

Landscape and participation in practice

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Lesvos Island, Greece

Saupstad Centre, Trondheim



- Må få bestemme selv på Kolstad

- Det er ingen som kjenner Kolstad så godt som de som bor der, derfor skal de få lov til å fortelle oss hva de vil med prærinen mellom Saupstadsenteret og Lidl, sier arkitekt Håkon Matre Aasarød.

Kommunen skal regulere området, men først vil de vite hva folk vil ha. 13 200 innbyggere skal få si sin mening. Håkon Matre Aasarød kommer fra arkitektfirmaet Fantastic Norway. Fra idag

og fram til og med lørdag står de parkert med den knallrøde campingvogna si utenfor Saupstadsenteret. Der kan du komme inn fra kl 15-18 til vafler og kaffe og en prat om hvordan Kolstad kan bli i framtida. På lørdag er du velkommen fra kl 12-15. Hva synes du bør skje i bydelen din? Hva vil du ha på parkeringa utenfor senteret?

I løpet av 70-tallet vokste det fram en blokkbebyggelse sør for sentrum, som skulle romme bortimot 4000 boliger. Bydelen Kolstad får tilnavnet «Kvitbyen», på grunn av alle de hvite blokkene. Det er den største utbygginga Trondheim hadde sett,

og fortsatt ikke har opplevd marken til. Kolstad og Saupstad var drabantbyer av den sosialdemokratiske sorten.

- Kolstad er bygget som relativt små blokker, og de står i tun. Det er arealer til lek, og det er samlingspunkter i området. Dessuten var det viktig at alle som bodde der hadde luft, utsyn, som og kort tilgang på natur. Kolstad er slett ikke verst. Ikke sammenlignet med Grorud i Oslo for eksempel, sier Aasarød. Det var populært å flytte til Kolstad. Det var det plass og folk råd til å etablere seg. I løpet av 80-tallet snudde optimismen.

- Området gikk fra Gerhard-

sensamfunn til katastrofemråde, sier Aasarød. Vi sitter under det han kaller «torturlamper» på kafeen utenfor Coopen på Saupstadsenteret. Der kaffen kommer i pappbegre og stolene er mer slitne enn pensjonistene som sitter på dem.

- Kolstad var for mange en samling barnevernsaker og ungdomskriminelle, sier Aasarød. Han snakker om egen barndom. Siden han vokste opp i området, så kjenner han på kroppen hva Kolstad og Saupstad framkaller i folks bevissthet.

- Men plassen har fått et uførtjent dirlig rykte. I en utvikling fra etterkrigstidas utbyggings-

ånd, sosialdemokrati og fellesskap, til dagens individorienterte samfunn, har vi mistet noe. Da jeg bodde her var det et offentlig rom omkranset av butikker, boliger og funksjoner. Senteret og bygningene hadde en intensjon, sier Aasarød. - Nå er det bygget inn, bak her er det bare en tarm av en gjennomgang, som det lukter piss av. Og foran er det bare parkering og biler. En bydel uten gode offentlige møteplasser blir et ødeland, et lukket og kaldt samfunn. Det er umenneskelig hardt.

Fordi om han omtaler arkitekturen på Saupstadsenteret som hærreisende og tankeløst, så er

det ikke folka det er noe i veien med. - Det er jo egentlig et bra sted for de som bor her. Ting skjer, og det er trivsel og engasjement. Se bare på fotballaget og supporterne, sier han.

Nå skal det altså bygges mer på Kolstad. Men riktig hva og hvordan er ikke helt avklart.

- Det er taus kunnskap vi er ute etter. Folk er ofte slikt at de enten godtar endringer, eller blir forbanna, eller så gir de bare faen. Men vi vil at de skal si fra før endringen kommer!

- Vi vil snakke med alt fra pensjonister og pøbelunger, smiler arkitekten, som mener at det ikke er rart man bli pobe-

lunge av å bo her. Han tar og turen til Huseby ungdomsskole på workskops i løpet av uka. Og til slutt samles alt i en rapport som overleveres kommunen.

