

**SCOTLAND'S LIVING LANDSCAPES –
PLACES FOR PEOPLE**

Report of the Scottish Landscape Forum to Scottish Ministers

March 2007

FOREWORD

This report presents the recommendations of the Scottish Landscape Forum, a group of public and non-governmental bodies with a common interest in the future well-being, management and use of Scotland's landscape resource. Established by Scottish Natural Heritage with the support of the Scottish Executive in June 2006, its purpose is to facilitate discussion, prepare advice and promote action for the better care of Scotland's landscapes.

There is a growing awareness of the contribution that Scotland's landscapes make to the prosperity and well-being of its people. Hand in hand with this has gone an increasing concern that they should be properly looked after. Whilst major infrastructure developments such as wind farms and new roads continue to grab the headlines, small scale change and the gradual attrition of local features can in the long run have just as great an impact. To address these challenges, a common agenda and collective action is now required

At the Forum's first meeting Rhona Brankin MSP, then Deputy Minister for Rural Affairs and Environment, noted the opportunity it had to influence future debate on Scotland's landscape, and acknowledged that the Executive should be challenged to do better. The Forum was set an immediate task of considering how the Executive's landscape policies in National Planning Policy Guideline 14 on the natural heritage could be revised. With the UK Government's adoption in 2006 of the Council of Europe's European Landscape Convention, the Forum also identified as a priority the need to consider the implications of this for Scotland.

This report presents the fruits of its work. The Forum met formally five times between June 2006 and March 2007, and ran an invitation seminar in January 2007. A workshop to identify key issues and three working groups progressed work between meetings, with the emerging results discussed at the January seminar. **At their March 2007 meeting Forum members endorsed the submission of this report to the Deputy Minister for Rural Affairs and Environment and called for its recommendations and actions to be taken forward quickly by the Executive.**

The Forum believes that this report captures an emerging consensus on the need for renewed effort for Scotland's landscapes, and starts to map out the actions required to achieve this. The Forum was given a limited time to consider and develop its thinking on these issues, and our recommendations should therefore be seen as the first step to reinvigorating effort. Taken together they present an ambitious but realistic programme to enhance the care of all Scotland's landscapes for the benefit of the nation, and contribute to making it the 'best small country'.

It therefore gives me great pleasure on behalf of the Forum to commend this report to you, and encourage early attention to its recommendations and actions.



Isabel Glasgow
Chair – Scottish Landscape Forum

March 2007

Scottish Landscape Forum Members

Activity Scotland Association
Architecture & Design Scotland
Association of Scottish Community Councils
Black Environment Network
Built Environment Forum Scotland
Convention of Scottish Local Authorities
ECA School of Landscape Architecture
Greenspace Scotland
Highlands and Islands Enterprise
Homes for Scotland
Landscape Institute Scotland
National Farmers Union Scotland
Royal Town Planning Institute in Scotland
Scottish Council for Development and Industry
Scottish Council for Voluntary Organisations
Scottish Enterprise
Scottish Environment Link
Scottish Environment Protection Agency
Scottish Natural Heritage
Scottish Rural Property and Business Association
Visit Scotland
Corresponding member - Communities Scotland
Observer - Forestry Commission Scotland
Observer - Historic Scotland
Observer - Scottish Executive Environment and Rural Affairs Department

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EXECUTIVE SUMMARY

The Scottish Landscape Forum was established by Scottish Natural Heritage with the support of the Scottish Executive in June 2006 to facilitate discussion, prepare advice and promote action for the better care of Scotland's landscapes. It comprises a group of some 25 public and non-governmental bodies with a common interest in the future well-being, management and use of Scotland's landscape use.

The Forum was set an immediate task of considering how the Executive's landscape policies in National Planning Policy Guideline 14 on the natural heritage could be revised. With the UK Government's adoption in 2006 of the Council of Europe's European Landscape Convention, the forum has also considered the implications of this for Scotland. This report presents the outcome of its work, developed through working groups and a seminar.

The Forum adopted the Convention's definition of landscape – '*an area, as perceived by people, whose character is the result of the action and interaction of natural and/or human factors*'. People are central to the idea of landscape, with a growing awareness of the contribution that Scotland's landscapes make to the quality and meaning of people's lives, and the well-being of society in general. The report argues for better understanding and greater recognition of this contribution, identifies the values people attach to landscape and a series of benefits they bring including health and well-being, community regeneration, enjoyment and recreation, education, tourism, rural diversification and economic development.

The report recognises that these benefits are dependent on its quality and condition, and argues for effort on behalf of Scotland's landscape to be increased. Landscape is the unique responsibility of no single body and its care is often overlooked, if not neglected. The Forum believes that landscape care is not an optional add-on to how we as a society use and manage Scotland's resources, but a demonstration of good governance, and sets out 22 recommendations to achieve this.

The European Landscape Convention promotes the protection, management and planning of all landscapes, including natural, managed, urban and peri-urban areas, the special, everyday and degraded landscapes. The Forum supports the UK's adoption of the Convention, but believes that whilst we may demonstrate broad compliance with its requirements this should not be an excuse for inaction. Scotland can improve on current practice and take better care of its landscapes, but this requires clear leadership on landscape matters by the Scottish Executive and key public bodies. The Forum recommends that the Convention's approach should be embraced and an action plan to deliver its requirements implemented, with more effort applied to promoting Scottish expertise and learn from European experience.

A people centred approach that highlights the importance of engaging with people and communicating landscape work lies at the heart of the Forum's approach. Concern for landscape is not the monopoly of professionals and specialist bodies as all of us have a stake in the quality of our surroundings. Enhancing the general level of understanding is required if we are to provide a firm foundation for debate and action. The preparation of a communication strategy is recommended under which a

range of actions including local projects supporting community awareness, and improved accessibility to landscape information, can be encouraged.

While there is room for improvement, Scotland can demonstrate a firm foundation in landscape education and training. The key constraint identified is the availability and capacity of landscape expertise within public bodies, which requires enhancing. This will be essential if the Convention's encouragement of public participation and the establishment of landscape quality objectives is to be effective.

Strengthening the institutional framework is required. Existing legislation needs modernising, and natural and cultural heritage designations promoted to reflect the Convention's approach. Landscape policy requires strengthening, with a new overarching high level policy statement on landscape prepared by the Executive a key requirement. Prepared with the input of key stakeholders, such a Scottish landscape statement would be analogous to national statements addressing other themes, such as on architecture, and would provide overall context for the landscape content of Scottish planning policy 14. Detailed advice on improving the clarity of the new SPP 14, and revising its approach to landscape, is set out.

A future role for the Forum is identified. Initially established with a limited life, preparation of this report has highlighted the need for more in depth consideration to be given to a number of issues. These include the state of urban and peri-urban landscapes, the effectiveness of support for land managers in furthering landscape objectives, the role of landscape-scale and spatial planning, as well as implementing some of the reports recommendations. The Forum has therefore agreed to its continuation, and is examining how its membership and structure could be revised to enable wider engagement.

Annexes set out the Forum's terms of reference, and its detailed advice on revising NPPG/SPP 14.

'In their rich diversity, Scotland's landscapes are a national treasure. They provide the context for our daily lives and are a major attraction for our tourist visitors. As settings for outdoor recreation they are a source of refreshment and inspiration for many. They bear witness to the activities of our forebears and are a critical element in defining Scotland's identity. ... The aim should be to build environmental capital and pass well-managed, high quality landscapes on to future generations.'

National Planning Framework for Scotland (2004)

1. A NEW LANDSCAPE AGENDA FOR SCOTLAND

1. This report summarises the outcome of the Scottish Landscape Forum's work between June 2006 and March 2007, and presents a series of recommendations and proposals for action designed to enhance the care of Scotland's landscapes. The report focuses its attention on the implications for Scotland of the European Landscape Convention, and the impending review of National Planning Policy Guideline 14 on the natural heritage.
2. This section of the report sets the scene for the Forum's work, and explains why, in the view of its members, efforts on behalf of Scotland's landscapes need to be stepped up. Section 2 explains the European Landscape Convention and identifies its key themes, which are explored in subsequent sections. These are: approaching landscape from a perspective with people firmly at its centre (section 3); enhancing the legislation and policy that provides the framework for our work (section 4); and improving our practice and actions for landscape (section 5). Section 6 sets out an action plan and outlines the next steps for the Forum.

1.1 Sharing responsibility - the Scottish Landscape Forum

3. The state of Scotland's landscapes affects us all. For a small country, Scotland has a diverse, distinctive and fine range of landscapes that provide the setting for our lives. But whilst many are recognised for their high quality and are of international renown, some are by general consent, and despite significant investment in landscape restoration, impoverished and even despoiled.
4. Our traditional approach of letting landscapes look after themselves, to evolve as the incidental outcome of decisions taken for different purposes and subject to public interest intervention only to prevent the most severe damage, is increasingly seen as inadequate. Too often landscape change does not bring landscape enhancement. While sudden transformation or extensive land use change is often most noticeable, incremental small scale change can be equally significant. Few people are fully aware of the nature of this change and its cumulative effect across Scotland, in part because – whether we like it or not - we tend to accept small-scale change as it happens.
5. A concern with the consequences of our actions for our landscape is not to ignore the social and economic benefits that many of these changes have brought, or to undervalue the results of more recent efforts to enhance those landscapes degraded by past activities. Neither is it to argue that change should be frustrated and today's landscape fossilised – the landscape will continue to

evolve in response to the needs of society. Rather it is the recognition that more than ever we need to guide change so as to ensure that we do not lose what we value, or squander what we care for. Our future landscape should be valued and appreciated at least as much, if not more, than at present.

6. In 2003 Scottish Natural Heritage published a discussion paper *Scotland's future landscapes?*, which highlighted concerns over the impact on our landscapes and their sense of place, of agricultural policy reform and changes in land management practices, the standard of design and expansion of settlements, and essential infrastructure and renewable energy developments. Responses indicated that these concerns were widely held, and supported collective action to address these. A national landscape forum was proposed as a means to develop a shared agenda amongst the range of stakeholders.
7. With the encouragement of Rhona Brankin MSP (then Deputy Minister for Rural Affairs and Environment), SNH established a Forum in June 2006 (see Annex A for its terms of reference). The desire to test the concept and demonstrate its value, with an initial focus on a time limited task, meant that it was established with a nine month life-span and membership limited to around 25 representative bodies. This enabled attention to be focused on delivering this report, but potentially excluded others from its discussions. Therefore three working groups and an invitation seminar sought to capture wider contributions.
8. The establishment of the Forum was timely. It followed the Executive's consultation paper *Enhancing our care of Scotland's landscapes*, primarily addressing National Scenic Areas, and at a time when development planning and land management support systems were being revised. Perhaps of most significance was the UK Government's adoption of the Council of Europe's European Landscape Convention in 2006. Considering the Convention's implications for Scotland provided an important framework for the Forum.

1.2 What is meant by landscape?

9. It was clear from the outset that it was crucial for the Forum to agree just what it meant by the term 'landscape'. After all, little goes on in the physical environment that does not have some implication for the landscape's fabric or people's experience of it. What became clear over the course of the Forum's work however, was that landscape's all-encompassing nature was one of its great strengths. It is strongly linked with the concept of 'place' and ideas of 'place making' – indeed landscape has been described as the relationship between people and place. And it is an integral part of approaches to well-being, quality of life and environmental justice.
10. Landscape has traditionally been dealt with primarily as an aesthetic concern, embodied in legislation in terms of 'natural beauty and amenity', and focused on our more rural landscapes – countryside – and more natural features. But landscape is to be found everywhere, including the townscapes of settlements and encompassing a wider range of values. The European Landscape Convention's contemporary definition of landscape encapsulates this:

'an area, as perceived by people, whose character is the result of the action and interaction of natural and/or human factors'.

(Article 1, European Landscape Convention)

11. The Forum adopted this definition of landscape in its work. Landscape thus embraces all the physical elements of the environment that surround us, be they natural (landform, water, and natural vegetation) or cultural (the patterns of land use, buildings and other structures – old and new). People's experience and perception of the land and adjacent sea turns the physical fabric into landscape, predominantly through sight but it is the totality of all our senses, together with the feelings, memories and associations evoked by different places that condition people's response. The idea of landscape therefore is dynamic and captures very personal responses, which can change over time.
12. The Forum strongly believes that **people are central to the idea of landscape, and this should be seen as a strength, underlining as it does just how much landscape contributes to the quality and meaning of their lives, and the well-being of society in general.**

1.3 Why landscape matters to Scotland

13. The European Landscape Convention acknowledges landscape's contribution to social, cultural, economic and environmental values, and the benefits it brings to society dependent on its quality and condition. Landscape is a significant component of effort for sustainable development, but its relevance and contribution to wider agendas is often overlooked. A clearer understanding and expression of landscape values, and the benefits landscape brings society, is needed to ensure that Scotland's landscape continues to make, and indeed increases, its contribution to national life.

1.3.1 What do we value about Scotland's landscape?

14. People find meaning and attach importance to landscape in many different ways, the key ones being set out below. None of these is pre-eminent, and whilst some are relatively objective and common to all, others are more personal and subjective, and found whether people have first-hand experience of the particular landscape or not. All can be described as landscape values, which in practice overlap and may be interdependent, but together they constitute the richness of the landscape concept.
 - **A shared resource** - Landscape is a public good, in principle available to all to experience irrespective of wealth, ability or background. To a large degree the quality of our landscape is a measure of the quality of our collective governance - as a society we get the landscape that we deserve.
 - **Pleasant surroundings and amenity** - The attractiveness, functionality and amenity of the landscapes in which most people spend their day-to-day lives makes a huge difference to the quality of their existence.
 - **Permanence and continuity** - In human timescales, many elements of the landscape are effectively permanent and unchanging, providing a strong sense of place, identity and reassurance.

- **Memories and associations** - Individuals may associate certain landscapes with particular experiences and this extends to popular associations linked to work and community.
- **Diversity and character** – The distinctiveness and character of our landscapes helps define a sense of place at both the local and regional level. This diversity also makes a valued contribution to what makes Scotland attractive.
- **National identity** - All of Scotland’s landscapes contribute to a sense of national identity, but some project a sense of ‘Scottishness’ and are considered national icons.
- **Scenic quality, beauty and aesthetics** - Many of Scotland’s rural landscapes are valued for their attractiveness. The aesthetic qualities and attractiveness of our townscapes and individual buildings are also important, both because of the contribution they make to the wider landscape but also in their own right.
- **Our cultural record** - Our landscapes contain strong physical evidence and cultural associations of the past that help us understand the nation’s history. This cultural record is valued for its own sake, for scholarly endeavour, and for its strong contribution to our sense of place and identity.
- **Places for learning** - Landscapes inspire inquisitiveness, a desire to learn, to value, explore and discover broader horizons and one’s own self; space to think and solve problems, places to develop skills and demonstrate talents. The knowledge economy, sciences and the arts all thrive on such inspiration.

