancement and management and landscape

LAP 1. Energy use and production of biomass compost, forestry, agriculture and any other available

LAP 2. Regulation aesthetic and landscape integration of the agricultural buildings on undeveloped land

LAP 3. Recovery banks and banks of watercourses

LAP 4. Protection and enhancement of the Area of Special Landscape

LAP 5. Creating a network of scenic routes: the proposal specifies the roads and paths to include and specifications and management provisions

LAP 6. Adequacy of existing infrastructure: energy, transportation, water conservancy, communications, landfills and dumps, etc..

LAP 7. Valuing cultural heritage: the proposal identifies elements, itineraries and endowments

LAP 8. Plan for the social use of the lakes and wetlands of Laguardia

LAP 9. Enhancement of the Ebro Cantiles and Crags

LAP 10. Enhancement of visible and hidden archaeological heritage: the proposal specifies cataloging Special Interest Area Landscape ARCHAEOLOGICAL CONCENTRATION IN PIEDMONT as "Presumption Archaeological Area" of the Basque Country.

LAP 11. Integration of urban crossings

LAP 12. Sotos Gimileo

LAP 13. Landscape integration of industrial areas

LAP 14. Measures for education, awareness and training: the proposed difference between school and professional farmers

This phase requires a formal public information period. Depending on the development of the regulatory development the incorporation of the landscape guidelines into the spatial planning instruments (Territorial Partial Plans) should follow the participatory process established for the approval of such plans, including the Strategic Environmental Assessment.

Agents and citizenship are aware of:

- The landscape is mostly built functional area
- It has strong character and high quality
- There are notable landscape degradation
- Different sensitivity of the evolution and threats on the landscape
- Huge amount of regulatory filings and its dubious effectiveness
The possible interference between such regulations and economic objectives
- No one accepts the possibility of synergies between landscape quality and economy
- A landscape is not accepted rules may be useless and counterproductive.

All this has been advised to be very cautious about the proposed legislation, distinguishing between:

- Binding rules or mandatory: few clear
- Recommendations: the rest

Example OBJECTIVE 1	Preserve textural heterogeneity that reflects the diversity of the physical environment of the land use and parcel tissue, avoiding homogenization and trivialization.
DESCRIPTION	Most of the functional area field shows a texture matrix, ie dominated by the continued presence of the vines in the pseudo-Campiñas of this crop and the pseudo-steppes cereal, and because of the geometric boundaries of the plots and rows of the vine. But there is another mosaic texture without a clear dominance, which introduces complexity and variety, adding value to the landscape, and that occurs most visibly in this functional area.
Instrument of spatial planning and/or sector policy	Territorial spatial planning and Agriculture Policy
MEASURES <i>That could be used to reach the objective</i>	<ul style="list-style-type: none"> • Restrict as far as possible the consolidation (R) • If the question will have to undergo a specific study of the damage it would do to the natural vegetation matrix, excluding the concentration areas in which said matrix is considered essential (AD) • Keep in land consolidation case, the stone walls, fruit trees, embankments and other existing boundaries are part of the textural richness of the landscape and design new structure interstices grouping those kept and those who want to create, so as the micro relief. (AI) • Encourage the presence of fruit at the edge of the plots (R) • Most comprehensive control of the licenses granted to earthworks and land clearing. (AI) • Require new banking and its adaptation to the topography of the land (R) • Strictly control the use of fire as a technique for removal of weeds and plant debris by farmers (AI)
Kind of measure	Recommendation, Direct application, Indirect Application
INDICATORS <i>That could be used</i>	<p>% of reduction of natural surface</p> <p>Nº of licenses approved by the municipality for the move of soils</p> <p>Nº of fruit trees planted</p> <p>Nº granted licenses to farmers for stubble burning</p>

Table 1 Example of landscape objective form

Studies of Integration

The aim of a Study of Integration is evaluating the potential impact of projects on landscape and establishment of the criteria for guaranteeing the mitigation of such project and its integration into the landscape.

Projects can be: facilities of public interest, works for the delivery of applications and services by public administrations and roads, infrastructure or networks.

When a project is subject to environmental impact assessment, the content of the Integration Study should be included in this report.

In Laguardia in the Area of Special Interest called "Matriz Natural" for following infrastructure projects (even when relative small) an Integration Study would be obliged: energy, transport, hydraulic (especially irrigation ponds), communication, landfills and dumps.

5.2.5 Actions and measures implemented

No actions or measures have been implemented yet, since the Guidelines are still under development.

5.2.6 Monitoring and evaluation

Phase 5. Monitoring indicators

Landscapes catalogues serve as a basis for monitoring and continue evaluation of the landscape policies. Monitoring indicators (protection, management and planning) are needed to know and value the state of the landscape and its evolution in relation with the established objectives of landscape quality.

6 Links to ESPON studies

How can the practice in Laguardia (especially the goals and the measures in the Guidelines) be related and compared to the outcomes of Espo studies?

Economic performance

The practice of Laguardia is related to economic performance of the planning area since concentrates analysis, goals and actions to the 'positive synergy between wine and olive growing and landscape' as mentioned as goal, and the importance of this binomium to the local economy and its development. Landscape and the economic activity linked to vineyards and olives constitutes also a touristic claim and inherent part of the territorial identity

Quality of life

In the Catalogue and Guidelines the term liveability is not used. But concepts like 'aesthetic and identity values' can be interpreted as 'cultural component of liveability. Special attention has been placed in listening local population needs and requests for improving their day to day life. Also several measures have been defined in line with health towards release of stress, strengthen sports and outdoor activities (The study is based on a holistic approach of landscape.)

Environment

The Catalogue includes all environmental factors like morphology, water, soil and weather both in the analysis and diagnosis and also in the definition of objectives. This is particularly relevant in the guidelines oriented to environmental policy related to water treatment (both surface and groundwater) and soil.

Innovation

The practice of Laguardia is not related to economic innovation.

Polycentric development

The Guidelines (in the rural area of Laguardia) is not related to 'urban development' but can be related to 'harmonious spatial development'. In fact it particularly mentioned the relevance of maintenance the configuration of the several settlements in the area with strict rules in terms of building aesthetic for instance.

Attractiveness

Primarily intention of the landscape catalogue and guidelines of Laguardia is not the touristic sector. However, due to the well-known landscape character of the area with vineyards and associated elements it constitutes a very attractive area particularly for certain kind of audience: runners, trekking, mountain lovers, Action Plan on 'scenic routes' have a direct relation to tourism.

Climate change

Adaptation to climate change is not mentioned in the study.

Land use

Land use change as 'evolution of landscape through time' is part of the analysis in the characterization. The Basque Country is strongly diverse in the land use structure respect. We can separate some specific regions with different land use and land cover: the urbanized cities (Bilbao, Vitoria-Gasteiz, and Eurocity Bayonne – Donostia - San Sebastian); agriculture land in Araba, mountains region in Guipuzcoa. All these regions are well connected by transport infrastructure: express roads and highways.

Dynamics and directions of land use as well as land cover changes are analyzed on the NUTS 2 and NUTS 3 level.

Map 9 presents land change typology in the Basque Country particularly focused on the border area between Spain and France.

As it can be seen, changes in each part of the analyzed region are different. On the French side, extensive or complex agricultural intensification took place. There was low intensity of changes. When analyzing the land cover flows in this area, we can notice some urban sprawl or urban land management. The Navarra region was classified as agriculture extensification area, where the intensity of changes was low or with a leaning toward extensification. Araba was classified as region with agricultural internal changes or intensification. Regions of Bizkaia and Guipuzcoa were classified as the ones with internal changes of forest, when we descend to a lower level of regionalization.

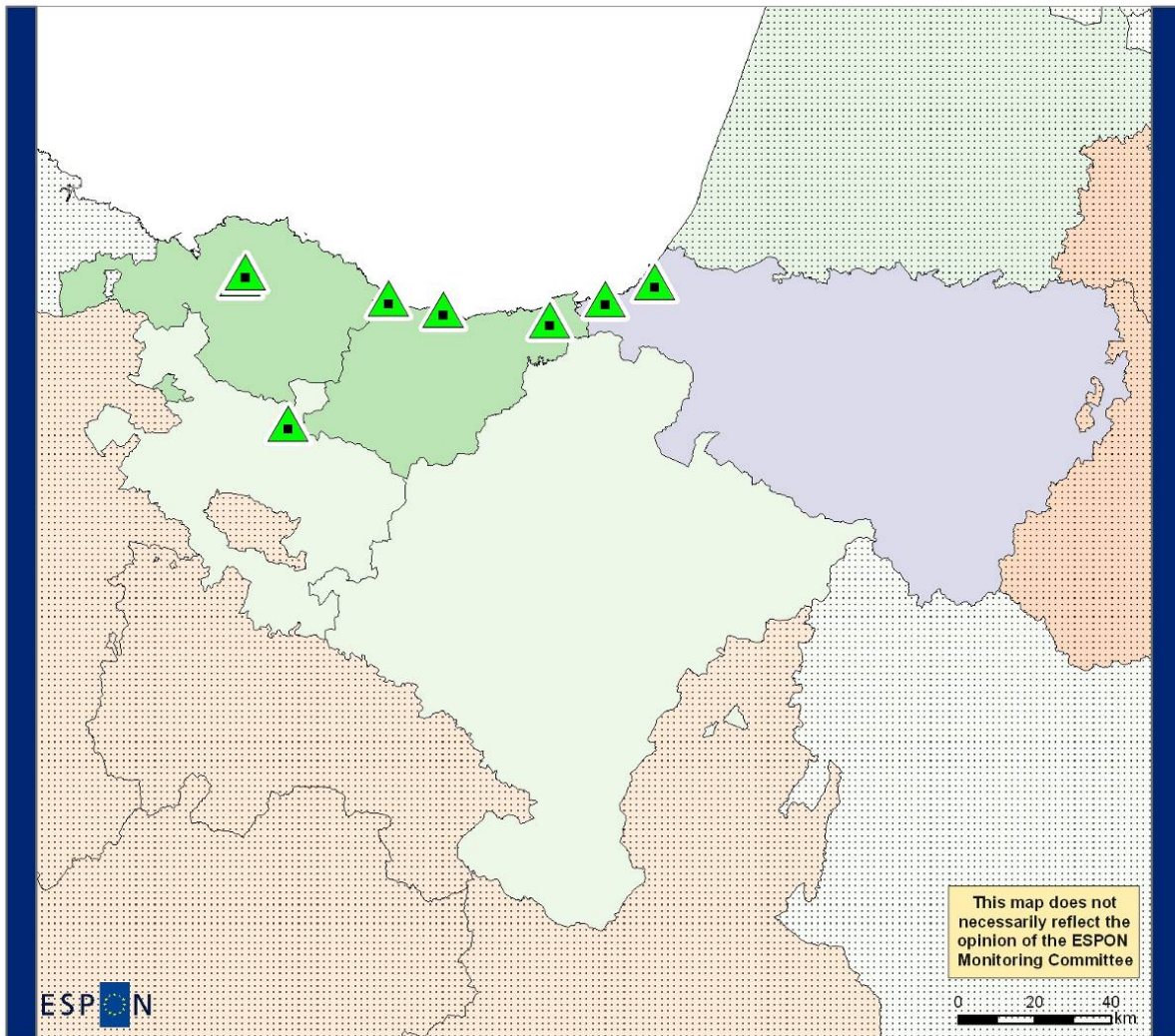
Looking closer at the broader area that includes the Basque Country Region, Atlántiques Pyrénées and Navarre, it turns out that the land cover and land use is closely related to the terrain. A high proportion of hill and mountainous areas, large denivelations (height differences) of area or location on a rocky coast determine the type of vegetation and activity that can be seen in this region. More than 90% of land is covered by undeveloped land like forests, agriculture areas, special protection areas. The highest percentage of this type of land is common in the mountainous area of Araba. But differences in relative numbers are not markedly striking. On the whole, agriculture and forest areas are dominant; other types of lands constitute just barely 8%.

Three types of land use dominate in the analyzed area: forests, special protection area and agriculture with farmland. Forest dominates in Araba: this form of land use covers 31.5% of the region's surface and, at the same time, constitutes 34% of green areas in the region.

We should notice that the quality of forest is not the same in each region of the Basque Country. Nowadays, there is barely 5% of good quality natural oak forest in the whole region, as compared to originally 80%. Most of the areas which in statistics are classified as forests in actual reality are plantations of trees. The quality of forest in Araba is very high as compared to other regions.

The highest percentage of agriculture area is in south part of the studied territory – in the Araba region. In the analysed period, the surface of agricultural area decreased from 255 290 ha in 2000 to 242 780 in 2007. The critical factors that influence this situation are urbanization processes and other ways of land use intensification.

1990 – 2006 Land Change Typology Eurocity Basque Bayonne - San Sebastian



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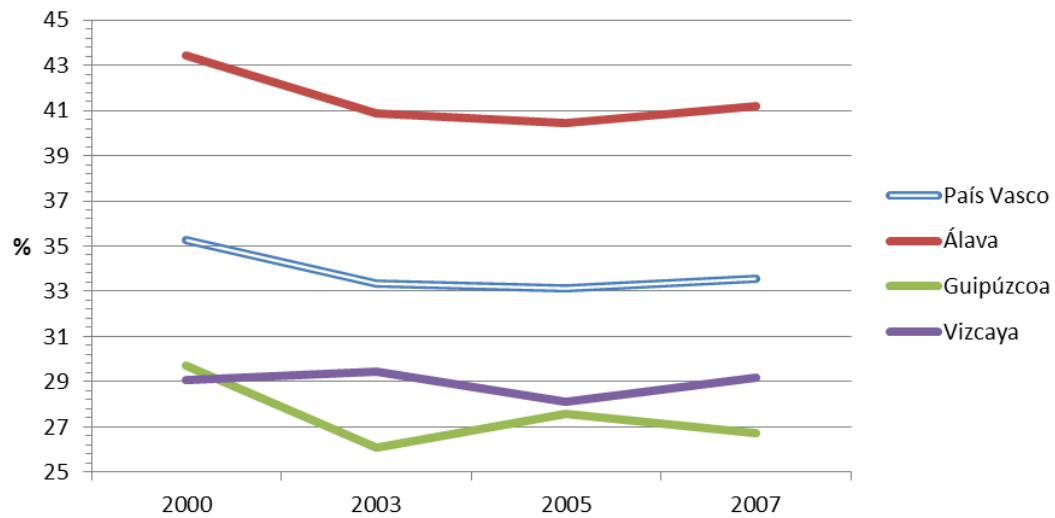
Regional level: NUTS 3
Source: CORINE, 2012
Origin of data: CORINE, 2012
© EuroGeographics Association for administrative boundaries

Land Change Typology

- Very high intensification with artificial surfaces replacing mainly natural areas
- Very high intensification due to specific areas of residential and economic sprawl
- High intensification due to residential and economic sprawl surrounding urban conversion
- Medium-high intensification due to diverse urban processes
- Medium-high intensification due to diverse urban processes
- Medium intensification due to some urban sprawl combined mainly with forest conversions
- Medium intensification - dynamic mix between agricultural/forest changes and urban sprawl
- Low intensification, dynamic mix between agricultural/forest changes and limited urban sprawl
- Low intensification mainly due to agriculture and forest changes
- High extensification due to forest and agricultural changes but specifically the withdrawal of farming

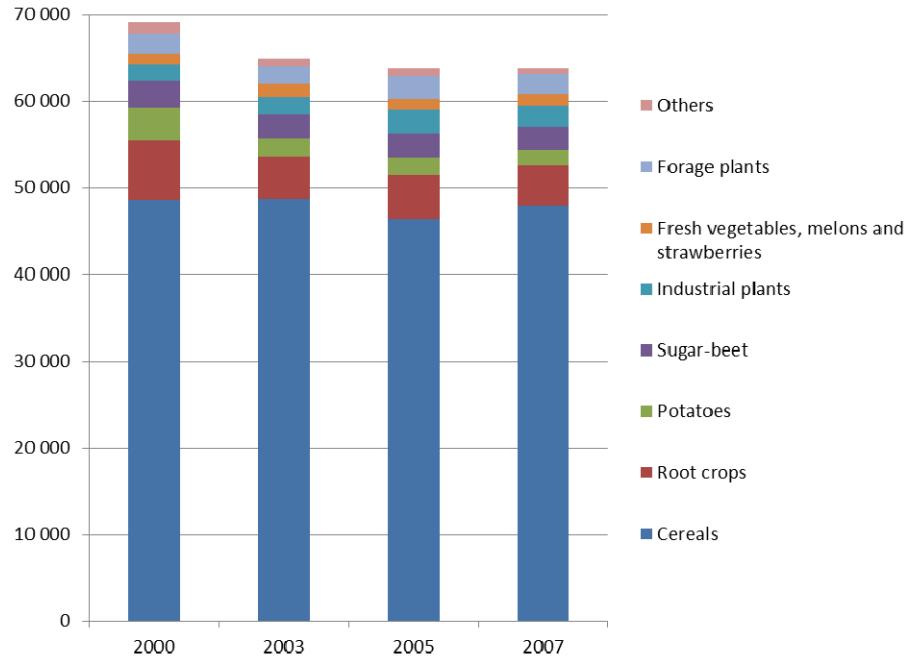
- Points of investigation
- Areas outside the case study region

Map 9 Land Change Typology (1990-2006)
Source: Nordregio, based on Corine Land Cover

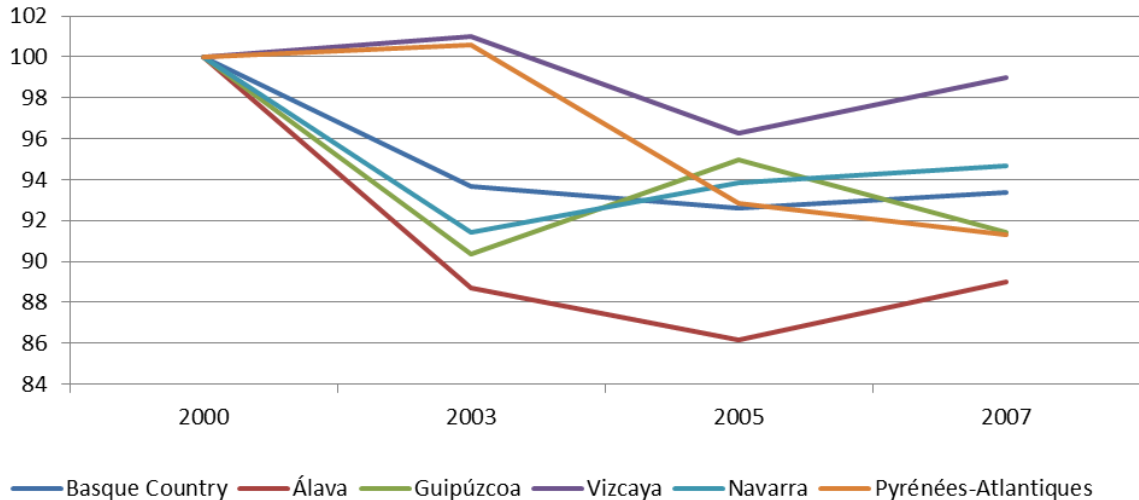


Graphic 1 Total agricultural area. Source Eurostat 2012

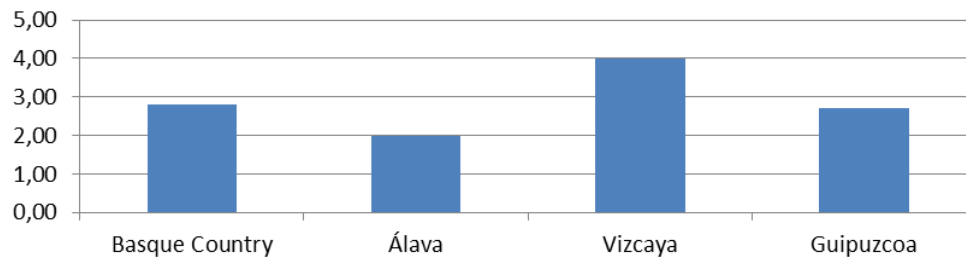
Total area of arable land also decreased – in the 7-year period this area was reduced by about 8% (Figure 29). Most part of the arable land was occupied by cereal crops (primarily wheat, spelt and barley). Area of root crops, potatoes, and sugar beets decreased in the period 2000-2007. Only area of fresh vegetables and industrial plants experienced an increase. Surface area of permanent pasture and meadows decreased in all the regions (Figure 30). The most significant drop was observed in Araba.



Graphic 2 Structure of arable land in the Basque Country (in ha) Source Eurostat 2012



Graphic 3 Dynamic of changes permanent pasture and meadows (in % date for 2000- 100%) Source Eurostat 2012



Graphic 4 Share of residential land in the Basque Country and its provinces in 2000 Source Eurostat 2012

7 Links to European policy principles

How can the practice in Laguardia (especially the challenges regarding content of the study) be related to principles and goals of European policy?

Europe 2020

The practice of Laguardia as a spatial planning instrument under the Spatial Planning Guidelines, responds to the objectives of two strategic documents can be mentioned that are aligned to the EU strategy 'Europe 2020', which focuses on employment, innovation (in world market perspective) and climate change.

The *Basque Environmental Strategy for Sustainable Development 2002-2020* approved on June 2002, in the context of a long-term strategic view in line with the undertaking made at the Earth Summit in Rio de Janeiro in 1992 to draw up strategies for sustainable development in each territory.

The five environment goals of the Basque Environmental Strategy for Sustainable Development are the following:

1. To ensure clean and healthy air, water and soil.
2. Responsible management of natural resources and waste.
3. Protection of nature and biodiversity: a unique asset to be fostered.
4. Balance between territories and mobility: a common approach.
5. Limiting effects on climate change.

The necessary conditions for the successful implementation of the strategy are:

1. Integrating environmental variables into other policies.
2. Improvements in current legislation and its application.
3. Encourage the market to develop in an environmentally-friendly way.
4. Enable the public, the authorities and businesses, making them jointly responsible, and modifying their behaviour in favour of sustainability.
5. Research, technological development and innovation that takes care of environmental matters.

The *Basque Country's plan to tackle climate change (2008-2012)* has strategic goals such as:

1. Reduction in greenhouse gas emissions to +14% in relation to 1990's levels.
2. Increase CO₂ absorption to 1% of 1990's emissions by forest and agricultural management.
3. Minimize the risk to natural resources, above all to biodiversity, hydrology and soil resources.
4. Minimize the risk to human health, urban and socioeconomic systems.

The way to reach these goals is by 4 thematic strategies that include 120 actions:

1. Less carbon intensive energies – reduce its share in the energy, industry, transport, residential, services, agriculture, forestry and waste management.
2. Adaptation – anticipate climate change and preserve natural ecosystems, protect human health and adequate infrastructure and socio-economic systems.
3. Knowledge – develop scientific-technical and social knowledge in order to observe the environment, knowing the problems and creating solutions. It has to involve the Basque Science, Technology and Innovation Network, businesses and the Basque Government.
4. Governance – coordinate the Basque Government, regional government and municipalities to be an example and raise public awareness of climate change.

Spatial Development Perspective (SDP)

The practice of Laguardia has the following links to the EU SDP.

- The 'rules for green spaces' regarding Land use Plans, can be seen as 'urban-rural partnership'.
- Over all the integration of the landscape approach in planning instruments, can be interpreted as 'wise management of natural and cultural heritage'.

8 Summary

Central in the 'good practice' of the region of Basque Country (BC) is the making of a study on Catalogue and Guidelines in the sub-regional area of Laguardia, which has been prepared in the years between 2011 and 2012. The landscape Catalogues and Guidelines are the operational materialization of the Basque Government commitment with the ELC and its desire of integration of landscape consideration into spatial planning.

In the BC the concept of 'landscape' (as integrating approach) is rather new. The government, inspired by the ELC, aims at giving 'landscape' legal recognition and integrating landscape in the already existing planning instruments within the successful and stable spatial planning system. The study on Laguardia, entrusted by the Department of Environment and Territorial Policy, is one of the three pilot cases being undertaken nowadays in the Basque Country. The idea is that all the 15 planning areas in the Basque Country develop their Landscape Catalogues and Guidelines. But this will be done in several stages.

The main ambition of the study is the filling-in of methodologies (from analysis to action) and the development of instruments, to influence other governments and private stakeholders.

Landscape CATALOGUES: Analyze and evaluate landscapes in each of the Functional Areas and define quality objectives. The identification of many landscape qualities on maps is bundled in Landscape Units, which have a certain character distinguished to others. The evaluation of landscape values results in a map with Areas of Special Interest, which is the basis for further policy development. Special Interest can cover high identity value as well problems because of degradation. Related to the geographical information, next phase is elaboration of objectives and measures. The objectives represent principles of conservation (for the whole area), protection of certain landscapes and creation of new landscapes.

Landscape GUIDELINES: Legally incorporate the landscape quality objectives into territorial planning. Regarding actions is distinguished between direct rules indirect rules and recommendation. Most actions are related to Areas of Specific Interest and cover countryside (vineyards, orchards) and built-up areas (historical sites). Derived from the Guidelines there are two mechanisms of measures implementation:

Landscape ACTION PLANS: For implementation of specific measures in specific areas that may require special attention due to its vulnerability. The study on Laguardia made proposals for several of such plans, some on specific landscape units (like a river valley) and some for a big area (like a network of scenic routes).

STUDIES OF LANDSCAPE INTEGRATION: related to projects and activities that will potentially have a significant impact on landscape

The process of public participation has been quite ambitious and challenging. Several forms of informal participation focused to stakeholders, different actors and general public were used like interviews (also on E-mail), workshops / round tables and social media.

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ISBN

LIVELAND
Liveable Landscapes: a key value for sustainable
territorial development

Targeted Analysis 2013/2/22

Baseline Report Practice case
Midden-Delfland

Version 25 September 2013

This report presents the **draft final** results a Targeted Analysis conducted within the framework of the ESPON 2013 Programme, partly financed by the European Regional Development Fund.

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1 Introduction

1.1 The practice

The municipality of Midden-Delfland (MD) put forward the making and executing of the local landscape plan “Perspective 2025” as good practice in the framework of the Liveland project. MD was project leader of the making of the landscape plan in the years between 2007 and 2009. The involved town councils decided on the plan in May 2010.

The document was written by the bureau of landscape architecture “Bosch Slabbers”.

On the implementation of the landscape plan is worked in cooperation with other authorities in the execution organisation “Court of Delfland”, which includes a bigger area of ‘green spaces’.

Main ambition of the landscape plan is to improve the spatial quality of the open space in an intensively urbanized area and to improve the connections between the country side and the surrounding cities.

1.2 The actor

The municipality of Midden-Delfland is a relative small, rural town in between the big cities of Rotterdam and The Hague. It has a surface of 50 km² and a population of 18.000 people.

The municipality has competences on spatial developments (in town and country side). The municipal regulations (coupled on the Land Use Plan) can bind the owners of land and buildings.

In the municipal government is one alderman responsible for space and landscape. In the administration work around 5 officials in this field of policy.

1.3 Back ground and context

Central in the ‘good practice’ of the municipality of Midden-Delfland is the making of a local Landscape Plan. (In the Netherlands this kind of plan is called a ‘development plan’.) For the making of this plan the municipality worked together with the near municipalities (including the city of Delft) and the ‘Water Board’ that is responsible for the water-management. So in fact the Landscape Plan is ‘interlocal’.

The area of the Landscape Plan has a surface of 6.500 ha (65 km²) and a population of 20.000 inhabitants. In the surrounding big cities live around 2 million people.

For the next 20 years the urban conglomeration of Rotterdam – The Hague is expected to have an on-going growth of population, infrastructure and economy. Following ‘higher’ spatial policy documents, the area of Midden-Delfland will be respected as ‘open space’ or ‘green garden’. Here the citizens can have ‘far away views’ and can enjoy the cultural heritage and natural landscapes. MD is very near the urban space and so part of the daily living space of citizens of the big cities.

2 Planning system and culture

Following an overview is given of the context of the planning practice with a short description of the policies and the planning system in the Netherlands and the region, the province of South Holland.

2.1 Interpretation of key concepts

Nature and landscape

In the planning practice in the Netherlands the key words Nature and Landscape are often mentioned together, as the 'green space' or country side. The policy fields of nature and landscape are often summarised as the 'ecological string of sustainability'.

'Nature' is a strongly organised 'sector policy', with officials and big NGOs. There exist several private nature organisations on conservation and management. Nature or 'Ecological Main Structure' as planning designation is seen as protected area, where the land is often in ownership of the government or a specialised nature organisation. Management of such areas is strictly regulated.

'Landscape' has multiple interpretations in the Dutch professional debate, as 'space' (related to spatial quality), as design or architecture, as cultural and historical values and as (technical) landscape development. (For many technical infrastructure, as high ways and water canals, a landscape design is made.) Dominant in the practice of MD is the interpretation as spatial quality and as landscape 'view' and design.

Spatial policy

The Netherlands (especially the densely populated region of South Holland) has a long tradition of land use planning in town and country side. With the term 'spatial quality' is distinguished between functional value (for use or economy), future value (long term interests) and 'liveability' as visual quality, recreational value and cultural identity.

Liveability is more diffuse term, related to the relation of an individual with his environment. The spatial planning concentrates on physical aspects, but also social and ecological items are often mentioned. In the Dutch policy practice is often pointed on social and recreational values, meaning 'public spaces' (like urban squares, parks and recreation areas) should be 'nice' and enjoyable for everybody.

2.2 Planning system

The Netherlands have signed the European Landscape Convention, but not translated this convention in a national landscape law. Dutch politicians in 2005 assumed that 'landscape' is sufficient integrated in nature- and spatial policies.

Landscape policy (as spatial quality and protection of high value areas) is since long integrated in the spatial planning on all levels. Landscape (as natural and cultural value and as 'local identity') is often a spatial designation on spatial policy maps. Dutch spatial planning has a long tradition of multi-functional designations, as for instance 'agriculture with natural and visual values'. The 'function map' of the region South Holland mentions 'agrarian landscapes', which means not only production, but also 'free time landscape'.