- De skal ta hensyn til innspillene. Kommunen skylder Kolstad såpass, sier Aasarød.

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HØR MER PÅ
Radioaddressa
Har du gode forslag til hva Kolstad trenger?
SI DIN MENING!
addressa.no



Inne på senteret: Ikke akkurat en koselig kafe, og ikke akkurat med tanke for trivsel. Arkitekt Håkon Matre Aasarød mener beboerne fortjener bedre.



Bak senteret: - Her er det bare en tarm av en gjennomgang, som det lukter piss av, sier Håkon Matre Aasarød. Ved hjelp av en rød campingvogn kan du forandre bydelen din.

Alt er lov

Hver dag vil vi presentere en ide eller skisse fra campingvogna. Arkitekt Håkon Matre Aasarød og Fantastic Norway skal samle på gode ideer og gi våre lesere ett innblikk i hvordan Kolstad-folket tenker. 50 ulike nasjonaliteter, kvinner og menn i alle aldre, pensjonister, skoleungdom og enslige. Kan det tenkes at en ballbinge på toppen av senteret kunne vært en ide? Eller en tropisk hage? Kanskje et aktivitets-senter? Eller basar? Kan du tenke deg noe bedre? Stikk innom campingvogna. Den lille rom som står utenfor Saupstadsenteret kl 15-18 hver dag denne uka. Og kl 12-15 på lørdag.



om inn i campingvogna

Håkon Matre Aasarød fra Fantastic Norway vil vite hva du vil med parkeringslassen utenfor Saupstadsenteret?

The Red Caravan at Saupstad, Trondheim, Norway, November 2006





FOR:
 WAHL EIENDOM, TRONDOS OG TRONDHEIM KOMMUNE
 UTARBEIDET AV:
 SELBERG ARKITEKTKONTOR AS/BENTE RØDAHL ARKITEKTER AS

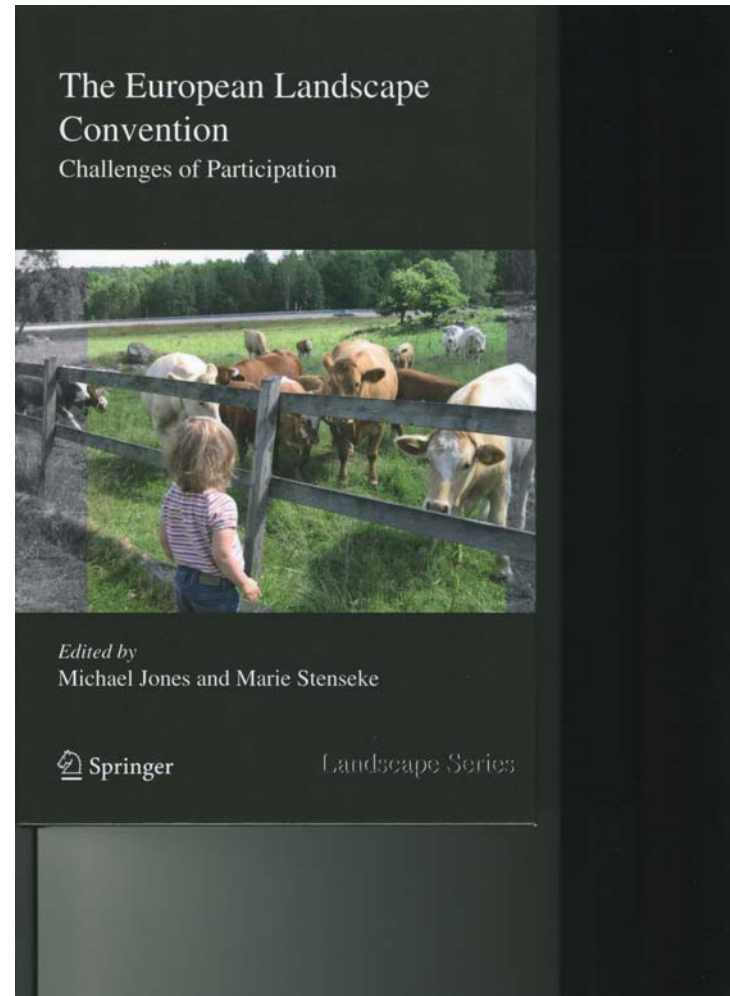
REGULERINGSPLAN FOR SAUPSTAD
 april 2007

