

UNESCO MASTER: “WORLD HERITAGE AT WORK”

**V. PLANNING AND MANAGEMENT FOR WORLD
HERITAGE**

5.1. SITES PLANNING

LANDSCAPE ANALYSIS AND PLANNING

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Novembre 2009

- 1. Landscape as a tool for management.**
- 2. Landscape as a public policies subject.**
- 3. Landscape as an object of knowledge.**
- 4. Landscape as an interpretative key.**
- 5. Landscape as a collective project.**

1. LANDSCAPE AS A TOOL FOR MANAGEMENT

Over the past two decades, the landscape has gained a growing importance in the territory management and planning processes and in the contemporary society perceptions, expectations, hopes and fears. The landscape matter reflects the necessity of redefining the relations between man and Earth.

The landscape matter seems designated to worsen and to become more and more complex in relation to:

- **the "scaling up" of many environmental problems**, such as those directly linked to "global change", which are facing increasing difficulties in monitoring, regulation and government;
- **the growing interference of the environmental issues** with the economic and social ones, such as those concerning poverty, access to water and to the primary resources, access to information and culture.

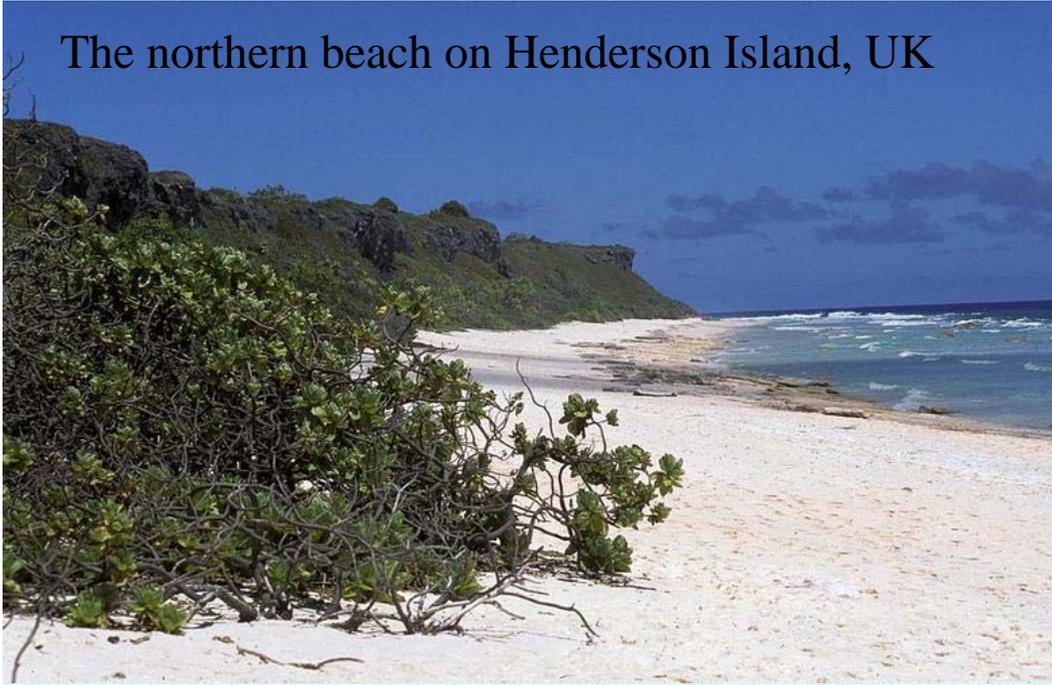


Machu Picchu, Peru



Desertification process

The northern beach on Henderson Island, UK



iSimangaliso Wetland Park, South Africa



Sichuan Giant Panda Sanctuaries, China

The landscape heritage loss or degradation no longer appear as epiphenomena of naturalistic or aesthetic importance, but they are taken worldwide as effective signals of the current development processes unsustainability. It is particularly true for the World Heritage (WH), as an emerging ensemble of "monuments", "groups of buildings" and "sites" considered deserving of universal recognition, both for natural and cultural reasons.

Since the Convention of 1972, Unesco stated that the sites to be included in the list of the WH could be "works of man or the combined works of nature and of man", and in fact the sites classified as "cultural sites" today represent approximately 77% of the total of 878), while those classified as "natural sites" represent 20% and the "mixed" ones 3%. **But only by 1992, the landscape has been explicitly recalled**, launching a bridge between nature and culture.



Svalbard Islands, Norway



Bocage, France

Definition: according to the European Landscape Convention (ELC: the most relevant international treaty), not only the landscape is always the historical result of the interaction between natural and cultural factors, but also it is “*an essential component of people's surrounding, an expression of the diversity of their shared cultural and natural heritage, and a foundation of their identity*” (ELC, art.5).

Particular importance has been taken by the **cultural landscapes**. These are recognized by the Unesco Operational Guidelines into three categories:

- i) *landscape designed and created intentionally by man (e.g. gardens, parkland);*
- ii) *organically evolved landscape resulting from an initial social, economic, administrative, and/or religious imperative (relict or fossil landscapes, continuing landscapes);*
- iii) *the associative cultural landscape – justifiable by virtue of powerful religious, artistic or cultural associations or natural element.*

But can the landscape interest of WHS be confined within the above mentioned categories? Often, the landscape interest doesn't derive from a representation of the current activities and functions, but rather from the memory of those from the past: a landscape desire generated by the territory nostalgia or by the romantic contemplation of a pre-industrial or pre-modern past.

The ELC suggests a shift from the concept of cultural landscape to the concept of the **cultural significance of every landscape**. Every landscape, even if "ordinary" or "common" or also degraded or partially destroyed, express a specific cultural meaning and witnesses the past or ongoing processes of civilization. In this sense each landscape is a cultural landscape, or more precisely a place of cultural mediation.

So, the contribution of landscape analysis and planning for WHS management cannot be limited within some sites of particular landscape importance. Its scope should be rather considered in relation to the landscape dynamics that, in various ways and measure, go through all sites and their relationships with their own regional contexts.



Le Morne Cultural Landscape, Mauritius Islands



Heart of Neolithic Orkney the Stones of Stenness, UK



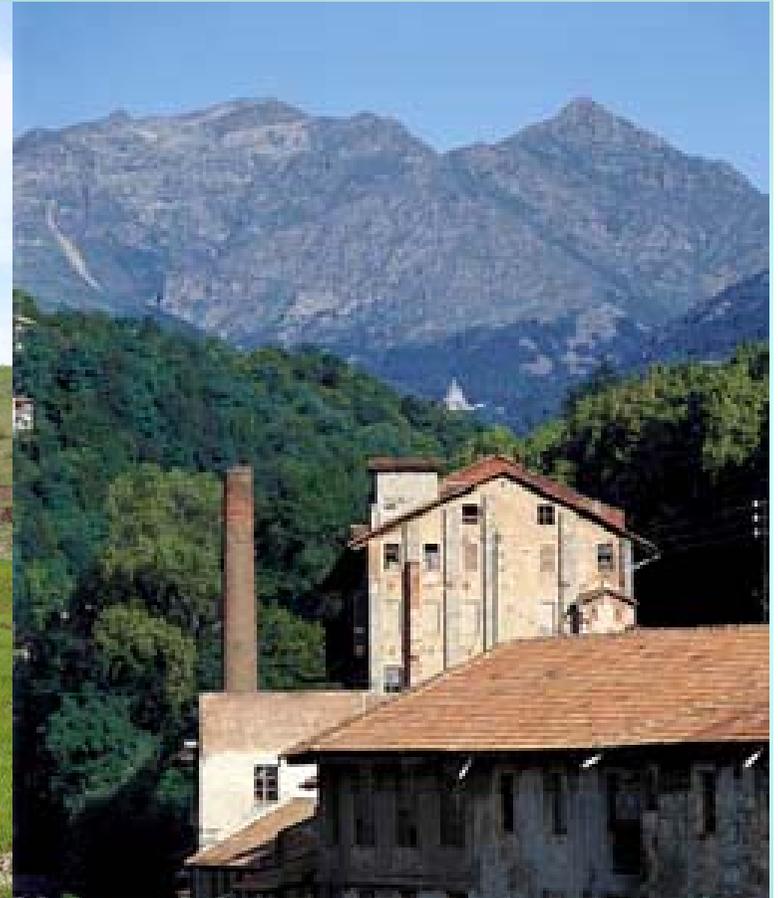
Stonehenge, UK



Fujian Tulou (China)



Degraded rural area



Old industrial factory, Biella, Italy

2. LANDSCAPE AS A PUBLIC POLICIES SUBJECT

New reasons for the rules: Landscape as a public good?