Nature policy is sectoral organized. The Dutch nature law is strictly focused on protected areas and the implementation of sectoral conservation policies and nature management.

Nature reserves are designated by a regional government and it is obliged to make an nature management plan.

Since 2010 exists a strong policy of decentralisation on national level, in which many responsibilities on space, nature and landscape are transferred from national to regional governments. The national government made strong budget cuts for these policies.

‘Structural visions’ (or ‘strategies’) on future spatial developments are obliged on national, regional and local scale, because they are basis for regulations and physical developments on project level (see figure 1). Such vision-plans are ‘form free’, so each province (region) and municipality has its own ‘school’ or methodology. The regulative part (guidelines) of such plans should be based on the vision. Municipalities should make a ‘land use plan’ (plan of local designations), which is a rather strong instrument of regulation of spatial developments.

A ‘Landscape Plan’ is not obliged in the Netherlands, but a voluntary instrument of municipalities, often in cooperation with others. In practice it is an ‘action plan’ on the measures in green space in the coming 10 years (see figure 1). From the 1980’s till 2010 the preparation of a landscape plan was subsidized by the national government. The subsidy was linked with obligations, like execution by a landscape architect and approval by the local parliament(s). Since 2010 all subsidies were cut.

Last but not least for all physical projects (small or big scale) it is obliged in the NL to make a ‘development’ or ‘blue print plan’, with which the project exactly is described. A developer always needs a permit of a government.

	Vision Space	Action Landscape	Regulation Space	Development Space	Management Nature
National	Obliged		Obliged		
Regional	Obliged		Obliged		Obliged
Local	Obliged	Voluntary	Obliged		
Project				Obliged	

Figure 1 Kind of plans on space and landscape and governmental layers

Explanation of figure 1:

- Vision = desired future development, goals, targets
- Action = strategy using rules, finances, agreements and communications
- Development = physical operation, project with buildings or change of land use (realisation by ‘blue print plan’)
- Management = daily physical measures (no big changes)

Another question (next to the obliged character of documents) is the binding power of plans. In the Dutch law on spatial planning only the local land use plan (and the development plan in its consequences) is binding for private developers and citizens. The regulations and guidelines on national or regional scale are only binding for other (lower) governments.

2.3 Planning culture

Spatial planning has a tradition of around 50 years. Most of the obligatory spatial plans (on regional and local level) are now in their 4th generation of revising.

The basic planning cycle of preparing plans and implementing policies, with the stages “analysis – objectives – actions – evaluation – new objectives” is broadly accepted in the planning practice in the Netherlands.

The tradition of Dutch planning is based on decentralisation, participation and consultations. Not only interest groups, but also citizens on different levels are involved in the making of regional and local visions and also of concrete master plans of projects. A weakness of this approach is the complexity of political networks and the long during process of decision making. It often happens that earlier decisions were revised. Further the technical solutions of long lasting conflicts on spatial claims (in a densely populated country) were getting more pricey. Since a few years the new law on spatial planning gave more power to 'higher' governments to realise their projects of 'important interest', also against the interests of 'lower' governments and citizens. Further the definition of 'interest' of private groups and their possibilities to make juridical objections, were restricted.

MD has a recent experience with the increased power of higher governments. Just after the finish of the Landscape Plan, the national government took a decision on a new motorway, after a complicated discussion of 40 (!) years. Despite of national goals of protecting open space, it was decided that the high way will be constructed, with rather complicated technics. The realisation of this 'big project' and the compensation of this operation with respect to natural, recreational and agrarian values is now the dominant executional task for the municipality of MD.

Regarding the type of governmental instruments (Regulations, Finances, Cooperation and Communication) a municipality has a weak position regarding finances. For spatial developments and for nature management the municipality is dependent on higher governments and private investors. But the regulative power of the land use plan is high and has a 'higher status' as the landscape plan.

3 Geographic description of the practice case area

The area of Midden-Delfland (MD) is located in the West of the Netherlands between the urban conglomerations of Rotterdam, The Hague and Delft. It is a 'buffer zone' between these big cities. MD is also a green space, boarding the Westland, a centre of intensive horticulture under glass near the coast. It is an open space ('bufferzone') in the 'Randstad'. The cultural landscape consists of peat meadows and old 'polders', low-lying tracts of land enclosed by dikes, which form an artificial hydrological entity. These polders consist of reclaimed land from former flood plains, separated from the sea. The polders now are in use of the dairy agriculture, some recreational areas in de border of the cities. The area includes some small protected nature areas, but main use is agriculture. The inhabitants live in 2 small villages and 2 hamlets.

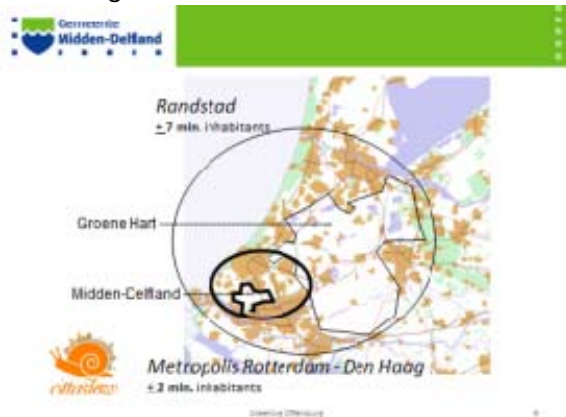


Figure 2 Location of Midden-Delfland in the 'Randstad'



Figure 3 Green spaces in the Metropolis Rotterdam – The Hague

Midden Delfland is a big 'open space' in a densely urbanised area, with mainly thin lines of 'green' and small urban parks.

4 Challenges and ambitions

Challenges regarding content of planning

The Local Landscape Plan of Midden-Delfland ("Perspective 2025") sees its challenge in the following trends and future developments in and around the area:

- Two directions in the dairy agriculture are foreseen: bigger enterprises (land and buildings) to produce milk for the world market versus 'broader' entrepreneurs, producing 'landscape' and high value products and services for the regional market.
- The landscape will develop further from production area to 'user area' for the recreation of citizens.
- The population in the cities will get older and more 'multicultural'. Recreational behaviour will get further 'individualised'.
- More prosperity will lead to more mobility and new wishes regarding liveability, welfare, wellness and care.
- An 'authentic' landscape is location factor in the global economic competition.
- Globalisation will also lead to 'locality' and the wish to belong to a 'home'.
- The climate will change (unpredictable rainfall) and sustainability will get more important.

The wishes of society regarding landscape and quality of space, will change the next years. These expectations and the choice of the municipality for 'Cittaslow, leads to following tasks for the landscape plan (not being an 'end picture'):

- Stronger position of the dairy, especially wide views and cows in the meadow (as characteristic of peat meadows) and space for broader functions of agriculture.
- Green and blue (water) quality of the 'city garden of the metropolis' as distinctive location factor.
- Reciprocity in the partnership of city and country side.
- Bringing together the elements of the landscape (agrarian, recreational and nature areas, villages and hamlets) to an identity.
- Building a landscape in 'layers', where history and today come together.
- A robust water system (water storage) and protection of historical structures.
- Make many connections and links for water, nature and people.

Summary of challenges of the municipality of MD:

1. How to improve spatial quality?
2. How to improve the relation and connection between city and countryside?
3. How to facilitate the dairy sector in its role as manager of the landscape?

Challenges regarding processes of planning

The Local Landscape Plan of MD has been produced in a participative process (2007 – 2010), including interest groups, citizens and politicians of the involved municipalities. Process challenges of the municipality are:

1. How to work together with stakeholders and citizens to create support?
2. How to organise and/or improve cooperation between relevant public institutions?

5 Description of the planning practice

Following the planning practice of making and executing of the Landscape Plan is described. First a sketch of the planning process. The content of the planning (goals and actions) will be described in the line of the planning cycle.

5.1 Planning process and decision making

5.1.1 Time line of the planning process

The practice of the municipality of Midden-Delfland regarding landscape and space consists of several activities:

1. Making of a 'structural vision' called "Vision MD 2025" (2004 – 2005).
2. Involvement in 'Citta Slow' since 2008. (Citta Slow is an international network of small municipalities, with the aim of preservation of own identity and heritage values, quality of life, hospitality and regional products.)
3. Making of an Landscape Plan "Perspective MD 2025" (2007 – 2010).
4. Implementation of the Landscape Plan within the cooperation "Court of Delfland", targeted to spatial developments, since 2010.
5. Implementation via revising of the regulative 'land use plan' (2011 – 2013).

Most of these documents were made in cooperation with the surrounding towns and cities and with involvement of Waterboard and Province.

The activities around the ('inter-local') Landscape Plan (point 3) is the central item of exchange of experiences within LIVELAND. The time line of making of "Perspective MD 2025" is as follows:

- Start (problem statement, work plan) Oct 2006
- Contract with adviser Jan 2007
- Identification of ideas Nov 2007
Consultation of citizens, stakeholders and politicians in "cafés" in 5 places;
also in surrounding cities.
- Scenarios of future developments June 2008
Conference with stakeholders, experts and politicians.
- Char coal sketch Sep 2008
Consultation of stakeholders and experts in a "design table".

- Refinement per landscape unit (19 'polders') Winter 2008/09
Consultation of experts, stakeholders, citizens and farmers in "design tables" and "kitchen table meetings".
- Draft Landscape Plan, incl. refinements per polder Apr 2009
Conference with stakeholders, experts and politicians.
- Publication and formal participation Summer 2009
- Reaction on opinions and final Landscape Plan Winter 2009
- Decision in local parliaments Spring 2010

5.1.2 Participation

During 1 ½ year (Nov 2007 to April 2009) diverse actors were involved in the preparation of the Landscape Plan: stakeholders, interest organisations, citizens, farmers and local politicians, also from the surrounding cities. These were informal consultations in diverse working forms (see time line).

The making of the elaboration per polder was not foreseen, but decided on the 'design table' about the char coal sketch, because the officials needed more detailed 'design principles' and guidelines to judge initiatives for spatial developments in the daily practice.

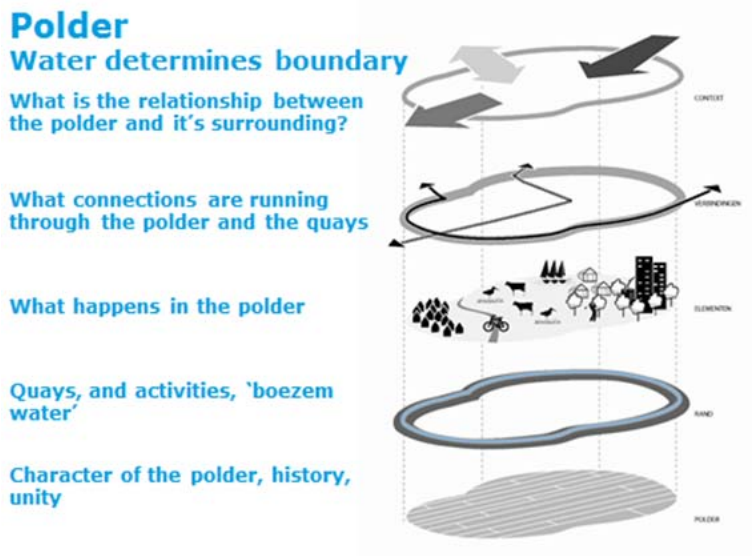


Figure 4 Analysis per polder

5.1.3 Procedures and decisions

The procedure of publication of the draft Landscape Plan and the handling of formal opinions took relative little time. Only some details were changed. There came some alternative proposals about luxury residences, horse riding enterprises and horticulture glasshouses in open landscape, but these were all rejected.

The final decisions in the Councils of Towns and Waterboard were not controversial, because many politicians were involved in the informal consultations.

5.2 Content of the planning practice

The complete document of the Landscape Plan called “Atlas of the development perspective” (published on the website of the municipality) consists of around 250 pages on paper and includes a big amount of maps and photos.

The content of the LLP is:

- Summary (for politicians in around 10 pages, including basic map)
- Introduction (back grounds, function of plan, process of plan making)
- “Authentic landscape” (analysis of history, qualities and trends, tasks of design)
- “Perspective 2025” (map with objectives, actions and design principles)
- “Implementation strategy (further steps towards realisation)
- “Elaboration per polder” (detailed maps and action in 20 subareas)

5.2.1 Analysis

The analysis is based on the planning context (the Regional Spatial Plan or ‘Structural Vision’ of the province of South-Holland and other plans and programs) and the ‘Vision MD 2025’.

Components of the analysis are a historical analysis of land use and a design of scenarios of desirable future developments, regarding agriculture, nature and cultural history.

Next step in analysis was a big synthesis map (based on an ‘integrated design’ or ‘char coal sketch’ (see figure 5) of the main functions of the total area), which later was detailed in elaborations per landscape unit (here polder). This synthesis map (or ‘perspective’, see map 1) gives the main functions and symbols of spatial interventions on location. This map is rather detailed (it needs ‘close reading’) and is the main result of the planning process.



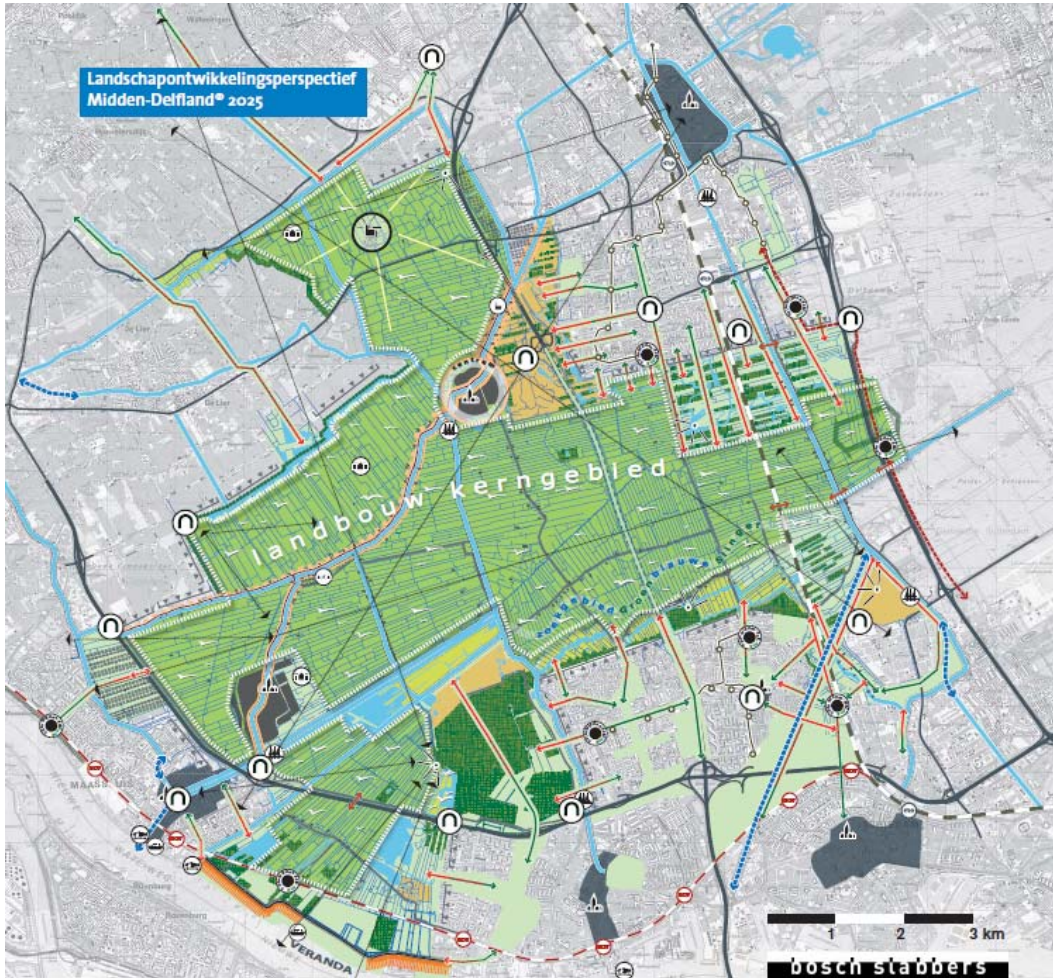
Figure 5 Green structure around Midden-Delfland: ‘Court of Delfland’



Figure 6 'Char coal sketch' as preparation of main map 'perspective 2025'

Legend of map 'Perspective 2025' (selection)

- Light green = agricultural area including meadow bird protection
- Dark green = nature area
- Orange = recreation area
- Red / green arrow = realise linkages (slow roads) between city and country side
- Black arrows = realise wide views and 'panoramas'



Map 1 Perspective Midden-Delfland 2025



Map 2 'Zoom in' to borders West and South of Delft

5.2.2 Vision and objectives

The objectives are all based on reinforcement of the ‘basic qualities’ of the Midden-Delfland area (which are already defined in the ‘Vision 2025’): open space, robust watersystem, nature, heritage and agrarian identity. The objectives are described as tasks:

- Contrast between city and country side: keep the green space open and silent.
- Relations with the broader environment: make green connections with other open areas and rivers and make ‘green bridges’ over traffic roads, which are a barrier for recreational traffic.
- Relations with the near environment: make many connections to the surrounding urban areas: ‘green fingers’ in the city and ‘portals’ between city and country side.
- Reinforce the quality of the borders between urban and rural areas.
- Realise a zoning of recreation from intensive near the city to extensive and individual in the green core area, mainly used by agriculture.
- Agrarian core area: protect the open landscape and the meadow birds (managed by agrarians) and stimulate the diversity of enterprise types.
- Make better use of the recreational qualities of the landscape and the water. Make many connections and public facilities. Stimulate small scale private facilities.
- Reinforce east-west connections as compensation of future traffic developments (new high way, broadening of existing high way and railway).

These objectives are not translated into measurable targets in words, but directly carried on to concrete measures, which are located on the synthesis map ‘Perspective 2025’ (see next stage).

For instance the objective of “green connections to wider environment” is not translated in surfaces of future green areas, but in an indicative map of the surrounding of MD, called the ‘Court of Delfland’ (see figure 4 on ‘green structure’).

For instance the “connections between city and green space in the near environment” are symbolised with green and red arrows in the border areas on the map (see map 2 with the border of Delft).

5.2.3 Actions and measures envisaged

The ‘Perspective 2025’ is an ‘action map’ and gives an overview of physical actions and measures. The perspective includes

- an overview map,
- ‘principles of design’ of future spatial developments and
- maps with ‘networks’ (or connections) of ecology, water, public transport, walking, cycling and horse-riding.

These actions are worked out for 19 subareas (‘polders’) in very detailed maps with functions (as agriculture, nature, water, recreation, buildings), borders (between city and countryside) and connections. These elaborations per polder give a detailed description of the desired spatial quality and of future developments and measures.

Some actions, design principles and elaborations:

- Meadow birds and agriculture: the core area for dairy overlaps the core area for meadow birds. This means a careful matching of agrarian and nature management ac-

tions and also conditions for recreational use of the land (no access in breeding season). Costs of nature management for farmers will be compensated.

- Horse riding: because specialised horse enterprises are in conflict with the open, agrarian landscape, such business is only allowed in the recreation areas near the urban borders. The expansion of bridle ways is given on a map with 'horse riding network' and located only in the city borders.



Map 3 Dark brown = space for horse enterprises and bridleways



Photo: Well designed transition zone between city Maassluis and countryside

- Borders of city and countryside: to realise attractive 'slow traffic' connections, the border zones will carefully be designed with 'green fingers' inside the city, sightlines (to see the landscape from the city), 'folding screens' (to hide urban buildings seen from the countryside) and 'port buildings' as symbols of the 'transition zone' and as information-centre. The 'passageways' from city to countryside are worked out in 'principles of design' and sketches.

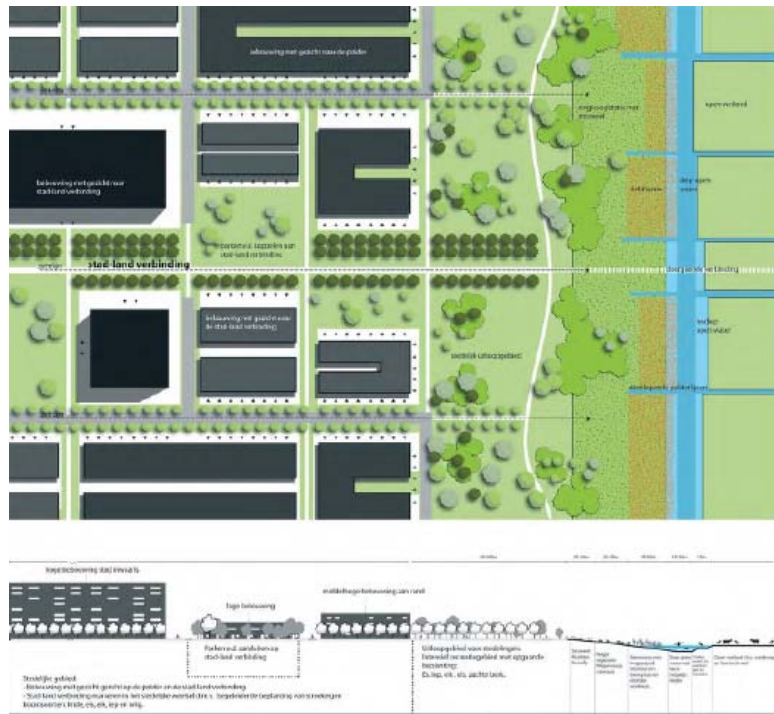


Figure 7 Design principles of transition zone of borders

The border between ‘open dairy’ landscape and the very ‘closed’ landscape of horticulture glasshouses is a very sensitive one. One of the ‘planning failures’ of the past is the admittance of spread glass houses in valuable open spaces. The region has an instrument for the revision of such ‘disturbances’ by financing the buy-up of such glass houses. The Landscape Plan gives guidelines for such actions in the elaboration of some polders: the places with priority for such ‘sanitations of diffuse glass houses’ are localised on map.



Map 4 Elaboration of the border of glass house center Westland

5.2.4 Implementation strategy

Realisation of the actions in the 'Perspective 2025' will be done by a follow-up:

- Assimilation of the landscape plan in spatial vision plans ('structural visions') of the involved municipalities.
- 'Translation' of the perspective (and the elaborations) in spatial land use plans (designations) of the involved municipalities.
- Assimilation the perspective in the of implementation cooperation 'Court of Delfland' (Hof van Delfland).
- Making of an 'execution' plan 2010 – 2025, including a rolling action program.

Since 2010 the council of the 'Court of Delfland' operates with a Coordination Group of officials and a Steering Group with politicians from 16 governmental and private organisations. They have made an vision, a realisation program and a list of projects.

www.hofvandelflandraad.nl

The 'realisation program' 2012- 2015 includes so called 'key tasks':

- Economic vital rural area
- Area marketing
- Spatial quality
- Links and 'portals' between city and country side
- Recreational connections and routes for bicycles and small boats

For each key task a project leader is designated and each task has its own means and finances. The meetings of the Coordination Group of officials are only meant as platform of exchange, coordination and inspiration. The 'manager' of Court of Delfland has the task to coordinate the reports of the project leaders. He is also 'sounding board' for the problems of the project leaders. The only common budget of the Court is for the 'area marketing'.



Photo: image of a new recreation area at the city border

For example the key task 'spatial quality' sets focus on the follow-up of the regional guidelines for spatial quality of the Province South Holland. Project leader is the regional agency for Green Service. This agency will organise meetings and workshops on 'inspirations on landscape quality' with professionals from local governments and organisations of land management, but also with active members of NGOs and entrepreneurs. A further activity is the development of a 'hotline', where citizens of cities (the group of users of the area, which probably counts 1,5 million) can give their opinion about the quality of the landscape. Probably an 'app' for smart phones.



Photo: traditional recreation area in city border

A second example is the development of 'links and portals' between city and country side. One of the tasks under Court of Delfland is 'Delft South'. Here the 'slow roads' will be optimised and the existing recreation areas will get a 'face lift'. The regional quality guidelines give some inspiration for 'artificial recreational landscapes' in city borders (see photo). The elaboration of the Landscape Plan for Delft South gives a 'development direction', which later will be filled in with a master plan.

5.2.5 Actions and measures implemented

3 years after the finalisation of the Landscape Plan most of the envisaged measures are 'on the way'. The network of recreational connections on water and in 'slow roads' are in realisation within the Court of Delfland. The concept of 'portals' between city and countryside is further filled in and 1 is in realisation. The design principals are an instrument in the daily practice of the officials of the local governments.

Over all one can say that finances are a problem and causing some delay, but the common vision (goals and elaborations per polder) is clear and all governments are working together in the same direction.

5.2.6 Monitoring and evaluation

Monitoring of spatial developments (in relation to the objectives of the Landscape Plan) is not mentioned in the 'Perspective 2025'. The officials of the municipalities in the area of MD have very detailed insight in the spatial developments in their territory, but have no tradition on monitoring reports.

The implementation organisation Court of Delfland makes lists of projects and 'performance indicators' that are very well guarded, also by politicians. So there is insight in the process of implementation and there is a steering organisation.

There are independent organisations on monitoring of finances of governments (audit of-fices) and nature (NGOs). Till now the Landscape Plan has not been 'measured'.

There is no evaluation of the Landscape Plan, but the involved experts have drawn some lessons:

- An intensive multi stakeholder approach is an effective way to create a common vision. But that takes time, patience and effort, qualified people and a design process of zoom-in and zoom-out.
- Midden-Delfland is not an agricultural community, as an island surrounded by high density cities, but the inhabitants are integrated in the urban network, in a physical, social and mental way.
- The landscape is not static, but dynamic. There are always developments. The question is not how to stop them, but how can we use them in our mutual benefit.
- The design principals are working very well in the daily practice of the officials, especially related to private developers.

6 Links to ESPON studies

How can the practice in Midden Delfland (especially the vision and the actions in the Landscape Plan) be related and compared to the outcomes of Espo studies?

Economic performance

The practice of Midden-Delfland is not related to economic performance, in the traditional sense. On the contrary, the spatial policy is targeted to discourage the 'most economic' land use (intensive horticulture) and to stimulate a 'lower' economic activity (diary with nature management). Also the engagement of the municipality with 'citta slow' indicates that a higher 'gross domestic product' is not an ambition. The ambition is to stimulate a 'new' type of economy: sustainable, adapted to local landscape and circumstances. For instance a multifunctional agriculture, producing high quality 'local' products for the near cities.

Quality of life

In the Landscape Plan of MD the term liveability (as one of the principals of spatial policy) is related to the 'well-being' of inhabitants, but especially of the citizens in the surrounding cities.

Environment

The Landscape Plan of MD focuses on 'green space' and not on pollution and green-house gas. (In the Dutch planning system this is task of non-spatial environmental policies.)

Innovation

The practice of MD is not related to economic innovation, in the sense of 'world market', but in the sense of adapted and sustainable innovation (see above).

Polycentric development

The practice of MD is strongly related to 'harmonious development' with the completion of a 'bufferzone' in the polycentric metropole of Rotterdam – The Hague. The practice (in cooperation with other governments) focus on implementation of the functional designations and – above all – the quality targets of the regional spatial plan.

Attractiveness

Landscape as factor for economic attractiveness (as location factor for tourism) is mentioned in the regional spatial plan, but for other areas. The open space of MD is not primarily intended to attract tourists, but to deliver recreation value for all surrounding citizens. But the goal of better relation between city and countryside, is also filled in for the touristic cooperation with the touristic attraction of Delft.

Climate change

Adaptation to climate change is part of the objectives of the Landscape Plan, by the objective of an 'robust water system' (safety for floods) but includes 'normal' actions of the Water Board and no specific actions of the municipality.

Land use

The area of MD has a high land prices, because of potential land use change in direction of intensive agriculture (horticulture) and urbanisation. The practice of MD is directed to counteract such 'autonomous' developments.

7 Links to European policy

How can the practice in Midden Delfland (especially the ambitions of spatial policy) be related to principles and goals of European policy?

Europe 2020

The practice of MD has no links to the EU strategy 'Europe 2020', which focuses on employment, innovation (in world market perspective) and climate change.

Spatial Development Perspective (SDP)

The practice of MD has strong links to the EU SDP, especially the goal of 'polycentric and balanced spatial development' (see chapter 6 above).

The Landscape Plan is a filling of 'urban-rural partnership', especially the 'green infrastructure' of the urbanized area and the recreational connections between green core area and the surrounding cities.

Further the Landscape Plan is an example of 'creative management of cultural landscapes' targeted to spatial quality by developing 'principles of design' of future developments.

8 Summary

Central in the 'good practice' of the municipality of Midden-Delfland (MD) is the making and executing of the Local Landscape Plan (LLP), which has been prepared in cooperation with other governments in the years between 2007 and 2009. This plan is now implemented in an execution organisation, which includes a bigger area of green spaces.

In the Netherlands 'landscape' (as spatial quality) has since long been integrated in the spatial planning on all levels. The country has a broad set of plans on space, but recently only on regional and local level. A LLP is a voluntary instrument of the municipalities. Spatial plans on regional and local level are obligatory. A municipality is an executing government, with strong instruments for (detailed) steering of spatial developments. The LLP binds the involved governments; the local spatial plan binds private actors.

Main ambition of LLP is creating a 'green space' in an urbanized area of very high density. Goals are related to the relation (partnership) between city and countryside and to management of landscape by agriculture (dairy sector).

In MD there are spatial conflicts between such components as recreational areas (parks) and agrarian landscape (accessible cultural landscape) versus other functions, like spread dwelling (which should be an exception outside urban areas) and industrial agriculture (horticulture). Choices have been made in earlier spatial plans (called 'visions'); the LLP makes an operationalization.