AKSIOMETRI

V.08

“The European Landscape Convention: Challenges of Participation” (2011)

- Presentation of ongoing research on public participation in relation to landscape conservation, management and planning
- Participation theory and lessons from European examples
- How participation according to ELC followed up and implemented
- Different experiences of participation in selected countries from northern, southern, western and eastern Europe (both signatories and non-signatories of ELC)



“The ELC: Challenges of Participation”

Objective and aims

Objectives:

- Present case studies illustrating workings and experiences of public participation in landscape matters in selected European countries
- Contribute to understanding and evaluating state of participation in European landscapes

Aims:

- Explore manner in which ELC implemented regarding procedures for participation
- Provide basis for comparing experiences of benefits, difficulties and limits of participation in countries which both ratified and not ratified the ELC



Countries represented in the study with date of ratification of the ELC

- Ratified early:
 - Norway 23/10/2001
- Newly ratified:
 - Greece 17/5/2010
- Ratified more recently:
 - Poland 27/9/2004
 - Belgium 28/10/2004
 - Portugal 29/3/2005
 - Netherlands 27/7/2005
 - France 17/3/2006
 - UK 21/11/2006
 - Spain 26/11/2007
- Signed but not ratified:
 - Sweden (signed 22/2/2001)
[ratified 5/1/2011]
- Not signed:
 - Estonia

“The ELC: Challenges of participation”

Chapter by chapter

Introduction

1 *Michael Jones & Marie Stenseke: “The issue of public participation in the European Landscape Convention”*

- Introduces ELC and its innovative features (new definition of landscape; applies to all landscapes; value of diversity; enhanced public participation; subsidiarity)
- Landscape concepts (morphology, scenery, polity, ‘area as perceived by people’)
- Diversity of landscapes an important common value
- Participation (as provided for in Aarhus Convention 1998)
- ELC and participation in practice – introduction to individual chapters



“The ELC: Challenges of participation”
Chapter by chapter
Part I: Implementing participation



- 2 Michael Jones: “European landscape and participation – rhetoric or reality?”**
- Theoretical analysis of participatory procedures
 - Lessons from literature including critique of participatory approaches in Third World development projects
 - Justifications (identity, democracy, legitimacy, information exchange, tackling conflicts, social justice)
 - Criticisms (cost, time-consuming, power relations)

- 3 Henk Baas, Bernt Groenewoudt & Edwin Raap: “The Dutch approach: Public participation and the role of NGOs and local authorities in the protection, management and development of cultural landscapes in the Netherlands”**
- Successful involvement of general public, scientists and local governments in landscape planning
 - Landscape Development Plans guided by ‘landscape biographies’ (experts’ and local people’s views of landscape history)



“The ELC: Challenges of participation” Chapter by chapter

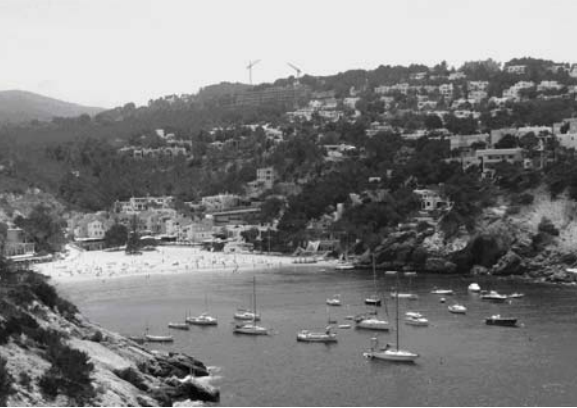


4 Karoline Daugstad: “The participatory dimension in nature conservation processes: Examples of ideology and practice from Norway”