Three paradigms:

- 1) **The Unesco Convention, 1972**, based on the concept of *outstanding universal value*, referring to goods or sites of intrinsic exceptional importance, authenticity, integrity, and therefore distinguishable or separable from the context, called to represent and celebrate a heritage that belongs to the whole mankind, without any property or identity bonds towards the local communities.
- 2) **The nature protected area** concept, according to the World Conservation Union classification and particularly the concept of "protected landscape/seascape" (Category V). As defined by the 1994 Guidelines, slightly modified in 2008, the *Protected landscapes are those "where the interaction of people and nature over time has produced an area of distinct character with significant ecological, biological, cultural and scenic value: and where safeguarding the integrity of this interaction is vital to protecting and sustaining the area"*. As in WHS case, we refers to areas of specific, intrinsic and "significant" interest, but unlike the WHS, the "protected landscapes" are to be recognized and managed for the "long term conservation of nature".



Sana'a, Yemen



Yorkshire Dales National Park, UK



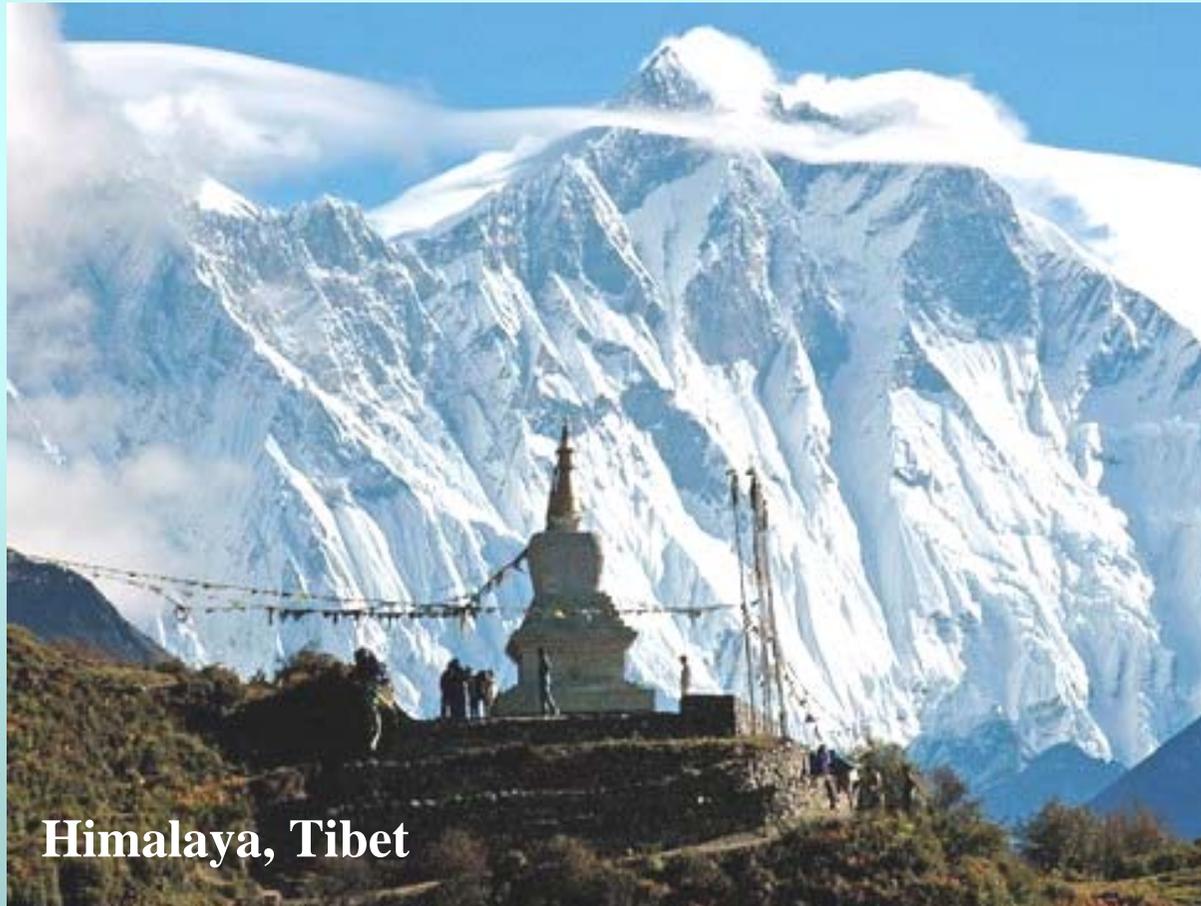
Mapungubwe Cultural Landscape, South Africa

3) **The European Landscape Convention** (Council of Europe, 2000), which redefines the concept of landscape highlighting the landscape value of *the entire territory* (including landscapes that might be considered outstanding as well as everyday or degraded landscapes), the complex and pervasive meaning of the landscape values, and the necessary reference to perceptions and expectations of the populations. In this view, focus is not on the "islands of excellence", that is on areas of exceptional value, but on the diffuse landscape heritage that represents the "territorial capital".



Footpath, Andes

These paradigms reflect **different claims and social requests**, such as the reaction to the universalism regression facing the particularism of the communities, the reaffirmation of the founding role of the common heritage, the increasing demand for nature and environmental quality, the search for the identity values (often dramatically opposed), the affirmation of new citizen rights.



Himalaya, Tibet

3. LANDSCAPE AS AN OBJECT OF KNOWLEDGE

The new landscape conception highlights the need to adhere to the complexity of the landscape phenomenology with the pluralism of the disciplinary specialist contributions, and consequently puts into discussion the following issues.

a) The hegemonic role of the **Landscape Ecology**, in which also the North American tradition of “landscape planning” converge: its success against the confused impressionism of the aesthetic approaches, the descriptiveness of certain geographical approaches or the projectual arrogance of the “landscape architecture”.



Kilimanjaro, Kenya



Fujiama, Japan



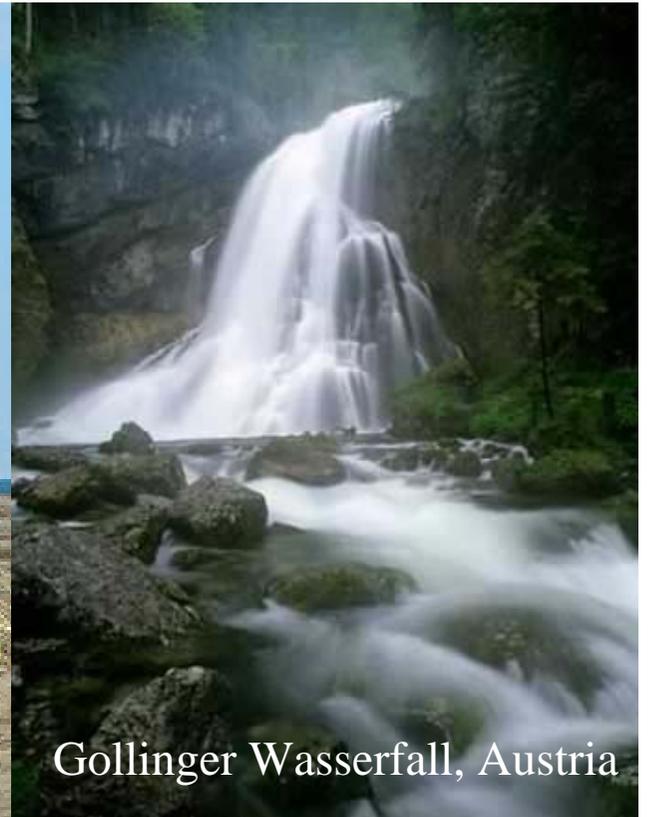
Sahara, Niger



Kenya



Camargue, France



Gollinger Wasserfall, Austria



Tanzania, Africa



Gran Paradiso National Park, Italy

b) The growing relevance of the **economic and social dimension**, both at the global and at the local level, against the risk of the “cosmetic” landscaping, particularly in agricultural landscapes and in the tourist areas.