The LLP focuses not on designations, but on development and management of landscape. It defines actions of governments, mainly as 'physical measures'. The objectives of the LLP are not translated into measurable targets in words, but directly carried on to concrete measures, mainly described on maps. So the 'Perspective 2025' is an action plan, which includes an overview on a synthesis map, 'principles of design' (guidelines) of future spatial developments and additional maps with networks of ecology, water, public transport and 'slow roads'.

During the process of making the LLP stakeholders and the officials of the municipalities felt the need of a more detailed approach, which resulted in an elaboration of smaller landscape units (19 polders). For each polder a map was made which showed the existing qualities and another map showed the desired development direction. This approach was crucial for the success of the LLP. The 'elaboration per polder' includes maps with description of character and designation of nature, recreation, demolition of glass houses and new dwellings. These detailed guidelines should be useful in the practical execution of the plan, especially in permits for private initiatives of developments.

Another challenge of MD municipality was the participation and involvement of private stakeholders in the planning process. During the preparation of the LLP many and diverse stakeholders (organisations and individuals, also from surrounding cities) were involved. Many working forms were used, like 'cafés', 'design tables' and 'kitchen table talks'. I.e..

In the implementation of the LLP a lack of financial resources (because of national budget cuts) has been a limiting factor. But in the execution organisation, together with other governments, a solution will be found.

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ISBN

LIVELAND

Liveable Landscapes: a key value for sustainable territorial development

Targeted Analysis 2013/2/22

Baseline Report practice case Thy National Park

Version 27 October 2013



This report presents the **draft final** results a Targeted Analysis conducted within the framework of the ESPON 2013 Programme, partly financed by the European Regional Development Fund.

The partnership behind the ESPON Programme consists of the EU Commission and the Member States of the EU27, plus Iceland, Liechtenstein, Norway and Switzerland. Each partner is represented in the ESPON Monitoring Committee.

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1 Introduction

Danish national parks are land or water areas with unique natural values. In contrast to the usual understanding of national park as landscapes of high aesthetic value that are to be preserved as a park for conservations purposes, Danish national parks should display various types of landscapes as well as display how people live in interplay with nature. This is achieved by including forests and open countryside; agricultural land and small villages/communities; as well as both public and privately owned land.

Overall, there are three focus areas of Danish national parks: 1) nature, landscape and cultural historical values, 2) outdoors activities and nature experiences and 3) local business development (The Ministry of the Environment 2013). More specifically, the Danish Act on National Parks states 10 purposes of the national parks, of which 5 are related to landscape and nature; 2 to teaching, research and dissemination activities; 1 to experiences; 1 to the local society, and 1 to public participation.

The national parks are not appointed by any state actor but designated in cooperation between local, regional and state actors. Local interests form the basis of the establishment of a national park but final approval by the Ministry of the Environment is required.

The development of national parks is based on voluntary agreement and local participation as national park plans have no formal legislative power. National park foundations are actors established to work with the administration and development of the national parks but they are no authority and are thus dependent on cooperation with municipalities, the local section of the Nature Agency, landowners and other local actors.

1.1 Thy National Park

Thy National Park is located in Northwest Jutland in the most Western part of Denmark and covers an area of 244 square kilometres in the peripheral municipality of Thisted. It stretches over a 12-kilometer-wide belt along the west coast of Jutland. It is a relatively small area with absolute North to South distance of 55 kilometres and absolute East to West distances only between 5 to 12 kilometres.

The landscapes of the National park consists of a wide variety of landscape types: coastline, dunes, dune heaths in mosaic with humid dune slacks and a large number of nutrient poor swallow dune lakes, dune plantation, limestone cliffs (grasslands), and a few large calcareous lakes and nutrient-rich lakes. The national park describes itself as "Denmark's largest wilderness". Historically, the extensive sand drifts in the dune areas have often damaged the cultivated areas, wherefore beach grass and trees have been planted to protect against the sand. Those activities created the plantations that make up a large part of the landscape in Thy National Park today. The forest plantations are mainly owned by the Danish Nature Agency, but approximately 280 ha are privately owned. Approximately 1,6 % of the land area is agricultural land, and another 7% is permanent pasture land. Plantations cover app. 33 % of the area and 58% of the area of Thy National Park is protected land. 25% of the area is privately owned (dunes, plantations, lakes and farmland) (Thy National Park Foundation 2010; Thy National Park Foundation 2013). In addition to the high natural values, the national park also consists of valuable cultural landscapes with regional, national and international value. There are many historic sites in the areas such as grave mounds from the Bronze Age and German bunkers from the Second World War. Also, the impacts of

climate change and human activities can be seen in the natural areas which mean that also the natural areas are valuable as historical landscapes with cultural values.

The national park is used for activities such as swimming, surfing, golf, jogging, cycling, fishing and hunting. There are some tourism facilities in the national park such as parking spots, toilets, information tables and simple camping places. There are few overnight possibilities in the area but it is seen that there is a great potential in developing the outdoor activities and tourism in the national park. Good overnight possibilities already exist in the coastal villages of Klitmøller, Vorupør, Stenbjerg and Agger that are located within the outer boundaries of the park but which are not formally included in the actual national park area.



Map 1 National parks in Denmark with Thy national park in the Northwest part (Source: <http://www.danmarksnationalparker.dk/>)

2 Planning System and Culture

2.1 The Danish planning System

Landscape planning in Denmark is part of the general spatial planning framework, where the local level (the municipalities) and the national level (the Ministry of the Environment) are the core authorities responsible for spatial planning. In Denmark, there are no spatial plans at the regional level; only very specific planning for e.g. raw material and ground water are carried out at the regional level.

The Ministry of the Environment has three sub-ordinate national agencies that are of special importance for the development of the landscape: the Nature Agency, Environmental Board of Appeal, and Environmental Protection Agency. Planning is regulated by a variety of laws, such as the Planning Act, the Nature Conservation Act, Forest Act, Environmental Protection Act, and the Agricultural Act.

The municipalities have the strongest role when it comes to landscape planning. They are responsible for planning both in urban areas and in the open land. The landscape planning carried out within a national park are thus subordinate to the municipal plan but the national park foundations play an important role for the planning of national parks that can stretch over the territories of one or several municipalities. The national park foundations have no formal administrative power but they have a coordinating or mediating role in the development of national parks.

There is no comprehensive national level plan for landscape or other spatial planning. The municipal level planning is however influenced by national plan reports, national planning directives and national guidelines in form of national preconditions for municipal planning, just as they are to implement international planning directives for nature, such as Natura 2000. The national level may also engage in direct interventions in municipal planning. Even though the municipalities have the main responsibility for planning, it is the responsibility of the Ministry of the Environment to oppose a proposal for a municipal plan if it is not in accordance with the general interest. The state may also veto the planning of municipalities and regional authorities to uphold national interests.

The municipalities are responsible for developing a municipal plan that covers the whole municipality, i.e. both urban and rural planning, as well as detailed local plans and permits for construction and changes in land use in rural zones. According to the Planning Act, a municipality is obliged to establish and maintain a municipal plan and for a period of 12 years state its overall objectives. Every fourth year, a municipality also has to present a strategy for the municipal planning (Plan Strategy) that provides a framework for the preparation of the municipal plans as well as for e.g. processing applications for building permits.

According to the Planning Act the citizens must be involved in the planning processes before the plan is adopted. In the Planning Act it is in detail stated when the stakeholders should be involved and whether this should be done by public consultation or a larger debate is needed.

Local plans stipulate how a smaller area may be developed and used, balancing between the interests of different property owners. Local plans are legally binding for property owners. Implementing large development projects, such as a new residential district or a major construction project, require a local plan. The public has at least 8 weeks to comment on local plan proposals before the municipal council may adopt them.

The Planning Act provides for special rules for development in the rural zones and *in the coastal areas* in order to avoid sprawling and unplanned development. It ensures the protection of the recreational and valuable landscapes.

The Act on National Parks is a national plan instrument that is of a special importance for landscape planning. It gives the Ministry of the Environment the opportunity to establish national parks. Establishing a national park may limit the competence of the municipalities when it comes to physical planning within the national park area. A specific national park plan is developed after a national park is established by the national park foundations that manage the national parks but are not part of the municipal organisation. The national park plan must not be in conflict with the regional development plan, municipal plans or local plans. A national park plan must also be adapted to Natura 2000 planning. The national park plans as such are not legally binding for landowners, municipalities or regions.

The Article 6C of the European Landscape Convention (ELC), Identification and Assessment, is the part of the convention that has gained most attention in Danish planning. In 2007, the Ministry of the Environment drafted a Danish version of the English Landscape Character Assessment (LCA) that is a planning tool for mapping, describing and assessing characteristics of landscape areas. Based on the descriptions and assessments, strategic objectives, actions and initiatives are implemented in municipal planning and result in the designation of valuable landscapes (Steffensen 2010).

The LCA method includes all types of landscapes and the Ministry of the Environment recommends that all municipalities use it. The method includes all phases of landscape planning from the landscape analysis to the implementation of goals and strategies in the municipal plan. The method has raised the understanding of landscape as a planning entity and its inclusion in the preparatory work for the plan development intensifies a holistic rather than sectoral approach to planning.

2.2 Planning culture

The Danish planning culture has been classified as having “a comprehensive integrated approach” to planning (Tosics 2010). Public sector activities are coordinated in a formal hierarchy from the national to the local level. The planning system also falls under the “Nordic approach” where local authorities carry out most of the planning activities sharing the responsibility with the national level. There is a very good coherence between the measures at national level and their implementation at the municipal level. Cooperation between the administrative levels is well-functioning.

Public participation is a very strong element in Danish planning culture. It is included in legislation and has an important role in the local level planning practices.

Since the European Landscape Convention was signed in 2000, the focus on landscape in Danish planning has been enhanced (Caspersen 2009). The concept of landscape is included in several plan policies both at national and local level. In Danish planning, the concept of landscape does not only imply protection of valuable landscape even though it is included as one of the elements. Landscape planning and policy include to some extent the role of landscape for recreation. The role of attractive landscape in creating development potential is also addressed – however not very explicitly. Landscape impacts should be taken into consideration when planning for e.g. new infrastructure. Policies also include maintenance of cultural landscape as well as more generally the development of potential of landscapes.

As with the Danish planning culture in general, also the establishment of the national parks and national park plans is based on cooperation between administrative levels. A high level of trust between all governance levels is an enabling factor to such cooperation. In practice, the national park plans function more as working documents or activity plans than traditional spatial plans.

In planning practice related to the national parks, the national park foundations have a specific role in coordinating or mediating the landscape changes. No formal power has been shifted from the municipalities or the national actors to the national park foundations that thus have more of a facilitating role.

3 Description of the plan

The Thy National Park Plan (NPP) was developed in 2010 by the Board of Thy National Park Foundation, who drafted the plan in cooperation with local authorities, interest groups and citizens. The plan includes Board’s visions and goals for the park’s development on a 20-30 year horizon, and a prioritization and description of how the various goals can be reached.

Participation and local agreement is essential for the success of establishing and implementing a national park plan since the plan is not legally binding and the National park has no formal power. Thereby the plan is based on voluntary agreements and local will (Thy National Park Foundation 2010).

Thereby the nature of the plan is more like that of a working document and it is continuously a work in progress. This provides challenges for the implementation of the plan concerning the engagement of all relevant stakeholders but it also provides flexibility to adapt the plan as it is not binding.

The aim of the plan is to preserve and protect but also develop the nature and landscape. The main focus of the plan is on natural environment but also the cultural environment and cultural history are central. The plan aims to further develop the outdoors activities and tourism in the area at the same time making sure that it is done in a sustainable way. In general, the plan intends to support the development of the national park in a way that support the development of the local community (including business), however with a continuous respect to protection interest. It further stresses the development of dissemination and education on the natural and cultural environments of the national park.

The national park receives funding from the Ministry of the Environment; of which 1/3 can be used for operating expenses/administration. The allocation follows the plan cycle. The Foundation also receives contributions from municipalities and other contributors, and may receive bequests, gifts, grants etc.

3.1 Planning process and participation

Already in 2002, the Minister of the Environment had suggested involving Thy as one of the future national parks. Pilot projects were initiated to look at possibilities to establish national parks in Denmark. Thy was not included in the first round of pilot projects because of the sceptical attitudes of farmers and hunters towards establishing a national park. However, after a local meeting between the county, municipalities and different interest organisations there was a mutual understanding that it would after all be beneficial to study the preconditions for a national park in Thy. The Ministry of the Environment allocated funding for the pre-study project in 2003 and a steering group was established with members from local nature associations, culture associations and outdoors associations as well as from business and tourist associations and representatives from the County of Viborg, municipalities and the national level Nature Agency.

During the pre-study project in January 2005, an information meeting was organised and four working groups on four themes (nature, cultural history, outdoor activities and business life) were formed. The working groups had a total of 26 thematic sub-groups where the working group members focused on more detailed issues. Towards the end of the pre-study period also four geographic working groups were established to study the interlinkages between the natural areas and each of the coastal villages.

At the end of the project, a report was submitted to the Ministry of the Environment setting out the preconditions or criteria for establishing a national park in Thy based on the work of the committee and the working groups. It stated among other things that the same the general rules for public access to nature should continue to be applied to private and public land in the national park; that farms located in the national park should have the same opportunities for development as other farms and that landowners should be allowed to voluntarily choose whether they want to enter into agreements with the national park.

After the Act on National Parks was adopted in 2007 and the criteria for establishing a national park in Thy was accepted by the Parliament, a proposal on establishing a national park in Thy was published in April 2008 by the Ministry of the Environment. Following that a 16-weeks long hearing phase was started where all citizens, landowners, interest

organisations and authorities were invited. In August 18 the Ministry published the regulations on Thy National Park. The regulations included issues related to the definition of the purpose and scope of the national park, the goals of its development, planning zones, municipal and local planning, establishment of the National Park foundation for Thy as well as administrative regulations.

After the regulations on the national park were signed, a board of National Park Thy and an advisory council were established. The Thy National Park Foundation was established to implement the tasks in practice and set up a national park plan. The Thy National Park Foundation continued to prioritise public participation and started to develop the actual National Park Plan in 2009. The knowledge, proposals and ideas of all actors were included (authorities, national park advisory board, associations, land owners, general public). Not all the proposals of the stakeholders could be included in the plan as there were contradictions between proposals and some proposals were not possible to implement with a national park plan.

3.2 Planning procedures and decisions

The decision-making process of establishing a national park in Thy can be described as neither a bottom-up nor top-down process. By passing the Act on National Parks, the Ministry of the Environment provided the framework for actually establishing national parks in Denmark. However local stakeholders initiated the process for studying the preconditions for a national park in Thy which was based on local agreement between different authorities and interest groups. Still the establishment of the park also required approval from the state level which was received in 2007 after the new law on national park made it possible to establish national parks in Denmark.

At local level, it has from the beginning been essential but also challenging to come to decisions concerning the national park between different stakeholders with different and even contradicting wishes. The whole Thy National Park project and drafting the content of the National Park Plan as well as its continuous implementation are based on local level agreement on the development.

The National Park Foundation is an independent body within state government and its aim is to establish and develop the national park within the framework laid down at its establishment. The foundation is responsible for the preparation and revision of the national park plan and to work for the implementation of the plan. It is steered by a National Park Board and assisted by an advisory council.

The board of the Thy National Park is formally appointed by the Ministry of the Environment and currently has representatives from the Municipality of Thisted, the Nature Agency, a local museum, and from a wide range of associations, such as the Danish Outdoor Council, the Danish Society for Nature Conservation, and the Agriculture and Food Council. The advisory council consists of members from different types of interest groups such as nature protection associations, sports associations, historical associations, landowner associations, agricultural associations, tourism associations and youth associations.

No decision-making power or formal administrative power has been shifted from the state or the municipality to the agency. It can only implement its projects through voluntary agreements with landowners which are one of the main ways to implement the National Park Plan. When drafting the National Park Plan, the agency was also obliged to make sure it

is in line with other plans for the area. However the agency can be thought to have a sort of argumentative power to guide the landscape development.

3.2.1 The actors involved in the establishment and development of the National Park

The Ministry of the Environment

- Established the Act on NPs that made it possible to establish NPs
- Approves proposals on establishing NPs but cannot appoint a NP independently
- Can intervene with NPPs as well as on municipal plans if necessary

Municipality

- Can start the process of applying for a NP together with other local stakeholders
- Needs a national approval before a NP can be established
- Still has the full competence on planning and makes legally binding plans that the NPPs have to be in line with

The National Park Foundation

- No formal power are shifted from national and local level to NP management
- Has a coordinating, mediating and facilitating role in the landscape changes
- Drafts NPP in cooperation with authorities and other stakeholders
- The NPP is not legally binding and it must comply with other plans for the area

Interest groups and the general public

- Participate in drafting the report on the preconditions for establishing a NP
- Participate in drafting the NPP
- Wide local level agreement needed in order to establish a NP and a NPP as they require collaboration of all stakeholders and are voluntary.

3.3 Planning Outcomes

3.3.1 Assessment and evaluation methods

According to the NPP, the development of the national park will be followed up and evaluated so that the board the national park can continuously follow if the goals of the development are reached or not. The NPP shall be revised for the first time two years after the adoption of Natura 2000 plan and after that every six years. In connection to the revisions of the plan, an evaluation of the progress will be published.

3.3.2 Strategy and vision

The aim of the plan is that Thy will create a model for national parks that combines nature and biodiversity protection with the use of nature. Business development in and outside the national park is to take place in interaction with nature protection, protection of the cultural environment, and active outdoor and recreational activities.

The main point of departure in the vision for Thy National Park is the value of the dune landscapes where there is a high potential for strengthening the nature and its development. Although nature protection has a priority, the protection and preservation of cultural and historical landscape is among the objectives. Also communication and local engagement and involvement are prioritised. The NPP includes also an action plan with several concrete activities concerning each of the goals presented below.

The goals of Thy National Park are:

- 1) To protect the most essential habitats (such as the dunes and lakes) and to enhance quality and biodiversity of the habitats. They must be protected and developed to become sustainable and dynamic ecosystems with natural water balance etc.
- 2) To create a greater coherence between the different habitats and landscapes (especially the dune and the dune heath land) and to strengthen the interaction of the area with the coast and the sea.
- 3) To implement the conversion of the plantations to natural forests dominated by native trees and shrubs with a special focus on enhancing the natural values.
- 4) To protect and make visible the most important landscape elements and geological formations.
- 5) To preserve, make visible and to make available the cultural environments and historical traces related to sand drift control, fire and rescue service, World War II and the changing use of the dunes and the sea as well as to increase knowledge about the environments.
- 6) To enhance opportunities for outdoor recreation and special nature experiences.
- 7) To develop the opportunities for outdoor recreation and tourism on sustainable basis.
- 8) To protect vulnerable natural areas against wear and disruptive use.
- 9) To strengthen the nature dissemination and guidance as well as to coordinate the activities with local stakeholders through development of activities, services and facilities.
- 10) To strengthen research and education by establishing educational facilities.
- 11) To develop the national park in interaction with the environment.
- 12) To follow up and evaluate the development of the national park.

The following, more concrete objectives mention landscape, cultural environments and cultural heritage:

- The National Park's characteristic landscape elements and distinctive geological formations and deposits must be preserved and made visible.
- Cultural environments and cultural heritage associated with sand control, light house and rescue service, 2nd World War and the local populations changing use of the dunes and the sea must be preserved, visible, accessible and disseminated, just as knowledge of these environments and traces should be developed.

When it comes to monitoring, the Thy National Park Foundation has not yet developed a fully-functioning monitoring system to follow the progress. They are working to establish a nature surveillance program. One of its learning goals as a stakeholder in the LIVELAND project is to find new tools for monitoring and measuring progress.

3.4 Challenges and needs

During the set-up of the NP the main challenge was the local agreement on the content of the NPP. It required coordination of the contents of various plans (municipal versus NPP)

and balancing the interests of various stakeholders. Current challenges refer to the implementation of the NPP in daily work and the continued work with the NPP since it needs to be renewed (at least once in every 6 years) and adjusted to better reflect the local needs and intentions with regard to the NP.

Management of the multifunctional landscape, which implies balancing protection and use of landscape for recreation, business and fishing, is a challenging task. How to handle the pressure on the landscape and balance use and protection is among the key questions. To effectively address the emerging challenges, there is often a lack of experience and tradition, as well as the budgetary capacities.

It was also emphasized that the NP lacks of authority. In principle, the plan authority of the area is assigned to national level or municipality. Furthermore, private land owners have an authority to ban a project development on their land, which makes the planning process even more complicated. Therefore, to satisfy the interests of all parties involved in planning, the compromises should be made, which means that a consensus plan can never be 100% optimal.

The governmental involvement in the planning issues may diminish the actual influence of the municipalities and local communities and thus affect the development of a new planning culture. When it comes to the needs with regard to planning, it is important to develop ideas and learn about combining landscape management and socioeconomic development and apply the tools for balancing stakeholders' views and demands. Such an approach would help to handle the pressure on the natural landscape in a more effective way.

Communication is another important aspect that should not be underestimated. Strengthening the branding of the NP, promoting the NPP and its visions among public and private actors, with a multiscale, multifunctional and multi-communication approach would draw attention and increase the visibility of the NP.

As mentioned above, there is a need to get practical information and develop the tools for measuring and monitoring the progress in achieving the targets.

Although the public has been involved to a significant extent in the preparation of the NPP, keeping people interested and willing to participate requires additional efforts. In this regard, further development of tools and ideas for improving public involvement is essential.

4 Qualitative assessment of Thy National Park

The qualitative assessment of the planning approaches is based on different learning components: learning from benchmarking; learning from exchange of experiences, and learning from inspirational cases.

4.1 Comparisons within the stakeholder group (Learning I)

An important part of the project has been the exchange of experiences, ideas and visions between the stakeholders, aiming at using this as a process of learning across the cases. A key issue in this connection is of course the specific needs and learning goals which have been expressed in the initial project planning procedures, throughout the workshops, and as comments to the CAF and in the interviews. Below is an overview of the learning related issues which have been brought forward and attempted responded to in the interactions between the stakeholders throughout the project.

4.1.1 Stakeholder expressions of needs, learning goals and learning cases within the project (Thy)

The needs and learning goals of the stakeholders are based upon self-assessments as well as the presentations during the workshops (particularly the 1st Stakeholders workshop).

Overall goals

The overall learning goals on general planning issues are:

- To analyze the challenges and possible advantages of combining the formal municipal and regional plans with more voluntary/indicative plans and guidelines for the inclusion of landscape in land use and municipal/regional planning;
- To explore how to more specifically deal with land use/landscape changes that are located outside of the area in question but which have great impact on the land use/functionality/attractiveness of the area;
- Look into if - and if so - then how it is possible to specify – and preferably quantify - the impact of the new plans;
- Develop tools for future planning. Particularly how to manage/juggle multifunctional land use which includes for instance tourism, recreation, economic development and nature protection;
- [Include general learning](#) from other cases as well as from own examples through having an “outside” view on what is actually done.

Planning culture

- How to motivate local micro actors, e.g. for maintaining cultural landscape types (dunes, farming, forests. etc.)
- [Make use of learning cases](#): Midden Delfland and Ljubljana through their experiences with and strategies for utilizing local (micro) actors in the maintenance/development of attractive/desired landscape types.

Planning processes and participation

- Tools and ideas for improving public involvement: keeping people participating: Look into how to manage when there are various groups that have interest in/strong opinions on the landscape/land use changes, including local actors as well as regional/national administrations and national/international interest organizations:
- Look into the question ‘who has the right to decide on the landscape’ and how to handle discrepancies between differing opinions?
- Analyse how to determine who we are planning for, and thus who are to be involved in the planning process:
 - Local actors?
 - Stakeholders?
 - The “public good”?
 - Whoever shows an interest?
- Should all inputs and interests be treated with similar “weights”?
- If comparing a case with lots of stakeholders and public participation in the process and one with none in the LiveLand project, is there a way to measure the impact of involving the stakeholders and public in the planning process? [probably these “measures” are

soft factors such a less friction when implementing landscape/land use changes but are there other aspects?]

- **Learning cases:** Midden Delfland

Actions and measures

- How to use landscape as a driver/ asset for socioeconomic development
- Pressure on the land: how to balance use and protection
- Motivation of local micro actors in maintaining cultural (dune+farming) landscape/landscape type
- **Learning cases:** Midden Delfland and Ljubljana

Communication and dissemination

- Communication, branding and promotion of plans, regions and visions, with a multiscale, multifunctional and multi communication approach
- **Learning cases:**
 - Midden Delfland since they have good quality printed material;
 - Ljubljana from the point of view of the involvement of municipalities;
 - Offenburg with regard to population respect for the plan;
 - the Basque Country branding the region in line with identity and tourism

Impact measurement and monitoring

- Getting practical information and developing new tools for monitoring and measuring the progress in achieving the targets.
- **Learning case:** Offenburg

Planning procedures and decisions

- Tools for balancing stakeholders views and demands

Management tools

- Tools for managing multifunctional landscapes
- **Learning cases:** Midden Delfland and Navarra competences on landscape management

4.1.2 Stakeholder experiences from the stakeholder group

Landscape planning is implemented to various extend in all 6 stakeholder cases as is the issue of liveability with regard to landscape. But although the governance level, planning culture, approaches to landscape planning and other factors differ across the stakeholder cases, they are dealing with a number of common problems, and some of the experiences may provide good input to improvements.

Denmark

In Denmark, the landscape is recognized by law with the ratification of the ELC in 2000. There is no specific national landscape policy but the concept of landscape is included in several plan policies, both a national and local level. The municipal plans cover both built-up and open land; hereby also taking landscape into consideration, particularly by using the tool of the LCA.

The Netherlands

In Netherlands the landscape policy is compatible with the ELC. Landscape (as spatial quality) has since long been integrated in the spatial planning on all levels. Landscape (as natural and cultural value and as 'local identity') is often a spatial designation on policy maps. Regional Landscape plans exist but are not binding. Development of a local Landscape Plan is voluntary for the municipalities in the Netherlands. Spatial plans on regional and local level are obligatory. The planning culture in Netherlands is mixed cooperative and public-private partnerships are widely used.

Central in the 'good practice' of the municipality of Midden Delfland (MD) is the making of the Local Landscape Plan (LLP), which has been worked out in cooperation with other municipalities, water board and the region over 3 years period.

The main goal of the LLP is to create a 'green garden' in an urbanized area. LLP focuses on the development, rather than protection, and sees actions as 'physical measures'. Monitoring is not an item in LLP. The objectives of the LLP are not translated into measurable targets in words, but directly carried on to concrete measures, which are located on the synthesis map. So the 'perspective 2025' is an 'action plan', which includes an overview or synthesis map, 'principles of design' of future spatial developments and additional maps with 'networks' of ecology, water, public transport, walking, cycling and horse-riding. The LLP is not legally binding.

Accessibility is an important goal in the LLP but social relations is not a goal of spatial/landscape policy in the Netherlands. Economic goals are not seen as part of livability or high quality landscape in the LLP. Tourism is not included as a goal. Agriculture is not seen as only production of food, but also as manager of landscape and nature (meadow birds). So continuity of dairy production is a goal and a part of a multi-functional concept. Availability of water is part of (higher level) water policy, but not of the LLP. Integration of renewal energy production is an item of landscape planning in the Netherlands, but not in MD.

Some of the health components indicated in the CAF are part of the LLP (physical outdoor activity, availability of public open spaces, open and accessible forests, nearby parks, playgrounds and sport fields) while others are the subjects of other policies (street connectivity, sound level, traffic safety, production of healthy food, surface water bodies and groundwater). In the MD there are spatial conflicts between such components as 'recreational areas' (parks), accessible cultural landscape (forest, nature), space for sport, leisure connections (walking & cycling roads) and other functions, like urban dwelling, agriculture, biodiversity nature and high speed infrastructure. LLP delivers choices and solutions for these conflicts.

The objectives with regard to health components are well defined, but not in a classical quantitative sense. Most of them are directly worked out in detailed maps (a map can be seen as quantitative, measurable description of objectives), design principles (guidelines) and examples.

MD municipality has particularly good competences in involvement of public and private stakeholders in management of the landscape in the municipality, which is among the success factors. During the preparation of the LLP 64 stakeholders (organizations, NGO, authorities) were involved. One starting point was 'drawing exercises' – how could this area develop? The discussion addressed a broad scale at first and continued with zooming into the 'polder' scale (19 polders)– where most stakeholders felt comfortable. A so called 'kitchen table approach' was used, when the private actors were visited at their homes to continue the discussion on the first 6 agreed principles (sketch ->polder approach -> back to

the municipal scale). Through such an approach a social connection to the LLP emerged (a feeling of ownership) and it helped to raise awareness of the landscape issues.

MD municipality has been successful in managing multifunctional landscapes and using landscape as an integrated approach. The factors that contributed to success are the existence of a strong vision and a legitimate plan. Moreover, the political drive among certain partners, as well as physical and nonphysical actions and measures were also identified as success factors.

At the same time, a lack of resources has been a limiting factor, which is a similar problem for most of the stakeholder cases. The involvement of too many stakeholders and too much diversity in action are among the weaknesses of the planning process. It has been concluded that an intensive multi stakeholders approach is a very solid ground for a LLP, but it takes time, effort and money.

Germany

In Germany, all policy plans are legally organised and binding within the administrative limits (hierarchical order, top-down) and most formal landscape planning is well-developed on local and regional level. In practice exists also a bottom-up influence: new local plans are used to renew a regional plan, but this is a voluntary action.

The 'Landscape Plans' are part of the statutory territorial planning system. Since comprehensive and environmental planning competences are decentralised, every federal State ('Land') has developed a specific version of Landscape Planning.

The landscape plan for Offenburg was developed alongside the local land-use plan (not binding). The LLP of **Offenburg** is a multi-sectoral as it deals with many different landscapes related topics and delivers a map with designations of nature, landscape and recreation on rather detailed scale. The landscape plan is problem oriented and is able to address very specific issues. e.g. conception to handle illegal leisure-time-building in scenic landscapes.