1.3.2 How does Scotland benefit from landscape?

15. Landscape brings distinct benefits in many different forms, the main ones being identified in Table 1. There can be difficulties capturing these, not least isolating them from those derived from the environment or cultural heritage more widely. But there is a growing body of evidence that demonstrates the gain that society derives from landscapes considered to be of good quality and in good condition that merits greater recognition.

Table 1: How we benefit from Scotland’s landscape

Main Public Benefits	Overview	Supporting survey, research and case studies
<i>Health and well-being</i>	Attractive and accessible landscapes invite and encourage physical activity. They can delight and inspire us, provide escape from the pace of modern living and give us better insight into our past and culture. Closer engagement with them is therefore good for our individual health and well-being – both mental and physical.	<ul style="list-style-type: none"> • Delivering a Healthy Scotland – meeting the challenge (Scottish Executive, 2006) • Making the Links – greenspace and the quality of life (Scottish Natural Heritage, 2004)

<i>Community regeneration</i>	Restoring degraded landscapes, engaging people in their local history and biodiversity and involving people more generally in decision-making and management can also help build stronger communities.	Natural Heritage, 2004) <ul style="list-style-type: none"> • Community Learning and Development (Communities Scotland & Scottish Natural Heritage, 2006)
<i>Enjoyment and recreation</i>	Our landscapes provide a very wide range of opportunities to enjoy the outdoors, ranging from local greenspace and urban parks through to remote mountains and coasts. All offer relaxation, challenge and inspiration and an opportunity to experience first hand our natural and cultural heritage. The importance we place on this as a nation is indicated by the 214 million recreational trips made to the outdoors in 2004/5.	<ul style="list-style-type: none"> • Scottish Outdoor Recreation Survey • A review of the benefits and opportunities attributed to Scotland's landscapes of wild character (Scottish Natural Heritage, 2006)
<i>Education</i>	In addition to providing a setting for contact with the natural world and built environment, our landscapes provide a vital record of our past and insight into the people we were and places we lived. They therefore provide a range of opportunities for learning about the natural and cultural heritage and also settings for formal and informal learning activity.	<ul style="list-style-type: none"> • Lasting Impressions – A Guide for Co-ordinators on the use of the heritage resources for school education (Scottish Museums Council, 2003) • Dalriada Project Landscape Strategy 2005
<i>Tourism</i>	Scottish tourism is vital to the Scottish economy, contributing around £4.2 billion and employing nearly 9% of the Scottish workforce (15% in the Highlands). Tourism attitude surveys have consistently confirmed that Scotland enjoys high international recognition as a country with attractive scenery, a distinctive history and culture and an outstanding natural environment. Many of our rural landscapes contribute to our growing reputation as a destination for outdoor recreation and sport.	<ul style="list-style-type: none"> • Tourism Attitudes Survey • The Economic Value of protected landscapes in the North East (One North East, 2004) • Prosperity and Protection – the economic impact of National Parks in the Yorkshire and Humber region (Cairngorms National Park, 2006) • The role of the natural heritage in generating and supporting employment opportunities in Scotland (Scottish Natural Heritage, 2004)
<i>Rural diversification</i>	The economy of rural areas is strongly dependent on recreation and tourism, and this continues to support the growth of new business and encourage further rural diversification. Support for land management is now placing greater emphasis on recreation and landscape, providing additional income for farming and forestry.	
<i>Economic development</i>	In the competitive global market for inward investment, attractive landscapes are part of the image used to sell Scotland as a desirable investment location abroad.	<ul style="list-style-type: none"> • A Scoping Study to Explore the Economic Value of the Environment to Scotland (Scottish

	<p>Many countries can offer attractive environments, and although business decisions are primarily driven by economics, high quality surroundings can attract whilst poor quality ones can most definitely deter. Quality of life for employees can be an influencing factor (the third most important according to surveys of CEOs), and will potentially grow in importance to entrepreneurs choosing to start or expand business in Scotland.</p> <p>Many of Scotland's traditional products – such as the £2 billion whisky trade – use Scotland's landscapes as a critical part in their marketing, aiming to build or sustain a brand image linked to the traditions and romance of Scotland as a place. More generally, advertising is making increasing use of the unspoiled character of Scotland's landscape as a backdrop, while a growing number of feature and television films and programmes draw on it as both a setting and inspiration.</p>	<p>Environment Protection Agency, 2004).</p> <ul style="list-style-type: none"> • Revealing the Value of the Natural Environment in England. (Department of Environment, Food and Rural Affairs, 2004) • Valuing our Environment – the economic impact in Wales. (The Valuing Our Environment Partnership 2001) • The importance of the quality of the environment for economic development and regeneration in rural areas (Department of Environment, Food and Rural Affairs, 2004)
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1.4 A new landscape agenda

16. The Convention's definition of landscape is wide ranging in scope, perhaps begging the question why a separate landscape agenda is required at all. The Forum considers it to be necessary for the following reasons.

- i) Investment in Scotland's landscape 'infrastructure' is essential to our future development and well-being as a nation. It thus merits focused attention and resources, recognising its contribution to social, economic and environmental agendas illustrated in section 1.3.
- ii) Landscape is a meeting ground between a range of interests, of importance to all but the unique responsibility of no single body or profession. As a result it can be taken for granted, if not ignored, by those whose actions affect it.
- iii) Today the extent and pace of landscape change is much greater than it has been, as more powerful technology makes possible change of a kind that was not feasible before. Whilst in the past the shaping or neglect of our landscape by the incidental consequence of decisions taken for other reasons has often resulted in landscapes that we value today, this has by no means always been the case and certainly cannot be taken for granted.
- iv) In the past, care for the landscape has often been the preserve of individuals wealthy or fortunate enough to be able to shape their own surroundings. Society has intervened only to safeguard those areas which were widely recognised as outstanding. Even then intervention was usually restricted to preventing damaging change, rather than to supporting active care. Today we recognise that all landscapes are important and that a more

comprehensive approach is required if everybody is to enjoy good quality surroundings, especially in an era when the natural dynamics of change are going to be greatly accelerated by climate change. Priorities will still need to be set, but an encompassing and inclusive approach will ensure that the decisions involved are conscious and informed ones.

- v) In the landscape as elsewhere, change does not always represent progress. Scottish Natural Heritage's earlier discussion paper *Scotland's future landscapes?* spelt out the consequences of a range of pressures that have borne upon the landscape and helped to shape it over the past half century. These concerns (Box 1) were reiterated in the Forum's work.

Box 1: Some key issues facing Scotland's landscape

- poor settings for many urban and peri-urban communities, impinging on well-being and quality of life
- loss of diversity in the landscape and the dilution of distinctive character, eroding sense of place
- generally poor standards of design
- decline and loss of natural and cultural features
- attrition of undeveloped, remote and wild countryside and coasts
- erosion of the rural character of lowland Scotland caused by the deterioration and loss of rural landscape features (such as dykes and hedgerow trees), intrusion of noise and artificial light reducing tranquility, and continued suburbanisation
- impacts of climate change, both its direct consequences and society's response to mitigate its effect such as the development of renewable energy

17. Taken together, these justify the need for investing in our landscape to ensure proper stewardship of the resource. They suggest that we need to be clear about the landscapes we want in the future, and make their appearance and well-being a more explicit factor in decisions affecting them. The better management of all Scotland's landscapes can deliver social, economic, cultural and natural heritage benefits which will make a significant contribution to people's quality of life and society's well-being. Through improving awareness of this potential and improving current practice, the quality of our poorer landscapes can be improved and our management of landscape change can be undertaken to optimise its benefits.

18. A concern with the well-being of landscape is not a matter solely for Scotland. The European Landscape Convention was in part a response to the accelerating transformation of Europe's landscapes and the realisation that the quality and diversity of many landscapes are deteriorating with an adverse effect on quality of life. New drivers of landscape change need to be accommodated, such as climate change and evolving new land uses. **The Forum believes that care for Scotland's landscapes is not an optional add-on to how we as a society use and manage Scotland's resources, but a demonstration of good governance that should lie close to the heart of all our work.**

'Britain is already a world leader in protecting its landscape, and the Convention is a major step forward. It will ensure that any change and development is sympathetic and appropriate to the environment, and is designed to help create new landscapes where people want to live and work as well as protecting our most cherished scenery.'

UK Government statement marking the UK's ratification of the European Landscape Convention (21 November 2006)

2. TAKING FORWARD THE EUROPEAN LANDSCAPE CONVENTION

2.1 A framework for Scotland's landscape work

19. The Council of Europe's European Landscape Convention provides an important opportunity to take stock of current landscape practice and effort, and identify where this needs to be improved. The first international treaty to be exclusively concerned with landscape, it sets landscape alongside other international measures addressing cultural heritage and biodiversity interests. It promotes the protection, management and planning of all landscape, and European co-operation and sharing to encourage this. Applying to land, water and sea it is wide in scope, covering natural, urban and peri-urban areas, and everyday, degraded and special landscapes.
20. Five principles underpin the Convention's approach, and these should be promoted as the basis of Scotland's approach to its work on landscape.
 - **Our landscape** – people, from all cultures and communities, lie at centre to the idea of landscape, and share an interest in, and responsibility for, its well-being.
 - **All landscapes** – landscape exists everywhere, encompasses town and country and whether considered beautiful or degraded, is everyone's shared inheritance.
 - **Changing landscapes** – landscapes will continue to evolve in response to society's needs, and this change should be managed.
 - **Understanding landscapes** – greater awareness and better understanding of landscape, the values we attach and the benefits it provides, is required.
 - **Tomorrow's landscapes** - an inclusive, integrated and forward looking approach to managing the landscapes we inherit and the new landscapes to be shaped, is required.
21. The Convention is not specific in its requirements and allows significant scope for interpretation of its measures and flexibility in how they are applied. The Forum focused its attention on two key articles (set out in Box 2), whilst recognising the relevance of articles 7 to 11 on international policies and programmes, sharing practice and experience, transfrontier co-operation, monitoring and the Landscape Award.

Box 2: Key articles of the European Landscape Convention(2000)

Article 5 - General measures

Each Party undertakes:

- a. to recognise landscapes in law as an essential component of people's surroundings, an expression of the diversity of their shared cultural and natural heritage, and a foundation of their identity;
- b. to establish and implement landscape policies aimed at landscape protection, management and planning through the adoption of the specific measures set out in Article 6;
- c. to establish procedures for the participation of the general public, local and regional authorities, and other parties with an interest in the definition and implementation of the landscape policies mentioned in paragraph *b* above;
- d. to integrate landscape into its regional and town planning policies and in its cultural, environmental, agricultural, social and economic policies, as well as in any other policies with possible direct or indirect impact on landscape.

Article 6 - Specific measures

A. Awareness-raising

Each Party undertakes to increase awareness among the civil society, private organisations, and public authorities of the value of landscapes, their role and changes to them.

B. Training and education

Each Party undertakes to promote:

- a. training for specialists in landscape appraisal and operations;
- b. multidisciplinary training programmes in landscape policy, protection, management and planning, for professionals in the private and public sectors and for associations concerned;
- c. school and university courses which, in the relevant subject areas, address the values attaching to landscapes and the issues raised by their protection, management and planning.

C. Identification and assessment

1. With the active participation of the interested parties, as stipulated in Article 5.c, and with a view to improving knowledge of its landscapes, each Party undertakes:
 - a. i) to identify its own landscapes throughout its territory;
 - ii) to analyse their characteristics and the forces and pressures transforming them;
 - iii) to take note of changes;
 - b. to assess the landscapes thus identified, taking into account the particular values assigned to them by the interested parties and the population concerned.
2. These identification and assessment procedures shall be guided by the exchanges of experience and methodology, organised between the Parties at European level pursuant to Article 8.

D. Landscape quality objectives

Each Party undertakes to define landscape quality objectives for the landscapes identified and assessed, after public consultation in accordance with Article 5.c.

E. Implementation

To put landscape policies into effect, each Party undertakes to introduce instruments aimed at protecting, managing and/or planning the landscape.

- To recognise law of landscapes as an essential component of people's surroundings, an expression of the diversity of their shared cultural and natural heritage, and a foundation of their identity.
- Establish and implement landscape policies.
- Establish procedures for participation by the general public, local and regional authorities and other interested parties.
- Integrate landscape into policies concerning regional and town planning, cultural, environmental, agricultural, social and economic policies, etc.

22. **The Forum strongly welcomes the UK's ratification of the Convention in November 2006.** This step signals the UK Government's and Scottish Executive's commitment to safeguarding and enhancing this central aspect of our natural and cultural heritage, and provides a positive and proactive framework for directing attention to landscape. However whilst the UK may demonstrate broad compliance with the Convention, this should not be made into an excuse for inaction; Scotland should grasp the challenge and opportunity that its implementation presents.
23. The challenge is to raise our landscape game through incorporating landscape considerations more fully into the host of decision- and policy-making activities that affect the landscape, becoming more visionary and forward-looking when seeking to guide landscape change, promoting and achieving higher standards in all that we do for landscape, and strengthening the active contribution of the public in landscape matters. **Scotland can improve on current practice and take better care of its landscapes.**
24. The opportunity for Scotland lies in it clearly demonstrating its commitment to managing to a high standard its landscape resource, strengthening the benefits that it already provides for the nation, learning from experience elsewhere whilst influencing the wider UK and European debate on landscape. **Enhancing its effort would lend substance to its claim and aspiration to be the 'best small country in the world'.**
25. If Scotland is to successfully tackle these challenges and grasp these opportunities, strong leadership on landscape is required - by the Scottish Executive in particular, but also by key public bodies including local authorities, Architecture and Design Scotland, Forestry Commission Scotland, Historic Scotland, Scottish Natural Heritage and Visit Scotland. One specific example of promoting leadership that the Forum learnt of was the Dutch model of a Government appointed independent National Landscape Advisor – a move that may well be relevant to Scottish circumstances and deserves closer consideration.

Recommendations and Actions

- R.1 The Scottish Executive should provide leadership on landscape matters, and confirm the role of other public bodies in supporting this, in the same way that it has done in related fields such as architecture and design.**
- R.2 The Scottish Executive should adopt and implement a European Landscape Convention action plan that demonstrates how Scotland is giving effect to the principles and the spirit of the Convention.** This action plan should be overseen by the group of key stakeholders critical to its achievement, and contribute to the UK monitoring group overseeing the UK's implementation of the Convention.
- R.3 The Convention's approach to landscape, including its definition of landscape and core principles, should be embraced and applied as the basis of Scotland's approach to managing its landscape.** Whilst of most relevance to public bodies, other organisations should also be encouraged to adopt the Convention's approach.

R.4 More effort to actively promote Scottish expertise and learn from European experience should be encouraged. Scotland has its own perspective to offer, and learning experience to gain, from actively participating in the Council of Europe programmes.