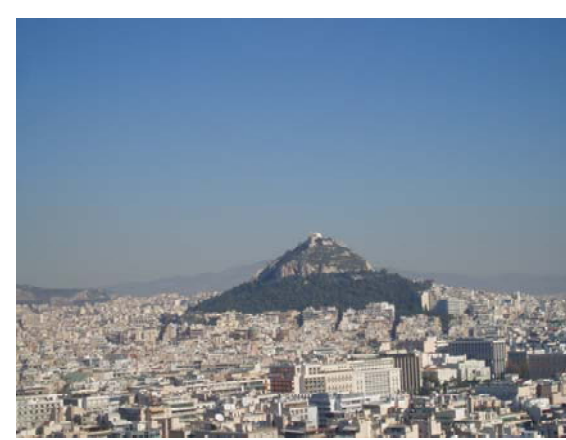
- Problems of cooperation between local authorities
- Local management reduced opposition to nature conservation
- Women absent from boards and committees

5 Anna Majchrowska: “The implementation of the European Landscape Convention in Poland”

- Lack of strong ministerial commitment a hindrance to national landscape policy
- Lacking tradition for public participation



“The ELC: Challenges of participation”
Chapter by chapter



- 6** *Berezi Elorrieta & Dolores Sánchez-Aguilera:*
“Landscape regulation in regional territorial planning: A view from Spain”
- Delegation of landscape regulatory powers to autonomous communities respects regional differences but results in varying fulfilment of ELC obligations

- 7** *Theano S. Terkenli:* **“In search of the Greek landscape: A cultural geography”**
- Lack of well-developed landscape conscience
 - Lack of concern for landscape issues in public and private life



The ELC: Challenges of participation
Chapter by chapter

Part II: Participatory methods and case studies

8 ***Yves Michelin, Thierry Joliveau
& Claire Planchat-Héry:***
**“Landscape in participatory
processes: Tools for stimulating
debate on landscape issues? A
conceptual and methodological
reflection from research-action
projects in France”**

- Advantages and limitations of different tools in participatory processes
- Typology of techniques for landscape mediation

9 ***Claire Planchat-Héry:*** “The
**Prospective Vision: Integrating
the farmers’ point of view into
French and Belgian local
planning”**

- Farmers’ point-of-view and involvement in planning
- Graphic and social landscape representations as means of collaborative learning





The ELC: Challenges of participation

Chapter by chapter



10 Isabel Loupa Ramos: “Landscape Quality Objectives’ for remote rural landscapes in Portugal: Addressing experts’ and stake-holders’ perspectives on future developments”

- Landscape scenarios to gauge aspirations of public in a remote area
- Views on desirable and undesirable future landscapes
- Balancing aspirations of different types of public, e.g. external (urban) and local (rural) interests

11 Morten Clemetsen, Erling Krogh & Kine Halvorsen Thorén: “Landscape perception through participation: Developing new tools for landscape analysis in local planning processes in Norway”

- Local perceptions of a fjord landscape through ‘sense of place’ investigations
- Complementary to traditional landscape analysis involving expert descriptions of landscape character



The ELC: Challenges of participation

Chapter by chapter



12 **Neil Spencer:**

“Participation within the landscape of the River Dart Catchment, Devon, England”

- Different interest groups brought together to identify shared values and propose priorities for Action Plan
- Mix of meetings and workshops + Catchment Festival