Delta del Po Regional Park, Italy





The Gulf of Naples, Italy



Marble quarry, Alpi Apuane, Italy



Scattered settlement in Piedmont, Italy



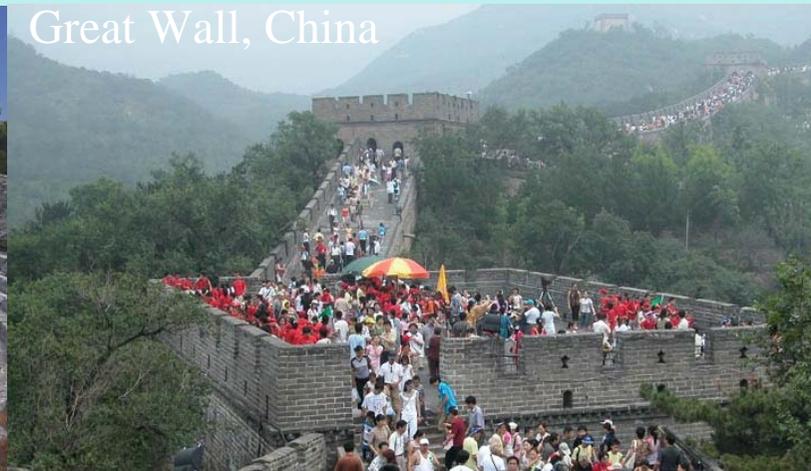
Motorway A26, Baveno, Italy



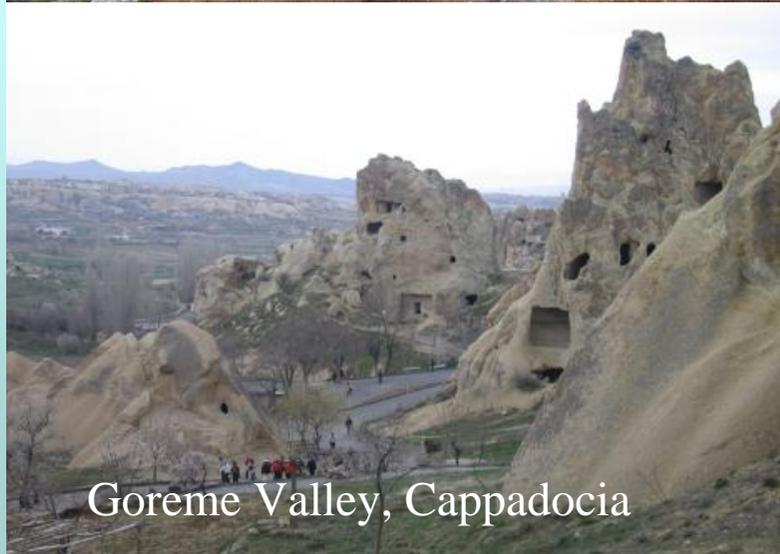
c) The importance of the **historical and cultural aspects**, involving anthropology, archaeology, sociology, human geography and so on. First of all in cultural landscapes, directly based on deep sediments of memories, myths and obsessions where history of human territorial plans are recorded and summarized.



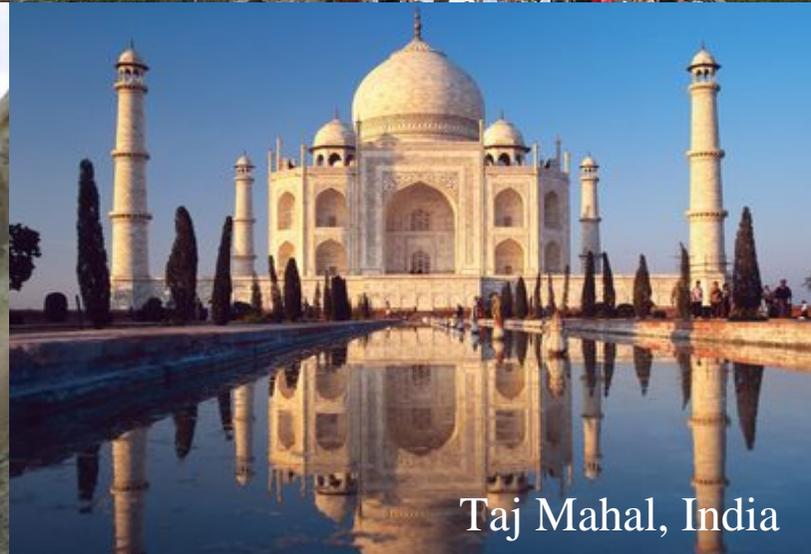
Butrinti, Albania



Great Wall, China



Goreme Valley, Cappadocia



Taj Mahal, India



Kheops, Khephren and Mykerinus pyramids, Egypt



Masada National Park, Israel

- d) The revival of the **semeiotic and aesthetic dimension** of landscape as a signification process and, therefore, as a social communication phenomenon. Of course, the aesthetic function recognition of the landscape is not new, above all in the European traditions, But the semiological interpretation implies the recognition that the landscape semiosis is a process always open and the dynamics of things - the ecosphere - is inseparable from the dynamics of meanings - the semiosphere - and therefore from the social processes in which it occurs.



“Trulli” of Alberobello, Italy

4. THE LANDSCAPE AS AN INTERPRETATIVE KEY

The need for a holistic vision and an integrated interpretation must face some irreducible dualisms:

a) polysemy vs. holistic understanding;

b) objectivity vs. subjectivity;

c) hypertext vs. common sense;

d) identity vs. otherness.

Given such tensions, it requires an interpretation of the territorial context, pointing out the values to be protected, as well as the pressures and critical factors threatening them. In this direction, two main steps have to be considered:

- **identifying the landscapes**, that is areas where specific systems of environmental relationships create a recognisable identity and a unitary image;
- **identifying the environmental networks** connecting the diverse natural and cultural resources which are relevant for management planning.

Both steps are based on the **structural interpretation**, highlighting the basic factors and characters, relatively stable, permanent or long-lasting, intended to guide the policies of protection, management and planning. Constitutive rules, structural “invariants” that represent the not-"negotiable" part of planning choices, as of any other plan with which they must be confronted.

This interpretation may be defined integrating different lectures, concerning aspects such as:

- 1, physical,
- 2, biological,
- 3, historical and cultural,
- 4, settlement and infrastructural,
- 5, landscape-perceptive,
- 6, others....

The structural interpretation helps to identify the Landscape Units, defined as *"areas characterized by specific systems of ecological, perceptual, historical, cultural and functional relations between disparate components, giving them distinct and recognizable images and identities"*.

The structural interpretation of the territory provides a powerful contribution to the *landscape evaluation*. It allows to proceed to the landscape "characterization" of sites, which includes the highlighting of:

- **the values** to be protected and the challenges to be faced,
- **the risks**, threats and incumbent pressures,
- **the relations** with the local context,
- **the actors** and the involved interests.

The landscape evaluation is an important tool for inter-institutional interaction and social communication. But it is also an important tool to connect the scientific knowledge to the "ordinary" one and to recover the local environmental know-how, such as it is reflected in the traditional good practices. The building of new landscape interpretations and images cannot be conceived as an exclusive subject for experts, since it requires open processes of collective learning and planning.