26. Using the framework provided by the Convention, the remainder of this report explores in more detail its implications for a renewed landscape agenda for Scotland.

'Believing that the landscape is a key element of individual and social well-being and that its protection, management and planning entail rights and responsibilities for everyone.'

Preamble to the European Landscape Convention (2000)

3. PROMOTING A PEOPLE CENTRED APPROACH

27. The Convention founds on the principle that concern for landscape cannot and should not be the monopoly of professionals and specialist bodies, but needs to be taken forward as a much wider societal endeavour. All of us have a stake in the quality of our surroundings, be they those where we live, where we work or where we choose to spend our leisure time. This simple truth highlights the importance of engaging with people and communicating landscape work. To this end the Convention identifies three people-centred themes for attention: awareness raising, training and education and crucially, public participation.
28. While individual projects have explored these themes, the absence of a programme to enhance understanding and communicate clear landscape messages to a range of audiences is a significant gap in effort to date. If the actions identified throughout this report are to succeed, the general level of landscape understanding needs to be enhanced in order to provide a firm foundation for the necessary debate and action.

Recommendations and Actions

- R.5 Prepare and implement a Communication Strategy to raise the profile and understanding of landscape amongst stakeholders and other key audiences, ensuring it addresses all sectors of society.** Many of the actions that follow should be seen as contributing to the Communications Strategy.

3.1 Raising awareness and understanding

29. The care devoted to the well-being of landscape reflects in large measure society's appreciation of it. The Convention therefore promotes effort to increase awareness of the landscape among civil society, private organisations and public authorities of the value of landscapes, its changing nature and their role in influencing this (Article 6a). To date Scotland has been very good at promoting an awareness of and marketing parts of Scotland and at celebrating the iconic, particularly striking cultural features and the wilder, more natural mountainous and coastal landscapes. It has tended to neglect the lower-key and more managed landscapes, even where by the standards of most countries these are of a very high quality. It would be all too easy to perpetuate this approach but the price would be very high: a world class environment for the lucky few and a limited number of privileged visitors; an at best unrewarding one, with little potential to attract investors and tourists, for the rest.

30. In many ways it is local people that are the experts, holding an understanding and appreciation of their immediate surroundings, often expressed through seeking recreation in the outdoors. But landscape awareness is very variable across society, with an untapped interest that often lies latent until a proposal for change raises particular concerns. Issues that require attention amongst professionals and the public include:

- raising awareness of the diversity, distinctiveness and special qualities of Scotland's landscape as a whole, and its place within a UK and European context;
- developing understanding of the process of landscape change, our role in it, and communicating the impact of our actions in shaping them;
- enhancing appreciation of the rich natural and cultural record found in the landscape; and
- wider understanding and acknowledgement of the range of landscape values and benefits that landscape provides.

Recommendations and Actions

- R.6 Encourage and develop local projects that support community awareness and understanding of their landscape.** This includes community led projects (for example Common Ground's Parish mapping project in England), arts projects and the programmes of public bodies focused on the landscapes in their care (for example utilising ranger based activities).
- R.7 Improve the public availability and accessibility of existing landscape information, such as landscape character and historic land-use characterisation data.** The greater use of web-based tools should be explored.
- R.8 Develop wider understanding and raise awareness of landscape's benefits through research, survey, demonstration and promotional material.**

3.2 Formal education and professional training

31. The Convention promotes training for landscape specialists and other professionals, and the inclusion of relevant material in school and university courses, particularly addressing landscape values and landscape planning, management and protection (article 6b). It encourages high-quality specialist training in landscape appraisal and landscape operations, and promotes multidisciplinary training in landscape matters for elected members and technical staff of local, regional and national authorities and other relevant bodies, reflecting the range of professions involved in landscape.

32. Time did not allow the Forum to examine in detail the availability and content of landscape education in Scotland, but it can be broadly characterised as follows.

- School education approaches landscape largely through related subjects such as environmental studies and geography.

- At University level the Edinburgh College of Art is the sole provider of accredited graduate and post-graduate landscape architecture courses, although a number of other courses include landscape in their curriculum. The focus is often more on landscape design than landscape management issues. Landscape research is undertaken by a number of university departments and research institutes.
 - Multidisciplinary training programmes have been an established part of some environmental design education programmes (for example architecture, landscape architecture and engineering), but usually these sessions do not continue throughout the course duration and do not cover all aspects of landscape.
 - Training as part of continuing professional development is provided by the professions, academia, public bodies, and NGOs amongst others. Although landscape focused courses appear less well resourced in Scotland, there are opportunities to access training elsewhere in the UK.
33. Scotland can demonstrate a firm foundation in landscape training, although there is scope to enhance this, particularly developing multi-disciplinary approaches and strengthening landscape management. The key constraint identified however is the availability and capacity of landscape expertise within organisations shaping future landscapes, with that within local authorities in particular considered under resourced.

Recommendations and Actions

- R.9 Enhance the capacity of landscape expertise within public bodies.** As a precursor an audit of the extent of current landscape expertise in relevant bodies (both within and without the landscape profession) could be undertaken, with the opportunity taken to promote training through the work of the Local Government Improvement Service and Planning Development Budget.
- R.10 Ensure formal landscape training provision is refreshed to reflect the European Landscape Convention's approach.** A multi-disciplinary landscape education and training group could advise on training needs for all sectors, and identify and 'recruit' champions from different sectors to promote landscape training. Good practice needs to be collated and promoted, with existing award schemes utilised to disseminate them and encourage their application.

3.3 Public participation and landscape quality objectives

34. The Convention highlights the need for active participation of the public and organisations in the formulation of policies and when making decisions that will affect the landscape (Articles 5c and 5d). Scotland has a long tradition of public participation, with increasing attention paid to its effectiveness (for example Communities Scotland advocacy of national standards for community engagement). Public consultation on landscape is provided for in many guises, but there are questions about how effective this is in practice, particularly when seeking views proactively on future landscapes rather than individual proposals.

35. **The active involvement of the public must be at the heart of future policy and practice.** If we are successfully to tackle the many tasks and challenges set by the European Landscape Convention, we must above all learn more about the ways in which people view and appreciate their surroundings. There is an urgent need, not to say opportunity, to better involve local communities in policy development, especially at the local level when evaluating landscapes and establishing landscape objectives.
36. The key tool for managing change at present is landscape character assessment, complemented by historic land use assessment. Both enhance our understanding of the landscape, although the professional terminology that they adopt can impinge on wider public understanding.
37. The Convention's approach highlights the participation of the local population and others in applying these tools, and emphasises management of change, not simply conserving what we have today. More creative approaches to managing change in our landscapes are required – we are reasonably good at conserving valued landscapes, but where fundamental change is required we need to be more creative about new landscapes and the tools we use to communicate this.
38. Understanding of the importance that people attribute to a particular landscape is the area that we have least information on. Neither historic land-use assessment or landscape character assessment are designed to identify the importance of the landscape's identified. Landscape value is instead indicated by a range of designations, including World Heritage Sites, National Scenic Areas, National Parks, Regional Parks, Gardens and Designed Landscapes, Conservation Areas and Scheduled Ancient Monuments.
39. The process of assessing importance is sometimes seen as obscure, and in the past has often not involved public consultation to provide wider endorsement of these societal values. More effort to understand the many attributes that people attach importance to in their landscapes is required if we are to be confident that we are delivering the wider public good. Planning for Real exercises, and the development of village design plans are examples of techniques that have attempted this.
40. A key aspect of the Convention is the identification of landscape quality objectives. There is still some uncertainty about what a meaningful landscape quality objective might look like, and at what level (local, regional or national) they should be set to be effective. Development plans and increasingly, development briefs, offer an opportunity to establish landscape quality objectives. At a national level, the development of the National Planning Framework, Scottish Rural Development Plan and the National Forest Strategy, together with other sectoral strategies offer the opportunity for landscape quality objectives to be defined for individual land uses. The same is true at the development plan and National Park Plan level.
41. Although there are some good examples, landscape quality objectives for landscape and development planning are not always present in these plans and strategies, nor are they carried through to the development management and other land use planning decisions. Other countries may have practice we can learn from. The landscape of the Netherlands has largely been shaped through human effort, and new landscapes continue to be created. In Spain's Catalonia, legislation requires 'landscape catalogues' to be prepared setting out the nature

of the landscape and its condition, the values attached to these, the quality objectives to be met and the measures required to achieve this.

Recommendations and Actions

- R.11 Continue to develop the professional tools and enhance understanding and management of Scotland's landscape, learning from the experience of other countries.**
- R.12 Examine best practice for involving people in establishing landscape objectives and landscape decision-making, and the necessary tools that are required to support this such as visualisation techniques.**

'Noting that the landscape has an important public interest role in the cultural, ecological, environmental and social fields, and constitutes a resource favourable to economic activity and whose protection, management and planning can contribute to job creation.'

Preamble to the European Landscape Convention (2000)

4. A STRONGER INSTITUTIONAL FRAMEWORK

42. Landscape bridges the institutional divide between the statutory systems established to protect and enhance the cultural heritage on the one hand and the natural heritage on the other. While there is often overlap in their operation, the approach to landscape presents an opportunity if not a requirement to address these complementary interests in a more integrated and holistic manner.

4.1 Modernising the legislative framework

43. The Convention requires the recognition of landscapes in law *'as an essential component of people's surroundings, an expression of the diversity of their shared cultural and natural heritage, and a foundation of their identity'* (Article 5a). Existing legislation approaches this on two levels: through establishing landscape as a relevant matter under individual statutes and requiring some consideration of landscape in its application; and through designating specific features and areas that reflect certain landscape values.

4.1.1 Landscape as a relevant concern

44. Although the UK has a long tradition of recognising landscape in law, this is predominantly on an aesthetic basis through terms such as *'natural beauty and amenity'*. Its strength is that this is a populist approach, based on some widely-shared and long-held opinions about which landscapes are special, but tending to focus effort on Scotland's more natural and scenic landscapes. But this terminology is not widely understood, has been the subject of legal challenge, and is viewed by some as outmoded. Legislation on cultural landscape aspects is weaker, focused on historic features and their immediate setting rather than the wider landscape. There are recognised gaps in the legislative basis for work on landscapes with a strong cultural interest, such as battlefields and landscapes with strong cultural associations.

45. This disparate approach fails to embrace the full breadth of values encompassed by the idea of landscape. Also, the consideration to be given to landscape by decision makers is somewhat ill-defined. The current duty contained in the Countryside (Scotland) Act 1967 is now 40 years old and requires modernisation to reflect today's approach. Recognising landscape as part of both our natural and cultural heritage, and applying a duty to all landscapes and all public bodies working in Scotland is required.

4.1.2 Designation of specific landscapes and features

46. Whilst few landscapes in Scotland are protected by law for their landscape value, there is a complex network of existing mechanisms that allow for the protection and/or management of parts of the landscape. National Parks combine natural and cultural heritage interests, but other designations focus on particular values. Examples include National Scenic Areas (primarily aesthetic values), Conservation Areas (built heritage values), and regional and country parks (recreational values). In their application and management these designations inevitably recognise a wider set of values, but not all are supported by pro-active, positive and resourced management measures.
47. Designations will continue to play an important part in an all-landscapes approach. New legislation has now been put in place to renew the National Scenic Area designation and adequate resources will be needed to implement these proposals. Further effort is also needed to enhance local landscape designations while more generally the positive contribution of existing natural and cultural heritage designations to landscape management deserves formal recognition.

Recommendations and Actions

- R.13 Update the statutory underpinning for landscape work by revising current statute to reflect the Convention's definition of landscape that encompasses a range of landscape values.** In the longer term, a new Landscape Act may be appropriate if Scotland is to modernise its approach and encompass natural and cultural heritage aspects in a more integrated manner.
- R.14 Update current provisions on public bodies that require them to have regard to particular landscape values, introducing a more positive and proactive approach that promotes furthering landscape quality.** Such a revised duty would be akin to that established for biodiversity in the Nature Conservation (Scotland) Act 2004.
- R.15 Promote a stronger and clearer landscape role for the range of natural and cultural heritage designations.** Whilst many designations primarily recognise a different set of values, their ability to contribute to landscape objectives should be recognised.
- R.16 Promote the new legislative provisions for the NSA designation in the Planning etc (Scotland) Act 2006, move quickly to prepare strong guidance and ensure NSAs are supported by adequate resources.**

4.2 Strengthening landscape policy

48. Article 5b and 5c of the Convention require the establishment and implementation of landscape policies. The Forum's examination of the existing policy framework identified an extensive set of statements that address landscape directly or indirectly at the national level, supported by a suite of local policies. Sectoral policies are now giving greater consideration to landscape matters and increasingly these recognise landscape's contribution to a number of objectives,

including biodiversity, health and physical activity, quality of life, economic and social regeneration, although scope exists for the linkages between landscape and these to be strengthened.

49. Despite this plethora of policies and strategies however, there is some doubt regarding their effectiveness, with the following gaps and weaknesses identified.
- The absence of an overarching high level policy statement on landscape (discussed in section 4.3 below) to provide the context and direction for the treatment of landscape in national planning policies and sectoral statements.
 - Despite national policies such as those relating to the economy, transport and tourism recognising the importance of attractive, competitive places in attracting investment and the importance of environmental protection, as yet few direct links are made with landscape protection, management and planning. Better links are also needed to ensure that the necessary resources required for the investment in our important landscape infrastructure are identified.
 - Policies are not always explicit in their consideration of landscape, using a range of terms such as 'quality of environment' that, whilst inferring a landscape interest, do not give it adequate recognition.
 - Many policies focus on the protection of areas of national interest, with few addressing landscape management issues more generally or recognising the value of local landscapes.
 - The absence of clear landscape objectives (discussed in section 3.3.1) and measures of progress means fulfilling general policies is open to wide interpretation. The potential benefits from the new requirement for building landscape assessment into Strategic Environmental Assessment (SEA) of strategies, plans and programme have also yet to be realised.
50. Meriting special attention, the National Planning Framework is the key spatial strategy for Scotland, and has been given enhanced status by legislative changes in the Planning (Scotland) Act 2006. Its landscape implications are significant, and deserve greater attention in the new NPF planned for 2008.

Recommendations and Actions

- R.17 Recognise the cross-cutting nature of landscape and its contribution to a number of agendas, and ensure other policies are 'landscape-proofed' as they are produced or revised.**
- R.18 Examine and advise on the possible landscape content of a revised National Planning Framework, through reviewing experience from elsewhere and develop new thinking on strategic landscape issues.** This is considered a priority by the Forum.
- R.19 Develop a suite of national and local landscape indicators that will demonstrate the value of more effort for landscape and measure the effectiveness of policies in their application.**

4.3 A Scottish Landscape Statement

51. Consideration of the European Landscape Convention and National Planning Policy Guideline 14 highlighted the gap resulting from the absence of an overarching high level policy statement on landscape. Such a statement is necessary because:

- landscape's cross-cutting nature and relevance to a number of sectoral agendas (and mechanisms they use for delivery) requires a clarity of purpose and common understanding to be developed;
- through providing the wider context for sectoral policy, 'landscape proofing' can be applied;
- it would signal a clear commitment to, and provide Ministerial leadership on, the better care of Scotland's landscapes and provide the necessary impetus to ensure landscape is fully reflected in relevant sectoral policies and carried through into action on the ground; and
- the dominant force for landscape change is not always regulated by the planning system, which has traditionally been the home of landscape policy statements.