13 **Anders Larsson, Anna Peterson, Elinor Bjärnborg, Christine Haaland & Mats Gyllin:** “Regional Landscape Strategies and public participation: Towards implementing the European Landscape Convention in Sweden”

- Pilot study for Regional Landscape Strategy
- Methods of participatory planning involving equestrians and landowners
- Mutual learning



The ELC: Challenges of participation

Chapter by chapter



Conclusion

14 Monika Suškevičs & Mart Kūlvik: “The role of information, knowledge and acceptance during landowner participation in the Natura 2000 designations: The cases of Otepää and Kõnnumaa, Estonia”

- External communication not sufficient in itself
- Enhanced acceptance with landowner participation

15 Marie Stenseke & Michael Jones: “Benefits, difficulties and challenges of participation under the European Landscape Convention”

- Challenges to participation
- Positive lessons and cases of good practice
- ELC and EU Directives
- Role of science
- New issues emerging

Challenges of participation

(Source: Jones & Stenseke (eds.) (2011): *The European Landscape Convention: Challenges of Participation* (Springer))

- Lacking government interest
- Top-down planning legacy
- Mistrust of participation by central agencies
- Poor coordination between different government sectors
- Differing expectations public authorities and public
- Differing views experts and users
- Fraught relationship deliberative democracy and representative democracy
- Problem of involving non-local stakeholders
- Certain groups do not participate
- Public indifference to landscape issues
- Landscape concerns viewed as obstacle to development
- Participatory research not followed up by implementation

Positive lessons and good practice

- Fuller mutual knowledge of problems and perceptions
- Gauging involved groups' visions for future landscapes
- Identifying problems and disagreements at early stage
- Role of mediation
- Cooperation experts and locals
- Conservation for development
- Feeling of 'local ownership'
- From participation to implementation

Issues for further discussion

1 Tackling hindrances to effective participation

- Costly and time-consuming
- Lack of Trust
- Apathy
- Passive or active opposition
- Vested interests
- Manipulation
- Lack of mediating procedures

2 Changing role of science

- Role of experts challenged
- Taken-for-granted hierarchies exposed
- Need for knowledge on landscape perceptions and meanings of landscape among different groups
- Awareness-raising
- Designing participatory methods and procedures
- Critical examination of participatory approaches and practices

Issues for further discussion

3 Market forces

- New public management cf. communicative planning
- Economic efficiency vs. real public involvement and collaborative planning
- Green partnerships, payments for management – not long-term incentive?
- Tourist industry and danger of homogenization

4 Biodiversity conservation

- Preserve of biologists?
- Landscape definition differs from ELC's
- Exclusion of social and immaterial considerations?

5 Climate change

- Top-down issue?
- Effects of mitigatory policies?
- Public involvement in discussing effects of mitigatory measures

Issues for further discussion

6 Multicultural society

- Old-established regional and ethnic minorities + recent immigrants
- Opposition to new religious landscapes
- What about guest workers, asylum seekers, illegal immigrants?
- Groups excluded from participation – a question of social justice

Scientific assessment of participation

Six crucial questions:

- Who should participate?
- Who is likely to participate?
- How much participation is possible and desirable?
- On what issues and at what stages in decision-making is public participation desirable?
- What weight should be attached to views of well-organised, articulate interest groups compared with views of the unorganised public?
- How can meaningful views on regional and national issues be obtained?

(Source: Sewell & Coppock 1977)

Evaluation of 'early' and 'effective' participation

Criteria

1. Communication
2. Fairness
3. Timing
4. Accessibility to information
5. Information provision
6. Influence on decision-making
7. Competence of the public
8. Interaction
9. Compromise
10. Trust

Barriers

1. Limited provision of participation time
2. Technical complexity of proposals
3. Diverging developer and stakeholder views of 'effective' participation
4. Poor legal and procedural information
5. Financial constraints