Derbyshire, UK





Bahá'í Holy Places in Haifa and the Western Galilee, Israel



White City of Tel-Aviv -- the Modern Movement



Robben Island, South Africa

5. LANDSCAPE AS A COLLECTIVE PROJECT

The increasing attention for planning in landscape policies reflects the intrinsic "projectual" character of landscape (no landscape without project). But what means the landscape project, in relation to the conservation principle? And more generally, what is the meaning that **today** can be attributed to conservation?



The meaning of conservation is gradually changed during the last decades, both in the nature conservation field and in the cultural heritage conservation field. In both fields, it becomes clear that an effective conservation of the values to be protected cannot be ensured by mere measures of limitation or prohibition (even if such measures are often absolutely essential). It requires active intervention. There cannot be authentic conservation without new values production, and indeed the conservation is, for the contemporary society, "the innovation privileged place".



In this perspective, the landscape planning can play a particularly important role, with reference to **three main missions**:

The cognitive and evaluative mission, designed to enable the decision makers and all stakeholders to become aware of the values and challenges, the risks and threats, the opportunities and potentials, the mobilizable resources, the involved interests...: basically, of all the factors that can influence the planning choices.

The regulatory mission, to define constraints, limitations, specific measures of discipline and governance of territorial transformation processes, according to the undertaken objectives.

The strategic orientation mission, to propose visions, ideas and strategic guide-lines, to be discussed and shared with a plurality of parties, institutions and stakeholders, in order to promote coordinated or converging policies.

This threefold mission requires a better definition of the rationale of planning.

A first problem concerns the **planning process**, in relation to the subjects involved and to the spatial dimension. The Landscape planning scoping must properly grow, moving from single natural and cultural resources to the relations systems, to the contexts and to the networks where they are located: it is the “networking” that builds or changes the landscape. And this implies the enlargement of the range of the stakeholders involved in the planning process.

A second problem concerns the **integration** of landscape policies within the territorial government activities. The special protection granted to the outstanding universal values must be reconciled with the need for a careful and sustainable planning of the entire involved territories. It means that **landscape policies concern not only the special conservation plans**, but also their interaction with other plans and programmes having possible direct or indirect impact on landscape, such as for land use, agriculture, forestry, social and economic development, infrastructure network and so on.

A third problem concerns the **governance** of territorial transformation processes. Landscape evaluation and planning may be conceived as a tool for complex governance processes, involving a wide range of interacting subjects and stakeholders, whose different interests are to be composed by means of participation, negotiation and compact planning. Transparent evaluation procedures and shared strategic planning are assuming a growing importance in these processes.

In a democratic decision process, the comparison of the interests and expectations is an open and transparent comparison of values, including the identity ones, of which the landscape is the foundation. To act so that the comparison is not reduced to the clash between absolute values and irreconcilable exclusive identities, they must find their limits in the rights and their inspiration in the great universal principles. The same ones that motivated in 1972 the UNESCO Convention.



Uluru Natural Monument, Australia

STEPS OF LANDSCAPE PLANNING (an example)

1. Introduction:

- 1.1 Definition of issues, aims and objectives
- 1.2 Scoping: the Site and its context
- 1.3 Characterization of the territorial-environmental context.
- 1.4 Definition of the role of Landscape Plan towards planning processes
- 1.5 Choice of the form of Landscape Plan (autonomous or incorporated).

2. Knowledge:

- 2.1. Special or sectoral analysis on aspects relevant for the context, e.g.:
 - geomorphological, hydrogeological...
 - ecological, biological...
 - economic, social...
 - archaeological, anthropological, historic, cultural...
 - semeiological, aesthetic, visual...
- 2.2. Structural interpretation.....

3. Strategies:

- 3.1. Changing scenarios,
- 3.2. Visions, strategies and guidelines
- 3.3. Relationship with specially protected areas and networks.

4. Project:

- 4.1. Identification and characterization of landscapes.....
- 4.2. Identification and characterization of networks
- 4.3. Definition of landscape quality objectives.....
- 4.4. Identification of values, stakes, critical points.....

5. Regulations:

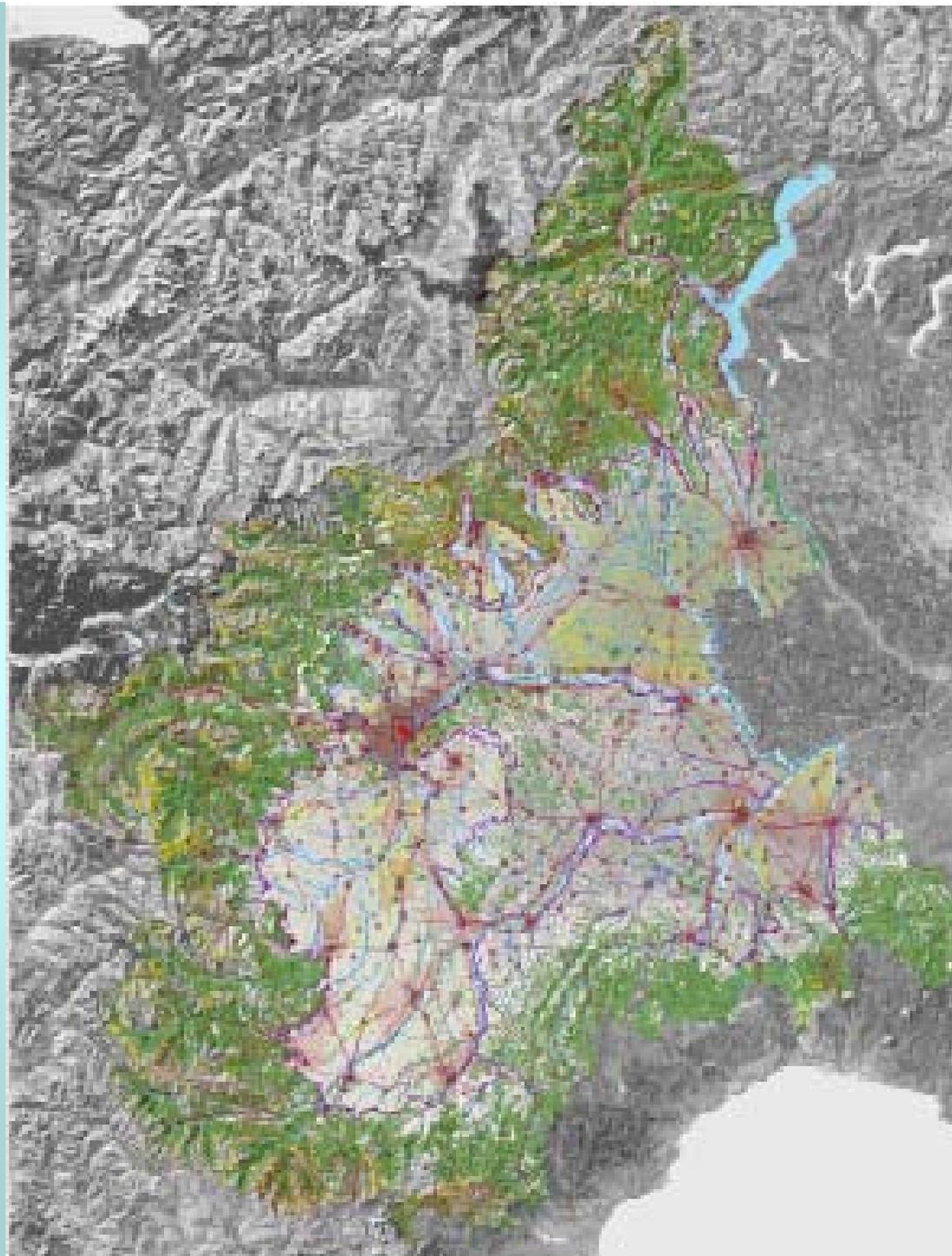
- 5.1 Measures for the safeguard
- 5.2 Measures for the management, use, recovery, restoration...
- 5.3 Measures for the public enjoyment, enhancement, creation of new values...