The Landscape plan of Offenburg has proven successful in presenting the basis for how to compensate certain impacts on the landscape. The Landscape plan provides some ideas on how to deal with sensible landscapes. It has a special part with guidelines for allotment gardens. According to Offenburg, among the key factors to success is the sufficient and up-to-date database at municipal scale; early communication with land-use planners and nature protection organisations, which enabled to integrate the important contents of the landscape planning into the land-use plan in a very early state, and thinking about conceptions for dealing with problematic issues. Moreover, the availability of an adequate level of structural and financial support for high quality planning has been of crucial importance.

The municipality is equipped with good instruments for planning and creating conceptions for landscape management, which is also supported by a strong planning culture in Germany in general.

Good experience exists in Offenburg regarding the information and developing new tools for monitoring and measuring the progress in achieving the target.

The bottom-up approach has been considered a successful factor in Dutch and German cases, providing a feedback to regional level.

Slovenia

Slovenia ratified the ELC in 2003 and the landscape is recognized at national level in several acts within the Slovenian legislation and also in the Spatial Development Strategy of Slovenia. The landscape planning system is rather informal and is embedded in various legal frameworks. At the moment there are no regional and local landscape plans. The planning culture is referred to as consultative. Among the main regulatory instruments are the voluntary governance agreements.

One of the challenges of the city of **Ljubljana** is integrating the landscape in the regional spatial plan, which is a common problem for most of the stakeholder cases.

The regional development plan of Ljubljana Urban Region does not include actions and monitoring for any of the components of liveability. The strategy and vision for the culture and economics components are provided to some degree. The strategy and vision for culture component are built upon the outcome of the analysis to a limited degree and the objectives are mainly qualitative. Social relations/capital component is not addressed in the plan. Although participation is addressed in the plan, it has not been implemented yet. Consultation and informing were used as the main tools.

Spain

In Spain, landscape protection is addressed in the land law at the national level. ELC was ratified in 2007. The planning culture can be characterized as top-down while such regions as Basque and Galicia enjoy a relatively big autonomy. The autonomous community of Navarra and the Basque Country are in the process of including landscape management in policy.

The **Basque** government provides guidelines for the content and function of sector planning and territorial planning. There are several documents, plans and strategies which already consider landscape to some extent, but the common indicators are lacking and there is not much tradition yet. Landscape has been traditionally approached from the point of view of sector policy and specific conservation action plans. When it comes to the urban areas, the concept of landscape has long been associated only with the protection of buildings or areas that have an architectural or historical interest. The stakeholder involvement in planning processes needs to be strengthened. The Basque Country is revising its Spatial Planning Guidelines. In addition, a proposal for a Landscape Law which is inspired by the ELC and aims to integrate landscape planning in other planning instruments is under development. Among the main regulation instruments are certain restrictions, informal incentives and SEA obligation.

A good database and development of landscape Catalogues are seen as strength of the region. The latter analyzes and evaluates landscapes in each of the functional areas and defines quality objectives. Three pilot 'Landscape Catalogues' are being developed in three functional areas, one in each provinces of the Basque country. The Landscape Catalogues is among the other four instruments envisaged under the draft bill of the Landscape Law.

The landscape catalogues have some contradiction between landscape quality and economic development in some economic sectors. In addition, the monitoring indicators for 'culture' component are not really developed but the need for a monitoring plan was named and some indicators were suggested. The specific targets in relation to culture are not well defined and the main focus is on protection. The objectives that relate to visions and

strategies are mainly qualitative. The objectives will later be translated into actions and measures, so the timeline for meeting the objectives has not been set yet. Monitoring of measures for the components of liveability is not addressed to a large degree and the approaches and methods for monitoring are not defined today.

Uncertainty in planning, lack of integrative vision and stakeholder involvement are among the weaknesses. Although the Basque Country already has high quality territorial data, it is in a need for an updated data and more developed territorial indicators. Similarly to other stakeholder cases, balancing between nature preservation and socioeconomic development represents a challenge.

Although, a regional competence in landscape exists, the capacity to legislate and to define strategies in Navarra is limited. Actually one could speak of a landscape of fragmented protected landscapes. **Navarra** has not had any procedures for landscape evaluation, and general training for managers of protected landscapes and other stakeholders has been lacking. Sectoral policies do not include a concept such as landscape.

Administrative issues and competences are divided over several levels which hampers the implementation of a comprehensive approach to landscape. There is no holistic vision for landscape management and the social and identity dimensions of landscape have not been taken into consideration. There is a lack of indicators measuring landscape dynamics related to a comprehensive landscape management. Further, there has not been any public participation. However, the participation system exists along the plan design: public hearings, period for stakeholder pleas.

Besides the already mentioned weaknesses, a strong territorial governance system is a relative strength of the region, in addition to the abundance of documents and source data for landscape analysis (water, geology, climate, fauna, vegetation, etc.).

The up-coming Landscape Plan for Navarra is meant to address some of these problems, and the ratification of the ELC is seen as an opportunity for the region.

4.1.3 Quantitative benchmarking of the plan practices

Benchmarking on socio-economic indicators

When benchmarking Thy (via DK05 Nordjylland as the relevant NUTS 3 region) to the other cases based on socio-economic context indicators, it is clear that Thy is most similar to the Dutch case when benchmarking for four clusters, only on education indicators is Thy more similar to Ljubljana. However, if dividing the cases into only two clusters, the pattern is more unclear in that the clustering of the cases differs rather widely here. However, in the composite analysis there is a clustering of the cases into a North-South division.

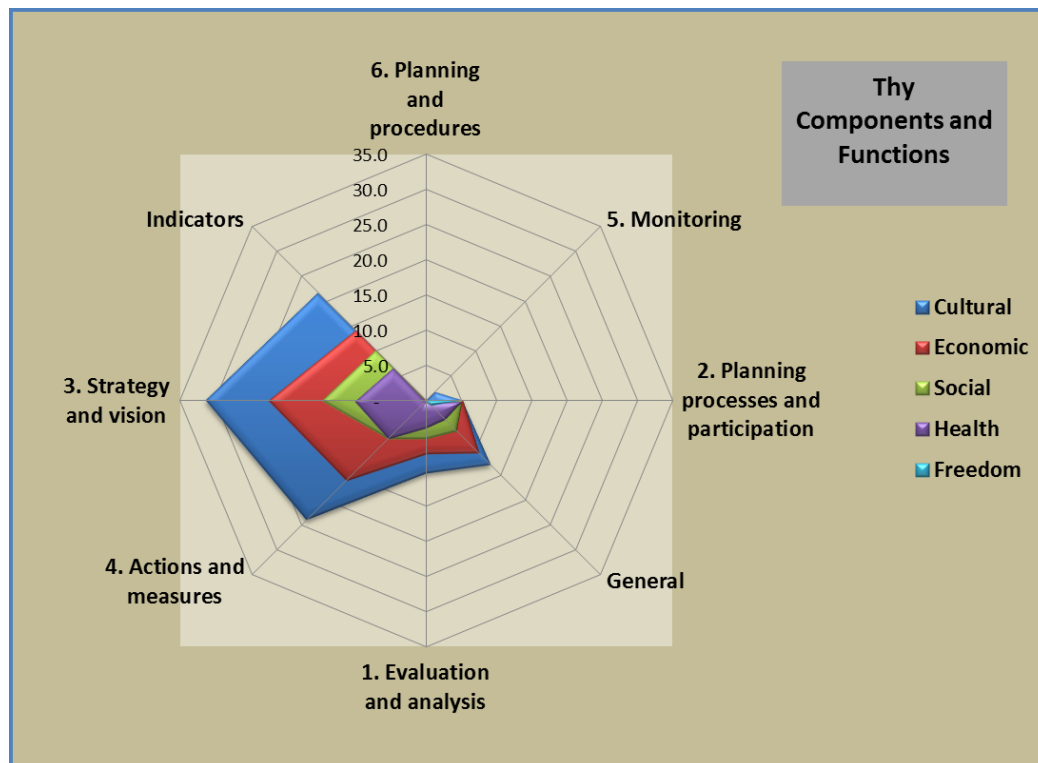
FOUR CLUSTERS		THREE CLUSTERS		TWO CLUSTERS	
ECONOMICS: GDP-INNOV-UNEMPLOYMENT					
1	ES21 Basque Country ES22 Navarra	1	ES21 Basque Country ES22 Navarra	1	ES21 Basque Country ES22 Navarra
2	NL33 Zuid Holland DK05 Nordjylland	2	NL33 Zuid Holland DK05 Nordjylland	1	NL33 Zuid Holland DK05 Nordjylland
3	SL02 Zahodna Slovenija	2	SL02 Zahodna Slovenija	2	SL02 Zahodna Slovenija
4	DE13 Freiburg	3	DE13 Freiburg	2	DE13 Freiburg
ECONOMICS: GDP-UNEMPLOYMENT					
1	ES21 Basque Country ES22 Navarra	1	ES21 Basque Country ES22 Navarra	1	ES21 Basque Country ES22 Navarra
2	NL33 Zuid Holland DK05 Nordjylland	2	DE13 Freiburg NL33 Zuid Holland DK05 Nordjylland	1	NL33 Zuid Holland DK05 Nordjylland DE13 Freiburg
3	DE13 Freiburg	3	SL02 Zahodna Slovenija	2	SL02 Zahodna Slovenija
4	SL02 Zahodna Slovenija				
ENVIRONMENT: NATURE- URBANIZATION					
1	ES21 Basque Country	1	ES21 Basque Country	1	ES21 Basque Country
2	DE13 Freiburg SL02 Zahodna Slovenija	1	DE13 Freiburg SL02 Zahodna Slovenija	1	DE13 Freiburg SL02 Zahodna Slovenija
3	ES22 Navarra	2	ES22 Navarra	2	ES22 Navarra
4	NL33 Zuid Holland DK05 Nordjylland	3	NL33 Zuid Holland DK05 Nordjylland	2	NL33 Zuid Holland DK05 Nordjylland
HUMAN RESOURCES: EDUCATION					
1	ES21 Basque Country ES22 Navarra	1	ES21 Basque Country ES22 Navarra	1	ES21 Basque Country ES22 Navarra
2	SL02 Zahodna Slovenija DK05 Nordjylland	2	SL02 Zahodna Slovenija DK05 Nordjylland	2	SL02 Zahodna Slovenija DK05 Nordjylland
3	DE13 Freiburg	3	DE13 Freiburg	2	DE13 Freiburg
4	NL33 Zuid Holland	3	NL33 Zuid Holland	2	NL33 Zuid Holland
COMPOSITE: ECONOMIC, ENVIRONMENT, HUMAN RESOURCES					
1	ES21 Basque Country ES22 Navarra	1	ES21 Basque Country ES22 Navarra	1	ES21 Basque Country ES22 Navarra
2	NL33 Zuid Holland DK05 Nordjylland	2	SL02 Zahodna Slovenija NL33 Zuid Holland DK05 Nordjylland	2	SL02 Zahodna Slovenija NL33 Zuid Holland DK05 Nordjylland
3	SL02 Zahodna Slovenija	3	DE13 Freiburg	2	DE13 Freiburg
4	DE13 Freiburg				

Benchmarking of Thy based on input to the CAF

The practices of making and implementing the plans proposed to the LiveLand project, and which give guidance to future measures of protection, development and management of space and landscape, were analysed by way of the CAF liveability tables.

This analysis shows clearly that the National Park Plan of Thy is focused mostly on the functions of strategy and vision, and actions and measures, while planning, and monitoring and evaluation play only little parts. This is no surprise in that the NPP is the first document developed for the Thy National Park and thus, there is a tendency to give emphasis to the visionary functions of the document. Furthermore, the specific land use planning of the area of Thy National Park are taken care of in other parts of the planning system (municipal and national level), and thus are not meant to be a part of the NPP.

The analysis also shows that the components of Culture, Economic and to a certain degree Social and Health are the livability component that Thy National Park has focused their first plan on. Freedom only plays a small role.



4.2 Learning from external learning cases (Learning II)

The external reference cases have been identified as “good practices” examples in EU in relation to landscape planning and management and its integration in spatial planning.

4.2.1 Stakeholder expressions regarding needs and learning goals with focus on the external learning cases

The needs and learning goals in relation to the external learning cases, expressed by the Thy NP stakeholders, mainly refer to evaluating and monitoring visitors and tourism development, as well as balancing use and protection of nature. How to handle pressure on the natural landscape?

4.2.2 The reasoning behind choice of external cases

Two external learning cases - Dartmoor NP (UK) and Fulufjället NP (Sweden) - have been identified as the ‘good practice’ examples in EU when it comes to addressing the above mentioned issues.

Both of the external learning cases share some similarities with Thy. For example, in all three NPs some sort of zoning practice with regard to recreational areas is used. The visions of Thy and Dartmoor are quite similar, where an important focus is on the economic development in addition to nature protection.

Both Thy and Dartmoor have permanent residents in the NP and different land owners, which also include the private actors. Therefore sharing experience on balancing various stakeholders’ differing views and demands could have a valuable contribution to Thy case.

Different types of land use are represented in all three NPs. Tourism and recreation, and to the less extent agriculture are widely represented activities within the Thy and Dartmoor NPs.

When it comes to the differences, Thy National Park Foundation has no formal power in the form of authority and is entirely dependent on cooperation with municipalities, landowners and other local actors. The situation in Dartmoor is quite the opposite. Dartmoor National Park Authority (DNPA) is the sole local planning authority for land within the NP and is responsible for decision-making on all planning applications within its area.

Dartmoor and Fulufjället NPs were established during a top-down process while the establishment of Thy and NPs is based on cooperation between different administrative levels.

Fulufjället NP is known for being among the first NPs to adopt new approaches to national park plans in Sweden, moving the focus from solely protection issues to including also social issues. Studying the visitors and activities and using the results in planning, including developing tourism activities in the plan were new to national park plans in Sweden when the plan was developed. Considering the interest of Thy in these issues and Fulufjället expertise on that matter, it was an important argument for choosing Fulufjället as an external reference case.

The experience of Dartmoor NP in finding the balance between different types of land use – from military to agriculture and nature protection is particularly relevant for the Thy case.

Moreover, it has a long tradition in spatial planning and in application of instruments contributing to environmental quality and liveability.

4.2.3 Input from external reference cases

Case 1: Dartmoor

Dartmoor covers an area of 954 km² in south Devon, England. Among the specific features are the exposed granite hilltops, known as tors, as well as numerous bogs. Today, the landscape is being used for multifunctional purposes – water supply, mineral extraction (china clay mining), farming and even military training (about 11% of the territory). Dartmoor is sparsely populated – it is a home to about 35 000 people.

Dartmoor received a status of the National Park (NP) in 1951. It was amongst the first five NPs to be designated in England and Wales.

An overview of the planning and management of Dartmoor

Dartmoor was established during a top-down process and was managed by the Devon County Council until 1995. The Environmental Act (1995) laid the foundation for establishing of the free-standing Authority for Dartmoor, which took over the administration and management of the National Park from 1997. The NP is not state-owned; it has various landowners, both public bodies and private individuals.

Today, the Dartmoor National Park Authority (DNPA) is the sole local planning authority for land within the NP and is responsible for decision-making on all planning applications within its area. Among the main responsibilities of the DNPA is developing and monitoring the implementation of a National Park Management Plan and granting planning permission.

Balancing use and protection

Much of the open moor is being held under common rights. Public can walk freely on about 47,000 hectares (48%) of open land, some of which is fully open for camping, bicycling and other activities. On approximately 7,000 ha applies the right of access on foot, with some limitations, such as camping. About 1/3 of the land in the NP is protected for its wildlife or geological value, known as Special Areas of Conservation (SACs) (27%) and nationally valuable sites (31% together with SACs), known as Sites of Special Scientific Importance (SSSIs).

For combining different conflicting interests and balancing use and protection, the recreational areas are divided into 'areas of heavy recreation use', 'areas for exploration and tranquility', 'quiet areas', 'areas of opportunity', 'linking town and country'. In the most heavily used sites the management plans are developed in partnership with landowners and commoners.

Linking economic development with protection of the NP and achieving the right balance are also considered highly important within the NP planning. In case of emerging conflicts, the conservation purpose is given a higher priority.

No concerns were raised about the need to regulate or manage the *visitors'* access to the NP and no absolute limit for a number of visitors was established. On the contrary, 'improving

accessibility and widening participation' is among the key themes in the Recreation and Access Strategy, particularly for people with special needs and health problems.

The concerns were raised with regard to an increased use of motorized vehicles. Among the proposed measures in the current NP Management Plan is to reduce the percentage of visitors who arrive by and travel around the National Park by car. However, no concrete actions have been elaborated yet.

Evaluation and monitoring

Evaluation of the progress in realizing the Management Plan is done through monitoring the progress towards achieving the visions and ambitions and monitoring the delivery of the Action Plan. The State of the Park report is a baseline for monitoring the progress of the Management Plan, which contains quantitative data on the 'state' of Dartmoor National Park and describes the change and trends. It is planned to be published regularly, the latest version is from 2010.

When it comes to monitoring visitors and other activities, the following data is being collected in the Dartmoor NP:

- Annual number of visitors to information centres operated by DNPA;
- Percentage of hits on different areas of the DNPA web site are monitored monthly. The proportion of hits to the 'visiting' area of the web site.
- Total annual attendance of guided walks led by DNPA
- Total annual attendance on education events
- organised by DNPA
- Percentage of DNPA organised educational events by type (foreign, primary, secondary, higher education, outreach, special needs, youth organizations, adult learning,
- Number of events considered through DNPA
- organised events system and the number of participants in events
- Total length of promoted long distance walking
- routes
- Total area of land open to public access
- % length of Public Rights of Way which are 'easy to use'
- Number of passengers using Dartmoor bus
- services annually
- Number of people using monitored footpaths (path counters)
- The use of moorland car parks, monthly (automatic car park counters)
- Annual number of tourist visitors to Dartmoor
- Annual number of staying visitors to Dartmoor
- Total annual visitor spend

The main tool used for monitoring the *number of people* visiting the National Park and their expenditure is the statistical model **STEAM** (2009). STEAM stands for the Scarborough Tourism Economic Activity Monitor and it is widely used by a number of NPs across the U.K. In 2005 Dartmoor National Park Authority commissioned the owners of STEAM (Global Tourism Solutions: GTS) to undertake a baseline survey of Dartmoor National Park for the year 2003.

STEAM

STEAM is a spreadsheet model, which relies on a range of local inputs which may vary from area to area. The more data input that can be provided locally the more consistent is the output. While the traditional measurement of tourism activity is from the demand side (e.g. visitor surveys), STEAM measures the tourism activities from the supply side, which is usually less time-consuming and less costly. STEAM is not designed to provide a precise and accurate measurement of tourism activities, but rather to indicate and monitor the trends. The confidence level of the model is within the ranges of plus or minus 10% in respect of the yearly outputs and plus or minus 5% in respect of trend.

Data used as an input to STEAM for the Dartmoor report included:

- A detailed list of local accommodation providers
- Information on occupancy percentages
- Bed stock for each accommodation type
- Tariff rates
- Attendance at major visitor attractions
- Visitor numbers to tourist information centres
- Local traffic monitoring data

The STEAM report in Dartmoor includes:

- Analysis by sector of expenditure
- Revenue by category of expenditure
- Tourist/visitor days (total number of tourists/visitors multiplied by the average length of stay)
- Tourist numbers
- Sectors in which employment is supported

STEAM provides measurement of day visitors which are staying away from home and visiting the area. Leisure day visitors to Dartmoor arriving from their own home outside of the area fall outside this definition. In order to get total tourist numbers STEAM output is supplemented with a survey of leisure day visitors.

Case 2: Fulufjället

The Fulufjället national park was established in 2002 as the 28th national park in Sweden. It is one of the first national parks certified by PAN Parks. The Fulufjället national park is located in the County of Dalarna on the border to Norway. The size of the national park is 38 414 hectares of which approximately 58% consists of wilderness area. Unique to Sweden is that the mountain area (made of sandstone) is not grazed by reindeers and therefore it has special vegetation.

There are no permanent residents within the national park area but there are several villages in the immediate surroundings of the park. The establishment of the park faced strong opposition from the municipalities and general public. Even though there was a participatory dialogue phase in the designation process, the initial and final phases were centralised and top-down.

An overview of the planning and management of the learning case

The Swedish Environmental Protection Agency and the County Council Administrative Board of Dalarna drafted a management plan for the Fulufjället national park. According to the plan, the main aim of the Fulufjället national park is to protect the area with special

vegetation and high natural values. It also aims to preserve the cultural historical values of the national park and give opportunities for visitors to experience the quiet and untouched nature of the park. It aims to, to the appropriate extend, facilitate the opportunities for the public to experience the nature of the park. However, even though the national park takes into consideration tourism and visitors nature preservation is still its main aim.

In terms of visitors, the aim of the national park is to have content visitors who can get satisfactory experiences

As noted previously, specific to Fulufjället national park is the division of the national park area into four "experience zones" (upplevelsezonor) as well as the extensive visitor studies that were conducted both before the national park was established in 2001 and after it had been established in 2003. The management plan of the national park was based on the results of the study from 2001.

Balancing use and protection

Zoning is used as the main way to combine conflicting interest. It provides possibilities to protect the nature and at the same time in other areas of the national park give possibilities for tourism activities and improved accessibility. Zoning was also used as a way to maintain a high recreational capacity which means that many visitors can be received without negative consequences being caused for the natural or social environment

The management plan uses the concept of "recreational carrying capacity" to define the amount of and type of activities that the park can experience without unacceptable changes taking place in the physical environment or in the visitors' experiences. The plan states that the recreational carrying capacity was high during the establishment of the plan and that the goals that were set for different zones can be reached also when the amount of visitors increases.

Also the concept of "limits of acceptable change" (LAC) has been used in the management plan of the national park. The concept does not only look at the consequences of too many visitors on nature and landscape but also the ways in which overcrowding influences the visitors' experiences.

There is however no absolute limit for a number of visitors for example per square kilometre but instead there are several factors that can influence whether crowding is experienced (e.g. the geography and topography of the area).

Evaluation and monitoring

In the management plan the focus is clearly more on monitoring visitors and visits and less on evaluating whether various goals for the development of the park have been reached.

As noted earlier, the visitor study conducted in 2001 was used as an important basis for planning and zoning the national park. The first study in 2001 also provides an important baseline for following the development and the consequences of establishing a national park in the area. The next study in 2003 already gave some initial indication of the functioning of the park and the zones. The national park management plan sets out that follow-up studies will be done regularly in order to find out if the maximum recreational carrying capacity has been reached. However the County Administrative Board of Dalarna has not conducted or ordered any extensive follow-up study since 2003. In 2012 the aim was to make a new study in 2013.

According to the report on the studies and the development of the national park by Fredman et al. (2005), while monitoring the use of a natural area it is important to ask questions such as who visits the area, what kind of attitudes they have towards the management of the park, what kind of motives they have and what types of obstacles they meet, what kind of conflicts can exist between and within groups and whether the visitors are satisfied with their experiences. Information on these and other issues can help to e.g. decrease conflicts, improve the experience of the visitors, improve the matching between supply and demand of recreation activities as well as develop the infrastructure and improve the ecologic, social and economic impacts of the area.

In Fulufjället, the data collection was done in three stages by people- and traffic-counters by the significant entrances to the area, self-registration methodology as well as by a mail questionnaire that was sent to a selection of Swedish and German visitors. Similar methods were used both in 2001 and 2003. Four people-counters were set up measuring the passers-by by using radio waves. Traffic-counters were set up in three places with sensors that react to pressure. The traffic-counters can mainly be used to complement the people-counters as it is not certain that all car passengers actually spend time in the national park and the amount of passenger in each car can vary.

Seven self-registration boxes were set up in different locations where names and addresses of the visitors were collected together with responds to five questions on their visit to the area (e.g. on time, activities, and earlier visits to the area). Between 2001 and 2003, there was in total a 38% increase in the amount of self-registration cards left in the boxes. Follow-up was done with a small mail questionnaire in order to get data on e.g. individual visits, attitudes to the area and its management, tourism development and economic expenses. The response frequency to the questionnaires was 70-85%.

It was not possible to put self-registration boxes on all trails in the national park and some visitors also hike outside the marked trails which are some of the reasons why the results from the self-registration studies cannot be totally representative. Non-response studies were made in order to study visitors who did not independently decide to fill in a response card. (Fredman et al. 2005.)

The results from the visitor studies based on data collection with people- and traffic-counters, self-registration boxes and questionnaires provided knowledge on:

- number of visitors in different zones,
- type of travel,
- visitors' nationality and background,
- visit patterns, activities and accommodation,
- reasons for visiting Fulufjället,
- visitors' experiences and relations to the nature in Fulufjället,
- recreational capacity,
- attitudes towards Fulufjället's management,
- tourism development,
- visitors and the national park
- visitors' expenses (Fredman et al. 2005.)

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ISBN

LIVELAND
Liveable Landscapes: a key value for
sustainable territorial development

Targeted Analysis 2013/2/22

Baseline Report case
Ljubljana Urban Region

Version 9 October 2013



This report presents the **draft final** results a Targeted Analysis conducted within the framework of the ESPON 2013 Programme, partly financed by the European Regional Development Fund.

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1 Introduction

1.1 The practice

The Ljubljana Urban Region (LUR) put forward the making of the study “Expert Basis for Preparation of Regional Spatial Plan for LUR” as good practice in the framework of the Liveland project. Main ambition of the study was to prepare technical documents as first phase of planning. Main items were:

- analysis of the spatial components and sub-areas,
- scenarios for spatial development and
- solutions in form of spatial system concepts.

The study was ordered by the Regional Development Agency (RDA), which is a national agency. It was partly funded by the European Union and partly by the municipalities constituting the LUR. It was written by a consortium with the Institute "Jozef Stefan" Ljubljana, PNZ Consulting and Design Ltd, University of Ljubljana Biotechnical Faculty and Urban Planning Institute of the Republic of Slovenia as project coordinator.

1.2 The actor (stakeholder in Liveland)

The Ljubljana Urban Region (LUR) is an voluntary cooperation of 26 municipalities, with the central city of Ljubljana as chairman. The LUR (as cooperation) has no formal competences on spatial development (these are in hands of the municipalities), but it can propose joint documents and projects, that can be accepted and implemented by the municipalities. The Expert Basis had the ambition to prepare a common plan, but the result was not accepted by the assembly of mayors, that takes decisions.

The Regional Development Agency (RDA) in the region makes contracts with the municipalities to develop projects and partnerships between public and private actors, to implement regional and other development programs and to obtain domestic and foreign sources of funding. For the RDA LUR work around 10 professional officers in the field of regional and spatial development.

1.3 Back ground and context

The planning system in Slovenia lacks an integrated, spatial approach on regional scale. A formal regional government layer does not exist. Spatial plans are made only by national government and municipalities. RDAs are primarily oriented to economic development and were erected for the purpose of absorbing EU Structural Funds. In the 12 statistical ‘regions’ projects for regional and rural development are organized. So there seems to be a lack of integrated regional visions, especially on protection and management of valuable spaces.

Recently RDA LUR thinks that ‘valuable landscapes’, especially the less recognized ones, have a hidden development potential. The Expert Basis raises questions about the future of a less exposed, but rather characteristic Slovenian landscape, the protected Landscape Park Polhograjski Dolomiti, which exists for almost 40 years.

2 Planning system and culture

Following an overview is given of the context of the planning practice of Ljubljana Urban Region (LUR), with a short description of the policies and the planning system in Slovenia.

2.1 Interpretation of key concepts

Landscape

LUR is inspired by the European Landscape Convention (ELC) and a comprehensive landscape approach. Landscape is seen as characterized by natural processes on the one hand and economic, social, cultural and political interests on the other side. Professionals see landscape often as 'view' or 'image' of physical space.

Landscape policy in Slovenia on national level is sectoral organized as protection of natural and cultural heritage. Landscape policy is also involved in spatial planning at national level.

Spatial policy

Spatial planning focuses on possibilities of future development. In that context spatial potential means the capacity of physical space for development, targeted predominantly to settlement, infrastructure, production and services, recreation and tourism. The spatial planning includes also nature conservation and protection of cultural heritage.

The planning cycle (with the stages "analysis – objectives – actions – evaluation – new objectives") is well not known in Slovenian practice. Often the practice is action oriented, without preparing comprehensive analyses.

2.2 Planning system

Slovenia has only 2 governmental layers, though the constitution mentions also regions. Local self-government is an important political value and the number of municipalities has grown the last years. At present, there are 210 municipalities, 30% of which have less than 2.000 inhabitants.

Landscape policy

Slovenia has signed the ELC in 2003. Regarding the recommendations of the Council of Europe on landscape policy, Slovenia has a tradition to integrate landscape in spatial planning and sector policy. The identification of landscape identity is part of spatial analysis.

Since 1996 exist a national strategy of landscape protection, which is input for spatial planning policy. One of the challenges is the disappearance of cultural landscape heritage, the widespread abandonment of agricultural activity and the overgrowing of farmland.

The landscape strategy contains a proposal for 'outstanding' landscapes, which are the most valuable natural and cultural landscapes. 'Landscape park' is a conservation category which includes natural and cultural values. It is an area with a pronounced quality and long-term coexistence of mankind and nature.

Spatial policy

On the national level, the Spatial Planning Directorate is responsible for the legal framework, as well for the spatial arrangements and projects of national importance. Beside that it has supervision of the spatial plans, carried out by municipalities. The national spatial strategy is binding for the local spatial planning.

The spatial development strategy of Slovenia (2004) sets out comprehensive spatial planning objectives. Landscape is defined through: landscape potentials and resources for activities (use of water, mineral extraction, recreation, agriculture and forestry), landscape values (landscape identity, natural values) and landscape threats, due to harmful activities.

The Spatial Strategy introduces 'landscapes of cultural and symbolic meaning', which are rather big (figure 1). This designation is defined as an area of 'adapted' development, based on a vision on the sustainable use of heritage resources. 'Outstanding landscapes' are smaller areas, with a high value that reflects a unique structure, based on three components: unique land use, proportion of natural elements and specific settlement pattern (figure 2).