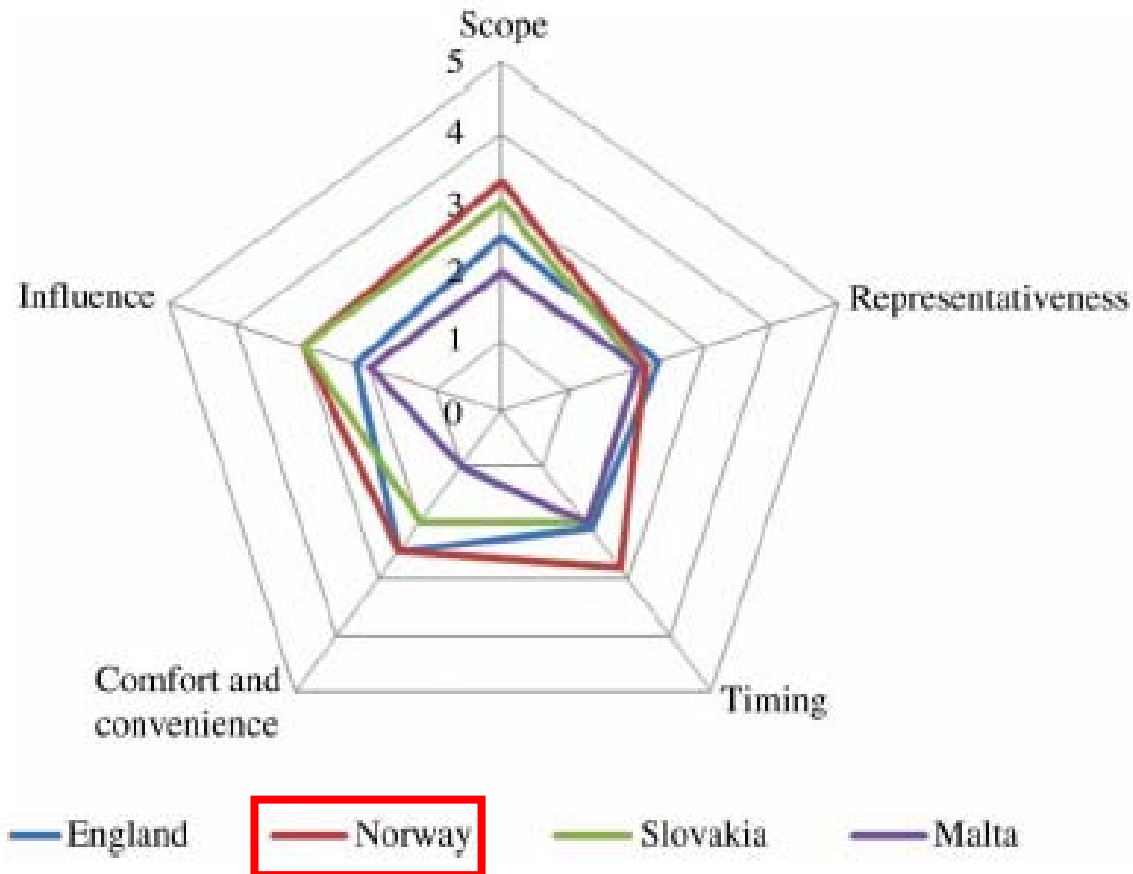
(Source: Hartley & Wood 2005)

Key factors in evaluating good practice in participatory processes (Conrad et al. 2011)

1. Scope of participation
2. Representativeness of those involved
3. Timing of public involvement
4. Convenience for public
5. Influence of public input on decisions

Public participation in landscape initiatives involving Landscape Character Assessment: Comparison of studies in four countries

(Source: Conrad et al. 2011)



Concluding remarks

- The ELC does not prescribe particular participatory approaches or methods
- Effective participation involves finding the best tools for communication
- Processes of participation are as important as the methods
- Goal of citizen participation is to enhance democracy
- Role of mediation in disputes over landscape issues needs more attention
- Application of criteria for effective participation and systematic evaluation of good practice