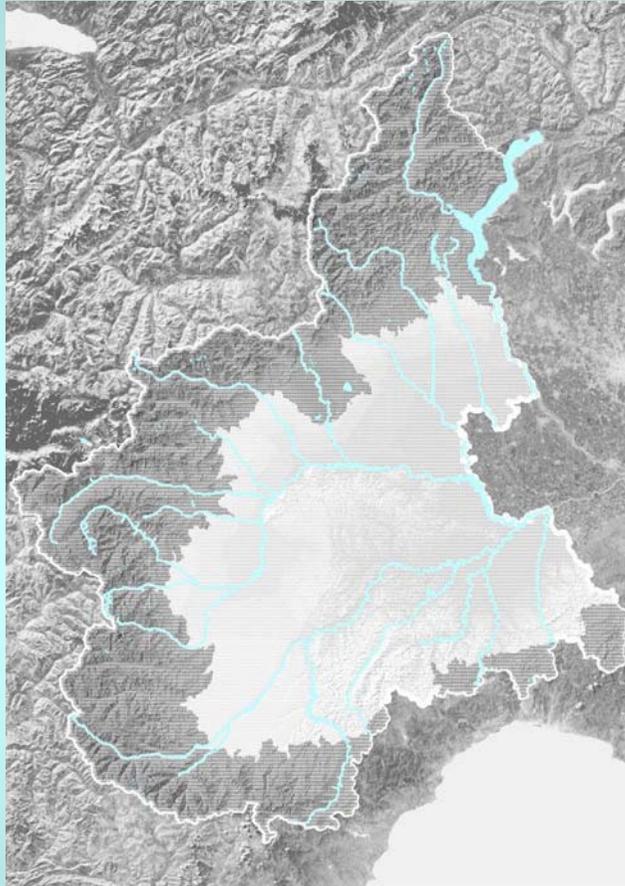
6. Implementation :

- 6.1. Action Plans, projects, programmes.....
- 6.2. Agreements, grants, financing, fund-raising, monitoring

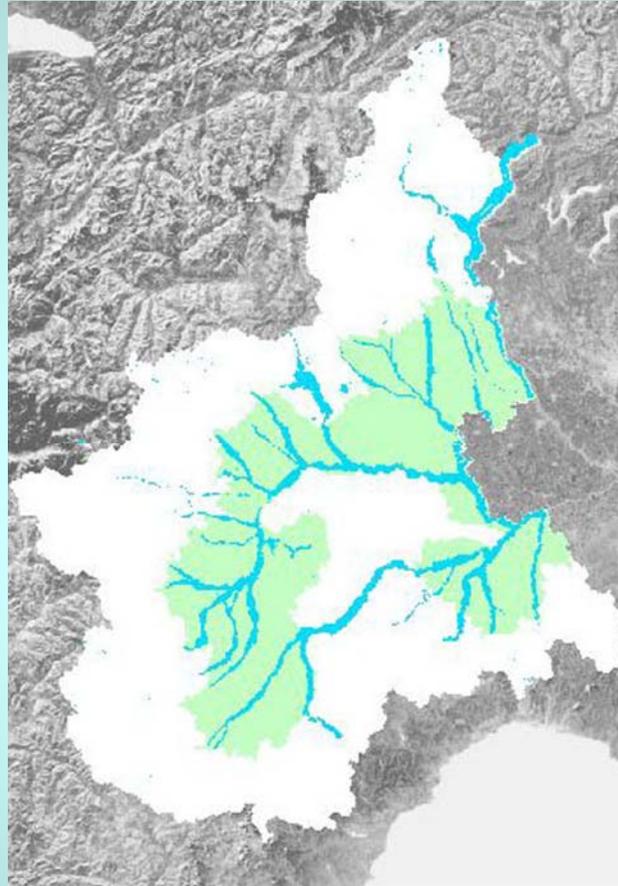
Piano Paesaggistico Regionale (Regione Piemonte)