52. A national landscape statement is analogous to national statements addressing other themes, such as Historic Scotland's Scottish Historic Environment Policy 1 on *Scotland's Historic Environment (2007)*, the Executive's *Building our legacy – statement on Scotland's Architecture policy 2007 (2007)*, and *Scotland's biodiversity – its in your hands (2004)*. Its relationship with sectoral statements and Scottish Planning Policies would be the same as that for these statements.

53. Whilst the content of the national statement should be informed by experience elsewhere in Europe, initial consideration suggests it is likely to cover the following themes.

- An agreed definition of landscape based on the Convention, and articulation of its principles.
- A statement of the values attributed to landscape, the benefits that accrue from it, and the relevance of landscape to a range of agendas. This would include the importance of Scotland's commitment to the care of its landscapes as part of the 'best small country' agenda, and the pivotal contributions of landscape to local distinctiveness, economic activity (particularly tourism based and attracting investment), cultural agendas and sense of identity and belonging.
- A summary of the international and domestic legislative and policy contexts.
- Baseline information – 'the state of Scotland's landscapes' – with an analysis of current and future pressures for change.
- A vision for the future of Scotland's landscapes, and articulation of a high level aim that recognises landscape change whilst safeguarding what is valued (perhaps along the lines of the national objective established for Land Management Contracts - '*to understand, safeguard and enhance the distinct identity, diverse character and special qualities of Scotland's landscapes*').

- The implications of this vision for different sectors (perhaps subdivided along lines such as community planning, land use planning, environmental regulation and land management).
- A summary of key issues relating to implementation, including the need for partnership working, action to raise awareness, better training and long term funding.
- A list of key players and their respective roles.

Recommendations and Actions

R.20 Scottish Ministers to prepare a national statement on landscape that provides the context and direction for Scotland's landscape work, with the input of key stakeholders and public participation.

4.4 Revising the national planning policy guidelines on landscape

54. National Planning Policy Guideline 14 was published in January 1999 and provides the key planning statement on the natural heritage, encompassing landscape, earth science and biodiversity interests. The Forum was asked to review its landscape content to inform the preparation during 2007 of a new Scottish Planning Policy (SPP). Key conclusions are highlighted here, with the full advice (attached at Annex B) submitted to the Executive's Development Department for further consideration by their formal working group.
55. Whilst the Forum was unable to undertake a systematic appraisal of the effectiveness of NPPG 14 in influencing development planning and management decisions and practice, such an assessment would usefully form part of the Executive's formal review process.
56. **Planning system and landscape** – There are limitations to the scope of any national statement on landscape that is confined to the planning system, which does not regulate all those activities shaping it. A high level and cross-cutting policy statement to provide the wider context for the landscape content in SPP 14 and other SPPs is therefore required (as discussed in section 4.3).
57. **Improving clarity** – The encompassing nature of the concept of landscape has highlighted concerns with the appropriateness of capturing landscape policy within an SPP devoted to the natural heritage, which could be perceived as underplaying the cultural heritage interest. This concern could be mitigated to some extent by renaming the SPP, ('Landscapes and natural environment' is proposed), and strengthening the recognition given to landscape across the suite of SPPs. But further debate on the merits or otherwise of a separate 'landscape SPP' is required as part of the formal review process.
58. There is also considerable variation in the overall approach and terminology used across the SPP series, hindering consistency and understanding. Correcting this during the course of the normal SPP review cycle would be greatly facilitated by the presence of the overarching high level statement suggested above.
59. **Approach to landscape** – Much of the current NPPG14 landscape content is considered to remain relevant, but a number of points require highlighting to reflect contemporary approaches. The SPP should:

- emphasise the breadth of landscape interests and adopt the encompassing approach of the European Landscape Convention, whilst making it clear that the planning system, although important, does not regulate all of the activities shaping the fabric of the landscape;
- reflect the importance of all Scotland's landscape and the benefits it brings, and the need for its stewardship to be considered not as an optional add-on but as a key objective for the planning system;
- convey strong, clear and positive messages and set out ambitious objectives that recognise that landscape change should be guided and in some cases actively promoted, but always in accordance with the principles set out in the Convention;
- aim for broad appeal, clarity and accessibility, helping to provide greater certainty for all relevant interests and wide range of stakeholders;
- include a number of key messages regarding how landscape is approached within the planning system (set out in Annex B paragraph B.19); and
- update Planning Advice Note 60 (Planning for Natural Heritage) to reflect the revised approach and highlight good practice.

Recommendations and Actions

- R.21 Take forward the Forum's advice on NPPG/SPP 14 through the Scottish Executive's formal working group.** It is recommended that a member(s) of the Forum's working group is included on the Executive's working group, and that the revised approach is reflected in the wider set of SPPs as they are revised.

'Noting that developments in agriculture, forestry, industrial and mineral production techniques and in regional planning, town planning, transport, infrastructure, tourism and recreation and, at a more general level, changes in the world economy are in many cases accelerating the transformation of landscapes.'

Preamble to the European Landscape Convention (2000)

5. IMPROVING OUR PRACTICE

5.1 An unfinished agenda

60. The UK and Scotland have in the past prided themselves on being leaders in the field of landscape protection and care. In support of this claim we have tended to cite our designation and landscape character assessment approaches. The reality on the ground, however, often falls short of the standards that one might expect to go with such a leadership role. Whilst there are many examples of good practice, these continue to be the exception rather than the norm, with far too much that is no better than mediocre and a legacy of past mistakes still to be remedied. Building on established practice we should be doing better – ‘raising our game’ - applying good if not best practice more widely, so that we can be confident that all landscapes are receiving adequate attention and due care.
61. The focus of this report has been on the high level themes that provide the framework for Scotland's landscape work. Since the Forum's establishment, Ministers have commended to Parliament the role that it could play in tackling a number of longer term tasks, particularly relating to National Scenic Areas, while the Forum has identified a number of issues requiring more considered attention. These are outlined briefly here.
62. **Urban and peri-urban landscapes** - The state of much of Scotland's urban and peri-urban landscape remains depressing. For those who live and work in these places, poor surroundings will blight lives and deprive them of economic opportunity and reinforce social disadvantage. Focusing attention on tackling the landscape issues in these areas was therefore considered a priority action which the Forum should examine in the immediate future.
63. **Support for landscape management** – Much of today's landscapes are a legacy inherited from past land managers. There is a need to recognise the on-going revenue cost that falls on today's land managers whose management of the landscape's fabric provides the wider public benefit. Increasingly land managers themselves struggle to meet the full cost of maintaining valued landscape infrastructure. Achieving appropriate levels of landscape care requires the availability of adequately funded public incentives to support and guide their efforts, such as Land Management Contracts. But it also depends on building capacity within relevant organisations (including but by no means exclusively local authorities), and on encouraging the development of shared objectives and coordinated action. Ensuring new approaches, such as Land Management Contracts, are effective in furthering landscape objectives is required.

64. **Landscape-scale and spatial planning** – The increasing rate of change we can exert on the landscape, and the Convention's emphasis on establishing clear objectives and managing landscape change, emphasises the importance of the spatial planning framework for landscape. The imminent review of the National Planning Framework requires consideration of its potential landscape content as a priority. How the tools of Strategic Environmental Assessment, landscape plans and strategies (such as those being prepared for National Parks and National Scenic Areas), and landscape scale planning (such as those being developed for biodiversity) can best achieve their objectives and contribute to wider aims also deserves closer attention.

5.2 A future role for the Scottish Landscape Forum

65. The time limits placed on the Forum focused its attention on the tasks in hand, but also highlighted the need for more in depth consideration to be given to a range of issues that it could only skim the surface of. Submission of this report therefore completes the Forum's original task, but its members believe that there is a continuing job to do that justify extending its lease of life, with some of the issues meriting attention set out above. Also, the Forum should have a role in implementing if not monitoring some of the recommendations made in this report.
66. The Forum's work has demonstrated that there is wider body of interests with an interest in, or concern for, landscape, and landscape's relevance to many diverse agendas. It has brought together a range of stakeholders, some of whom do not normally engage with landscape matters, and facilitated some greater understanding and shared responsibility for landscape that will ultimately lead to shared effort for landscape. While there is still more to be done to achieve the meaningful engagement with all interests that is desired, this will no doubt increase as members gain confidence in the Forum.
67. Forum members therefore support its continuation, and are in discussion with the public agencies involved to enable this. Scottish Natural Heritage, which has provided the significant support to date, endorses this, and proposes to review the Forum's membership and structure and how it engages with a wider range of stakeholders (such as better use of web-based technology).

Recommendations and Actions

- R.22 The Scottish Executive should maintain its support for the Scottish Landscape Forum, which will continue to facilitate discussion, prepare advice and promote action for the better care of Scotland's landscape.**

'Concerned to achieve sustainable development based on a balanced and harmonious relationship between social needs, economic activity and the environment.'

Preamble to the European Landscape Convention (2000)

6. DELIVERING ACTION

68. The European Landscape Convention provides the stimulus for Scotland to look afresh at its approach, and suggests a framework for improving our practice. The review of the key landscape planning guidance is timely, but needs to be seen as only part of the actions required. The recommendations and actions identified in the sections above and presented in the following action plan, present a realistic and achievable agenda to deliver the better care for Scotland's landscape that is required, and demonstrate Scotland's commitment to the Convention.
69. Recognising the longer life now intended for the Forum, Forum members will develop the action plan through clarifying outcomes and identifying priorities and timescales against each of the 22 recommendations. **The first step is to take forward without delay the following seven recommendations, which the Forum consider critical to delivering the wider landscape agenda.**
- R.1 The Scottish Executive should provide leadership on landscape matters, and confirm the role of other public bodies in supporting this, in the same way that it has done in related fields such as architecture and design.**
 - R.2 The Scottish Executive should adopt and implement a European Landscape Convention action plan that demonstrates how Scotland is giving effect to the principles and the spirit of the Convention.**
 - R.5 Prepare and implement a Communication Strategy to raise the profile and understanding of landscape amongst stakeholders and other key audiences, ensuring it addresses all sectors of society.**
 - R.16 Promote the new legislative provisions for the NSA designation in the Planning etc (Scotland) Act 2006, move quickly to prepare strong guidance and ensure NSAs are supported by adequate resources.**
 - R.18 Examine and advise on the possible landscape content of a revised National Planning Framework, through reviewing experience from elsewhere and develop new thinking on strategic landscape issues.**
 - R.20 Scottish Ministers to prepare a national statement on landscape that provides the context and direction for Scotland's landscape work, with the input of key stakeholders and public participation.**
 - R.22 The Scottish Executive should maintain its support for the Scottish Landscape Forum, which will continue to facilitate discussion, prepare advice and promote action for the better care of Scotland's landscape.**

Note: the potential lead body and contributors identified are provisional, as no organisation has formally been asked to commit itself to this Action Plan at this stage. The key first steps, highlighted in paragraph 70, are emboldened.

Ref	Recommendation	Potential lead body	Potential contributors	Illustrative Tasks
Section 2. Taking Forward the European Landscape Convention				
R.1	The Scottish Executive should provide leadership on landscape matters, and confirm the role of other public bodies in supporting this, in the same way that it has done in related fields such as architecture and design.	Scottish Executive	Public bodies	<ul style="list-style-type: none"> Examine foreign experience, such as the role of the Dutch National Landscape Adviser, and the need to enhance its core landscape capacity.
R.2	The Scottish Executive should adopt and implement a European Landscape Convention action plan that demonstrates how Scotland is giving effect to the principles and the spirit of the Convention, and contributes to the UK's implementation.	Scottish Executive	Public bodies	<ul style="list-style-type: none"> Key stakeholders critical to fulfilling the ELC to input to the preparation of the action plan, and oversee its implementation.
R.3	The Convention's approach to landscape, including its definition of landscape and core principles, should be embraced and applied as the basis of Scotland's approach to managing its landscape.	Scottish Executive & public bodies		<ul style="list-style-type: none"> Whilst of most relevance to public bodies, encourage non-public bodies to adopt the Convention's approach.
R.4	Encourage more effort to actively promote Scottish expertise and learn from European experience.	Scottish Landscape Forum	Public bodies & research/academic bodies	<ul style="list-style-type: none"> Actively participate in the Council of Europe programmes, to share Scotland's experience and learn from others. Undertake a review of other countries response to implementing the European Landscape Convention.
Section 3. Promoting a People Centred Approach				
R.5	Prepare and implement a Communication Strategy to raise the profile and understanding of landscape amongst stakeholders and other key audiences, ensuring it addresses all sectors of society.	Scottish Landscape Forum		

SCOTLAND'S LIVING LANDSCAPES – PLACES FOR PEOPLE

R.6	Encourage and develop local projects that support community awareness and understanding of their landscape.	Heritage Lottery Fund, Historic Scotland & Scottish Natural Heritage	NGOs and potential funders	
R.7	Improve the public availability and accessibility of existing landscape information, such as landscape character and historic land-use characterisation data.	Historic Scotland & Scottish Natural Heritage		<ul style="list-style-type: none"> • Develop web-based information tools for this information.
R.8	Develop wider understanding and raise awareness of landscape's benefits through research, survey, demonstration and promotional material.	Scottish Landscape Forum Visit Scotland		<ul style="list-style-type: none"> • Promotional publication illustrating the benefits landscape brings with case studies (for example, akin to the Greenspace Scotland led publication '<i>Making the links - Greenspace and the Partnership Agreement</i>'). • Develop the tourism survey to provide more information on landscape tourism, and what landscape elements act as attractors/ detractors for tourists. • Promote pilot and demonstration projects.
R.9	Enhance the capacity of landscape expertise within public bodies.	CoSLA & Landscape Institute Scotland	Scottish Executive	<ul style="list-style-type: none"> • Audit the extent of current landscape expertise in relevant bodies (both within and outwith the landscape profession).