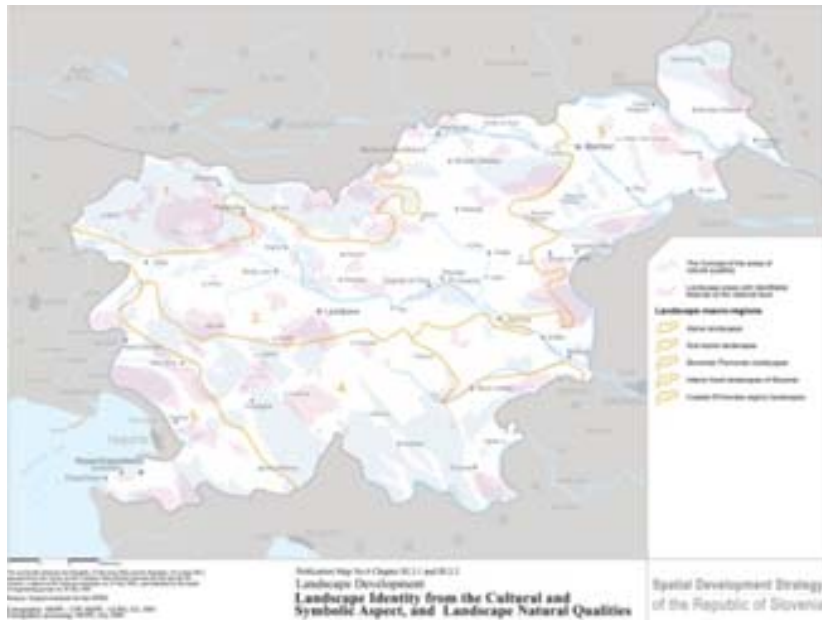


Figure 1 *Landscapes of cultural and symbolic value in Spatial Development Strategy of Slovenia (2004)*

Regional development

The Regional Development Agencies (RDAs) act as a service agency and work on programs, partly financed by the EU, which have a development focus and contain a selection of bottom-up initiatives. For instance: Regional housing policy, Comprehensive renovation of an old village center and 'Eco village'.

The regional development projects have no counterpart in regional spatial policies. Recent legislation is encouraging municipalities to engage in 'regional projects' and for this purpose regional analysis and 'visions' are needed. For this purpose the Spatial Planning Directorate prepared guidance for all RDAs.



Figure 2 Outstanding landscapes of Slovenia

Kind of plans

In Slovenia the plans on national scale include a vision (objectives and strategy) on space and landscape.

There is no tradition to make action plans on landscape.

The making of spatial regulations is obliged at national (guidelines) and local level (land use plans).

For projects of physical developments (buildings and works) a ‘vision at regional scale’ is needed (because of EU regulation). For concrete projects at local scale a permit (related to spatial plan) from the municipality is needed.

In Landscape parks, targeted to protection, a management plan is obliged.

	Vision Space & Landscape	Action Landscape	Regulation Space	Development Space	Management Landscape
National	Voluntary		Obliged		Obliged
Regional				Obliged	
Local			Obliged		
Project			Obliged		

Table 1 Kind of plans on space and landscape and governmental layers

Explanation of table 1:

- Vision = desired future development, goals, targets
- Action = strategy using rules, finances, agreements and communications
- Development = physical operation, project with buildings or change of land use (realisation by ‘blue print plan’)
- Management = daily physical measures (no big changes)

2.3 Planning culture

The spatial planning system in Slovenia is mainly top-down oriented: the municipalities must follow the national spatial plan strategy and national sectorial policies, as for instance agricultural or infrastructural.

There seems to be a preference to use juridical instruments.

In the planning process the stakeholders are invited to participate in the preparation of spatial plans. The public is invited to participate rather late in a formal procedure, when most of the preparation work is done and main solutions are chosen.

The participatory culture seems to be underdeveloped in Slovenia. Also the nongovernmental sector is under-organised. NGOs formally cannot work in favour of public interest of spatial planning.

The national planning culture in Slovenia, in the last two decades, has gone in direction of deregulation and weakening of the planning rules and routines. The overall political orientation gave priority to the free market initiative and private ownership.

3 Geographic description of the practice case area

The LUR with the capital city of Ljubljana connects 26 municipalities with approximately 500.000 inhabitants. With a surface of 2500 km² and a population density of 210 inh/km² it is the most busy part of the country. Here lives 1/4 of the national population and operates 1/3 of the enterprises. The city with its suburban settlements and natural environment is more and more intertwined with other municipalities in the surrounding.



Figure 3 International location of LUR

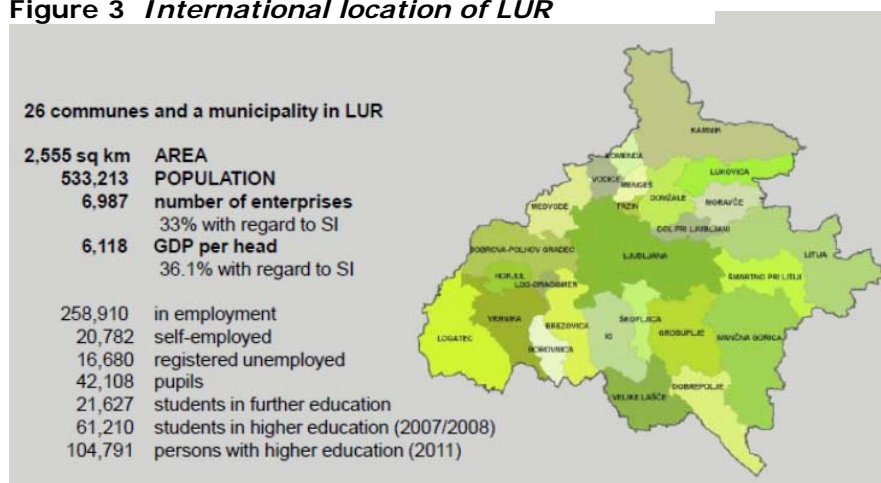


Figure 4 Municipalities in LUR



Figure 5 Landscape types of Slovenia

The area of LUR lies on the crossing of two landscape type regions, the Pre Alpine region and the Carst area. This geography defines the diverse landscape character.

The area is dominated by woodland and cultural landscape. 32 % of LUR is agricultural land and 59% woodlands, more than 27 % of the region is part of EU nature protection and around 12 % is protected by national legislation.

There are six nationally ‘outstanding’ landscapes in the LUR declared by the national Spatial Development Strategy (2004). These areas should be managed by a Management Plan and declared as protected by the municipalities that share the territory of these landscapes. Municipalities have not decided yet.

Only two examples:

- Landscape park Polhograjski dolomiti was declared under nature preservation in the 1970’s, considering cultural values as well. Generally speaking the park is a characteristic Slovenian landscape with dynamical and forested terrain, that is divided with farmlands and small settlements and crowned with a small church on almost all of the hill tops. The main issue is how to reach agreement among all municipalities about the management plan.
- Ljubljansko Barje was declared to be Landscape park recently on the base of nature protection law. The area is big wetland, shared by seven municipalities. The main problem is how to balance the expectations of local governments and land owners with the ones of nature protection.

4 Challenges and ambitions of practice case

Main ambition of the study “Expert Basis for Preparation of Regional Spatial Plan for LUR” was to prepare technical documents as first step to develop a common plan at regional scale.

Scenarios of future spatial developments should give insight in physical and societal problems. Solutions for harmonious development should be searched in form of spatial system concepts.

LUR recognizes its landscape as underused development opportunity. Further efforts must be done to promote this potential. The strength of its identity should be further activated.

5 Description of the planning practice

Following the planning practice of making of the expert basis for the Regional Spatial Plan is described. First a sketch of the process of preparation by experts and involved participants. The content of the study (goals and actions) will be described in the line of the planning cycle, that is not completed, because the study was not accepted as start for a formal document.

5.1 Planning process and decision making

For the making of the study on a regional plan, the research team gathered material, taking into account the available policies and studies, with their evaluation and the collection of other data.

In the process of preparation there were several tools for informing and communicating with representatives of municipalities and other stakeholders were used. In depth interviews were made with mayors and their assistants, several thematic workshops were implemented, information and materials were provided by electronic and regular mail, lectures were organized, and communication via interactive web portal was enabled. All information about project activities, events and results were available on the project web site in real time.

Timeframe of the implemented activities

- Expert base on the natural features of LUR (October 2008)
- Expert base on social conditions (October 2008)
- Location studies for development projects for Regional Development Program (November 2008)
- Spatial development scenarios, their evaluation and selection (Juli 2009)
- Preparation of spatial concepts and guidelines for Regional Spatial Plan (August 2009)
- Strategic Environmental Impact Assessment for designing of spatial concepts (November 2009)

The Expert Basis had the ambition to be first step towards a common plan, but the result was not accepted by the assembly of mayors, so no formal decisions were taken and the process of preparing a regional spatial plan stopped.

5.2 Content of the planning practice

5.2.1 Analysis

Input for analysis were experts inventories of natural features (natural resources), economic and sociological aspects and spatial structures, like settlements and infrastructures

To explore future spatial developments 3 scenarios were elaborated:

- A) Gradual changes of spatial systems and environment;
- B) Optimal economic, social and environmental cohesion with priority for quality of life;
- C) Adoption to external changes, in economy and climate, leading to big changes of spatial systems.

Scenario A is 'business as usual' with continued dispersed patterns, sectoral management of space and emphasis on local interests.

Intensive agriculture will develop in the lowlands and plains. In hilly areas with extensive agriculture the land will get overgrown. Forests will cover 2/3 of land in the region. The nature will be well preserved, 1/2 surfaces in the region will be protected as outstanding landscape. Development projects will focus on the field of recreation and tourism.

Scenario B puts focus on balanced use of space, while preserving the natural environment and provide a high quality of life in cities, towns and rural areas.

More cooperation between local communities and areas with similar problems will lead to creation of joint programs. Well maintained landscapes and green areas will offer recreational facilities for all ages and interest groups. Agriculture in the lowlands and plains is based on integrated production, while in hilly areas more organic farming will take place. Forests will account for 60% of the land in the region. Management plans will organize the integrated maintenance of protected areas, tourist products and recreational infrastructure.

Scenario C is based on new technologies and innovative approaches. Stimulating of energy-efficient buildings and sustainable life styles. Main goal is sustainable and harmonious development of space and prevention of natural disasters. Resettlement to safe areas and leaving risky areas to natural processes. Natural and recreational areas in conjunction with programs of promoting healthy lifestyle and cultural programs and education. Stimulating of agricultural innovation, especially organic farming.

5.2.2 Vision and objectives

Based on discussions on the scenarios, following main directions and general guidances were proposed:

- balanced use of space, which is reflects a consistent and appealing landscape image,
- introduction of new, environmentally friendly technologies,
- protection of vulnerable areas from encroachment, whilst protecting people from the effects of potential natural disasters,
- response to the current problems and conditions,
- to achieve a high quality of life in both urban as well as rural areas,
- to achieve the highest possible level of environmental protection.

5.2.3 Actions and measures envisaged

Proposals for measures and projects:

- Agriculture: focus on integrated and organic production and cooperation between urban and rural areas.
- Forestry: sustainable forest management.
- Preserved natural and cultural landscapes with national characteristics: ensuring proper planning and programming.
- Management of protected areas: Management Plans are implemented by professional services. The concept of 'protection through use' should be established.

6 Links to ESPON studies

How can the practice of LUR (especially the scenarios in the study) be related and compared to the outcomes of Espo studies?

Economic performance

The expert basis covers also economic performance. In the selective summary above, focus was laid on landscape and green economy, like agriculture.

Quality of life

Liveability or quality of life of inhabitants of the region is worked out in the scenario B.

Environment

Environment and adoption to climate change and natural risks is worked out in the scenario C.

Innovation

Innovation, especially as sustainability and new lifestyles, is worked out in the scenario C.

Polycentric development

The study suggests that spatial planning should be more intertwined with transport planning. It should reduce the need to travel by car and deliver sustainable forms of transport, including a network of foot- and cycling paths.

Attractiveness

Attractiveness in the study is mainly related to residential areas. Local characteristics and diversity of styles are goals. Further creation of an environment that supports healthy lifestyles, recreation and physical activity.

Climate change

In the whole area of the region the safety of settlements and agricultural land against floods should be ensured, respecting the principles of sustainability. Interventions in the flood plains and in the dynamics of karst water should be prevented.

Land use

Balanced use of space is reflected in the consistent and visually appealing landscape image. Development is directed in protection of vulnerable areas, aiming to support a high quality of life and achieving the highest possible level of environmental protection.

7 Links to European policy principles

How can the practice of LUR (especially the main directions of spatial policy) be related to principles and goals of European policy?

Europe 2020

The practice of LUR has no links to the EU strategy 'Europe 2020', especially on employment and climate change. About innovation it seems LUR has a slightly different interpretation.

Spatial Development Perspective (SDP)

The practice of LUR has strong links to the EU SDP, especially the goal of 'polycentric and balanced spatial development'. The study is broad and covers all the principles and goals of the SDP.

8 Summary

Ljubljana Urban Region (LUR) in Slovenia is an informal, voluntary cooperation of 26 municipalities, with the central city of Ljubljana as chairman. The making of a study for a Regional Spatial Plan was ordered by the Regional Development Agency, which is a national agency. The 'expert basis' was prepared between 2008 and 2009. The study contains all spatial items (environment, demography, settlements, infrastructure etc.) and gave attention to natural resources and landscapes, especially the less recognized ones.

LUR is inspired by the ELC and searches potentials in landscapes, going further than only protection as Landscape Park, which exists since long in national policy.

In the study 3 scenarios of general spatial developments were made, assuming different future changes: gradual change, high ambition on quality of life and adoption to climate change. The outcomes of these 'scoutings' were translated in 'spatial concepts' and guidelines on (under others) landscape.

Guidances are proposed on management of protected areas (concept of protection through use, professional management), forestry (sustainable management) and agriculture (organic production and urban-rural partnership).

A second ambition is the active participation of the interested stakeholders (in particular the local public), which would enable them to have a stronger and more creative influence on important spatial decisions.

The results of the study in the years after 2009 were not accepted by the politicians who take decisions about the cooperation of the LUR. So until now no further preparation is done for a Regional Spatial Plan.

www.espon.eu

The ESPON 2013 Programme is part-financed by the European Regional Development Fund, the EU Member States and the Partner States Iceland, Liechtenstein, Norway and Switzerland. It shall support policy development in relation to the aim of territorial cohesion and a harmonious development of the European territory.

ISBN



LIVELAND Project

Liveable Landscapes: A key value for Sustainable territorial development

Workshop summary

**“Comparing and exchanging experiences on
landscape practices in 6 European case studies”**

Municipality of Midden-Delfland
3th and 4th April 2013



CONTENT

- WELCOME STATEMENTS AND INTRODUCTION
- A STEP FORWARD FROM THE INTERIM REPORT
- OVERVIEW OF PROJECT TIMELINE
- WORKSHOP STRUCTURE
- STAKEHOLDERS' PRESENTATION OF GOOD PRACTICES FOR BENCHMARKING
- CONCLUSIONS
- STEERING GROUP MEETING: next steps towards the Draft Final Report

The second stakeholder workshop of the LIVELAND project was held in Midden-Delfland, The Netherlands, on the 3rd and 4th of April, 2013. The workshop was conceived as a benchmarking exercise itself where stakeholders and practitioners had the opportunity to exchange their experiences on landscape planning and management practices.

The workshop expected results were foreseen as an overview of good and best practices of landscape and territorial planning, with focus on approaches which can serve as general inspiration for landscape planning in a territorial planning context, and in term:

- Identify examples of actions or measures which have proven successful towards harmonious and sustainable territorial development, like for instance combining landscape protection and socio-economic development.
- Identify examples of impact on regional development where socio-economic development has gone hand in hand with successful landscape protection and management
- Interaction between researchers and stakeholders for better definition of project next step

WELCOME STATEMENTS AND INTRODUCTION

The workshop was hosted by the Municipality of Midden-Delfland. The event was kicked off by Arnoud Rodenburg Major of Midden-Delfland who briefly presented the current activities undertaken in the municipality.



Picture 1 Mr Arnoud Rodenburg. Major of Midden Delfland

A round of presentations helped in knowing the geography of the table and served as a starting point for the working sessions.

Sara Ferrara, *ESPON CU and Liveland project officer*

Project Stakeholders Izaskun Iriarte *Lead Stakeholder, Director of Cabinet and Media. Department of Environment and Territorial Policy. Basque Government;* Kees Boks, *Municipality of Midden-Delfland* Leen Koster, *Municipality of Midden-Delfland* Bernadet Keijsper, *Province of South Holland* Arjan van de Lindeloof, *Province of South Holland* ; Stijn Koole *Bosch Slabbers company;* José Antonio Marcen, *Director of Spatial Planning, Mobility and Housing in the Government of Navarra* Signe Kappel Jørgensen, *Thy National Park, Independent foundation under the Ministry of Environment.* Sabine Gunst, *Department of Planning, Building and Environment. Municipality of Offenburg*

Members of the project research group Rob Schroder (*Alterra, The Netherlands*) Lisbeth Greve Harbo (*Nordregio, Sweden*) Jeršič Mateja Šepec (*REC, Slovenia*) José María Jiménez (*Nasuvinsa, Spain*) Boris Stemmer (*HHP, Germany*) Diedrich Bruns (*University of Kassel, Germany*) Gemma García (*Tecnalia, Spain*)

A STEP FORWARD FROM THE INTERIM REPORT

Gemma Garcia from Tecnalia gave a short introduction to the workshop program and contextualized the workshop within the project work-plan. She also briefly presented the project progress so far from the Interim Report with regard to the benchmarking exercise

- **Objectives of the benchmarking:**
 - o Benchmarking is the process of comparing and measuring *one organisation against others*, and in that connection being able to identify “best practices” and generate measures that may help the organisation to take action in order to embrace the new challenges and eventually improve its performance
 - o The question of “best practice” is often dealt with as an important “measuring stick”, as the identification of successfully demonstrated practices may provide useful information on as well where to look for solutions, and what issues to use as means of comparison. It is very important for each stakeholders to see insight from others who have dealt with the same questions and addressed the same issues and problems
 - o Bringing up the specific approach to landscape and territorial planning in each case study, facilitating the exchange of experiences and feedback between the participating stakeholders, and out of their practices and experiences in connection with interactions with other cases identify such “best practices” which can serve as both measures of direction and step-stones in the development process.
- **Introduction to the practices put forward by each case study and will be used in the benchmarking exercise**

Case Study	Plan or practice
Basque Country	Spatial Planning System and planning instruments as a whole Landscape catalogues and landscape guidelines A.F. de Laguardia (Rioja Alavesa). http://www.ingurumena.ejgv.euskadi.net/r49-cpaisaia/es/contenidos/informacion/paisaia_2011_laguardia/es_paisaia/indice.html
Navarre	Spatial planning system and associated instruments Fluvial Park of Arga River, placed in Metropolitan Area of Pamplona, developing Regional Law 35/2202 of Spatial Planning http://www.parquefluvialdepamplona.es/parquefluvial/es/rio_arga/paseo_fluvial_arga.asp http://www.mcp.es/parque-fluvial Protected landscape of Basaburua and Ultzama oak groves, Landscape protection, developing Regional Law 9/1996 on Natural Reserves of Navarre http://www.bosque-orgi.com/
Ljubljana Urban Region	
Offenburg	Spatial comprehensive plan http://www.offenburg.de/html/flaechennutzungsplan.html?t=b22e5efb0e0871f4d1593d1af73693df Landscape Plan http://www.offenburg.de/html/landschaftsplan.html Plans on regional level http://www.region-suedlicher-oberrhein.de/de/regionalplanung/index.php
Midden-Delfland	Landscape Plan Development system Landscape planning on regional scale Zuid Holland
Thy National Park	National Park Plan http://www.danmarksnationalparker.dk/Thy/

- **Preliminary quantitative and qualitative analysis of information**

Three issues relevant for the benchmarking exercise have been identified:

1. The socio-economic and environmental framework which is about communalities in the overall setting of the case studies. At this point of time the task has focussed on a clustering of the case areas through a set of indicators which have been available at a proper NUTS level.
2. The conceptual interpretations of Liveability: This is about turning a large set of reflections on the concept of Liveability into quantitative identifications based on a merge of the Landscape-Liveability Matrix and the Common Analytical Framework (CAF)
3. The planning practice approaches which is about generalising planning experiences into practice recommendations that enables a performance check as basis for the identification of benchmarking criteria- Objective of the present workshop

When trying to identify communalities between cases and case study areas as well as pointing to cases which may serve as “best practices” two sides are apparent:

- A qualitative side where qualities of the practices in the different cases are identified and compared, but also convertible into quantities that can facilitate the benchmarking
- A quantitative side recognizing that policy-making demands the formulation of verifiable and therefore concrete and measurable targets– an issue that is fundamental to ESPON

LIVELAND aims at using both qualitative and quantitative approach to benchmarking

A mixed method integrating qualitative and quantitative research enables quantitative methods that are enhanced with qualitative measures of key processes and outcomes.

Examples were shown on some possibilities in generalising a complex set of qualitative data into a limited number of quantities which enables both visual and digital presentations, and thereby comparisons.

OVERVIEW OF PROJECT TIMELINE



Full Power point presentation available in Annex I I

WORKSHOP STRUCTURE

The workshop objectives and procedure of the working session were briefly introduced. Despite the fact that the diversity in the nature of the involved case studies is one of the most interesting and attractive aspects of the project, it is also true the cases are not directly comparable.

With the aims of enable and facilitate the exchange of experiences on landscape planning and management among the stakeholders', the workshop was designed as follows:

Four themes, four working sessions

Based on previous results about stakeholders self-assessment out of the first project workshop and also the identification of needs and learning goals, the following 4 themes were selected for comparison:

Theme 1: Making of the landscape plan: (Landscape) planning process

- a) On assessment and evaluation methods
- b) On implementation, actions and measures for protection, development planning and management

Theme 2: Multi-scale and multi-sector approach in planning procedures and decisions.

Theme 3: Participative vision of landscape and branding.

Theme 4: Indicators and monitoring: Impact measurement.

Open discussion on experiences

Professionals of landscape policy and spatial planning shared their experiences in two moments during the workshop (see workshop program in Annex 1 of the present document): a) in the morning the 1st day, Theme 1 and Theme 2 were addressed; b) in the morning the 2nd day, Theme 3 and Theme 4 were addressed.

Representatives from all project case studies, but Ljubljana Urban Region, brought their experiences, shared with other professionals, and discussed about the satisfactory outcomes and in term, potentials for transferability into their own case.

As preparation for the workshop, Stakeholders were kindly asked to undertake a brief individual "homework" in advance, where they provided knowledge and perspective in relation to each theme, identifying the key successful factors, also hurdles or difficulties and the strategies to overcome these difficulties.

For each of the suggested working themes, a reference out of the project case studies, was suggested. The reference case will act as the "benchmark" offering, to the rest of the cases, the opportunity to learn about their "successful" stories, the experiences that they consider to be "best practices".

The proposed reference cases in each of the themes are the following:

- Theme 1 Offenburg and Midden Delfland (*both having a mature "plan"*)
- Theme 2 Province of South Holland and Basque Country representing regional and subregional levels
- Theme 3 Basque Country and Thy National Park
- Theme 4 Navarre

Idea-sharing and transferability

Finally a wrapping up session serves to close the event with some reflections about transferability. This entitled a round questions to practitioners on the key relevant issues from each of the working sessions and also the most important challenges for the transferability to their own practice.

The Workshop closes with the Steering Committee Meeting reviewing Interim Report and decisions on next steps for project development.

BEST PRACTICES FOR BENCHMARKING

An outlook of each of the working sessions is drawn in the present paper.

The full Power Point Presentations of the practices has been included in Annex III of the present document.

WORKING SESSION 1

THEME 1: Making of the landscape plan: (Landscape) planning process

OFFENBURG Presentation by Sabine Gunst

What scale of data?

- In Offenburg, they have data on regional scale (S. Oberrhein, city of Freiburg – Municipality of Offenburg situated outside), which gives hints that are also binding enough but not detailed enough for the municipality.
- A first step was to analyse available regional data and see what data was needed.
- Data was not ranked but developed separately.
- Especially data on biotopes was evaluated before making the landscape plan. Lots of quick changes in this. Lots of interest for biotopes and soil because this is easy to map – and quick changes occur.

Data sources on scale of the “Land Baden-Württemberg”:

- Edicts and manuals/guidance to transform legal demands on lower scales.

Data sources on scale of the region (Region Südlicher Oberrhein)

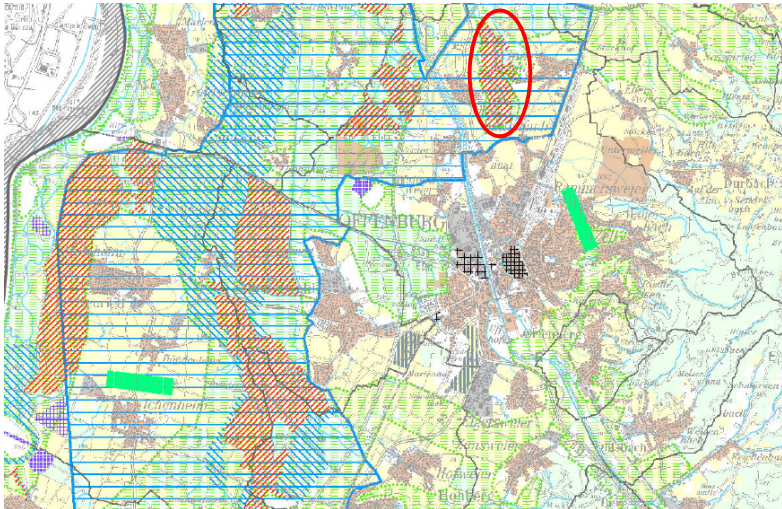
- Regional plans defining priority areas (for biotopes), green lines
- Regional plans to differentiate the development of municipalities (centers, rural areas,...) to allocate or reinforce infrastructure in certain areas.

Data sources on scale of the Kreis (Ortenaukreis)

- Mapping of biotopes protected by law

Example for structure of data base (spot in the north of the territory):

1. Binding guidelines on regional scale (Regionalplan of Regionalverband Südlicher Oberrhein):



Binding green lines / green space
(have to be kept without buildings)

Priority areas for:
Biotopes (exemplary area)

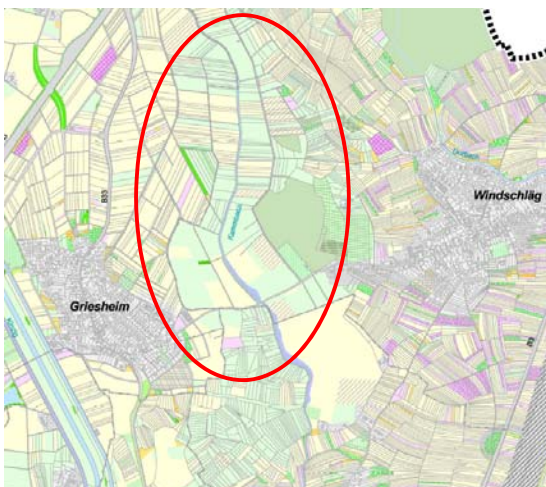
Floods

Exploitation

Sheltering area for:
Groundwater (exemplary area)

Example of biotopes in one specific area (Kammbachsenke; surrounding the creek kammbach)

2. Types of biotopes on local scale (current mapping for landscapeplan):



- Creek (Kammbach)

- Fields covering most of the ground

- Few meadows

- Forest

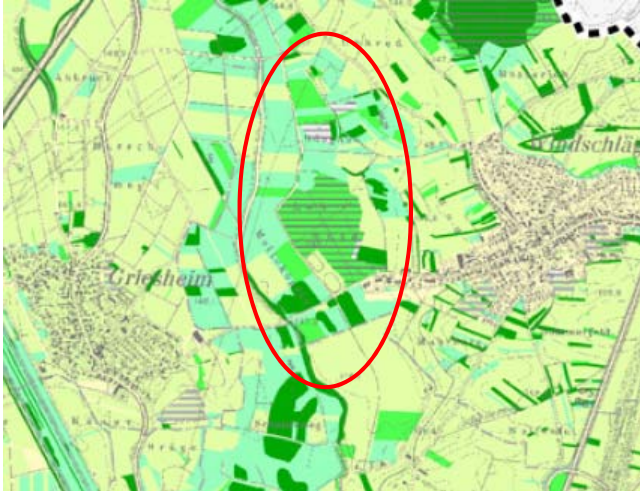
- Orchard (fruits)

- Wood / groves

→ Current intensive land-use doesn't match with valuable and damageable resources (water, biotopes) in the exemplary area

- First we had to look to the binding guidelines, and then we looked at the local ...
- Then we made a valuation of the biotypes .

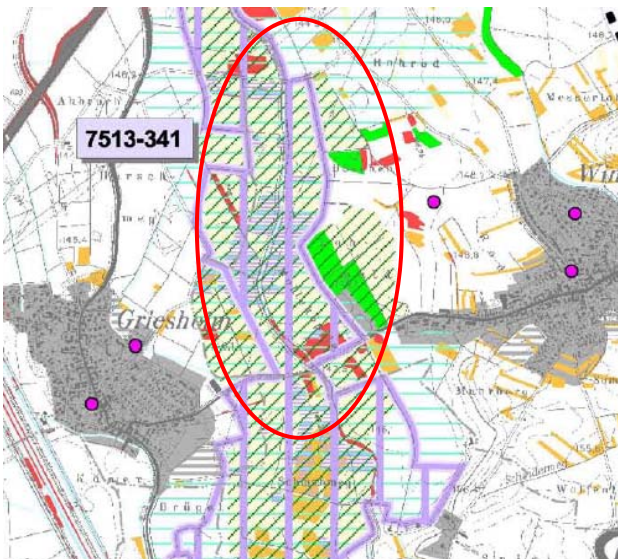
3. Valuation of types of biotopes on local scale (landscapeplan):



The darker green
the more valuable / damageable
by impacts

Also European interest (bird sanctuary) in this area.