Carte strutturali

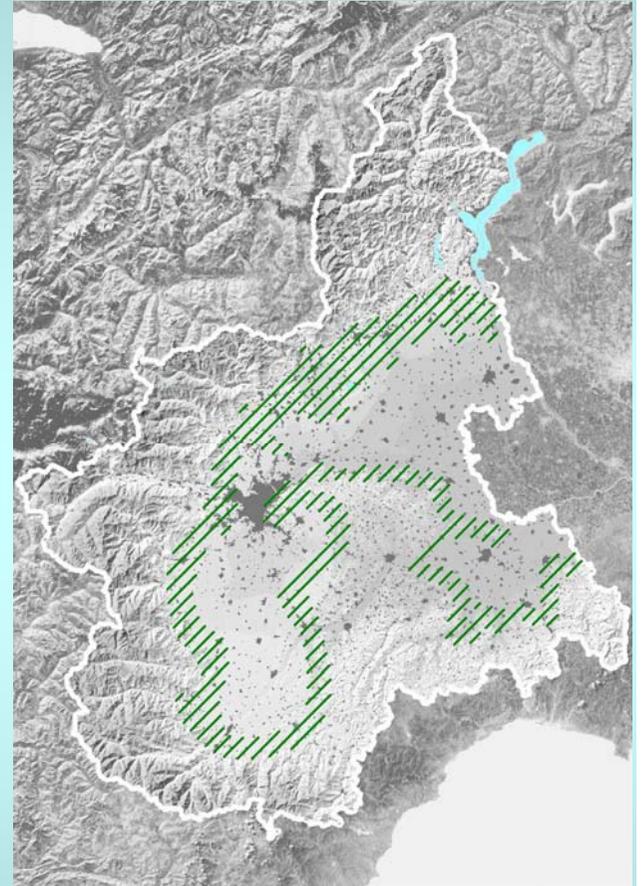




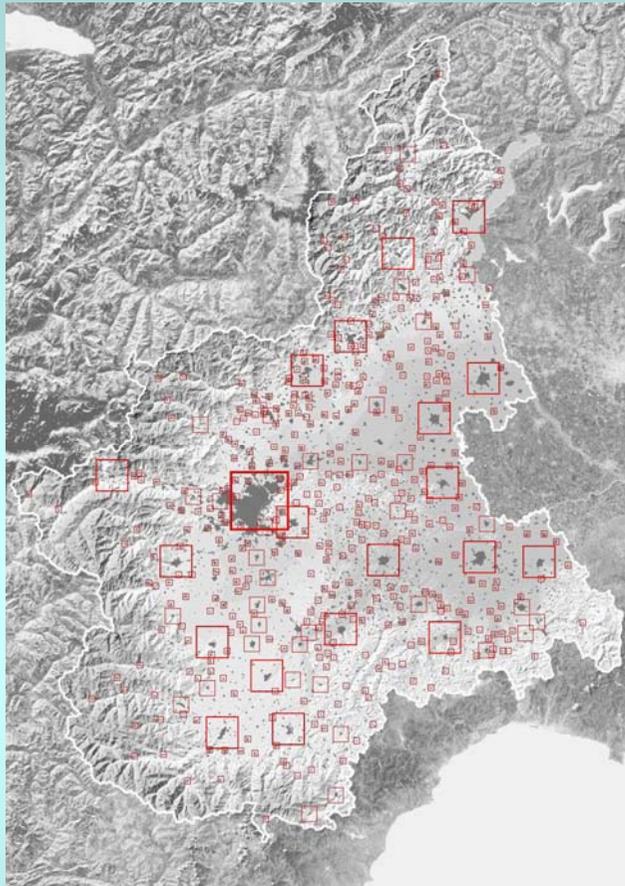
L'arco alpino



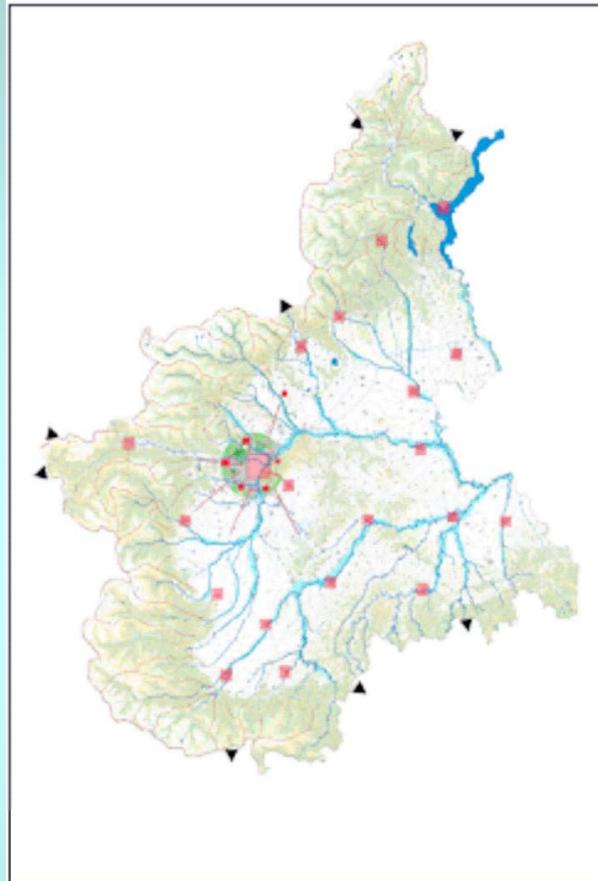
Il sistema idrografico



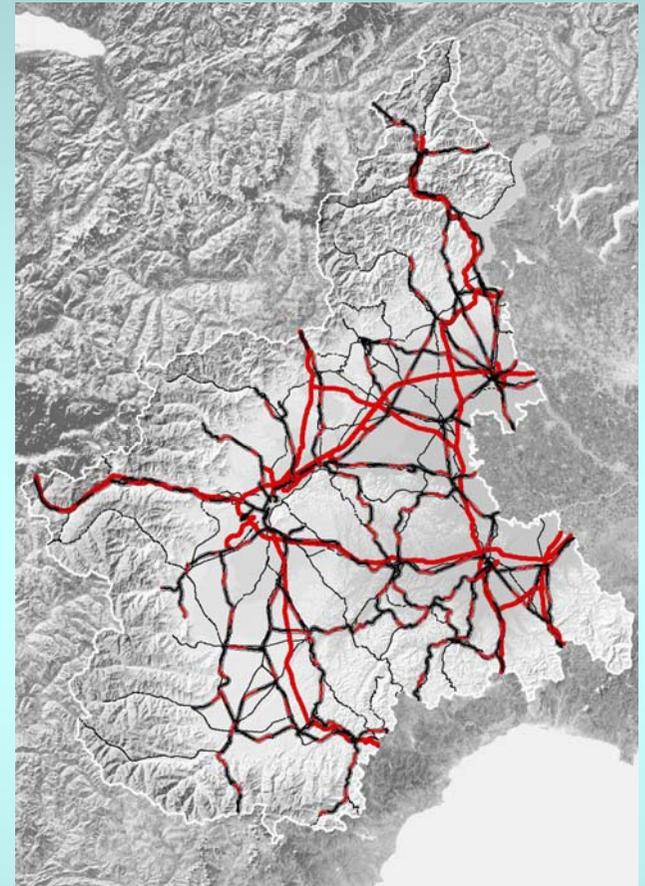
Il pedemonte



Il sistema urbano

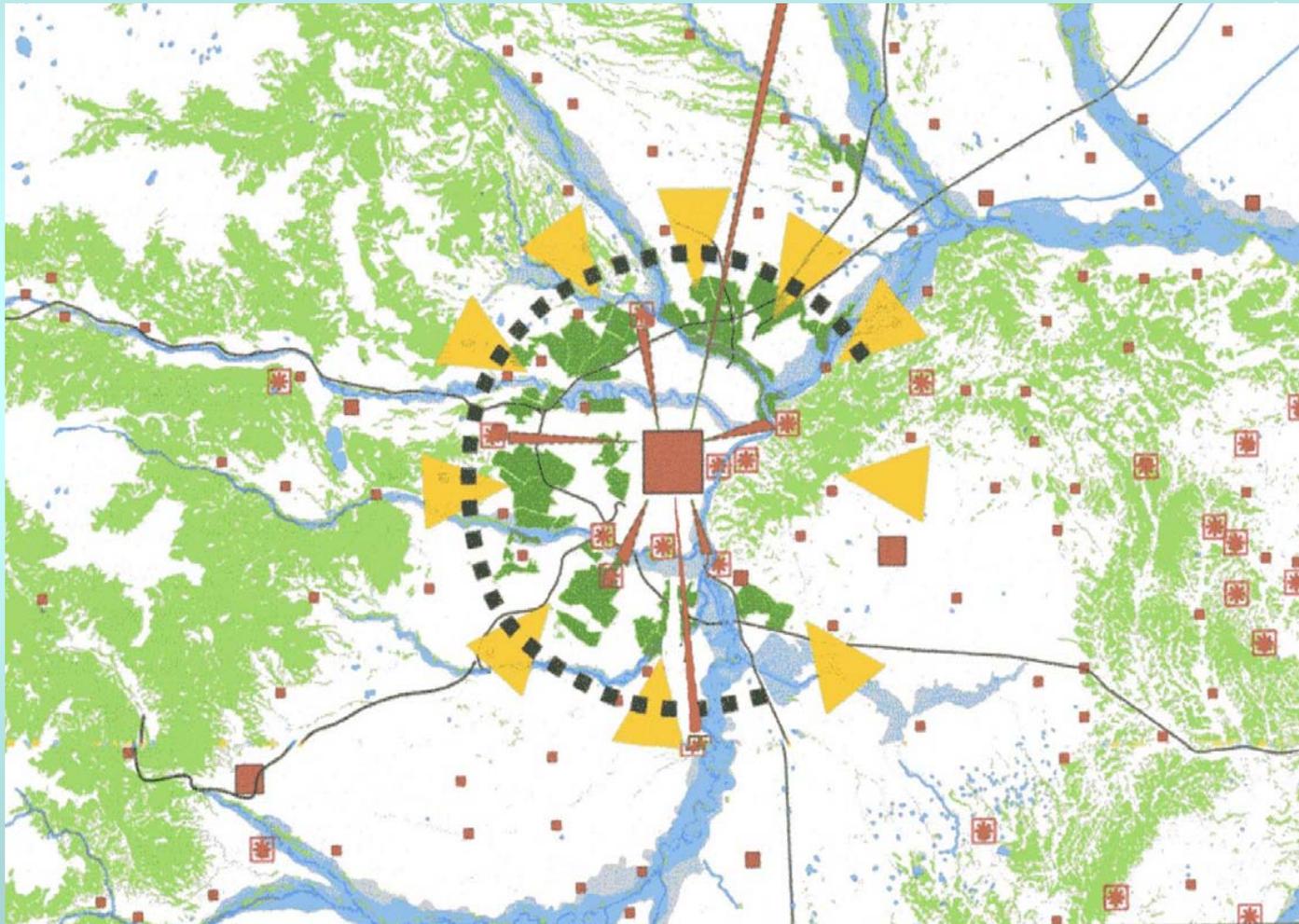
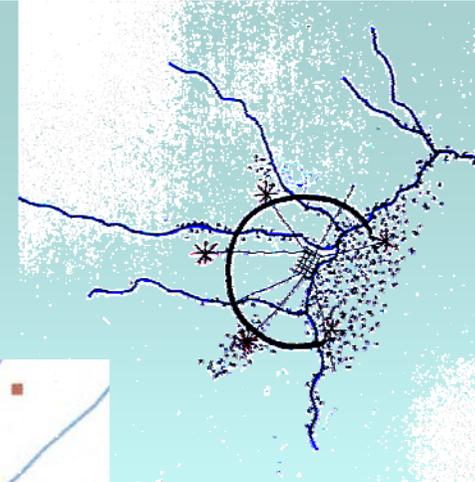


“Corona verde”