		CoSLA & Scottish Executive	Landscape Institute Scotland, Royal Town Planning institute in Scotland & Scottish Natural Heritage	<ul style="list-style-type: none"> Promote landscape training through the work of the Local Government Improvement Service and Planning Development Budget.
R.10	Ensure formal landscape training provision is refreshed to reflect the European Landscape Convention's approach.	Landscape Institute Scotland & Royal Town Planning Institute in Scotland Scottish Executive & Scottish Natural Heritage	Local authorities	<ul style="list-style-type: none"> Establish a multi-disciplinary landscape education and training group to advise on training needs for all sectors, and identify and 'recruit' champions from different sectors to promote landscape training. Collate and promote examples of good practice, utilising existing award schemes to encourage the application and dissemination of good practice.
R.11	Continue to develop the professional tools and enhance understanding and management of Scotland's landscape, including learning from the experience of other countries.	Scottish Natural Heritage and Historic Scotland	Local authorities	
R.12	Examine best practice for involving people in establishing landscape objectives and landscape decision-making, and the necessary tools that are required to support this such as visualisation techniques.	Scottish Natural Heritage	Scottish Landscape Forum	<ul style="list-style-type: none"> Review experience of establishing landscape objectives, and identify good practice.

Section 4. A Stronger Institutional Framework				
R.13	Update the statutory underpinning for landscape work by revising current statute to reflect the Convention's definition of landscape that encompasses a range of landscape values.	Scottish Executive	Historic Scotland & Scottish Natural Heritage	<ul style="list-style-type: none"> Review current landscape legislation, with a view to proposing a Landscape Bill if considered the most appropriate means of delivering landscape planning, protection and management.
R.14	Update current provisions on public bodies that require them to have regard to particular landscape values, with a more positive and proactive approach that promotes furthering landscape quality.	Scottish Executive	Public bodies	
R.15	Promote a stronger and clearer landscape role for the range of natural and cultural heritage designations.	Historic Scotland, Forestry Commission Scotland & Scottish Natural Heritage	Local authorities	
R.16	Promote the new legislative provisions for the NSA designation in the Planning etc (Scotland) Act 2006, move quickly to prepare strong guidance and ensure NSAs are supported by adequate resources.	Scottish Executive & Scottish Natural Heritage	Local authorities public bodies	
R.17	Recognise the cross-cutting nature of landscape and its contribution to a number of agendas, and ensure other policies are 'landscape-proofed' as they are produced or revised.	Scottish Executive	Scottish Landscape Forum	
R.18	Examine and advise on the possible landscape content of a revised National Planning Framework, through reviewing experience from elsewhere and develop new thinking on strategic landscape issues.	Scottish Natural Heritage	Scottish Landscape Forum	<ul style="list-style-type: none"> Review the landscape content of spatial strategies in the UK and elsewhere.

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		Scottish Landscape Forum		<ul style="list-style-type: none"> • Prepare advice on the possible landscape content of a revised National Planning Framework
R.19	Develop a suite of national and local landscape indicators that will demonstrate the value of more effort for landscape and measure the effectiveness of policies in their application.	Scottish Executive & Scottish Natural Heritage		
R.20	Scottish Ministers to prepare a national statement on landscape that provides the context and direction for Scotland's landscape work, with the input of key stakeholders and public participation.	Scottish Executive	Scottish Landscape Forum & other stakeholders	
R.21	Take forward the Forum's advice on NPPG/SPP 14 through the Scottish Executive's formal working group.	Scottish Executive Scottish Executive Scottish Executive & planning authorities	Scottish Landscape Forum & other stakeholders Scottish Landscape Forum & other stakeholders Key stakeholders	<ul style="list-style-type: none"> • Revise NPPG/SPP 14 with the Executive's working group including a member(s) from the Forum's working group. • Reflect SPP 14's approach in the wider set of SPPs as they are revised. • Review Planning Advice Note 60 (Planning for natural heritage).

Section 5. Improving Our Practice				
R.22	The Scottish Executive should maintain its support for the Scottish Landscape Forum, which will continue to facilitate discussion, prepare advice and promote action for the better care of Scotland's landscape.	Scottish Landscape Forum	Other stakeholders	<ul style="list-style-type: none"> • Review membership, structure and process of engaging with stakeholders to strengthen the Forum's engagement with a wider range of stakeholders.
		Scottish Landscape Forum	Scottish Executive	<ul style="list-style-type: none"> • Establish an immediate programme of work that the Forum can take forward (in particular examining the urban/peri-urban landscape issues identified).

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ANNEX A: Terms of reference of the Scottish Landscape Forum

The following terms of Reference were agreed at the first meeting of the Forum.

- A.1. The Forum is a group of public and non-governmental bodies with a common interest in the well-being, management and use of Scotland's landscape. It has been established by Scottish Natural Heritage with the support of the Scottish Executive, with a focus on national landscape issues. Its purpose is to facilitate discussion, prepare advice and promote action for the better care of Scotland's landscape, and thereby to enable its diversity, quality and integrity to be maintained for future generations to enjoy.
- A.2. As the term 'landscape' can mean different things to different people, its use here is explained in an appendix in order to clarify the Forum's focus.

Remit

- A.3. The Scottish Landscape Forum provides an independent platform for sharing information about and encouraging broad-based discussion on all aspects of landscape. Its objectives include:
- improving mutual understanding of landscape issues, and promoting the actions and behaviours that are required to achieve better landscape care;
 - promoting cross-sectoral working on landscape issues, and generating a shared commitment to implement actions; and
 - preparing advice and guidance relevant to landscape issues, with appropriate recommendations being submitted to the Scottish Executive and Scottish Natural Heritage.

Ways of Working

- A.4. The Forum will work to fulfil its remit in the following ways:
- The Forum is expected to meet three or four times between June 2006 and March 2007.
 - The Secretariat to the Forum will be provided by SNH and will be responsible for setting meeting dates, preparing agendas, circulating minutes and papers, etc.
 - The Secretariat in discussion with the Chair will aim to ensure that discussion papers are available on relevant topics consistent with a work programme for input to the landscape review of NPPG14. Forum members will be invited to suggest additional topics for the agenda.
 - Sub-groups may be established to look at particular topics as necessary, and the Forum may invite other interests to attend meetings of the Forum or submit written comments as appropriate.
 - The Forum will not be bound in its discussions by existing policies and approaches. While the Forum should strive to reach a collective view, any conclusions reached will not be binding on individual member bodies.

- Forum members will bring forward the views of their organisation (and those of their general sector where appropriate), and listen to and reflect on the views offered by others.
- The Forum's work will be undertaken in an open manner, with all agendas, papers and minutes made publicly available, through the internet. Wider interests and the general public will be encouraged to contribute to the Forum's work through electronic media, such as a message board.
- Membership of the Forum will comprise those listed in the table below, reflecting the agencies and representative organisations that have specific responsibilities towards the landscape or which, of themselves or through their members, have a strong hand in shaping it. It is recognised that this is a restricted list, which does not seek to capture directly the full and extremely wide range of bodies with a legitimate interest in landscape.

Membership

Observers: Forestry Commission Scotland
 Historic Scotland
 Scottish Executive (Landscapes and Habitats Division)

Regulator/professional representatives	Landscape focused representatives	Landscape shapers	Wider community interest
CoSLA	Activity Scotland Association	Highlands and Islands Enterprise	Association of Scottish Community Councils
Educational representative	Architecture & Design Scotland	Homes for Scotland	Black Environment Network
Landscape Institute Scotland	Built Environment Forum Scotland	National Farmers Union Scotland	Scottish Council for Voluntary Organisations
Royal Town Planning Institute	Greenspace Scotland	Scottish Council for Development and Industry	
	Scottish Environment Link	Scottish Enterprise	
	Scottish Environment Protection Agency	Scottish Rural Property and Business Association	
	Scottish Natural Heritage		
	VisitScotland		

APPENDIX - What is landscape?

- i) The term landscape can mean different things to different people, so the following seeks to explain the meaning of landscape that provides the focus of the Forum's attention.
- ii) The European Landscape Convention defines landscape as '*an area, as perceived by people, whose character is the result of the action and interaction of natural and/or human factors*'. Landscape therefore encompasses all the physical elements of the environment that surround us – the natural (landform, water, and natural vegetation) and the cultural (the patterns of land use, buildings and other structures – old and new). But as well as the physical fabric, it is people's experience and perception of the land and adjacent sea that turns their surroundings into landscape.
- iii) We experience and perceive the landscape predominantly through sight, but the totality draws upon all our senses, together with the feelings, memories and associations evoked by different places. These can create a very personal response, which can change over time. Individuals and communities will thus understand and appreciate a landscape in subtly and significantly different ways.
- iv) Our appreciation of landscape will depend in part on the values we attribute to a particular place, and these inform our preferences for one landscape over another. Preference is a very individual and subjective matter but despite this there are some widely-shared and long-held opinions about which landscapes have special merit.
- v) Separate and distinct from the values and preferences people hold, landscapes can be defined through a largely objective assessment of their character. Character is what defines a landscape's particular sense of place, comprising the distinct and recognisable pattern of elements that occurs consistently in a particular type of landscape and the way in which these are perceived by people. Landscape can also be analysed on the basis of its different elements, such as the record of historical change embodied in today's cultural features, and the habitats and geological and physiographic features that are present.

ANNEX B: Revising the landscape content of NPPG/SPP 14 Natural Heritage

The following advice has been prepared by a working group and agreed by the Scottish Landscape Forum. Its key conclusions are contained in section 4.4 of this report. This advice has been provided to the Scottish Executive Development Department, along with an analysis of the landscape content of current planning policy statements.

1. Introduction

- B.1. National Planning Policy Guideline (NPPG) 14 was published in January 1999 and provides the key statement of national planning policy on the natural heritage, including landscape, earth science and biodiversity interests. This statement is due for review during 2007 and will be published, in due course, as part of the new Scottish Planning Policy (SPP) series.
- B.2. The Scottish Landscape Forum was established during 2006 with a remit to develop advice to Ministers on the future protection, management and planning of Scotland's landscapes. In discussion with Ministers, Scottish Executive Development Department (SEDD) and Environment and Rural Affairs Department (SEERAD), it was agreed that the Forum should also contribute to the review of NPPG 14 by advising on key landscape policy messages for possible inclusion. This report presents the Forum's recommendations regarding the landscape content of the revised SPP.
- B.3. The advice in this report has been developed by a working group established by the Forum for this purpose. The group met in November 2006 and February 2007 with additional discussion, as necessary, by correspondence. The members of the working group are listed in appendix A. This report has also been informed by discussion at Forum meetings in December 2006 and February 2007, and by general discussion at a seminar organised by the Forum in January 2007 to seek input from a wider range of interested parties.
- B.4. **The above discussions have indicated strong support within the Forum for a higher level policy statement from the Executive on landscape which would be analogous to statements such as the Scottish Historic Environment Policies (SHEPs).** The Forum considered that this statement should be endorsed by the First Minister in recognition of the importance and cross-cutting nature of action for landscape. Such a statement was seen as providing essential overall context for the treatment of landscape in SPP 14 and elsewhere in the SPP series, and in policies concerning other sectoral activities which have the potential to influence Scotland's landscapes. This report begins by setting out the case for such a statement and recommendations regarding its content (paragraphs 6-7).
- B.5. Discussion within the Forum has highlighted a number of general points relating to the presentation of landscape within national planning policy, which are summarised in paragraphs 9-12. The remainder of the report then presents the Forum's recommendations regarding the landscape policy content of SPP 14.

2. A landscape policy for Scotland

Rationale

B.6. Several key arguments underpin the case for an overarching high level statement of landscape policy.

- In both urban and rural areas, high quality landscapes can confer a wide range of social and economic benefits and link to a number of public policy objectives. A high level policy statement would signal a clear commitment to the positive management of Scotland's landscapes. This could in turn provide the necessary impetus to ensure that landscape is fully reflected in all relevant sectoral policies, and that these intentions are carried through into action on the ground.
- The European Landscape Convention (ELC) adopts an inclusive approach which stresses the need for appropriate management of all landscapes. In some areas, the planning system may not be the prime mechanism for guiding change and other factors, such as land management or wider social and economic trends, may be of equal or greater importance. The Forum considered that there is a strong case for a presentation of landscape policy which recognises this wider context.
- People value landscapes for differing reasons, including their perceived natural qualities or cultural associations. Landscape is also a cross-cutting issue of relevance to a number of policy objectives, for which different Ministers have lead responsibility. An overarching landscape policy could help to develop a common understanding and provide a more solid foundation for the future management of these resources.

Content

B.7. The proposed policy statement is conceptually innovative and will need to reflect the particular context for landscape management that applies in Scotland. The format of this statement could, however, be informed by the approaches adopted for other broad statements of public policy in Scotland, for example in the SHEP series, Scotland's architectural policy (Building our legacy) or SNH's Natural Heritage Futures. There may also be some potential to draw on experience elsewhere in Europe and the approach of other countries to implementing the ELC. The proposed document might contain the following elements.

- A statement of the value of landscape and its relevance to a range of policy objectives, in particular people's quality of life and their sense of identity and belonging. It should include the importance of Scotland's commitment to the care of its landscapes as part of the Scottish 'brand' and the 'best small country' agenda. The pivotal contributions of landscape to cultural and economic activity, particularly through tourism and attracting investment, should be noted.
- A broad definition of landscape based on the ELC's approach, recognising both cultural and natural heritage perspectives and emphasising the need for a common language when considering landscape issues.

- A summary of the international and domestic legislative and policy contexts.
 - Baseline information, setting out 'the state of Scotland's landscapes'.
 - An analysis of current and future pressures affecting landscapes, including climate change.
 - A vision for the future of Scotland's landscapes.
 - The implications of this vision for different broad sectors (perhaps subdivided along lines such as community planning, land use planning, environmental regulation and land management).
 - A summary of key issues relating to implementation, including the need for partnership working, action to raise awareness and long term funding.
 - *A list of key players and their respective roles.*
- B.8. The interface between the proposed high level policy statement and the SPP series could be determined with reference to the relationship between the SHEPs and SPPs dealing with the cultural heritage, and experience of the operation of these policies in practice. General points of relevance to all SPPs could perhaps be incorporated into SPP 1, and more specific issues addressed as necessary in other SPPs, in the course of the normal SPP review cycle.

3. The landscape content of national planning policy

The National Planning Framework

- B.9. The Forum welcomes the clear and positive reference to landscape in the current National Planning Framework (NPF), in particular paragraph 94. This broad approach should be carried forward into the new NPF and accompanied by more specific reference to its spatial implications, noting how positive landscape management can contribute to social and economic objectives in different regional contexts. The Framework should also highlight the need for appropriate management in particularly sensitive areas such as the urban fringe, firths and trunk road corridors. **The need to consider further the landscape content of the new NPF is identified as a priority action by the Forum in its main report.**

The SPP series

- B.10. The Forum recognises the wide range of perspectives from which landscapes can be perceived, and that landscape has important natural, cultural and historic dimensions. Against this background, there was a range of views about the desirability of presenting landscape policy in an SPP devoted to the natural heritage, which could be perceived as underplaying the cultural heritage interest. Some members favoured an alternative approach in which relevant policy is presented in a separate 'landscape' SPP. **Discussion with SEDD indicated a desire to maintain the SPP's scope, but the Forum recommend that the formal working group examine further the merits or**

otherwise of a separate landscape SPP. Table 1 identifies some of the advantages and disadvantages of alternative approaches.