4. Areas protected by law (took over into landscapeplan):



- European bird sanctuary
- European Flora-Fauna-Habitat sanctuary
- Biotopes protected by law
- Natural monuments
- Focal area for species protection (Artenschutzkulisse Land Baden-Württemberg)

- Valuable land but with deficits.
- Historical land use changes -> deterioration of nature.

Have liveability been considered?

- With regards to the natural functions, they are important.
- Pure drinking water is important for the people and is an abundant resource that should be sheltered.
- We should also keep the cultural identity of the area, i.e. the cultural landscape elements, especially for the people living in the area.

Analysis between the legal framework and the target and designs of the map -> development of guidelines for the defined areas

Example guidelines “Kammbachsenke” to strengthen the natural functions of Water:

- Protection of meadows and forests
- Change of land-use (from fields to meadows) recommended
- Reduce of impacts like fertilizer and pesticides
- Reduce of impacts causing drawdown of groundwater (e.g. sealing of the soil surface)
- No use of flood areas by building or intensive farming fields
- Re-naturalization of rivers and creeks
- Rivers and creeks without agricultural use or buildings in a strip beside the water, to keep space for flooding water and to avoid impact of substances to the water from the fields.

Example guidelines “Kammbachsenke” to strengthen the natural functions of animals/plants/biological variety:

- Extensivisation of agriculture and yielding of netting elements (green structures, trees, groves)
- Reduce of cultivation of corn (Mais) (avoiding of too much fertilizer and pesticides)
- Protection of the biotopes, especially reeds and wetlands
- Kammbachsenke as habitat for birds

Content of landscape plan:

1. Measures for protection: by law have been taken over
2. Measures for landscape development
3. Measure for landscape structuring

What has proven successful?

Landscape plan presents the basis for measure, and the landscape plan gives the basis for how to compensate certain impacts on the landscape.

In the Upper Rhine valley, we have the problem that people build sheds in sensible landscapes – without permissions – and the landscape plan provides some ideas for how to deal with this .

Sensible landscapes: the LsPlan has a special part with guidelines for allotment gardens.

How to reach higher quality?

Sufficient and up-to-date database

Early communication with land-use planners (it’s not formalised at the moment)

Early communications with nature protection organisations (we meet with them app. 2 times per year)

Think about conceptions for dealing with problematic issues.

DEBATE

Question: Where did you talk to the inhabitants?

Offenburg: It was developed in parallel with the land-use plan and here they are obliged to consult the public. It was also sent for hearings, but in the mind of people land-use plan is more important than landscape plans.

The public that we tried to involve was both the people living there and relevant sectorial authorities.

Question: What is the time perspective?

Offenburg: It is 10-15 years. But we are already looking to see if it is still valid (in certain areas).

Question: In Holland it is often difficult to get resources to implement the demands; how is that with you?

Offenburg: It was easier for us to get funding to develop the plan than now to implement it. Now we try to have some elements implemented

Question: If you were developing land-use and landscape plan in parallel, did you consider to include landscape in the land-use plan?

Offenburg: One land-use planner took the information about the sensible landscape areas into the land-use planning process. It was brought in as a conception in the early stages and when the land-use plan was finishing, areas was brought in that can be used for those impact measures to compensate...

Question: More specific should we incorporate the landscape into a greater plan on land-use – or should have a special visibility and personality as a 'landscape plan' in its own right.

Offenburg: In Germany¹, it is different, it depends on the 'länd', and you have to have both plans. We can include everything but it is not binding. Landscape plan is an expert plan and not-binding, while the land-use plan is binding. In other 'länder' the landscape plan is binding so there are restrictions on what can be included. Here the landscape plan takes to role of the land use plan outside of the built-up areas.

It appears that there is a kind of worry for binding plans. It is read as a political fear and not so much the inhabitants.

A similar experience in Navarra; the government has a strong control of the land use in the rural areas. Everything (a house, a path) has to have permission from the government level. We have to regulate whether certain things can go ahead - depending on the nature of the area. The non-built-up areas are in the control of the government level. So there is 5 regional plan covering the rural areas; a spatial plan that regulates the land-use.

Nasuvinsa: the landscape is indirectly covered by the regulations of soil, water etc. at the local spatial plan but a question is what is the gab in our local planning? A high percentage is covered (not a big gap between e.g. Germany and Navarra) but something might be missing. Another question is the 'ownership rights' – who can built? A third question, what is the reality for managing these plans?

¹ The States ('regions') the German federation consists of, are called "Land" (like Baden Württemberg) or "Länder" in plural.

Offenburg: if I understand you right, there is a lack on local scale? Gemma: No, not really, the local plan covers a lot of the issues through the local spatial plans and the regional plan but the question for the government is, is it necessary to have a landscape plan? Sabina: okay. For us it is useful to have all these elements integrated in one plan; it gives better argumentative strength.

Midden-Delfland Municipality: are the local levels committed to landscape planning? Jose Marcen: We have the competence and the final decision option at the governmental level (if for instance the municipalities don't cooperate).

Nasuvinsa: a question to Offenburg is, is the landscape a perfection of the landscape planning or can this be covered already in local planning?

Midden-Delfland Municipality: perhaps I can rephrase: are the landscape managed prioritised at local level? Jose Marcen: In general, NO, perhaps a few municipalities are aware of the need. At regional level, there is no need to take the landscape into consideration of certain decisions. The question is should there be developed a new tool (e.g. a landscape plan) or can it be included in the current tools (e.g. municipal plans). E.g. if the municipality ask about permission to build something but on two landscape areas (forest and agriculture, e.g.) they have to apply the same measures for the decision. But perhaps they need to differentiate the decisions depending on the landscape elements?

University of Kassel: these structural discussions will not solve the issue of the liveability. The real question is – how makes these landscape/spatial/ plans? Perhaps with a landscape plan, inhabitants might think that finally someone is addressing the concept of (their) landscape and they will come behind it. You need someone to argue on behalf of the landscape and convince others that landscape is important.

Basque Government: from a policy perspective, landscape is an abstract concept, so it is important to include the policy level. It is important to raise awareness and as already brought up, the implementation is a constraint.

Government of Navarra: in Spain we have no landscape planners, we have no spatial planners; we have only urban planners. The rural areas are not planned, they are just regulated/controlled. The result of the control of the land use is quite good but we have no proactive vision. Which we should. Jose Marie: Landscape can be a superior local perception of the territory. For instance, an area can be catagorised as 'forest' but the perception of the valley, is not taken into account.

MIDDEN-DELFLAND Presentation by Stijn Koole

Several historic maps were presented first to show the quick development of the area. Smarter development could have made our landscapes and the development more adaptable to present issues such as sustainability. What are our long-term perspectives of our landscape planning:

1. Agricultural identity
2. Openness- wide views
3. Robust water system – water is a very important connecting factor between the urban and the rural (in terms of landscape element rather than function)
4. Robust ecological factors
5. Close relationship with surrounding cities
6. (Cultural) history

Lessons learned as part of the process

1. Midden-Delfland is integrated in rather than separated from the urban fabric.
2. It has a specific role in the region; it is complementary to the urbanity.
3. Different perspectives on the landscape (city in a friend; not an enemy).

On the result of the plan:

1. A key part of the area is agricultural area – with a lot of users – and can only exist because of these users. This means giving them opportunity to make changes if this is necessary for them to keep their function. Therefore they have developed guidelines that show the farmers how they could develop their activities to be in line with the landscape/spatial qualities.
2. No new insight, but typical for peat land: certain ecological values, like meadow birds like the godwit, (Google translates 'grutto' into 'godwit') are dependent from agricultural management.
3. There is no such thing as THE ecological quality. Therefore it is important to establish which types of ecology different groups think about.
4. A landscape is always in the making. There will always be changing but how can we use them for our mutual benefit? A tool for this is to invite public and private stakeholders to work together. It is easier for the farmers to maintain the agricultural landscape than for the municipality.
5. More investments for recreational accessibility in the edge areas. More urban forms of recreation. Example of the tram from Den Hague. Development principles of sight lines and accessibility lines. Make the accessible lines more attractive by designing them as recreationally inviting.
6. Old connecting lines are still important.

Key conclusions:

- Plan is understood as kind of a framework and guidelines for the development
- Relation to the surrounding cities
- Integration into the urban landscape (Integration)
- Specific role for the surrounding urban areas
- Question of landscape perspective -> what is landscape as an integrated approach?
- Farming as producers of landscape.
- Guidelines for the development of landscape

- Protection of views
 - o i.e. canaly
 - o Delft
 - o Harbor
 - o Rotterdam
- “Cultural ecology”? -> Birds protection. (Nature protection is not possible without land use)
- Recreation is an important function that has to be addressed. -> Access to the land when not breeding -> multifunctional landscape.
- Landscape is recognized as a concept. But is it also realized to be a construction of the mind.
- Who is going to pay for the plan and the implementation? E.g. farmers
- Transition areas -> relation to the cities. Make the open space accessible. (Individual and public transport)
- Green and blue runners -> old canals as relations between landscape and urban areas= ‘connections’ or material lines in the landscape.
- Beautification of landscape elements (blue and green runners)

Stakeholder involvement

64 stakeholders involved (organisations, NGO, authorities), during 3 years, and a lot of meetings. One starting points was ‘drawing exercises’ – asking the question: how could this area develop? We started at too broad a scale; so during the process zoomed into the ‘polder’ scale (19 polders) – where most stakeholders felt comfortable. The kitchen table approach: going to their homes and discuss with the stakeholders on the basis of the first agreed 6 principles.

Not only on landscape, but also on other elements such as housing, green houses.

Sketch ->polder approach -> back to municipal scale.

A lesson learned: an intensive multi stakeholders approach is a very solid ground for a plan, but it takes time, effort and money.

Dedicated people are important. The zoom-in/zoom-out exercise is also useful.

MIDDEN-DELFLAND Presentation by Kees Boks

Translating LOP into a municipal structural vision:

1. Translating LOP into a land-use plan. Is currently in process and open for commentary. New: Extended possibilities for the farmers, recreation etc. LOP is a reference plan for the Land Use Plan (something totally new). Land-use plan should be approved in June 2013.
2. Incorporate/translate the LOP into Delfland Garden Spatial Vision (a broader regional area from Rotterdam to Den Hague)

As the LOP is a sub area of the Delfland Garden the LOP actions are adopted in the Delfland Garden implementation program .

<p>Implementation Program LOP Long list of concrete measures, to sum up in:</p> <ul style="list-style-type: none"> stimulating dairy sector demolishing solitary greenhouses redesigning and restricting unwanted features in landscape developing access ports within own borders 	<p>Implementation Program Delfland Garden</p> <ol style="list-style-type: none"> Economic vital landscape Spatial quality Connecting city - countryside Marketing
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Success factors	Shortcomings	Responses
Comprehensive list of needed actions, physical, non-physical	No sufficient money	Using existing funds 'Red for Green' fund
Cooperation between partners, civil servants	Too many stakeholders	New consultative structures (but adequate?)
Political drive among certain partners	Long term investment program not sufficient	
Physical and non-physical actions and measures	Too much diversity in action	Bringing focus within each main task

DEBATE

Implementation of Plan

- The landscape development plan has to be migrated to the binding land use plan. (like in Offenburg)
- In the responsibility of the municipalities

Success factors

- List of actions
- Cooperation
- Actions and measures

Questions

Clarification on the 6 grounding principles: In theory, a joint effort. A lot of the information came from the stakeholders but the expert also added issues that might not have been suggested. Some of the principles are also of the type "We don't want..." (green houses e.g.)

The LOP is unbinding but becomes binding as it is translating into the land-use planning. Furthermore there is also a 'social contract' since the stakeholders agreed on the 6 principles.

Ownership is one social connection to the plan; awareness is another. (the example of the rich Rotterdam house owner that went from tearing down his new house in MD, to wanting to restore it due to its cultural value).

Who took the initiative to this process? It was a municipal initiative, basically one person – and they raised the money to conduct it. However, there was a national subsidy for this kind of process at the time.

WORKING SESSION 1

THEME 2: Multi-scale and multi-sector approach in planning procedures and decisions

SOUTH HOLLAND, Presentation by Arjan van de Lindeloof

The national planning in Holland focuses increasingly on the European dimension of the Netherlands, since it is in the midst of large, economic clusters. The planning principle is decentralisation and simplification of the overregulated Netherlands with a focus on economic growth, infrastructure, liveability and security.

SOUTH HOLLAND, Presentation by Bernadet Keijsper

Gives the regional perspective on the green spaces of South Holland that is now the responsibility of the province (previously was a nationally designated ecological/green open space). They develop a regional land-use plan (a functional plan?) and a spatial quality plan. This relates to landscape in that it is a landscape catalogue.

- Randstadt -> Urbanization
- Midden-Delfland -> by law a green area.
- Designated to the province of South Holland (Keep the Green Belt)
- “Provincial landscape”
- Two plans
 - Landscape plan
 - Plan of spatial quality
- 16 areas with quality guidelines and MiD is one of them.
 - Description of qualities
 - Ambitions (not detailed)

The landscape (the natural resources) is the foundation for planning – with the aim of reaching higher spatial qualities. A combination of area quality guidelines (regional scale; spatial characteristics/spatial qualities/ambitions).

Regional Spatial plan includes goals and maps about spatial functions and about qualities.

Some images showing various aspects of the landscape of Midden-Delfland:

- The high pressure on Midden-Delfland is why the national government has the borders around the green area. is no longer ‘green space by law’ since (2011) the national government has no longer goals and maps about ‘landscape and green’ and about ‘urban development. These are decentralised.
- Linten = “ribbon” (English) = a row / line of buildings along a road, canal or watercourse.
- Intensive recreation
- Maintenance of the (cultural) landscape

Observation of multiscale approach municipal and region:

- Mutual goals; mutual gain, mutual basis)
- Cooperation (sometimes difficult to take responsibility; many people working on same task)

DEBATE

ESPON CU: Your guidelines are very detailed but yet non-binding?

Province of South Holland: It is a balance; we have very detailed guidelines in order to gain influence by giving examples. Normally the provins will develop this to cooperate with the municipalities; however here the process was the other way around. Since the LOP of MD was already developed; the province could take this as background material for developing their guidelines.

Province South Holland gives regulations about functions (land use) that binds municipalities and also non-binding guidelines / examples about qualities.

The process of MD has also inspired other areas of the South Holland province to develop their LOPs. The example of MD has been a trigger in this respect.

REGIONAL PERSPECTIVE FROM THE BASQUE COUNTRY by Izaskun Iriarte

Strategic

- Landscape has been traditionally considered into spatial planning mostly from the point of view of conservation and aligned with sector policy (protection of rivers, coastline management, renewal energy, agro-forest)
- With the Adhesion to ELC the Basque Country takes a step forward towards a desirable integration into spatial planning
- The incorporation of landscape as a key issue- a value for economic and territorial development- into the Territorial Strategy of the Basque Country, in the revision of the DOTs- The Spatial Planning Guidelines

Operational

- A draft bill - ACT, has 5 key instruments for Landscape protection, management and planning:
 - CATÁLOGUES: Analyze and evaluate landscapes in each of the functional areas and define quality objectives.
 - GUIDELINES: Legally incorporate the landscape quality objectives into territorial planning.
 - ACTION PLANS: For implementation of specific measures.
 - STUDIES OF LANDSCAPE INTEGRATION
- The draft of the Landscape bill –ACT was presented to the Basque Parliament in the previous legislative period but it was never approved. The current Basque Government is reconsidering its regulatory approach to landscaping.
- Three pilots “Landscape Catalogues” are being developed in three functional areas, one in each provinces of the Basque country. The “functional areas” are those areas in which the Basque territory was divided for planning purposes.

- Operational integrating landscape: Territorial plans are made by the Regional government for the Functional Areas, which are not administrative but planning areas. So the landscape guidelines are made by the Region and they are binding for the territorial plans in the functional areas.
- The master plans are developed by the municipalities and are exclusively competence of local level
- Coordination and articulation between different administrations. On one hand all planning instruments are subject of SEA and this requires a specific procedure for coordination among different administrations and public information.

Besides the COPV Committee of Spatial Planning of the Basque Country is the top advisory board, is perceived as a key instrument for the coordination between different administrations in the area of spatial planning (including coast) and urbanism) in the Basque Country.

How does the COPV work?

1.-Competences:

Development of the basic criteria for the policy on Urban Planning and in accordance with the provisions of economic planning for Basque public sector.

Propose specific measures to coordinate the actions of Territorial and Urban Planning implementation by various government departments as well as other government of the Basque Autonomous Community.

2.-Functions:

Reporting planning instruments: Guidelines for Planning, Partial Territorial Plans, Sectorial Territorial Plans.

Inform prior to final approval of urban planning: the General Urban Plan, Planning Subsidiary Rules, Draft Delimitation of Urban Land, Performance Programs and Special Plans.

Report Plans Natural Resource Management.

Reporting prior approval by the Minister of Housing on requests for transfers of standards of land for housing construction VPO.

Report on urban zoning and use different free zones and clearances under planning (art. 50. TR 1976 and Decree 133/96).

Landscape Catalogue in Laguardia as practice to analyse in Liveland Project

3 pilot projects to test these new instruments a well good result based in participation;

At the moment we have to reconsider the results of this test. It is necessary to have a legal framework but we have to decide whether to go with the Act as it is or if we should include other instruments.

Gemma: the catalogue was presented last Wednesday and I will translate them for distribution. It is very interesting in that they analyse very different elements of landscape (including sound- and noise-scapes but also the perceptions of people) - perception done as points in the landscape where people are asked about their perception of the landscape there. I.e. a very thorough consultation.

Questions:

How to get from analysis to objective? Still a very new result but not only analysis.

What is the process in relation to landscape catalogues?

Stage 1 Landscape characterization

The catalogues delimitate landscape units for its evaluation and characterize the landscape in each of the units by means of:

- The assessment of the evolution of landscape through time
- The identification of landscape values
- The assessment of current landscape dynamics and key drivers

Stage 2 Landscape Evaluation

Besides the landscape units, the catalogues also define "Areas of special landscape interest". Those special areas are defined as such due to their singularity, rareness, fragility, level of degradation, identity value or whatever other aesthetic or perceptive value.

Stage 3 Objectives

The analysis and landscape evaluation in the catalogues will help in defining the "objectives" that will be later translated into landscape guidelines.

Stage 4 Guidelines

This guidelines will set the framework for landscape planning and management actions to be incorporated in future spatial plans

The landscape guidelines „normatively“ incorporate proposals to landscape quality objectives territorial planning

Not only physical characteristics; but also economic perspective, agriculture/industrial (vineyards), cultural elements, urban regeneration elements. Also contains some objectives of the visions for the landscape.

LANDSCAPE CONSIDERATIONS FROM by Jose Antonio Marcén

The example is that of a wind farm close to a Natural Park- competence of Government of Navarra- that is being analysed in a wider geographical context. So regarding landscape they are thinking not only in turns of whether the base is located within a certain category but how the landscape is influenced.

In the concrete decision, the local authorities and the investor were very surprised by the rejection (of erecting a wind mill in a certain location) due to landscape considerations since this was a new consideration. Mind-changing perhaps?

A general discussion on how to balance regulation and holistic landscape planning. One issue raised was that perhaps it is necessary to differentiate between important issues such as infrastructure where a compromise always have to be found and other elements (such as buildings) where a cooperation on e.g. design can be fitted to suit – or at least not conflict with –the landscape.

Finally a round of impressions:

University of Kassel: it becomes clear that when looking at the cases presented it is obvious that the planning process starts with an issue that needs to be solved.

Bosch Slabbers: perhaps the question is to be proactive and not just react to problems. I.e. create a flexible approach that can be adjusted to the arisen problems.

FIELDTRIP QUALITY OF OPEN SPACE UNDER URBAN PRESSURE

- Agrarian landscape: cows in the meadow, agrarian bird management, walking paths and local products



- Transition zone of city and countryside: 'slow roads', recreational 'portal' and (intensive) recreation area



- Border between open dairy landscape and closed landscape of horticulture under glass



- Construction of new highway, challenge: comply with landscape quality objective



WORKING SESSION 2

THEME 3: Public participation and branding

THY NATIONAL PARK by Signe Kappel

Process of establishing the park; how to we run it with participation today; and branding.

Establishment process

Context: The Thy National Park Agency called 'Nationalpark Thy' is responsible for the management of the NP area. It is set up as a foundation (Nationalparkfond Thy) with a board and an (advisory) council. Many instruments (like funds and formal power of protection) lie in hands of the ministry of Environment and the municipality Thisted.

Main challenge of the NP Agency is implementation of the National Park Plan (NPP), which was approved in April 2010.

National park is a fairly new thing in Denmark. All of the planning is already there in Thy; the national park comes on top of this as a new possibility; a bottom-up process where they are given some possibilities.

It is stated in the law that the minister can only establish a national park if there has been a public survey of the interest for the park. When the local hear the word 'national park' they are sceptic because they think 'preservation'. So one first step was to make them think differently about the concept of a national park.

The process of establishment:

- 400 participants in the first meeting. This number has since diminished a bit....
- The process was loosely steered by the steering group, and the stakeholders were divided into four thematic groups: Natural values, Cultural values, Business and ... , Recreation and ...
- Extent/border of national park was agreed upon by the citizens (nature group and business group).
- One precondition was that there can't be implemented new restrictions on the agricultural land.

One of the most interesting things about national parks in Denmark is that it is neither a top-down or bottom-up process: the Ministry prepared the legal framework (the Act on NP) that made it possible for the local level to take the initiative to establishing the NP – which ultimately had to be approved by the Minister and thus you can argue that the NPP was mandated to finalise this process. However there was no requirement from the Minsitry that a NP should be set up at all.

They have, however, since received their own budget for running the NP (i.e. the Ministry obviously supports the establishment of NPs in Denmark).

Daily work

It was highlighted that the NPP is a working/activity plan – which is to be carried out by cooperation (on a voluntary basis) with the municipal, the national (environmental) authorities, and other public and private actors.

- 25+ permanent volunteers, 14 local in the council; 19 advisory local citizens (members of council and expert group have to be organised – ideally local members from local sections of the NGOs).
- Volunteer coordinator: how to keep the volunteers engaged – to ensure that the national park shows its appreciation for their work.
- Several project employees (bicycle tourism; business development potentials).
- Since Thy is not an authority they only get anywhere with voluntary work. A positive attitude is the way forward – which is also related to the branding process.
- High level of recognition in the local population (TV; knowledge of the NP).

Challenges/consideration:

The challenge during the set-up of the NP was the (local) agreement on the content of the NPP, today it is the implementation of the NPP in daily work but also the continued work with the NPP – since it has to be renewed (every 4 years – in theory at least) and adjusted to reflect the local intentions with the NP.

- price of high level of participation; time consuming; maybe not all groups are represented; how much should the process be steered?
- Full participation process is needed when you're making the plan and thus need the input.

It is a public foundation with regular employees and which is steered by a council and aided by local advisories. The strategic decisions are taken through the continued work with the (coming) NPP and then each activity carried out (e.g. branding; tourism bicycling) is to reflect the implementation of the (current) NPP. More 'advanced' landscape activities such as e.g. moving on the pine plantations (with the aim of creating more open dune spaces) are then a continued cooperation activity with e.g. the national forest agency. So while the NP foundation doesn't have the authority to make demands, they have the argumentative power to guide the landscape development through the existence of the NP – and from this they also have the resources to facilitate such cooperation btw. e.g. Thisted municipality, the nature agency and private land owners. In that sense they can be viewed as mediators or coordinators when it comes to landscape changes.

Interesting to dig into how landscape can be managed at a local level without actually shifting the formal power to the NP organization or without setting the landscape 'aside' through protection only – and thus also lots of practices and very new ways of inter-linking the different administrative levels with landscape.

DEBATE

TecNALIA: interesting the use of the brand as economic potential and the very voluntary (in contrast to the Spanish experience) participation process.

Midden Delfland Municipality: the use of landscape in a broader sense (more than a nature reserve but also that the nature reserve adds to the success) and the participation/ communication process.

Basque Government: interesting how it has been divided the stakeholders into the groups. Very useful for acknowledging the different wishes and perhaps also useful for reaching compromises.

Alterra: balancing nature protection and the wishes of different visitors.

WORKING SESSION 2

THEME 4: Indicators and monitoring

OFFENBURG EXPERIENCE by Sabine Gunst

Indicators at the local level were presented.

Offenburg shouldn't be a reference case, but rather a learning case.

We have a big catalogue of indicators but they are only suggestions. The municipality choose only a few of them. The examples of suggested criteria:

- Impact measurement is the most important for us.

The demands for impact assessment in the landscape plan allow us to include issues that are more than "just" nature indicators.

We have a long list but at the moment we are not capable (economically/ capacity-wise) to carry out them all.

Ideas for monitoring:

- Data available in other departments? (Bicycle programme in Offenburg)
- Ask the people in e.g. 10 years intervals?
- We know how to measure the impact on nature (ground water; biotopes) but how do we measure the more fluffy thing?

NAVARRA EXPERIENCE presentation by Jose Antonio Marcén

CSPT has the task of monitoring spatial use in Navarra. Therefore the Observatorio has been asked to develop a monitoring system that the CSPT can use for this task.

Indicator systems requires a profound understanding of the goals of territorial policies.

Suggestion for the project:

- Make a catalogue of indicators (indicating which are relevant for which issue).

It is extremely important to distinguish between:

- Indicators monitoring landscape
- Indicators monitoring management of the plan-policy action

Clear objectives and targets for the monitoring indicators are needed.

CLOSING SESSION– KEY ELEMENTS FOR THE FUTURE PROGRESS

Tecnalía dynamized the wrapping up session, where the stakeholders were asked to identify, in each of the 4 themes addressed during the workshop

- What are the factors of success?
- What are learning lessons that could be implemented in the own case?
- Shortcomings and constraints

Landscape plans elaboration and implementation and multi-scale approaches

- Data is an important issue, lack of quality data at local level, downscaling still needed
- Financial support makes a difference: both in developing the plans but most important in the implementation of the actions designed in the plans
- Formal plans: There is a debate regarding the need for an formal plan legally binding versus the integration of landscape considerations in the already available plans and instruments of the planning system (land use plans at local level or spatial planning plans at regional/subregional level)
 - o From Navarre and Basque Country is perceived a need for starting with a top-down approach and tools, being complemented with bottom-up ones.
 - o Landscape is no longer perceived as only been ecological aspect.
- Expertise: besides the management, necessary to have experts on landscape planning involved in the elaboration of the plans: remarkably important for the consideration of liveability issues
- Stakeholder involvement/ Public participation/ consultation: good governance is crucial for the success of the plan design and implementation.
- Multi-scale approach: multi-scale approach is key aspect.
 - o Guidance at regional level is seem very relevant (this is the perspective of Basque Country and Navarre) having the territorial vision and strategy- Top down approach.
 - o The bottom-up approach as been considered a succesful factor in Dutch and German cases, feedback to regional level.
 - o Concept of landscape combines both the orthodox understanding of protecting nature and adjusting to reality.

Whereas Offenburg, Thy NP and Midden- Delfland present proper landscape plans, Navarra and Basque Country, have no proper instrument for landscape planning. However the spanish case studies traditionally addressed landscape components from a spatial planning/geographical perspective. They lack the bottom-up approach that provides a participative and social view to landscape.

Indicators and monitoring

- Aim of the evaluation: What do you want to do with the evaluation? Is it possible to measure landscape as a whole thing? (Doing better or less?)
 - o Need for evaluation does exist? But comprehensive?
 - o Obligation to measure? What would you choose, what are the right things to measure? How are the things measured?
- Catalogue: Good to have catalogue of indicators, but hard to have them adapted to every case.
 - o Offenburg: Indicator catalogue is interesting but it is difficult for us to apply all these indicators from various scales and sectors in our work.

- Do you feel good with your landscape -> soft factors (more than sectoral aspects) especially with regard to landscape and livability
- Perception-related monitoring system? How to measure the “fluffy” things? How do I measure? South Holland has experience with defining goals and guidelines on spatial quality and ‘subjective’ issues. From these goals indicators (measurable definition of political goals) could be developed.
- Thy National Park: it is the indicators on the fluffy things that are / it’s about finding the right things to measure and define the minimum amount of things to measure.
- How do you measure spatial quality? What is beautiful? -> Subjective issue.

Midden-Delfland Municipality:

- Enhancing spatial quality is one of our goals but how do we define ‘spatial quality’?
- The aspect of liveability makes it difficult to set up indicators for landscape. There is a need for monitoring; you have to be responsible for your policy, but I don’t know about a comprehensive system.
- Socioeconomic indicators
 - Development perspective? What of the actions and measure in the plan have been conducted? But that does not say anything about the impact on livability or socioeconomic situation?
 - Does that depend on the formulation of the targets?

Additional debate:

Nasuvinsa: remember that indicators allow comparison between e.g. Norway and Spain. LiveLand contributes to this. Indicators might be problematic but please try to set up a minimum of indicators.

Government of Navarra: keen on the indicators for the use for strategies; not for the implementation of actions.

- It might be possible to compare the examples in concerns of livability. That is the idea of ESPON? The Indicators are not suitable for local regional.
 - Matrix of livability: are indicators directed to the objectives of the plan.
 - Other indicators address physical space
- Efficiency of CAF indicators -> fixes a minimum of indicators for multiscale approach (within the CAF?)
- Indicators for territorial strategy might be more interesting than indicators for the plans? Because Plans might only concern sector interests, but the development of the territory is interesting.

Basque Government: a specification of the landscape indicators should be a perception. Indicators without perception (land use?) is already developed in the sectors (e.g. environment).