Il sistema infrastrutturale

Progetto Corona Verde – Schema concettuale



AMBITI DI PAESAGGIO

LEGENDA

Ambiti di paesaggio:

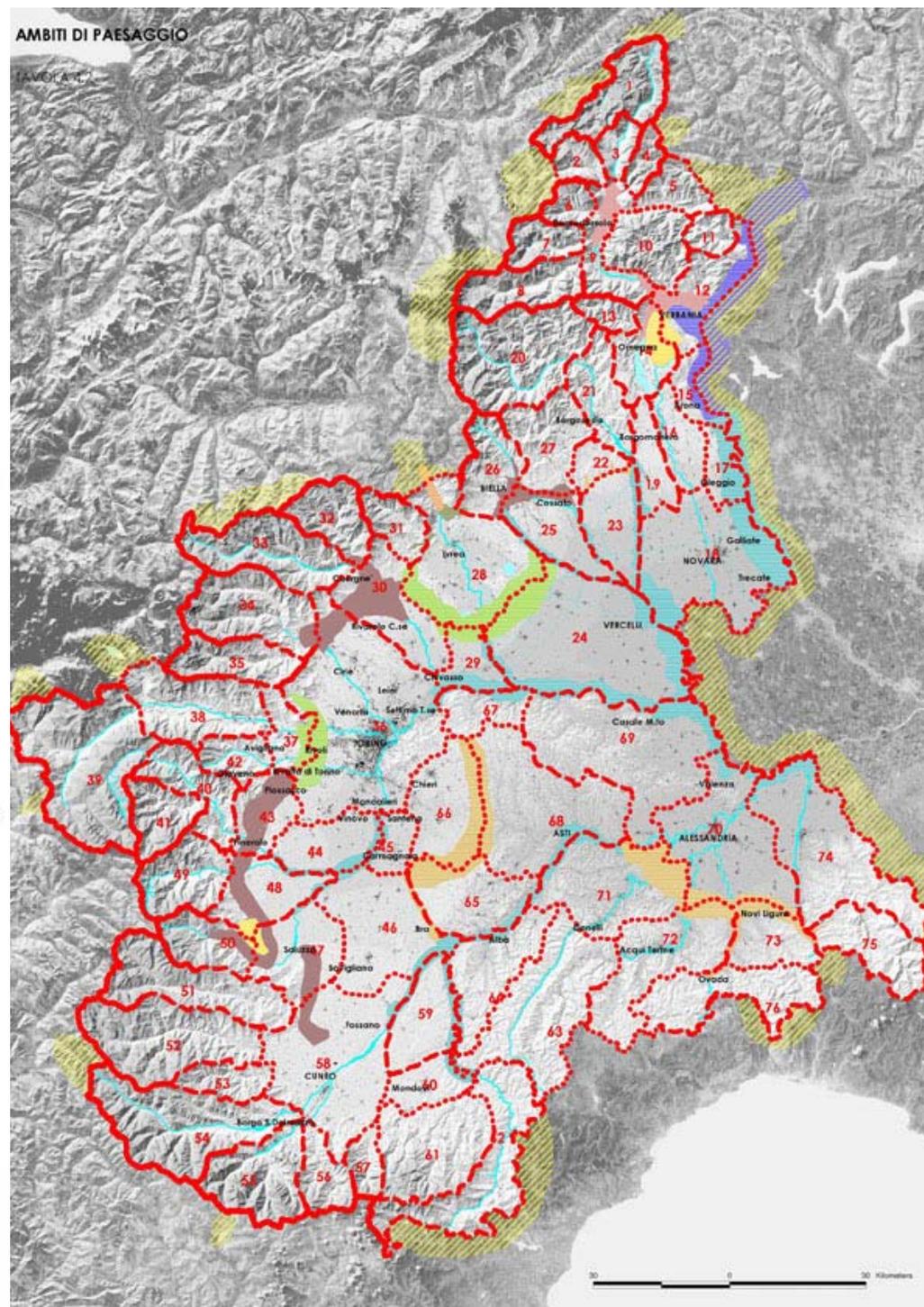
-  con limite definito
-  con limite mediamente definito
-  con limite labile

Aree cerniera

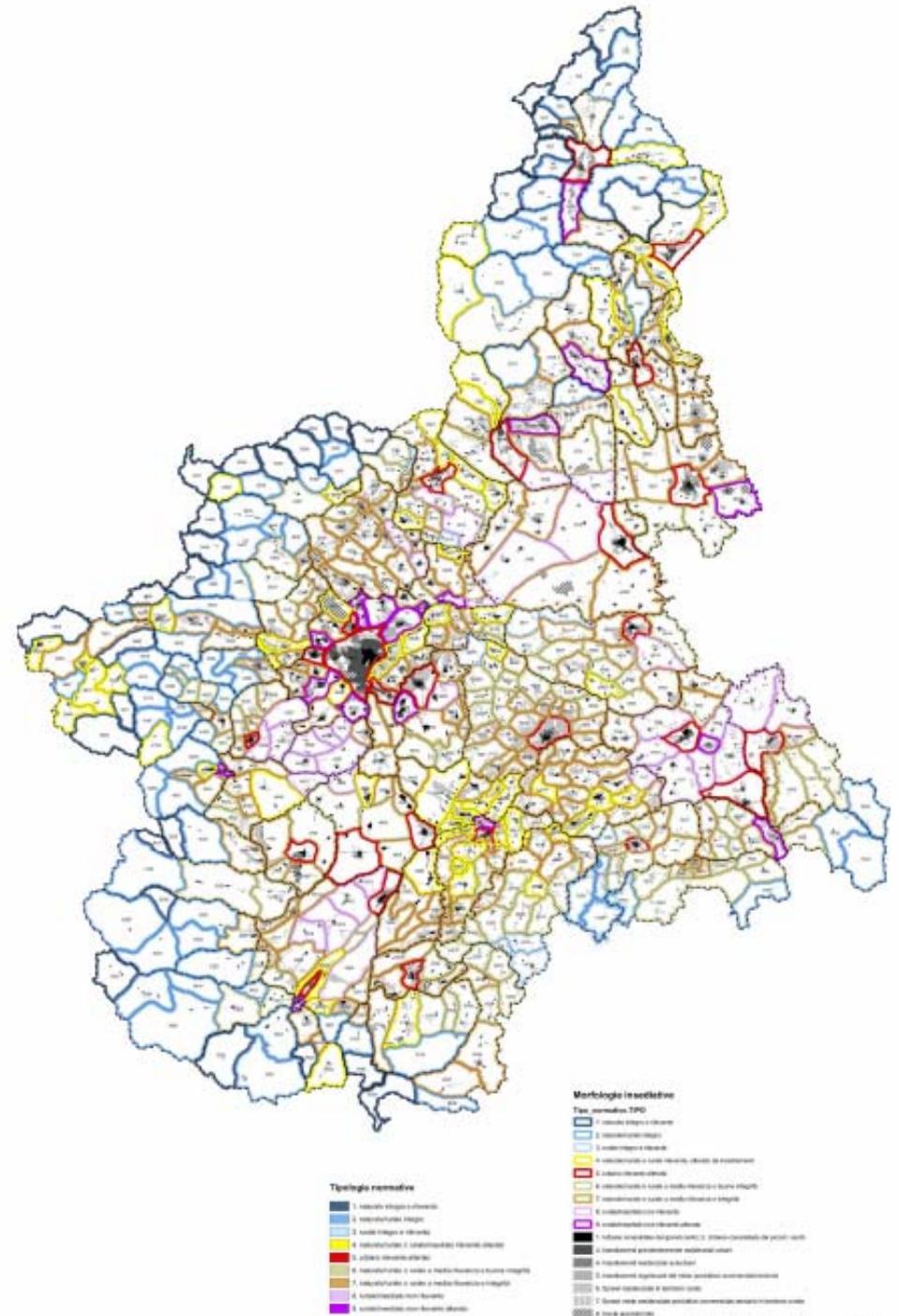
-  Cerniera di confluenza valliva
-  Cerniera di rilievo minore
-  Cerniera di fiume
-  Cerniera di lago
-  Cerniera di insediamento pedemontano
-  Cerniera pedecollinare
-  Cerniera di fondovalle
-  Cerniera intervalliva
-  Cerniera intermorenica
-  Paesaggi transfrontalieri