Table 1: Strengths and weaknesses of alternative approaches to presenting landscape planning policy

Natural Heritage SPP	Landscape SPP
<p>Advantages</p> <ul style="list-style-type: none"> • principles are common to natural heritage as a whole, not just landscape • recognises the complementarity of, and close connection between, landscape and biodiversity interests • maintains a SPP on the natural heritage, which has a statutory definition 	<p>Advantages</p> <ul style="list-style-type: none"> • highlights landscape within SPP series • strengthens cultural and natural connections, and provide unified policy approach • brings together a range of statements on landscape, and provides consistency in terminology and approach
<p>Disadvantages</p> <ul style="list-style-type: none"> • maintains emphasis on landscape as part of natural heritage, underplaying cultural heritage perspective 	<p>Disadvantages</p> <ul style="list-style-type: none"> • separates landscape from natural heritage and its statutory definition • additional SPP in series

B.11. **The Forum considers that there may be merit in the adoption of an alternative name for SPP 14, such as ‘Landscapes and natural environment’, which would raise the profile of landscape and implicitly indicate that this interest is not entirely subsumed within the natural heritage.** Further consideration should also be given to the handling of landscape issues within SPPs dealing with the cultural heritage. There may be a case for the addition of ‘landscape’ to the titles of these SPPs, and for the inclusion of key common messages, although care would be needed to avoid undue duplication (recognising that the SPPs are intended to be read as a coherent series).

B.12. The Forum’s analysis of the landscape content of current planning policy documents (see appendix B) indicates that there is considerable variation in the treatment of landscape across the wider SPP series, both with regard to overall approach and terminology. This could result in inconsistencies in policy or practice and does not encourage the development of a common understanding of landscape issues in different sectors. Recognising that NPPG14 is one of the last statements to be revised, it would therefore be helpful to work towards a more unified approach in the course of the normal SPP review cycle and ensure SPP14 is reflected in their approach. This process would be greatly facilitated by the development of an overarching high level statement as suggested above.

4. The landscape content of SPP 14

General principles

B.13. Although the primary audience will be professional planners, the SPP has potential value to a wide range of users, including other departments within the Scottish Executive and local authorities, other public sector and voluntary bodies, and local communities. Developers will be an essential target audience. The SPP should therefore aim for broad appeal, clarity and accessibility, helping to provide greater certainty for all relevant interests. A number of other general points should be highlighted with regard to the development, style and content of the revised SPP.

- **The SPP should emphasise the importance of Scotland's landscapes within the planning system, in line with growing recognition of their social, cultural, economic and natural heritage value. Scotland's landscape is an important resource that makes a significant contribution to many aspects of Scotland's economy and society. Its better care and management should not be considered as an optional add-on, but as a key focus for the planning system through its role in the management of land use change.**
- The SPP should convey strong, clear and positive messages and set out ambitious objectives that accommodate spatial change and support the principles set out in the ELC. The ELC provides a useful opportunity to refresh efforts for landscape.
- An appraisal of the effectiveness of NPPG 14 in influencing development planning and management decisions and practice would help to identify strengths and weaknesses and could inform the review process.

B.14. The wider context has changed considerably since the publication of NPPG 14, not least because of the advent of the ELC, which requires signatories to integrate landscape into all relevant policies including those which relate to 'regional and town planning'. Other new factors to be reflected in the revised SPP include:

- the National Planning Framework, new legislation on NSAs, wider planning reform and the development of community planning;
- Smart Successful Scotland, the Scottish Strategy for Sustainable Development, the Scottish Climate Change Programme and growing awareness of the challenge posed by climate change;
- the EC Water Framework Directive and its transposition in Scotland, including preparation of River Basin Management Plans;
- the changing focus of the Scottish Rural Development Programme;
- national policies and strategies concerning energy, waste, transport and specific land use sectors (eg. forestry and the historic environment);
- the social inclusion, environmental justice and greenspace policy agendas, and an increasing policy focus on quality of life;

- the advent of National Parks, including possible future Parks in coastal and marine settings; and
- HS-SNH guidance on local landscape designations and increased interest in design issues.

- B.15. **Towards the beginning of the document, there should be a contextual statement emphasising the breadth of landscape interests and referring to the broadly inclusive definition adopted by the European Landscape Convention (encompassing both the natural and cultural dimensions), and its approach towards managing landscape change through establishing landscape quality objectives.** This is important to establish a common understanding at the outset. It is also important to recognise that the planning system, although important, does not regulate all of the activities shaping the fabric of the landscape.
- B.16. It is important to monitor the effectiveness of landscape policy if we are to be certain that we are achieving desired outcomes. This requires the development of agreed landscape quality objectives, and planning authorities could be encouraged to address this issue through the development of Management Strategies or other policy frameworks which influence landscape management. Further consideration needs to be given to the development of appropriate monitoring systems at the national level.

Key messages

- B.17. The SPP should highlight the importance of landscape, noting the following in particular.
- Landscape is an important part of our natural and cultural heritage, and everyone has the right to live, work and play in good quality surroundings.
 - Landscape makes an important contribution to Scotland's national and regional identity, our local sense of place, quality of life and well-being, and our economic performance, in particular through tourism and by providing attractive places for business to locate and attract staff.
 - Some of our landscapes, including areas of wild land and remote coast that exhibit limited evidence of human intervention, are of national, UK and wider international importance and require safeguarding. The SPP should also highlight the importance of places of relatively undisturbed, natural character that are close to population centres and accessible to a high proportion of Scotland's people.
- B.18. Against this background, the SPP should indicate the overall context for the treatment of landscape in designated areas and the wider countryside.
- All landscapes (attractive or otherwise) deserve attention in planning policy, in line with the inclusive approach adopted by the European Landscape Convention. Planning authorities should therefore seek to safeguard or enhance the wider landscape, and development plan policies should address the whole area covered by the plan.
 - A statement is required in relation to National Scenic Areas. The SPP should restate the policy test for development affecting NSAs as set out in

NPPG 14 and emphasise the important role of Management Strategies to guide their better management.

- The SPP should likewise restate the policy test for development affecting National Parks and emphasise the important role of the Park Plan in improving landscape management. The SPP should indicate that National Parks and NSAs are both of national importance, and recognise the importance of the Park's landscape as a whole (both within and outside existing NSA designations).
- The SPP should refer to Gardens & Designed Landscapes, with cross-reference to SHEP 3.
- Locally-designated landscapes and some non-designated landscapes are of particular local value as the settings for daily life, as amenities and for the sense of place which they confer. Appropriate material from the HS-SNH advice on local landscape designations could be incorporated in the SPP, including the instruction to local authorities to review and name their local designations through the process proposed in the advice.
- Further consideration should be given to the possible use of Management Strategies to proactively guide landscape change outside NSAs, and to the roles of various stakeholders in this process.

B.19. This should be followed by a number of key messages regarding the treatment of landscape in the planning system.

- Landscapes are subject to continual change and require proactive management geared to a long-term vision. This will be particularly important in order to foster sustainable development and accommodate trends arising from climate change.
- Development in the right place, of appropriate scale, design and quality, and with due regard to cumulative impacts, can enhance many landscapes.
- The management of many landscapes will offer potential for biodiversity benefits, in particular by incorporating the principles of landscape ecology (it would be helpful to provide more detailed guidance through PAN 60). This should aim to build on existing habitats of particular value such as ancient woodlands. There will frequently also be potential to realise net benefits with regard to recreation and tourism, health, education, social inclusion and environmental justice.
- Some of our landscapes are degraded by past activity and need positive policies to restore them – which may also realise many of the benefits noted above. Care will be needed to reconcile the restoration of 'degraded' landscapes with their existing cultural and biodiversity value, for example as industrial archaeology.
- Development plans should contain both general policies and a strong spatial direction for future landscape change within an area, including specific proposals for landscape enhancement and creation. These should be informed by landscape character assessment and historic land use assessment.

- Landscape master plans, including positive landscape creation measures, should be prepared for all large scale developments.
- Local communities have important roles in setting local landscape objectives and managing landscape change, in part through community planning and similar processes (for example community futures, village design statements, and planning for real).
- Planning authorities should recognise the importance of influences which lie beyond the planning system and work with others accordingly, for example through partnership initiatives to promote rural development and integrated catchment management.

Other issues for consideration

B.20. A number of other issues may warrant further consideration.

- There may be a need for further action to ensure that landscape is better addressed as part of the community planning and development planning processes, and fully reflected in other relevant strategies and plans. Further work is required to determine how these connections might be achieved.
- NPPG 14 contains much detail relating to designated areas of national importance which may now be inappropriate, not least because the relevant principles and procedures are largely defined in statute. Where such detail is considered essential, this could perhaps be moved to an annex or revised Planning Advice Note (PAN).
- There is a need to raise awareness and provide training for planners and councillors on landscape and the new requirements of Article 6 of the ELC, through the planning development programme.
- Discussion within the Forum suggested that it might be difficult to define model landscape policies which would be applicable to a wide range of regional contexts. There may however be scope for the inclusion of model policies, in due course, in a revised PAN. A recent study commissioned by SNH should provide a helpful starting point (Model policies for the natural heritage; *SNH Commissioned Report F02AA501*; David Tyldesley & Associates:

http://www.snh.org.uk/pdfs/publications/commissioned_reports/f02aa501.pdf)

B.21. PAN 60 should be updated to accompany the revised SPP, to highlight good practice in landscape management and in the location and design of new and re-development. The PAN should refer to:

- issues of design quality and local distinctiveness;
- landscape character assessments;
- historic land use assessment;
- landscape and visual impact assessment;
- landscape capacity;

- local landscape designations; and
- involving local communities in landscape planning and management.

5. Conclusion

The Forum commends this advice to the Executive, and endorses its consideration by the formal NPPG/SPP14 stakeholder group. The Forum would welcome the opportunity to expand on the recommendations outlined here, and would propose that a Forum member sits on the NPPG/SPP stakeholder group.

APPENDIX A – Members of the NPPG/SPP 14 landscape review working group

Merrill Smith – Dundee City Council and Landscape Institute (Chair)
Mark Wrightham – Scottish Natural Heritage (Secretary)
Peter Fraser – Aberdeenshire Council
Dorothy Breckenridge – Activity Scotland
Gavin Miles – Cairngorm National Park Authority
Gordon Barclay – Historic Scotland
Scott Walker – National Farmers Union of Scotland
Mark Forrest – North Lanarkshire Council
Veronica Burbridge – Royal Town Planning Institute in Scotland
Terry Levinthal – Scottish Civic Trust
Bill Wright – Scottish Environment Link
Lesley Duncan – Scottish Environment Protection Agency
Pete Rawcliffe – Scottish Natural Heritage
Jonathan Hall – Scottish Rural Property and Business Association
Sally Thomas – Scottish Executive Environment and Rural Affairs Department (Observer)
Ian Johnson – South Ayrshire Council

APPENDIX B – A review of the landscape content of national planning policy

Note: SPP 7 *Planning and Flooding* and SPP 8 *Retailing* do not make reference to landscape (either directly or indirectly).

Direct reference to landscape	Indirect reference to landscape
1 The Planning System	
<p><u>Environmental quality</u> – para 15 The condition of our surroundings has a direct impact on the quality of life. Safeguarding Scotland’s rich and diverse natural heritage and built environment, including the wider historic and cultural landscape, improving areas through regeneration.... can all be supported by a proactive approach to planning.</p>	<p><u>Planning system goals</u> - Para 4 To maintain and enhance the quality of the natural heritage and built environment; Para 7 Promoting the use of previously developed land and minimising greenfield development; conserving important historic and cultural assets; protecting and enhancing areas for recreation and natural heritage</p> <p><u>Economic competitiveness</u> - Para 9 promoting the improvement and maintenance of environmental quality and townscape to encourage and support investment</p> <p><u>Social justice</u> – promoting the reuse of vacant and derelict land, particularly where it has a negative impact on quality of life and economic development potential</p> <p><u>Design</u> – para 17 The architectural design, siting and setting of development in its surrounding are valid concerns of the planning system</p>
2 Economic Development	
	<p><u>Environmental quality</u> para 11 safeguarding and enhancing the environment – to make sure that new development contributes to the high standard of quality and design and that the natural and built heritage is protected</p> <p><u>Development in rural areas</u> para 30 Experience from National Parks outwith Scotland indicates that their clean and attractive environment can be a positive locational influence on the development of new businesses.</p> <p><u>Brownfield development</u> para 38 – The regeneration of previously developed land can support the SE’s</p>

	<p>commitment to social and environmental justice.</p> <p><u>Safeguarding and enhancing the environment</u> para 47 The environment is an important resource. High environmental quality can be used to promote an area for business development</p> <p><u>Design quality</u> para 50 Where a proposed new development is likely to have a strong visual impact.... developers and planning authorities should seek advice from RFACS</p> <p><u>Natural and built heritage</u> para 51 In making provision for economic development and considering proposals, planning authorities should seek to minimise adverse effects on the natural and built heritage, consistent with national planning policies in SPPs/NPPGs</p>
<p>3 Planning for Housing</p>	
<p><u>Creating a quality residential environment</u> para 6 – Housing is the largest single urban land use and influences the appearance of urban and rural landscapes.</p> <p><u>Landscape and open space</u> para 16 Landscape design can make a significant contribution to environmental quality....Developers should consider landscape as part of the design and layout from the outset of the development process. Where land is allocated for future residential uses, developers should consider advance structural planting to establish a landscape framework within which the development can take place</p> <p><u>Safeguarding Environmental Resources</u> Para 38 Plans and proposals for residential development should seek to minimise adverse effects on natural heritage, including landscape character and biodiversity. Para 39 The potential impacts on housing land allocations on archaeological sites and landscapes of historic importance must be fully considered... NPPG 5 gives detailed guidance on the treatment of archaeological sites and landscapes</p> <p><u>Housing in Rural Areas</u> Para 55 Pan 36 encourages careful attention to siting and the adoption of house designs which reflects the variations in landscape and building character across Scotland. The approach toward design and quality in residential environments set out in this SPP should be applied in the rural context</p>	<p><u>Design, layout and architecture</u>, para 11 [Developers] should pay careful attention to siting, design.... landscape setting....</p> <p><u>Landscape and open space</u> para 17 New development should respect and where appropriate enhance existing vegetation and other natural features</p> <p><u>Safeguarding environmental resources</u> Para 40 The SE looks to planning authorities to maintain the effectiveness of existing green belts safeguard the character and amenity of the countryside and protect the setting of Scotland's towns and cities.</p> <p><u>Extensions to existing settlements</u> Para 45 The landscape setting of existing towns and villages must be respect.... Para 46 Development plans should specify how the character and setting of a settlement is to be protected</p> <p><u>Housing in rural areas</u> Para 56 Some limited new housing along with rehabilitated buildings may be acceptable where results in a</p>