- Indicators should be related to perception.
- Important to related to the Territory

ESPON CU

- How do you want to develop your landscape plan
 - What is the plan for? ->What is the objective? (Why are you starting this process?)
 - You need instrument to measure the achievement of the goals? This is secondary.
 - Policy maker should formulate the questions, but it is not the job of the scientists. Scientists might support.
 - But most plans come out of experts ideas?

- Example Glass houses: Goal is improvement of the landscape?-> landscape character is the objective. The other is a sub target.

University of Kassel

- Landscape is a question of policy -> that is politically been decided.
- Where do the objectives come from? For example Thy and MD?
- Do we want to know if we achieved the goals? Than we need indicators!

Participation and branding

Offenburg : my challenge is how do i reach the people that are silent; how to engage? also, the people that agree are usually silent.

ESPON CU: could the project do a cost-benefit analysis of the various types of public participation (formal/informal; in relation to the complexity of landscape planning)

Government of Navarra: legal participation or quality participation; cultural identity of the participants (cultural perception of landscape in the “backpack” of the e.g. danish people);

- Good examples of participation processes in Thy and MD?
 - How to reach the people that are not “loud”? How do you reach all parts of society?
 - Positive commitment not only contra reaction.
 - Cost-benefit analysis of the participation process? Do they fit to the type of process and planning? (e.g. landscape evaluation?)
 - HOW & WHO?
 - Participation is also needed for the implementation of a plan (e.g. commitment, money, active support)
 - People might carry out the actions of the plans?
 - Bottom up? Especially when there is no money!
 - Important to provide feedback to participant.
 - Does it really not work when it is only voluntary? Probably should be supported by a leader and money (example from Thy)
 - Legal participation or quality participation
 - Cultural identity within the participation.
 - There is a multitude of interest in the process. First it might be very exhausting but might be very efficient in the phase of implementation. Following the achievement of goals (ownership of landscape) is the biggest benefit! (Network of activists)
 - Find new ways to relate to younger generation. How to do that (Also those in the cities). Maybe new communication ways
 - Education?
 - Not reasonable to take opinions on plans already made? (Like in Spain / Germany) Fight of planners and agents? (And public?) -> better to achieve a win-win-situation
- It would be important to distinguish here between “regulated and formalized participative processes” and processes to acquire a “social and participative vision on landscape”

KEY ASPECTS WITH REGARD TO LIVEABILITY

- Having drinking water clean and fresh water
- Identity from regional specific types of land use (Thy, MD...)
- Experiencing of seasonal changes (progress in natural processes) -> landscape plans
- Manage your own piece of land (does not have to be property) -> also easy access to landscape
- Having a role -> ownership of plan and territory
- Feeling of togetherness / helping to make a plan
- Multifunctional landscape with a certain complexity many people can enjoy (many different uses) (landscape is in the mind of people) -> a rich landscape / high quality
- Recreational aspects?
- What do you expect to find? If the landscape matches your expectation it is liveable?
- What is the character of the landscape?

SHORT INTERLUDE BY ERIC LUITEN

Eric Luiten Professor of Cultural History and Spatial Design at the Faculty of Architecture has been appointed as State Architect for Landscape and Waterscape.



5 main questions to ask for MD:

- Which future spatial image for MD is correct:
 - What should the landscape look like?
 - Park or Landscape?
 - What is the image?
- What should be the role and weight of dairy farming? A goal or a mean?
- Which species is the ecological 'goal'? (meadow related or forest related) What is the dominant species / what is the reference?
- How should we organise the ownership to this area?
 - Protection & Management?
 - How to distribute responsibility?
 - Property or Protection?
 - Top down / bottom up.
- Who is profiting most from a continuous green MD? And who takes care of that?

And in general terms:

- What kind of landscape do you want?
- How do you deal with the interface between rural and urban?
 - What is the relation to the surrounding areas?
 - How to steer development?

LIVELAND Project

Third Stakeholders' Workshop

“Reflections on policy recommendations and potential for transferability”

Workshop summary

16th and 17th September, 2013, Bilbao, Spain

Prepared by Tecnalía



This third and last project workshop with stakeholders in Bilbao, September 2013 aimed at presenting the outcomes from the comparative analysis undertaken and also preliminary key messages for policy development towards more successful and effective integration of landscape into spatial planning. Results from this third workshop should serve as input for the elaboration of the policy recommendation guidance for best practice in landscape and spatial planning and transferability.

The key objective of this last workshop with stakeholders is to address the guidance for policy development and the transferability assessment, generalizing the experiences, best practices and benchmarking of content and procedures of landscape and territorial planning and their impact on sustainable development as inspiration for future planning approaches (systems, planning and cultures).

The evidences and lessons learned from the outcomes of previous project activities should contribute to the elaboration of policy messages, guidance and recommendations for *“Planning liveable landscapes in the involved regions and beyond at EU level”*.

Besides a discussion on the usability of available **ESPON data and results** from previous and also current projects to reinforce the project outcomes should be addressed in the workshop

EXPECTED RESULTS

- Validated recommendations for the integration of landscape and spatial planning in the involved stakeholder regions and municipalities
- In-puts for transferability analysis of the elaboration of recommendations for the integration of landscape and spatial planning to other European contexts
- Hints on policy messages for ESPON and EC
- Identification of knowledge gaps and definition of links with ESPON framework

WORKSHOP METHODOLOGY

The event will be divided in 3 main parts:

PART 1 -Presentation of key results from project research, synthesis of best practices and introduction to key policy messages for project case studies. These messages will take form of “recommendations” to professionals in the stakeholder regions to improve their processes and performance of landscape and territorial planning

PART 2 –This part will split in two other:

- In depth analysis of Landscape Catalogues and Planning Guidelines “in LaGuardia Rioja Alavesa.
- Field trip Regeneration of Bilbao Ría”

PART 3–This third part will split in three parts;

- a. Open debate on transferability and policy recommendation at EU level - Guidelines for its applicability to regional policy and practice in other EU regions
 - Need for evolution of certain EU policies
 - Regional EU typologies?
 - Legislation/regulation vs flexible instruments
 - Top down vs bottom up approaches
 - others

- b. Key policy messages to EU (DG Regio mainly), the CoE and national authorities will be highlighted to encourage, evidence based, the incorporation of landscape in territorial planning in the framework of territorial cohesion policies. These policy messages will be conceived as messages for rising awareness on relevant aspects, challenges and opportunities for strengthening the consideration of landscape in territorial policies towards sustainable development
- c. Discussion on the use of ESPON indicators and contribution to ESPON

WHAT IS THE ROLE OF THE RESEARCH TEAM (TPG MEMBERS) IN THE WORKSHOP?

- Provide supporting material for reflection and discussions
- Observe and capture the essence of the stakeholders' interventions and do not interfere in their statements
- Facilitate and moderate the working sessions, wrapping up the outcomes, draw conclusions and clarify both methodological and content related issues
- Besides, the research team will support stakeholders in the preparation for the workshop

September 16th 2013

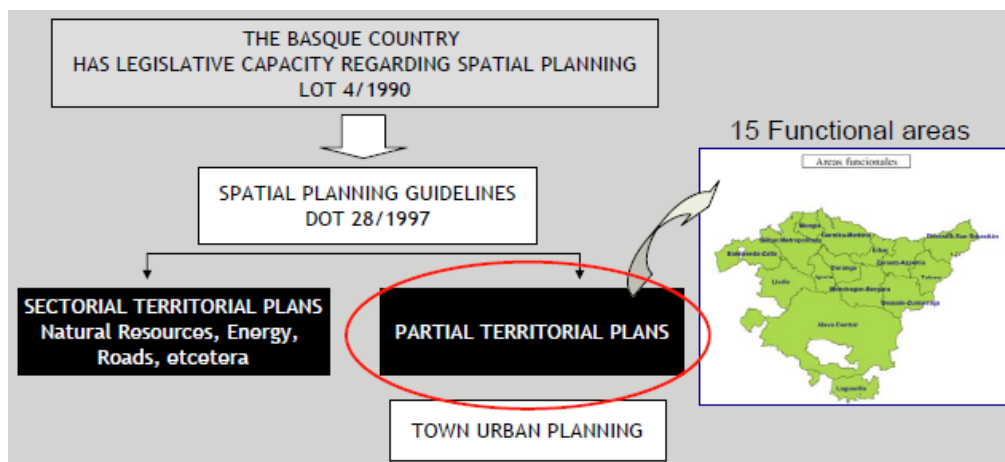
Opening and welcome

by Miren Izaskun Iriarte Irureta Viceminister of Administration and Territorial Planning

She welcomes all participants to the Basque Country and introduced his team in the department

M^o Elena Lete Director of Spatial Planning and Urbanism, Jesús M^a Erquizia Service Manager, Rafael Sanchez and José R. Varela technician in spatial planning and urbanism

Reviews the Basque Spatial Planning configuration.



Outlines the storyline of the policy commitment of the BC with Landscape.

Three main milestones could be identified in this process of political awareness with respect to landscape:

- First, in the Basque Country the commitment with Landscape was first introduced in the Basque Strategy for Sustainable Development 2002-2020, which included among its key objectives the elaboration of a “Catalogue of outstanding and singular landscapes in the Basque Country”¹, with the aim of elaborating plans for its conservation and restoration. This first catalogue has a very biased perspective on conservation and preservation and it is not really in line with the spirit of the ELC. However it was the first instrument focusing totally on landscape in the region until that moment.
- Second, with the revision and modification of the Basque Territorial Strategy- and Regional Spatial Planning Guidelines (DOT)² in 2010, a specific chapter on landscape was introduced. The

¹ Catalogue of outstanding and singular landscapes in the Basque Country

http://www.ingurumena.ejgv.euskadi.net/r49-u95/es/contenidos/inventario/paisaje/es_catalogo/indice.html

² Spatial Planning Guidelines http://www.ingurumena.ejgv.euskadi.net/r49-565/es/contenidos/informacion/dots/es_1165/indice_c.html

New Territorial Strategy devotes his chapter D5 to Physical Environment and Landscape and points out that: (...) landscape is the reflection of the care and affection of the inhabitants for its territory, being a conditioning element for the kind of activities on it and the way they are developed.

- Third, in the year 2010 a proposal for a new Landscape Law was launched and it is now in the parliament pending for approval. This law, inspired by the ELC, aims at giving “landscape” legal entity and integrating landscape into planning instruments. The draft bill still under approval in parliament, regulates the method for the elaboration of the catalogues, the process for approval, coordination with the planning process- in timeframe and milestones, guarantees the consideration of landscape guidelines into the spatial planning instruments. The law incorporates a broader approach to landscape, overcoming the biased perspectives identified in the previous experiences.

The process of finally approving the landscape draft is underdevelopment. Top-down approach from the regional down to the municipalities. The aim is homogenize procedures and guarantee a common instrument for all the territory.

Euskalherria 2013 Basque Government congress on spatial planning is devoted to Landscape and Liveland will also be there.

Introductions to the workshop program by Eflen Feliú Tecnalía

After a round of introduction by each of the participants in the table, Eflen excused the absence of Matej Matej Gojcic stakeholder from Slovenia, Sabine Gust from Offenburg who could not attend due to financial and administrative constraints in her administration and Sara Ferrara project officer from ESPON who was unable to attend due to a medical condition.

Workshop dynamics

PART 1

- Presentation of key project outcomes and validation of methodologies and results of the analysis by the stakeholders
- Afterwards individual work and common feedback session

PART 2

- In depth analysis of Landscape Catalogues and Planning Guidelines“ in LaGuardia Rioja Alavesa by the Lead Stakeholder
- Presentation of Urban Regeneration in Bilbao by Alfonso Martínez Serra Metr poli 30
- Boat-trip “Regeneration of Bibao Ría“

PART 3

- Policy recommendation at EU level –
 - Individual work and sharing session
 - Open debate on transferability
- Discussion on the use of ESPON indicators and contribution to ESPON

The benchmarking within LIVELAND project is conceived as a process of comparing and evaluating different practices in the involved case studies with the aim to achieve a higher level of performance, here specifically providing criteria for successfully integrate landscape planning and management into spatial planning and in term, in regional strategies.

The proposed methodology for undertaking the benchmarking exercise in the Liveland project is as follows:

- **Stage 1. Domain to benchmark.** The domain to benchmark is -Landscape and spatial planning practice- in six selected case studies in Europe.
- **Stage 2. Setting the ground for benchmarking: Current status.** A characterization of the case studies is basic input for the benchmarking exercise. The policy context a long side the spatial character, the planning system and competences, the government challenges, vision and strategies and data sources, have been included in the “Baseline Reports” for each of the case studies, together with short description of other potential reference cases
- **Stage 3. Identification of best practices.** For the benchmarking certain practices, plans and/or instruments are selected, primarily based on the learning goals stated by the stakeholders particular as an output of the 1^o Stakeholders workshop and workshop follow-up exercises. A common model for the systematization of the evaluation of such practices is defined in the Common Analytical Framework (CAF).
- **Stage 4. Comparative analysis.** The analysis entitles the use of comparative indicators, a proposal for grouping the cases under analysis and the assessment of results
- **Stage 5. Gap analysis** with regard to stakeholder’s challenges and goals. Transferability analysis to other cases in the European context
- **Stage 6. Draft guidance towards best practice in landscape and spatial planning** as an input to General guidelines and recommendations for policy development in the final phase of the project.

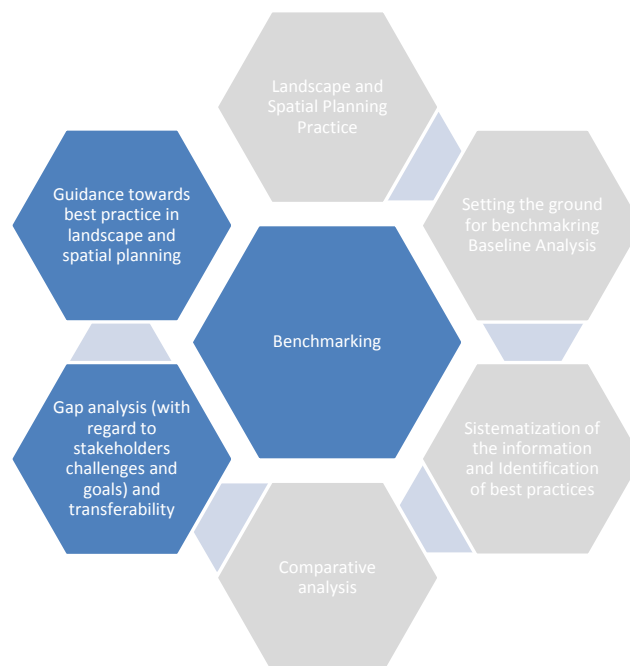
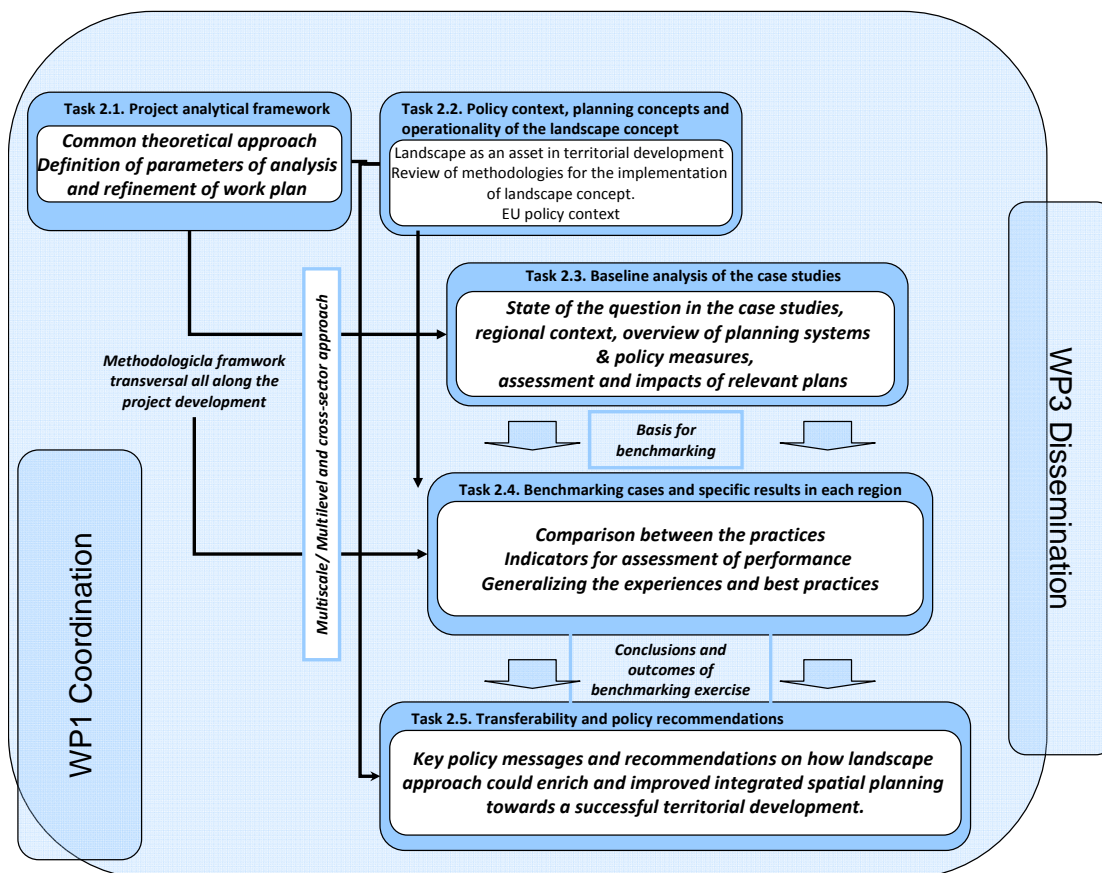


Figure 1 Stages for benchmarking methodology in Liveland project

The first workshop feed the Baseline Analysis and was aligned to stage 2 and 3 of the benchmarking method approach as a basic input for the comparative analysis exercise.

The second workshop was aligned to stages 3 and 4 of the benchmarking method approach, serving as a starting point for the debate on the key elements to concentrate on in the benchmarking exercise.

This third and final workshop is aligned with the last stages of the methodology. The transferability assessment and guidance for policy development is being addressed as a final stage of the project, generalizing the experiences, best practices and benchmarking of content and procedures of landscape and territorial planning and their impact on sustainable development as inspiration for future planning approaches (systems, planning and cultures). The evidences and lessons learned from the outcomes of previous project activities will contribute to the elaboration of policy messages, guidance and recommendations for planning liveable landscapes in the involved regions and beyond at EU level. Available **ESPON data and results** from previous and also current projects will be used to reinforce the project outcomes.



Next Key dates

Fourth Steering Committee meeting- 15-16th Sept 2013 (Bilbao) and Third stakeholder's workshop
15th October 2013: Draft Final report

31st January 2014: Final Report

June- December 2013: Once all activities has been finished this period will be mainly focus on dissemination

PART 1

Benchmarking results: quantitative (CAF)/qualitative (questionnaire) approach and interpretation of outcomes by Rasmus O. Rasmussen Nordregio

Stakeholder experiences from the stakeholder group

An important part of the project has been the exchange of experiences, ideas and visions between the stakeholders, aiming at using this as a process of learning across the cases. A key issue in this connection is of course the specific needs and learning goals which have been expressed in the initial project planning procedures, throughout the workshops, and also in the later systematization of the practices evaluation.

In order to compare the experiences a pre-set criteria was defined on the basis of the following principles:

1. Stakeholder's needs and learning goals (already addressed in Second Workshop).
2. The analysis of the practices of making and implementing local and regional plans, which give guidance to future measures of protection, development and management of space. For the quantitative evaluation of "Planning Practice" in each of the project case studies, a Common Analytical Framework (CAF) has been developed. For the more qualitative aspects, a questionnaire was also elaborated.

Quantitative evaluation of landscape planning practice

The overall goal of the Common Analytical Framework is to develop a framework that can be used to assess the performance of plans and policies with respect to landscape as an asset in regional development. Furthermore it intends to provide input to the identification of the landscape as a source of liveability and well-being which can contribute to the overall aim of the LIVELAND-project in several ways.

The qualitative approach to the CAF aims at:

- Identify good and best practices of knowledge based decision making for liveable landscapes in the stakeholder regions, in particular of landscape and spatial planning, and of their impact on regional development.
- Define criteria for the integrating of landscape and regional strategies.
- Identify actions or measures in the stakeholder regions which have proven to be successful in implementing combined landscape protection and socio-economic development.

A large set of qualitative characteristics tend, however, to become very complex and therefore difficult to recognize similarities and differences in the regional approaches beyond the comparison of individual statements.

As a consequence a quantitative approach has been developed aiming at identifying the overarching characteristics across the regions and cases at large. This has had implications on the CAF aiming at ensure:

- Consistency ensuring the logic of the questionnaire to be evident for the partners;
- Convertibility aiming at ensuring a qualitative characteristic being convertible into one of the following:
 - A *Unidimensional scaling* method such as the Likert scale approach (for instance a scale from 1 to 5 showing a range from 1=strongly unusable to 5=strongly usable) where the output in this case would be a number between 1 and 5;

- A *Categorical quantity* (for instance a set of categories within the same framework such as “Public involvement in planning procedure outlines ☐; Public involvement in drafting plans ☐; Public involvement in planning decisions ☐; Public involvement in plan revisions ☐”) where the output in this case would be a number between 0 and 4.
 - A *Binary quantity* with the range 0 and 1 indicating not existing and existing respectively. The difference between the binary and the categorical quantities is that any registration of a binary quantity would be independent on other quantities (eve others may be depending on the binary) while the elements in a categorical quantity are related to the same topic.
 - It has been decided to this limited set of scales in order to keep the response options both relevant and transparent for the partners.
- **Completeness** – In order to ensure comparativeness the body of the questionnaire should be based on components which are relevant for all cases.

Dimensions of the CAF matrix

As a means of providing overview to the analysis the CAF has been structured in two dimensions: the functions, and the components.

The *functions* are defined through specific qualities of landscapes related to different types of human activities. Out of a large set of functions a selection has been made representing the most common issues taken forward by the stakeholders. And of course related to which functions could be converted into quantitative measures. This list includes the following functions:

1. Cultural,
2. Social,
3. Economic,
4. Health, and
5. Freedom.

The *components* are related to what policy making and planning are requesting in order to move towards the creation and management of livable landscapes. The systematic structure in relation to the quantification refers to parts of the planning stages that had been identified within the project application:

1. **Evaluation and analysis**
2. Planning process and participation
3. **Strategy and vision**
4. **Actions and measures**
5. **Monitoring**
6. Planning procedures and decisions

The categories shown in bold have all been convertible into coherent sets of quantitative categories, and appear therefore directly in the list of components throughout the analyses. It does not leave out the two planning components, but in order to include them in the analysis issues from the planning processes, planning procedures, questions regarding participation and decision making have been included through a **general category** and a **set of indicators** which goes across the 6 components outlined above.

Coding and ensuring comparability of the data

The coding of the data is a simple consequence of the choice of type of quantity, i.e. whether it is based on a Unidimensional scaling, a Categorical quantity or a Binary quantity.

These categories provide inherited skewed data because when adding up a number of variables following a Likert scale from 1 to 5, a number of categorical quantities each with for example 3 tick-boxes and a number of binary data only giving the option of 0 or 1 as values will automatically put more weight to the Likert values compared to the binary data.

To avoid the inherited skewed data using three types of quantity a normalization of the data in the interval from 0 to 1 has been conducted.

VARIABLES		DATA DEFINITIONS		
VARIABLE	COMPONENT	THEME	DEFINITION	SUBCATEGORY
CLT_01	General	Culture	Deal with liveability?	NONE
CLT_02	General	Culture	Map on liveability components?	Evaluation/strategy/action
CLT_03	General	Culture	Strategy on liveability?	5 levels
CLT_04	General	Culture	Contradictions between components and policy?	5 levels
CLT_50	4-Overall Action	Culture	Propose actions/measures to liveability?	5 levels
CLT_70	5-Overall Monitoring	Culture	Monitoring a part of the plan?	5 levels
CLT_A_10	Indicators	Elements of ID	Indicators addressed?	How many?
CLT_A_10_1	Indicators	Elements of ID	Evaluation/analysis?	Evaluation/analysis?
CLT_A_10_2	Indicators	Elements of ID	Strategy/vision?	Strategy/vision?
CLT_A_10_3	Indicators	Elements of ID	Actions/Measures?	Actions/Measures?
CLT_A_10_4	Indicators	Elements of ID	Monitoring?	Monitoring?
CLT_A_20	1. Eval. And analysis	Elements of ID	Methods described on state of landscape?	5 levels
CLT_A_21	1. Eval. And analysis	Elements of ID	Methods employed on landscape?	Selective/Spatially inclusiv
CLT_A_40	3. Strategy and vision	Elements of ID	Expose visions and strategies based on experiences?	5 levels
CLT_A_41	3. Strategy and vision	Elements of ID	Visions and strategies to territorial protection?	Challenges/Objectives/Tar

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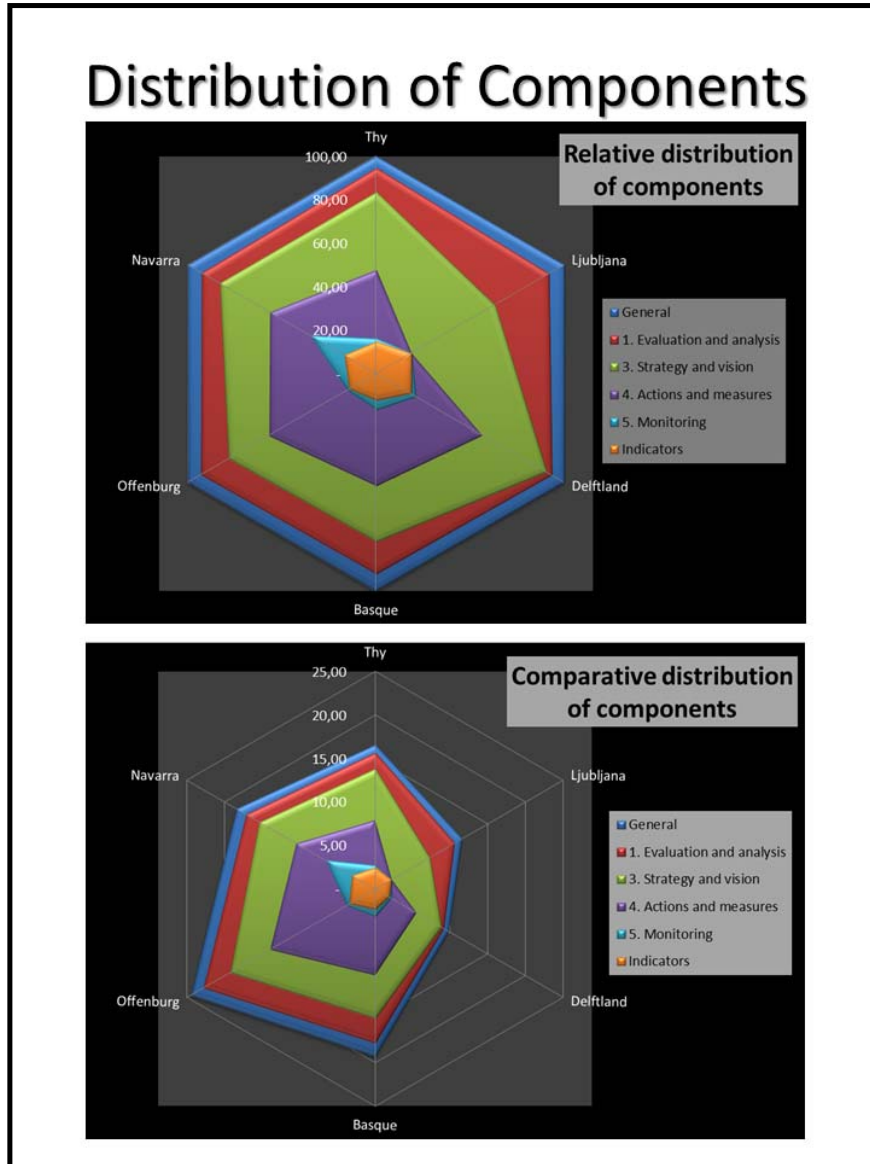
DATA CHARACTERISTICS			RAW DATA						OBS	NORMALIZED DATA					
TYPE	MIN	MAX	Thy	Ljubljana	Delftland	Basque	Offenburg	Navarra	CROSS	Thy	Ljubljana	Delftland	Basque	Offenburg	Navarra
			THY	LJUBL	DELFL	BASQ	OFF	NAVAR		THY-N	LJUBL-N	DELFL-N	BASQ-N	OFF-N	NAVAR-N
VAL_0_1	0	1	1	1	1	1	1	1	6	1,00	1,00	1,00	1,00	1,00	1,00
CATEGORY	0	4	1	2	1	3	2	2	6	0,25	0,50	0,25	0,75	0,50	0,50
LIKERT	0	5	4	2	5	5	3	3	6	0,80	0,40	1,00	1,00	0,60	0,60
LIKERT	0	5	3	3	0	2	2	1	6	0,60	0,60	-	0,40	0,40	0,20
LIKERT	0	5	4	0	5	5	5	4	6	0,80	-	1,00	1,00	1,00	0,80
LIKERT	0	5	0	0	0	1	0	4	4	-	-	-	0,20	-	0,80
CATEGORY	0	4	3	2	2	3	0	4	6	0,75	0,50	0,50	0,75	-	1,00
VAL_0_1	0	1	1	1	1	1	1	1	5	1,00	1,00	1,00	1,00	-	1,00
VAL_0_1	0	1	1	1	0	0	0	1	5	1,00	1,00	-	-	-	1,00
VAL_0_1	0	1	1	0	1	1	1	1	5	1,00	-	1,00	1,00	1,00	1,00
VAL_0_1	0	1	0	0	0	1	1	1	5	-	-	-	1,00	-	1,00
LIKERT	0	5	2	3	3	1	5	1	5	0,40	0,60	0,20	1,00	1,00	0,20
CATEGORY	0	2	1	1	0	1	1	1	5	0,50	0,50	-	0,50	-	0,50
LIKERT	0	5	5	1	1	3	2	4	4	1,00	0,20	-	0,60	-	0,40
CATEGORY	0	3	2	2	1	2	1	1	4	0,67	0,67	-	0,67	-	0,33

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The tables above illustrate the results of the normalization procedure. The upper table is used for identifying the different variables which has been the outcome of the conversion of the CAF questionnaire into a dataset. The lower table is devoted to the generated data and its definitions.