<p>context.</p>	<p>cohesive grouping will related to its landscape setting.</p>
<p>4 Planning for Minerals</p>	
<p><u>Cumulative Impacts</u> 20. Para 20. Planning authorities should seek an assessment from the applicant of the likely cumulative impacts of additional workings on all settlements within a radius of 5 km of the proposed site boundary. This should include site design, likely further increases in road traffic, period and intensity of disturbance to communities and the length of time and level of landscape impact.</p> <p><u>Conservation of the Natural and Built Heritage</u> Para 21 Within the wider framework of sustainable development, the Executive is committed to safeguarding and, where possible, enhancing Scotland's natural and built heritage, including areas designated for their international and national heritage value.<i>PAN 60: Planning for Natural Heritage</i> addresses SNH's Landscape Character Assessment (LCA) programme. LCAs may be of value in informing the outcome of individual minerals proposals.</p>	<p><u>Objectives</u> Para 8 ...encourages sensitive working practices during mineral extraction that minimise the environmental and transport impacts and once extraction has ceased, ensure sites are reclaimed to a high standard or enhance the value of the wider environment</p> <p><u>Countryside and green belts</u> para 22 <i>SPP 15: Planning for Rural Development</i> notes that new development must be carefully planned if the character and quality of the countryside is not to be undermined.</p> <p><u>Rural economy</u> para 25 Mineral working has an important role to play in supporting the economy of rural communities by providing employment. However, in many areas tourism and recreation support local economies which depend on the quality of the environment. Where this is the case, the likely long-term or cumulative impact of mineral extraction on other local economic activity will be a relevant material consideration.</p>
<p>5 Archaeology and Planning</p>	
<p>Policy context. Para 3 As part of its intention to work towards sustainable development, the Government seeks to encourage the preservation of our heritage of sites and landscapes of archaeological and historic interest, so that they may be enjoyed today and passed on in good order to future generations.</p> <p>Policy context. Para 4 Archaeological remains are a crucial part of this heritage. They are evidence - for prehistoric periods, the only evidence - of the past development of our society and culture, and of human interaction with the natural environment, and thus help in the interpretation of the landscape today... Today's rural and urban landscape is the product of human activity over thousands of years. There are settlements and remains of every period, from the camps of the early hunter-gatherers 10,000 years ago to remains of 20th-century industrial and military activities. They include places of worship, settlements, defences, burial grounds, farms, fields,</p>	

<p>and sites of industry, in some cases forming broader archaeological landscapes.</p> <p><u>Policy Guidelines</u> Para 13. Local authorities have a number of powers and responsibilities related to archaeological sites and monuments within their areas..... they can help to preserve and manage historic sites which contribute to the local landscape, amenities and economy</p> <p><u>Action required</u> Development plans Para 21 - Structure plans should.... include ...relevant general protection policies for nationally important remains and their settings; for unscheduled sites of regional and local importance and their settings; and also for landscapes of historic importance. Para 22. Local plans should include... policies for the protection of landscapes of historic importance</p>	
<p>6 Renewable Energy Developments (SPP consultation draft)</p>	
<p><u>Locational considerations</u> Para 22 Planning authorities should not impose additional zones of protection around areas designated for their landscape value. However, the potential impact of proposals on such areas may be a material consideration to be taken into account when determining planning applications. Such impacts should be considered as part of the planning application process.</p> <p>Many will be in rural areas and their construction will introduce a new element into the landscape. Most landscapes in Scotland have been subject to incremental change over many years. Many of these landscapes should be able to accommodate renewable energy developments if these are in appropriate locations and of an appropriate scale and type. Furthermore, there may be scope to site a development within areas of commercial forestry where existing access roads could be used</p> <p><u>Tourism and Recreation</u> Para 25. Tourism is an important element in the economic, social, environmental and cultural well-being of Scotland. Sustainable tourism supports many small businesses and remote rural and island communities and it is the beauty of our landscape which draws many of our visitors. There is as yet no conclusive evidence about the impact of wind farm development on tourism - while some people express concerns about the effects of wind farms on the landscape, others see them as attractive additions to the landscape that provide visible evidence of our commitment to sustainable development. Areas which have been designated for their scenic importance (such as National Parks and National Scenic Areas) are covered by other policies in this SPP. When</p>	<p><u>SPP objectives</u> Para 9. The Scottish Ministers expect planning authorities to make positive provision for renewable energy developments by... while at the same time meeting international and national statutory obligations to protect designated areas, species and habitats of natural heritage interest and the historic environment from inappropriate forms of development; and minimising impacts on local natural heritage, communities, tourism, recreation and aviation interests.</p> <p><u>Development planning</u> Para 47 Local plan (and, in future, local development plan) policies should be updated as soon as possible to reflect the policies in this SPP. In all cases, policies should... indicate areas or sites where it is judged that proposals for wind farm developments should be avoided because of their natural heritage value or where development would result in unacceptable cumulative impacts;</p>

<p>considering development plan policies, the balance between renewable energy requirements and the impact on tourism will therefore need to be carefully assessed, and to assist with this process the Scottish Executive is undertaking further research on the impact of wind farms on tourism, which will be published later this year.</p> <p><u>Cumulative impacts</u> para 29 Development plan policies should recognise the impact of existing developments on the landscape of an area and the extent to which development may become a significant or defining characteristic of the landscape. Cumulative effects may arise where two or more developments are visible from the same point, or are visible shortly after each other along the same journey. However, the fact that one development might be seen from another need not in itself be a reason to regard the cumulative effect as unacceptable</p> <p><u>Biomass</u> Para 37. Planning authorities should consider the extent to which there are opportunities through development plan policies to identify sites appropriate for new biomass plants In all cases, plans should confirm that the development of new biomass energy plants will be supported subject to local landscape, built and cultural heritage, amenity (including public health and safety), environmental and transportation issues being satisfactorily addressed.</p>	
<p>10 Planning and Waste Management (SPP consultation draft)</p>	
<p><u>Land raising</u> Para 39. Land raising on a previously undisturbed surface creates a new landform, rather than restoring excavated land to previous or near-original levels. It has a permanent effect on the landscape and may therefore be most suited to derelict or otherwise degraded sites as a means of rehabilitation. Otherwise, and especially in areas designated for their landscape qualities, it is unlikely to be acceptable unless there are no suitable alternatives. Structural landscaping and planting are likely to be essential components of land raising, together with the use of existing landscape features</p>	<p><u>Design</u> para 51_Waste operations are normally contained in industrial buildings. Those of a larger scale, with more than a local visual impact can make use of mass, shape, colour and materials to mark rather than hide their presence. There are several good examples across Europe.</p>
<p>11 Sport and Physical Recreation (SPP consultation)</p>	
<p><u>Development management considerations</u> para 52 In assessing proposals for new development on the edge or out of settlements, developers and planning authorities should ensure that visual amenity and landscape considerations are fully taken into account.</p>	<p><u>The Value of physical activity and open space</u> para 5. Open space which is protected from development can provide habitats for wildlife and attractive, relatively wild settings for recreation and relaxation as well as physical activity. Many people enjoy restorative, stress-reducing effects from visiting such places. They can</p>

	<p>also provide a rich and accessible resource for education. Para 8 Rural areas also support outdoor recreation in a wide range of settings including hills, moors, forests, coasts and inland water. These places enable people to encounter Scotland's natural heritage at first hand, and can provide rich experiences which greatly enhance their quality of life.</p> <p><u>SPP objectives para 13</u> This SPP sets out how the planning system should help create and safeguard a range of attractive open spaces and places where people can take part in sport and other forms of physical activity para 15 This SPP aims to ensure that local authorities take a strategic, long-term approach to managing the open space within their areas, objectively assessing both current and future needs, and protecting spaces which can help to meet those needs.</p> <p><u>Open space audit and strategy para 24</u> The audit should cover all open space, recreational and sporting facilities, public and privately-owned, including those owned by schools and voluntary clubs. Informal open space should be assessed as well as larger established sites and formal facilities.</p> <p><u>Planning for new facilities for sport and recreation. Para 49</u> Planning authorities should take care regarding the siting of new sports developments, particularly those which have the potential for significant impact on the local community or the environment.</p> <p><u>Green networks para 55</u> In urban areas, networks of linked, good quality green space are important for their positive visual impact, as well as their role in nature conservation, biodiversity, recreation, education, and outdoor access.</p>
<p>12 Skiing</p>	
<p><u>Background – Para 14</u> In addition, the infrastructure and uplift facilities associated with skiing can have a</p>	<p><u>Cairngorm Para 49</u> For nature conservation, scenic and safety</p>

<p>strong visual impact on an open and undeveloped landscape.</p> <p><u>Development of existing centres para 17</u> In providing for growth and expansion at existing ski centres, the location and detailed siting of further development will be dependent onthe nature conservation and landscape characteristics of the particular area</p> <p><u>Visual Impact</u> – para 31. The Scottish climate is such that all downhill skiing developments are likely to be located above the tree line. This makes them conspicuous in the landscape, although their impact diminishes with distance</p> <p><u>Cairngorm Para 49</u> The siting and design of new facilities should reflect the nature conservation and landscape character of the area.</p>	<p>reasons, development which extends skiing into the mountain core is not likely to be appropriate</p>
<p>13 Coastal Development</p>	
<p>The Coast – An Area of National Importance para 3 The quality of the coastline is also important for the image of Scotland at home and overseas. It contains many areas of special and, in some cases, unique ecological and landscape importance which are recognised nationally and internationally.</p> <p><u>Policy Context - Sustainable Development. Para 8.</u> The concept of sustainable development recognises that while economic growth is required to provide jobs and support improved standards of living, conserving and enhancing biodiversity and landscape quality is equally important</p> <p><u>Planning for the coast – general approach</u> Para 14 In categorising the coast planning authorities should seek the views of SNH who can provide a perspective on the protection and enjoyment of the national and international interest in landscape and nature conservation but also of other key interests such as local enterprise companies, Scottish Environment Protection Agency, tourism bodies, representatives of the fishing industry, the local authority archaeological service, amenity groups and local communities</p> <p><u>The developed coast</u> Para 19. Where there are no, or only very limited, opportunities for the regeneration of waterfront areas, planning authorities should seek to accommodate new development on the landward side of settlements rather than permitting additional development on the coast although topographic, landscape, infrastructure and other considerations may limit the options. It is, however, particularly important to consider the effect of new development on the landscape setting of coastal towns.</p> <p><u>The undeveloped coast</u> Para 22 Ill considered development, however, can have a detrimental effect on ecology and scenery as well as on cultural</p>	<p><u>Planning for the coast – general approach</u> Para 16. Where development on the coast is to be allowed, planning authorities should:- give careful consideration to the siting and seek high standards in the design of new development</p> <p><u>The developed coast</u> Para 18. Where there are recognised opportunities for development on the coast these provide considerable scope for imaginative approaches to layout and design; but, with imagination, must come sensitivity to setting, character and sense of place. Indeed many coastal towns and villages display a distinctive character which should be maintained and enhanced.</p> <p><u>The isolated coast</u> Para 24 The qualities of the isolated coast can be easily damaged but are difficult to recreate. Such areas which are likely to be limited in number and extent are becoming increasingly rare nationally and internationally and, as a result, their special characteristics need to be recognised and safeguarded. A presumption against development should apply in these areas.</p> <p><u>Additional Guidelines – Tourism Para 36.</u> Tourism is important to the Scottish economy; it generated over</p>

<p>on ecology and scenery as well as on cultural heritage interests; a key objective for the planning system is to provide a framework for investment in development while protecting the undeveloped coast from unjustified and inappropriate development. Para 23 Large development proposals are likely to present the greatest threat to the natural, cultural or scenic environment but the cumulative effect of smaller developments can be just as damaging</p> <p><u>Additional guidelines – sport and recreation para 39</u> The growth, or in some cases the continuation of water-based leisure and recreation activities on the coast can, however, conflict with important landscape and nature conservation interests. While planning can control the location, design and some aspects of the operation of coastal recreation facilities, some issues require to be addressed through a partnership approach to coastal zone management. Para 42 Opportunities also exist to maintain and expand a network of coastal footpaths and rights of way which allows people to enjoy the coastal scenery and environment without damaging areas of natural or cultural heritage value</p> <p><u>Additional guidelines – marine aquaculture para 49.</u> In areas recognised for their landscape value planning authorities should ensure that new buildings are located and designed in a sensitive and unobtrusive manner. In commenting on applications for seabed leases planning authorities should acknowledge the potential benefits of marine aquaculture to the local economy while recognising that, on the isolated coast, new or expanded fish farms may be inappropriate. In other areas, particularly where the tourism industry is based on high quality scenery and an unspoilt environment, special attention should be paid to the number of fish farms, their location in relation to each other and the surrounding land mass as well as the design and colour of cages, buoys and other equipment.</p>	<p>£2 billion in 1995 and supports around 8% of all employment. The coast is a key attraction for tourists and policies should therefore be in place which protect and enhance the quality of the coast. If development is allowed in inappropriate locations on the coast or is of a poor standard it can reduce the quality of the visitor experience which, in turn, can have a detrimental effect on local economies</p> <p><u>Action required – local plans ... Para 54</u> set out detailed policies for the protection of the environment</p> <p><u>Non-statutory plans – Shoreline management plans Para 57</u> Highlight opportunities to maintaining and enhancing the natural environment of the coast</p>
<p>15 Rural Development</p>	
<p><u>Housing para 21</u> Fit in the landscape and design will also be important planning considerations. The impact of badly designed and sited houses is often particularly important in rural areas because of their visibility over large distances. Design standards should comply with published advice, use sustainable materials where appropriate and be energy efficient. These criteria should be consistently applied in planning policy and development control. Planning Advice Note 72 <i>Housing in the Countryside</i> provides examples of good practice. Para 23 Opportunities to replace run down housing and steadings with designs using new materials should also be embraced.</p>	<p><u>SPP Objectives para 8</u> The aim is not to see small settlements increase in size to the extent that they lose their identity, nor to suburbanise the Scottish countryside or to erode the high quality of its environment. Rather, it is to ensure that planning policy regimes are put in place to accommodate selective, modest growth. Most development should be foreseen, agreed and programmed to reflect the local circumstances. It can be different in</p>