Showing results

A number of different visualisations of the results have been applied.



The Spider-diagram has previously indicated to be a good way of showing similarities and differences between the cases. Each time a spider diagram is used two versions are juxtaposed in order to expose two important characteristics of the calculated data – the relative and the comparative characteristics. In the relative distribution each region show the 100% distribution of the parameters included in the graph. The illustration on top of the below two shown spider diagrams show the relative distribution of the components for each of the six regions. All regions show the 100% distribution, and within these 100% the coverage of each of the components within the region. By means of this graph it is easy to see the level of importance of each component included in the CAF.

It becomes clear how for instance a high level of component “1 Evaluation and analysis” together with “3 Strategy and vision” are absolute dominating in Ljubljana, while the Offenburg data show that a major contribution to the result is “4 Actions and measures”.

In the lower graph is shown the comparative distribution of the components. In this graph the total values from all cases are summed and converted into 100% showing all details for all regions. It is thereby possible to see for instance how the Delftland components aggregates to around 10% of the total variation in the data for all 6 cases, while Offenburg accounts for almost 25% of the total variation.

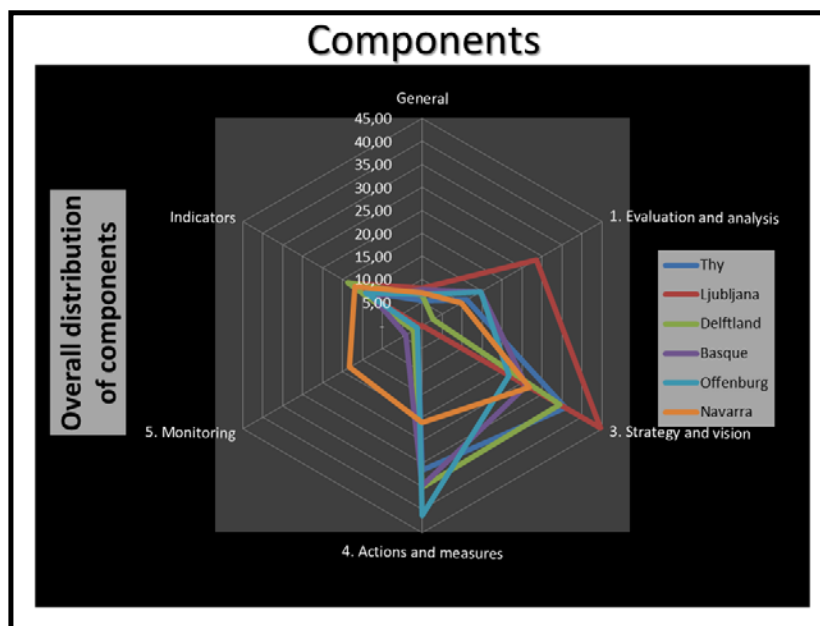
By means of this graph it is easy to see the role played by all components in each case region, and still maintain some overview of how each of the components contribute to the regional characteristics.

The following presentations provide an overview of the components and the functions.

The graph below show the overall characteristics of the distribution of the responses to the CAF questionnaire in relation to the 6 components constituting the main content of one of the two issues determining the CAF. In the spider graph the data for each of the regions sums up to 100%, and the graph show how much of this is related to each of the six components.

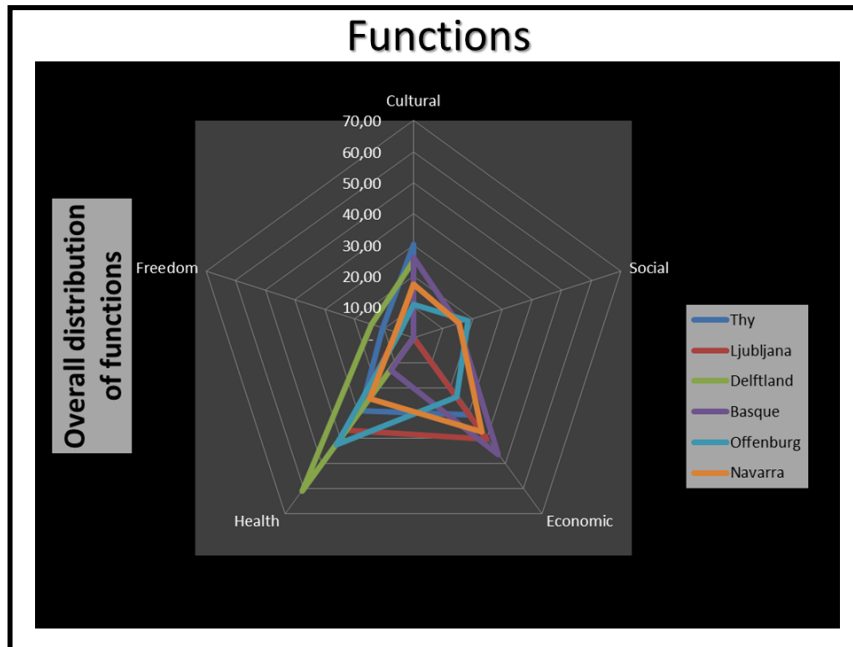
It is quite clear that there are similarities but at the same time also marked differences between the cases. They are situated with components 1 Evaluation and analysis, 3 Strategy and vision, and 4 Action and measures as the most dominant, but at the same time with very different weights in each of the regions. While Delftland, Thy, Basque and Offenburg are situated with quite similar distribution between three of the six dominant components, Navarra show a more harmonic distribution between four of the components. And the major deviator is Ljubljana with a structure determined by only two of the six components.

The six cases as described by the six CAF components.



A much more equal situation is showing when turning to the five functions. In this graph the method is the same, i.e. the data distribution for each of the graphs sums up to 100%, and how large a share of this determined by each of the five functions is shown through the situation in the spider diagram.

The six cases as described by the five functions.



There are two marked deviators from the general pattern – Delftland with health being a major element, and the Basque with economy being the most dominant function. For the other regions the distribution is more even between the function, and in this case Navarra show the most even distribution between the functions – as it did as well in relation to the distribution of the components.

Multivariate analyses

A way of finding trends and characteristics out of a complex set of quantitative data is to apply different types of multivariate approaches. Some principles have already been presented above.

Two obvious approaches to apply in this complexity would be the Principal Component Analysis (PCA) and the Factor Analysis (FA). Principal components analysis is used to find optimal ways of combining variables into a small number of subsets, while factor analysis are used to identify the structure underlying such variables and to estimate scores to measure latent factors themselves.

Dominant components

The results of these analyses have been used in generating the table on the following page showing the dominant combination of components from the regions.

Statistically 14 variables are explaining more than half of the variance and thereby determining most of the similarities and variations in the results of the conversion of the qualitative CAF information into the quantitative CAF dataset.

What is important to remember when interpreting the results, however, is the fact that correlation between some components may be shadowing over lower level of correlation between other components. It may be seen odd that the cultural functions even well represented throughout all case regions connections between for instance health and economic characteristics may be very dominant. Furthermore it is interesting to see how indicators are playing an important role in the results

Similarities and differences between cases

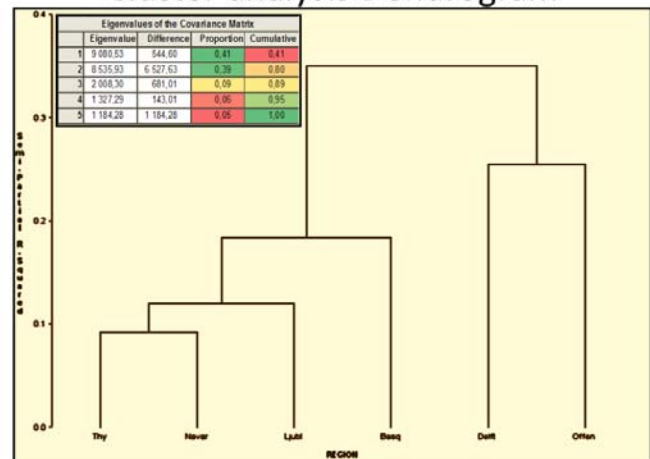
The final part of the quantitative analysis is related to the question of similarities and differences between the six cases in their responses to the CAF questionnaire.

The comparison has been conducted by means of a cluster analysis, an analysis where the distances between the cases are determined in the multi-dimensional space determined by the variables included in the CAF analysis. In the graph the result of the clustering is shown graphically by means of a dendrogram as well as through the calculation of the changes in eigenvalues when the clustering procedure moves forward.

Marking of dominant components

Normalized data						
Elements dominating first/second axis/component in multivariate analysis						
Thy	Cultural	Social	Economic	Health	Freedom	
General	1,7	-	1,4	1,0	-	
1. Eval.	2,4	-	3,2	8,6	-	
3. Strategy	8,9	-	8,8	9,1	0,4	
4. Actions	8,0	-	8,2	7,6	-	
5. Monitor	-	-	-	-	1,0	
Indicators	1,8	-	1,5	1,5	6,5	
Ljubljana	Cultural	Social	Economic	Health	Freedom	
General	1,5	-	1,9	0,9	-	
1. Eval.	2,8	-	5,6	2,2	-	
3. Strategy	4,1	-	10,6	8,7	-	
4. Actions	-	-	-	-	-	
5. Monitor	-	-	-	-	0,2	
Indicators	1,0	-	3,0	3,0	2,7	
Delfland	Cultural	Social	Economic	Health	Freedom	
General	1,3	-	-	1,7	-	
1. Eval.	1,2	-	-	3,8	-	
3. Strategy	-	-	-	15,3	-	
4. Actions	7,7	-	-	8,0	-	
5. Monitor	-	-	-	-	1,0	
Indicators	1,0	-	-	2,0	5,3	
Basque	Cultural	Social	Economic	Health	Freedom	
General	2,2	1,2	2,4	1,1	-	
1. Eval.	4,0	1,3	4,4	2,5	-	
3. Strategy	6,5	3,2	13,3	-	-	
4. Actions	7,8	3,1	16,3	3,5	-	
5. Monitor	1,0	1,6	1,6	-	-	
Indicators	1,5	2,8	4,3	2,5	-	
Offenburg	Cultural	Social	Economic	Health	Freedom	
General	1,5	3,4	1,5	1,3	-	
1. Eval.	1,5	2,6	4,5	6,2	-	
3. Strategy	3,3	4,0	5,5	11,5	-	
4. Actions	4,1	8,1	13,0	21,2	-	
5. Monitor	1,0	-	-	-	0,4	
Indicators	0,8	2,7	2,5	5,0	5,0	
Navarra	Cultural	Social	Economic	Health	Freedom	
General	1,3	2,6	1,2	1,0	-	
1. Eval.	1,6	0,6	3,5	5,3	-	
3. Strategy	3,2	1,4	11,5	6,6	-	
4. Actions	3,7	3,0	7,8	3,4	-	
5. Monitor	3,6	3,2	6,6	3,4	-	
Indicators	1,3	2,2	2,5	3,3	5,2	

Cluster analysis Dendrogram



Method wise the software starts with the six cases searching for the two cases looking most alike and combining these data as a first cluster, and continues to look for similarities, now based on the remaining four and the cluster. Each time clusters are generated the change in Eigenvalue is registered, and the process continues until the final situation where all six cases are considered being one cluster.

As shown by the dendrogram the first cases combined are Thy and Navarra. Then Ljubljana is added, and in the next step the Basque region. In the second to the last step Delftland and Offenburg are combined, and then all cases are finally combined.

The distance shown graphically illustrates the level of “look-alike”ness. For instance the distance between the cluster established through combining Thy and Navarra and the following inclusion of Ljubljana in the cluster is very short, while the distance to include the Basque region is somewhat larger.

A quick overlooking of the result show that while Offenburg and Delftland are singled out as a distinct group, the other case regions are stepwise merged into a cluster, with Thy and Navarra showing most resemblance and then including Ljubljana and later on the Basque region before merged with the Offenburg-Delftland group.

Interesting in this connection is how this clustering compare to the general clustering conducted in relation to the major socio-economic and environmental conditions – basically by asking to what extend the regional similarities and differences shown through the CAF with its emphasis on practices in relation to landscape planning can be ascribed to differences and similarities in the general characteristics of the socio-economic and environmental framework.

There are obvious similarities but also differences. In relation to many components used in the general clustering the Dutch and the German regions and cases often end up in the same clusters, just as the two cases from Spain ends up in the same clusters. And obviously because the two sets of clusters are characterised by a lot of similarities in relation to socio-economic and landscape planning experiences and practices.

The two “odd regions out” are obviously Thy and Ljubljana which also reflect different social and economic performance. Thy mostly in combination with Germany and The Netherlands due to some of the same reasons as the Dutch and the German cases are clustered together, namely a number of similarities in relation both socio-economic and landscape planning experiences and practices. Ljubljana is mostly singled out when more than 2 clusters are generated. This does not, however, explain its position in the case study clustering procedure.

Discussion on benchmarking results *between participant's stakeholders*

On the METHOD

Navarra:

- Approach is alright.
- Components and functions ok and help in thinking differently for landscape.

Midden-Delfland:

- Too theoretical but alright.
- It is important to bear in mind which is the person you are approaching too: stakeholder, practitioners,
- Terminology: ecology/nature, agriculture and freedom for instance, some terms still not fully understandable:

Basque Country:

- New field, and new tool and we should all bear in mind that we are comparing different practices, scales, and ways of approaching landscape and in a new field tool. Whatever attempt that intent to improve integrating of landscape into spatial planning is welcome.
- Approach is ok in principle combining functions and components. However could be applicable at all scales? Considering different competences linked to the functions.
- Could it be applicable to assess different experiences in the Bc?
- Scale: practice vs spatial planning
- Apply the CAF matrix to a territory or to an outstanding
- Method must be reviewed since some errors have been identified. Freedom and Health is missing however in the original CAF matrix is included.

THY NP

- Difficult to work with a very scientific tool.
- Also the results difficult to interpret and see how to use it for.
- The scale is another issue. What is relevant in one scale might not be that relevant in another. Is not only a geographical scale, is very difficult to compare different practices in different scales and different contents. She would like to know how she could learn from other stakeholders through the CAF tool. Does not think that this should be the right tool. Could the project provide further tools?
- Deeper information about other stakeholders practices Baseline Analysis.

Offenburg

- HHP developed the plan and also the CAF so there was easy to complete the exercise and see the usability
- Important to find a common language.
- Generally satisfied with the approach and also the results.

On the RESULTS RELATED TO EACH STAKEHOLDER (Clustering and spider diagram)

Navarra

- Offered a practice which is a “good practice” and this may not reflect or represent the regional reality.
- Scale: practice vs regional spatial planning system
- Usability of the tool not sure: stakeholder would like to see if the tool could be used. Indicators/monitors: Call for a more accurate indicators for assessing landscape. Perception of the region is different to experiences in local or national level. Not avoid the regional dimensions
- Opportunities to use the CAF to analyze different practices within Navarra region and replicate the analysis.

Midden-Delfland:

- The stakeholders see the area reflected in the diagrams although no much time yet for reviewing it in detail.
- Economy is hidden and this is something that must be reviewed since some inputs must be hidden in the diagrams

Basque Country

- Several errors have been identified in the results for the comparative analysis related to health and freedom components which must be reviewed.
- Freedom and health functions are missing even when the MATRIX incorporates these aspects. There must be an error in the quantitative analysis- translation See with Nordregio.

Generally

Short summaries of conclusions of the reading of the CAF in order to get aims: points in which are strong and others in which we are weak and why and then, link to this to policy recommendations. This also could help in identify which aspects of the practices reflects specific issues that are only present in the practices and not transferable to the regional scale for instance. But we are talking about good practices to learn from. More time for interpretation. For what the CAF are usable for and also for what are not?

PART 2 –

In depth analysis of Landscape Catalogues and Planning Guidelines“in LaGuardia Rioja Alavesa. Field trip Regeneration of Bibao Ría“

The Department of Territorial Planning offered a presentation of key relevant aspects of its practice “*Landscape Catalogues and Planning Guidelines“in LaGuardia Rioja Alavesa*, with particular focus on the following issues:

- The Catalogue in the frameworks of the Planning System:
 - a) a new instrument which do not imply a modification of the current planning system in place b) delimitation coincident with the Functional Area (Planning Area) c) scope and y determinations d) other aspects
- Since to date the Catalogues managed to characterize and evaluate the landscape in that Functional Area and landscape guidelines and recommendations have been also identified to be later integrated into spatial planning and land use planning instruments, a key aspect to be addressed is:
 - Which are the future steps towards the implementation of actions, measures, guidelines and recommendations?
 - How the Landscape Action Plans are going to be materialized? Being one of the most relevant instruments identified in the project by the stakeholders.
- Deepen on the agrarian character of the territory : crucial significance of the wine yards in the configuration of the landscape character; branding – and the reinforcement of the binomial “wine-landscape”

After a presentation by Alfonso Martinez Cearra Director of Metr poli 30 about urban regeneration in Bilbao, a boat trip has been organized in Bilbao River which will show the tremendous urban regeneration that took place in the city over the last two decades. The following items will be addressed:

- Urban landscapes as future challenge and next steps in the Basque Government.
- Urban regeneration policies, as elements for landscape management
- Urban regeneration and liveability
- Industrial heritage, culture and identity

September 17th 2013

After a summary of previous working sessions the workshop continued with the identification, analysis and preliminary prioritization of general policy options at EU level and open debate on potential for transferability to other regions and territorial realities within ESPON space.

PART 3 –

Policy recommendations at EU Level, transferability and contribution to ESPON

Key findings from LIVELAND cases studies towards key policy messages by Tecnalía

Discussion on the use of ESPON indicators and contribution to ESPON

FINDINGS FROM LIVELAND CASE STUDIES TOWARDS MESSAGES FOR POLICY DEVELOPMENT

Lessons learned from the baseline analysis of the case studies as long as the results of the benchmarking exercise lead to the identification of potential key messages and recommendations for the integration of landscape and spatial planning.

Such recommendations to professionals in the stakeholder regions aims at improving their processes and performance of landscape and territorial planning.

Questions for debate towards development of policy messages

- What kind of landscape do you want?
- Which future spatial image for the territory is correct:
 - What should the landscape look like?
 - Park or Landscape?
 - What is the image?
- What should be the role and weight of the territorial potential of a particular area? A goal or a mean?
- Which species or function is the ecological 'goal'?
- What is the reference?
- How should we organise the ownership to the area under planning and management?
 - Protection & Management?
 - How to distribute responsibility?
 - Property or Protection?
 - Top down / bottom up.
- Who is profiting most from a continuous green MD? And who takes care of that?

Preliminary ideas for discussion

- **Boosting coordination among administrations** is needed in most of the case studies:
 - Is interesting the Offenburg case in that respect in which the policy filed of nature and landscape has its own instruments but main regulative power to implement the Landscape Plan lies within the comprehensive Land Use Plan
 - Besides in Offenburg Landscape Plans are the basis for the SEA of the Spatial Plans (as well as for the EIA for project)

- Navarra has particular spaces such the brand new Landscape Commission: Set the appropriate methodology for the implementation of the landscape in Navarra in line with the CEP (European Landscape Convention)
- In the Basque Country the COPV Committee of Spatial Planning is the top advisory board and is perceived as a key instrument for the coordination between different administrations in the area of spatial planning (including coast) and urbanism) in the Basque Country.
- Midden-Delfland as well as Offenburg present a collaboration between different municipalities in administrative cooperation, which form a functional coherent area of spatial planning
- **In decentralized countries such Navarra and Spain the top down approach from regional to local seems to work quite well** at the time of developing landscape strategies and provide recommendations for regional, subregional and local levels. This is true as long as there is a strong participation of local level, municipalities in the definition of the strategies too.
 - From this perspective, for sustainable territorial development, is imperative that the local planning is coordinated and articulate with the supra- territorial planning. Territorial strategies could be only successful if there is a consensus built at local level. And the spatial planning instruments respond to this particular need
- **Better coordination between citizens and administrations:**
 - Early public participation and consultation at the early stages of decision making is required for successful planning and acceptance of measures although as shown by the experiences in THY NP and Midden- Delfland such processes are time consuming and expensive consuming great amount of resources
 - THY case study has implemented a very interesting voluntary process and early consultation
 - Promote ownership of plan and territory
 - Encourage people feeling of “togetherness” / helping to make a plan
- **Better coordination of timeframes :**
 - In Offenburg Landscape and Land Use Plan have been developed in parallel becoming an interesting practice
- **Improve implementation strategies, actions and measures:**
 - The binomial land-use/spatial planning and landscape management is remarkably important for successful implementation of actions: independently of the financial constraints including landscape actions and measures within Land Use Plans and Spatial Planning instruments could if not fully guarantee, facilitate their implementation.
 - Financing is one of the most relevant issues in all the case studies analyzed.
 - Regarding financial instruments, in LUR the national government is limited to realize nationally important projects and investments while local authorities stimulate spatial development and management and realize locally important projects alone and in public private partnerships.
 - Land stewardship could be considered in that respect as a way for successfully implementing certain landscape measures and actions towards management in alliance with the users of the territory.
 - Territorial contracts whether they could be private- private or public-private could also instrument be taking into consideration as a way of resolving conflicts in terms of land- use or land- management.
 - In the case of Orgi ARN, management and maintenance, is almost 100% funded through an agreement signed between the Government of Navarre and Lizaso Council (Local Authority equivalent to NUT6). These activities are performed by a local company (five employees) contracted by public tender until 2017. Other activities and investments are often financed by

sponsorships or European initiatives or financial institutions. These projects may be new construction projects, environmental volunteering, case studies, etc. In this way were funded, for example, path for blind persons for some campaigns with students from universities of Navarre. Among these entities are Cederna-Garalur Association for Rural Development (LEADER manager), the Regional Tourist Consortium Plazaola, IMSERSO ONCE Foundation, ONCE-Navarra (Spanish National Blind Organization), Caja Navarra Foundation.

- **Improve spatial quality**
 - Encourage natural science based approach to landscape characterization and evaluation towards planning and management
 - In that sense Liveability strengths natural science approach to landscape combined to ELC approach (cultural and identity)
 - Include identity from regional specific types of land use (this applies all case studies)
 - Strengthen the approach on landscape services for creation of economic social and ecological values towards sustainability- This could be also link to adaptation to Climate Change for instance and energy transition to renewals. Practices of multifunctional landscape management with the perspective of landscape services could in principle serve cross- sector policy integration
 - The landscape plans should reflect “experiencing of seasonal changes (progress in natural processes)” this is well documented in Catalogues and Guidelines of the Basque Country.
 - Include accessibility to landscape as a key aspect of a good practice
 - Multifunctional landscape with a certain complexity many people can enjoy (many different uses) (landscape is in the mind of people) a rich landscape / high quality

- **Improve relation and connection between city and country side**
 - How do you deal with the interface between rural and urban?
 - What is the relation to the surrounding areas?
 - How to steer development?
 - Being the Basque Country a very antropized territory also with a strong rural background and tradition- in the rural areas lay most of the identity of the Basque people, the urban-rural relationship is an issue of extraordinary importance for the territorial strategy. It is being considered in the core of the updated Territorial Spatial Planning Guidelines. It incorporates a specific objective:
 - Urban renewal and enhancement of the landscape according to the restructuration of the productive sector
 - Enhance intermediate scale in territorial planning: Functional areas are inclusive and comprehensive including urban and rural spaces as areas that allow planning closer to the people, and the establishment of headers to build a network of medium-sized cities essential to create new options for developing and providing services at a county level

- **Expertise of the team developing the landscape plan or practice matters**
 - It is remarkably important to consider a multidisciplinary team working side to side with the responsible administration and also very close to citizens and general public in order to achieve a good balance between quality in terms of research, usability, applicability and reliability of the research for real implementation by the competent administrations and acceptability and sense of ownership by public and citizens.

A. OPEN DEBATE ON TRANSFERABILITY AND POLICY RECOMMENDATIONS AT EU LEVEL

Considering the project results achieved so far:

- Is it possible define key policy messages to EU (DG Regio mainly), the CoE and national authorities?
- Could the incorporation of landscape in territorial planning be promoted and strength at EU level in the framework of territorial cohesion policies?

In any case the policy messages should be conceived as messages for rising awareness on relevant aspects, challenges and opportunities for strengthening the consideration of landscape in territorial policies towards sustainable development.

And more important be able to define “Guidelines for the applicability of Liveland to regional policy and practice in other EU regions”

- Need for evolution of certain EU policies
- Could it be possible to use Regional EU typologies?
- How could investing in landscape as a value for territorial development contribute to smart, sustainable and inclusive growth? (Europe2020
- How could landscape planning and management at regional level support European policy integration
- European funds

Transferability

- Transferability to other regions in Europe
- Transferability to urban environment?
- Transferability to marine space?
- Transferability to regions with special?

B. DISCUSSION ON THE USE OF ESPON INDICATORS AND CONTRIBUTION TO ESPON RECOMMENDATIONS TO FUTURE ESPON RESEARCH

For better orientation within the perspective of ESPON studies, the case study areas can be located on various results of earlier ESPON mapping efforts.

For the evaluation of the territorial performance in the Liveland case studies, we have used the outcomes of the following ESPON projects:

- **INTERCO project**³ which is a selection of territorial performance indicators aligned with the indicators of the LISBON Strategy, Territorial Agenda 2020, EU2020 Strategy and the 5^o Cohesion Report⁴.
- **ATTREG project**⁵ Attractiveness of European Regions and Cities for Residents and Visitors
- **ESPON CLIMATE**⁶ Territorial effects of climate change
- **EU-LUPA project**⁷ Characterization of land use and land use changes in EU at regional level.
- **FOCI project**⁸ Future Orientation for Cities

The selected indicators have been organized in themes as follows:

- Economic performance and competitiveness
- Inclusion and Quality of Life
- Environment and territorial capital
- Innovative territories
- Integrated polycentric territorial development
- Attractiveness
- Climate change vulnerability
- Land use characterization

However none of this studies and indicators could be finally used to assess liveable landscapes and how landscape evaluation, planning and management could become a key value for territorial development.

Now the debate is:

- How Liveland results could influence and contribute to ESPON data base?
- Which are the knowledge gaps and future needs?
- Are there future links between a potential continuation of the project “LIVELAND (II)” and ESPON?

³ ESPON Territorial Indicators. A first selection of ESPON Territorial Indicators based on the Final Results of the ESPON INTERCO Project Working paper Version 26 June 2012.

⁴ Eurostat Cohesion Indicators

(http://epp.eurostat.ec.europa.eu/portal/page/portal/cohesion_policy_indicators/cohesion_indicators)

Fifth Report on Economic, Social and Territorial Cohesion

(http://ec.europa.eu/regional_policy/sources/docoffic/official/reports/cohesion5/index_en.cfm)

ESPON Data Base 2013

http://www.espon.eu/main/Menu_Projects/Menu_ScientificPlatform/espondatabase2013.html

⁵ ATTREG - Attractiveness of European Regions and Cities for Residents and Visitors 2010-2012. ESPON Applied Research

⁶ ESPON CLIMATE Climate change and territorial effects on regions and local economies in Europe 2009-2011. Applied research

⁷ EU-LUPA European Land use patterns 2010-2013. Applied research.

⁸ FOCI Future Orientations for Cities 2008-2010. ESPON Applied Research

C. FUTURE RESEARCH

Interactive design of the CAF-matrix

To improve the usability of the CAF-matrix it might be beneficial to make use of interactive functionalities of the Excel software. This tool would increase the usability of the table as it leads to avoidance of extra work. Questions could be masked as long as they are not needed. Additionally, all answers could be checked for logic and consistency where possible.

Consider Biodiversity

In the present version of the CAF biodiversity is not a prominent aspect although many topics that relate to biodiversity are addressed. It is often argued that biodiversity is contributing to liveability in one way or another. For example the 2020 European biodiversity strategy states:

*"Its deterioration and loss jeopardises the provision of these services: we lose species and habitats and the wealth and employment we derive from nature, and endanger our own wellbeing."*⁹

The link between liveability and biodiversity seems obvious regarding activities that directly relate to biodiversity, e.g. watching birds as a kind of leisure-time activity. Still, it would be an unacceptable generalisation to state that every aspect of biodiversity is enhancing liveability. For example, exposing people to a high variety of pathogens would not be considered a welcome contribution to liveability while, at the same time, it contributes to high biodiversity. It cannot be ignored that there are strong interrelationships in multiple dimensions between biodiversity and liveability; this needs to be highlighted in future revisions of the CAF-matrix. At least this will also contribute to the argumentation of landscape as an asset in liveability.

Components of liveability that are not addressed within the revised CAF

Initial attempts to fill the CAF-matrix showed that a number of components of liveability that are related to landscape are not regularly addressed in official landscape plans and policies. For practical reasons 'security' is no longer part of the revised CAF. For other components the number of indicators was reduced .

Nevertheless, these components and indicators are still important to characterize liveability of landscape as an asset in regional development. Dropping them in the revised CAF should not be misunderstood as these components being less important than others.

Moreover, the fact that particular landscape assets are not regularly addressed in official policy documents points to the high potential of yet unexplored realms of liveability that landscape offers as an asset to be included in planning and regional development. As a first outcome of the analysis it can be stated that most of the plans and policies recognize liveability benefits in all of their dimensions. But only a small part of them is currently addressed. There is still much potential for improvement - even more than the results of the benchmarking task might indicate at first glance.

⁹ European Commission (2011: 1)