<p>Planning authorities should not unreasonably constrain such modernisation and steading conversion within the original footprint or height limit unless there are compelling design or conservation reasons for doing so. They should adopt a supportive approach and ensure that new development fits in the landscape para 24 Similarly, issues of capacity, accessibility, sewerage, drainage, landscape and marketability will dictate the scale and location of development. Design standards should be made clear through supplementary design guidance.</p> <p><u>Environmental quality</u> para 27 National planning policy and advice emphasises the importance of fit and design of new development in the landscape. This is often the key to making development acceptable and requires more emphasis in development plans. Some places cannot absorb any substantial change but for many others there can be some scope. Development plans must recognise potential but they must also address constraints. In conjunction with typologies, landscape capacity studies are an increasingly useful tool in developing positive policies. Para 28 Planning authorities should take a positive approach to innovative, modern designs that are sensitive both to their immediate setting and define the characteristics of the wider local area. Positive policies on rural design should be prepared building on themes such as landscape character, village plans and design statements. Local communities should have an input. These policies should guide developers towards good quality design appropriate to the location. Design criteria should also be applied consistently in development control</p>	<p>scale and kind to what has occurred in the past but it should not be unexpected or unplanned. Wider economic and social objectives should also be considered as should Scotland's distinctive environment and heritage</p> <p><u>Environmental quality</u> Para 26 One of rural Scotland's special features is the extent to which environmental quality is high outwith protected areas as well as within them. Some parts of these valued environments can accommodate certain types of development, where it can be demonstrated that there will be no adverse environmental impact</p> <p><u>Enhancement</u> para 31 It is imperative however that the environmental aspects of regeneration do not fall behind the economic and social as has happened in some areas. Tree planting and landscaping can, in the medium-long term improve the amenity particularly in featureless landscapes. Woodlands created in association with new developments can bring recreation and biodiversity benefits.</p>
16 Open cast coal	
<p><u>Separation distances</u> Para 11 As a general rule, site boundaries within 500 metres from the edge of a community are likely to be unacceptable although this should not prevent non-engineering works, such as the planting of trees, from taking place to reduce the visual impact of development on communities and the environment. Exceptionally, the topography, the nature of the landscape, the respective location of the site and the nearest community in relation to the prevailing wind direction and visibility may be such that they can justify the 500 metres distance being tailored to local circumstances and a greater or lesser distance may be applied.</p> <p><u>Operational Considerations – Characteristics</u> The main factors to consider in relation to opencast coal extraction are visual intrusion, landscape impact, noise, blasting and vibration, dust, ecology, pollution and disruption of watercourses, the effects of groundwater and transport issues.</p>	<p><u>Environmental justice-</u> Para 7 The existence of coal in these areas should not mean that communities should be expected to endure unacceptable living conditions, particularly if there are other developments within close proximity that also have a significant impact upon the environment and the quality of life of local people.</p> <p><u>Cumulative impacts</u> para 13 ... planning authorities must also ensure that proposals will not subject any community to a disproportionate burden of negative environmental impacts or perpetuate unacceptable disturbance to a particular community. This will be particularly important if there are already two or</p>

<p>groundwater and transport issues.</p> <p>Appraisal of proposals para 34 disbenefits ... Radical change to the local landscape is an inevitable, if short term, consequence of opencast working. Even after restoration and aftercare, it can take many years for the landscape to regain maturity and the appearance of being undisturbed. Even then, habitats and species as well as earth science and archaeological features can be lost. Para 34 benefits. Restoration will provide new landscape benefits in keeping with the landscape character of the area or the creation of new habitats identified as Biodiversity Action Plan targets</p> <p><u>Safeguarding Communities</u> Para 38 Additionally, proposals more distant from communities may still result in disbenefits outweighing benefits where there are significant impacts on landscape character and nature conservation interests.</p> <p><u>Conditions and related matters</u> para 48 In all cases, planning authorities should consider what conditions or planning agreements are required in relation to the timing, phasing and programme of working the site and in relation to its restoration and aftercare. Particular care should be taken in relation to all workings close to communities and/or in areas important for their natural or built heritage, landscape or informal recreational value.</p> <p><u>Restoration, Aftercare and After Use</u> Para 52 Proposals for the restoration and aftercare of a site should form an important part of the information submitted with the planning application. The information provided should be sufficiently detailed for a realistic view to be taken of the after-use intended, including phasing of progressive restoration and the final landform and landscape, and monitoring procedures for supervising the proper completion of the restoration and after use procedures.</p>	<p>more operational or consented sites that could raise similar impacts within 5 km of any nearby community.</p>
<p>17 Planning for Transport</p>	
<p><u>Roadside services facilities provision – general</u> 76. Where there is insufficient market demand to support private sector roadside development, less comprehensive roadside facilities for the safety and comfort of road users should be provided. Planning authorities should also have regard to the level and quality of services in wayside and bypassed communities, and to landscape and design quality issues.</p>	<p>Other trunk and strategic roads Elsewhere filling stations or filling stations with eating facilities may be proposed. Enhancement of existing facilities rather than proliferation will fulfil sustainability criteria provided other policy requirements in this SPP can be achieved. Planning authorities should apply planning policies relating to siting and design.</p>

18 Historic Environment

Introduction para 1 The post-war period has seen successive Governments give high priority to conserving the historic environment. This comprises the tangible built heritage - historic buildings and townscapes, parks and gardens, designed landscapes, ancient monuments, archaeological sites and landscapes. It also includes the wider setting of these features and areas as well as places important for their historic associations. Care of the country's heritage is a fundamental element of environmental stewardship and sustainable development which is at the heart of Government policy

Historic Environment para 5 The historic environment is a fundamental part of Scotland's cultural heritage and exists as an irreplaceable record which contributes to our understanding of both the present and the past. The historic environment also serves as a framework for the evolution and development of our built environment. It has tremendous visual appeal, provides inspiration and enjoyment and helps reinforce a sense of local, regional and national identity. Scotland's historic environment is characterised by its diversity. Elements are also of international significance. They include some of the finest planning and architectural achievements, such as Edinburgh's New Town and other significant planned communities such as New Lanark. More modest historic buildings, townscapes and **landscapes** are valued for their distinctive style and character, quality of workmanship, and important archaeological remains. The historic environment is of immense importance for education, recreation, leisure, tourism and the wider economy.

Historic Environment para 6 Much of Scotland's substantial legacy of historic buildings, townscapes and **landscapes** are of outstanding quality.... The Inventory of Historic Gardens and Designed Landscapes in Scotland identifies historic parks, gardens and designed landscapes regarded as worthy of special attention.... Locally significant buildings, townscape, **landscape** and other areas beyond the confines of formally designated areas are also an important local resource and often merit protection on that basis. The relationship between historic buildings, cultural features and the natural environment can help give an area its particular identity and character. The spaces between buildings, the settings of historic buildings and areas, historic **landscapes**, urban parks, historic street patterns, historic battlefields and memorials are particularly significant in this respect. It is also important to

Policy and legislative planning framework para 11 The planning system provides a mechanism for the co-ordination and integration of conservation policies with other land-use, transport and environmental policies affecting the historic environment. Planning also has a positive role to play in enabling development that is appropriate in terms of land-use, location and design. In doing so it can safeguard the historic environment from inappropriate development and provide for change that respects the character of and provides for the needs of people within these areas.

<p>remember that good quality modern development forms an important part of our heritage</p> <p><u>Policy and legislative planning framework</u> para 10 NPPG14 <i>Natural Heritage</i> supports conservation of the historic landscape as an important cultural as well as natural resource.</p> <p><u>Townscape Audits</u> para 11. Audits might address urban design, landscape design, urban conservation, transport, archaeological, natural heritage or other issues relevant to local circumstances.</p> <p><u>Conservation area appraisals</u> para 12 Conservation area appraisals focus upon the areas likely to be included within the boundaries of a conservation area and seek to define the special interest of the area and key elements that contribute to its character and appearance. This will comprise more than simply visual elements. It can include, for example, the buildings, features and factors that make a positive contribution; contribution of trees and open space and landscape or townscape setting and views to and from it..</p> <p><u>Local plans</u> para 37 Local plans shoulddefine the historic environment and where appropriate, its landscape or townscape setting, in proposals maps</p> <p><u>Development control</u> para 38 To assist the process planning authorities should.... ensure that development is of a high quality in terms of construction and design. It should pay respect to siting, density, scale, massing, proportions, materials, landscape setting, access arrangements, local design characteristics and historic character of adjacent buildings and the surrounding area.</p> <p><u>Listed building control</u> para 43 Issues generally relevant to the consideration of all applications for listed building consent and applications for planning permission affecting listed buildings include: the building's setting and its contribution to the townscape or landscape, having particular regard to the impact of development upon the views to and from the listed building... There should be a presumption against development that adversely affects the character of a listed building or its setting</p>	
19 Radio Communications	
<p><u>Rural Areas</u> para 49 In all rural areas telecommunications infrastructure has to be sited carefully. If it is located in a prominent position it can change the character of a landscape and detract from its quality, particularly if it breaks an important skyline. Cumulative impacts can also cause concern. Some special landscapes, such as National Scenic</p>	<p><u>Siting and design</u> para 39. The siting and design of telecommunications development are the key issues to be addressed through the planning system. More environmentally sensitive solutions can be achieved through greater use of smaller and</p>

<p>Areas and the isolated coast, pose a challenge to the operators and planning authorities in finding an acceptable solution..... In their consideration of possible sites, operators and their agents should refer to the Landscape Assessment reports published by Scottish Natural Heritage</p> <p>Historic Environment para 52 . Similarly, telecommunications equipment should avoid having an impact on the site and setting of a scheduled monument and other significant archaeological site or landscape as they are particularly sensitive to new development.</p> <p><u>Ground Based Masts</u> Para 47. The last option in the series is a new ground based mast, though that does not mean it will not be the best solution in many situations. The siting and design of ground based masts must have regard to the landscape or townscape and make use of existing features to minimise any adverse visual effects</p> <p><u>Development Control</u> para 61. There is a particular need for planning applications for radio telecommunications to be accompanied by supporting material which presents the proposal in its full context. This would include: details of any proposed landscaping and screen planting.. and ... further information in some circumstances on the visual impact Very exceptionally a landscape or visual impact assessment may be needed.</p>	<p>less visually intrusive equipment with less conspicuous fittings. All the components of the proposed development should be considered together, and sited and designed to minimise visual impact. This should include the antennas (even if they will not all be in service initially), any supporting structure, equipment housing, cable runs, fencing, planting, landscaping, access, power supply and land lines. Operators should specify suitable environmental standards where electricity suppliers exercise their own permitted development rights. If and when infrastructure is being replaced the operator should seek to ensure that the new equipment is less visually intrusive. Advice on siting and design, covering the matters in the following paragraphs, is contained in PAN 62</p> <p><u>Local plans and supplementary guidance</u> Para 28 Local plans should ... identify other areas, for example the isolated coast or green belt, where special care should be exercised</p> <p><u>Article 4 Directions</u> para 68 In other areas, Article 4 Directions aimed at removing permitted development rights will not normally be approved. Where a planning authority considers the amenity of an area would be seriously threatened by permitted development...</p>
<p>20 Role of Architecture and Design Scotland</p>	
<p><u>Policy context</u> para 17 New developments in the countryside, if properly planned, sited and designed, should contribute to the quality of a landscape. The intention is to create more opportunities for good quality rural housing which respects the Scottish landscape and building tradition.</p>	<p><u>Qualities of good design</u> para 4 Poor design leads to impoverishment of the built environment. It has an adverse effect on the quality of life for residents with the erosion of a sense of place, loss of identity and the fragmentation of communities. The long term consequences of poorly designed development are inherently unsustainable. In contrast, good design represents an investment in Scotland's people and places, and adds value to the built environment.</p>

21 Green belts

SPP objectives para 6 From this, the key objectives of green belt policy are... To protect and enhance the character, **landscape setting** and identity of towns and cities and to protect and give access to open space within and around towns and cities, as part of the wider structure of green space

What is a green belt for? Para 10 Designated green belts should be managed effectively to enhance the quality of life for local people. Effective management can include... protecting and enhancing biodiversity and the **landscape resource**

Sustainable settlement patterns para 15 Development plans must consider the most sustainable pattern of urban growth for an area, taking into account the scale and type of development pressure and the need for growth or regeneration. The most effective way to plan for change will depend on the differences of geography, environmental sensitivities, **landscape character** and infrastructure capacity.

Timeframes and boundaries para 19 Phased release of land for development makes it possible for transport facilities, utilities, structural landscaping, path networks and links to the countryside, education, healthcare and other key facilities to be planned in advance, to ensure the creation of high quality living and working environments, integrated into the fabric of the settlement and the surrounding **landscape**.
Para 21 Green belt boundaries must be clearly identifiable on the ground, using strong visual or physical features. These may include rivers, tree belts, railways or main roads and landscape features that form the horizon...

Appropriate uses in green belts
para23 New development in the green belt must be of suitable scale and form for the location. Many uses will only be appropriate when the intensity is low and any built elements are ancillary to the main use, small-scale and of high quality design.

Managing the green belt resource
para 31 Greenspace trusts and partnerships can be a focus for action to enhance access and the quality and use of green belt land and, looking more widely, the green network.

ANNEX C: List of Forum meetings and working group members

The Forum met formally on five occasions in Edinburgh.

1 st meeting	22 June 2006
2 nd meeting	25 September 2006
3 rd meeting	14 December 2006
4 th meeting	21 February 2007
5 th meeting	19 March 2007

Work was undertaken by three working groups with the following members.

Review of NPPG/SPP 14 Natural Heritage	Implications of the European Landscape Convention	Landscape values and benefits
Merrill Smith – Dundee City Council and Landscape Institute (Chair)	Robin Turner – Built Environment Forum Scotland (Chair)	Pete Rawcliffe – Scottish Natural Heritage (Chair)
Peter Fraser – Aberdeenshire Council	Dorothy Breckenridge – Activity Scotland	Dorothy Breckenridge – Activity Scotland
Dorothy Breckenridge – Activity Scotland	Nicholas Shepherd – Forestry Commission Scotland	Sarah Parkinson – Loch Lomond & the Trossachs National Park Authority
Gavin Miles – Cairngorm National Park Authority	Julie Proctor – Greenspace Scotland	David Jarman – Scottish Environment Link
Gordon Barclay – Historic Scotland	Lesley Macinnes – Historic Scotland	Bob Henderson – Scottish Executive Environment and Rural Affairs Department
Scott Walker – National Farmers Union of Scotland	Alison Grant – Landscape Architect	Sally Thomas - Scottish Executive Environment and Rural Affairs Department
Mark Forrest – North Lanarkshire Council	Ian McCall – Ramblers Association Scotland	James Fenton - Scottish Natural Heritage
Veronica Burbridge – Royal Town Planning Institute in Scotland	Veronica Burbridge – Royal Town Planning Institute in Scotland	Alister Scott – University of Aberdeen
Terry Levinthal – Scottish Civic Trust	Helen McDade – Scottish Environment Link	Camilla Priede – University of Kent
Bill Wright – Scottish Environment Link	Simon Brooks – Scottish Natural Heritage	Riddell Graham- VisitScotland
Lesley Duncan – Scottish Environment Protection Agency		
Pete Rawcliffe – Scottish Natural Heritage		
Mark Wrightham – Scottish Natural Heritage		
Jonathan Hall – Scottish Rural Property and Business Association		
Ian Johnson – South Ayrshire Council		