TEMI DI BASE

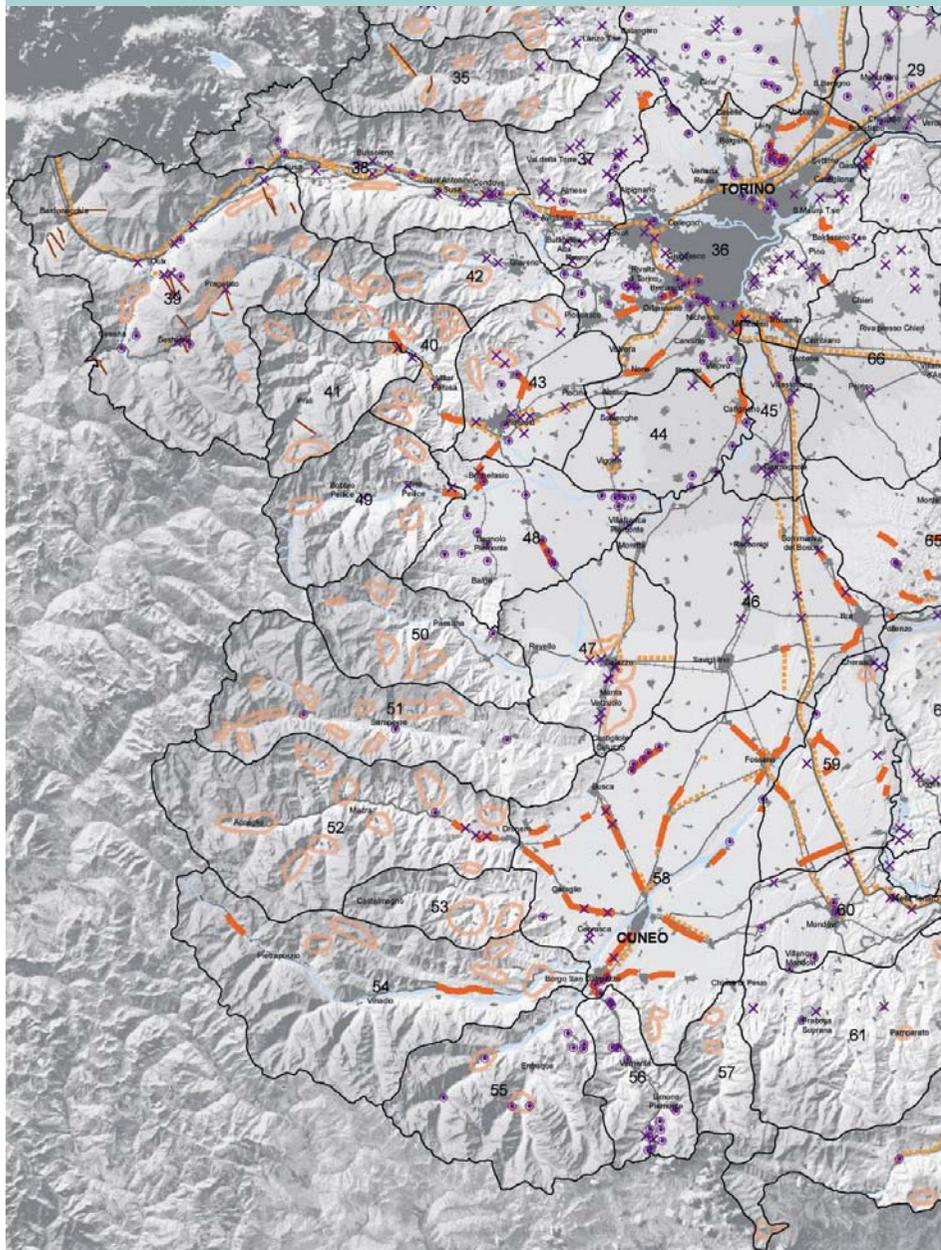
-  Edificato



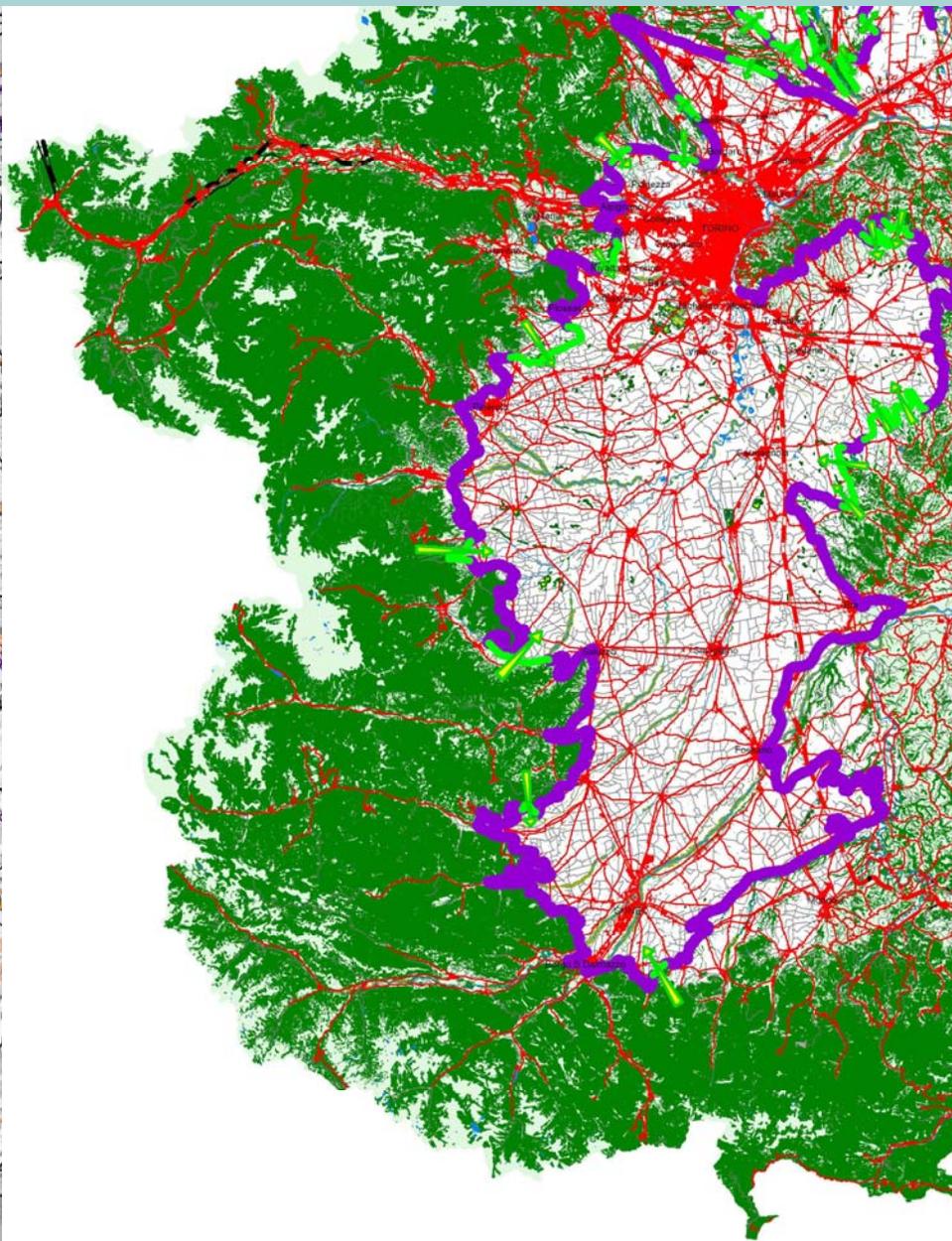
Unità di Paesaggio



Rischi e valori

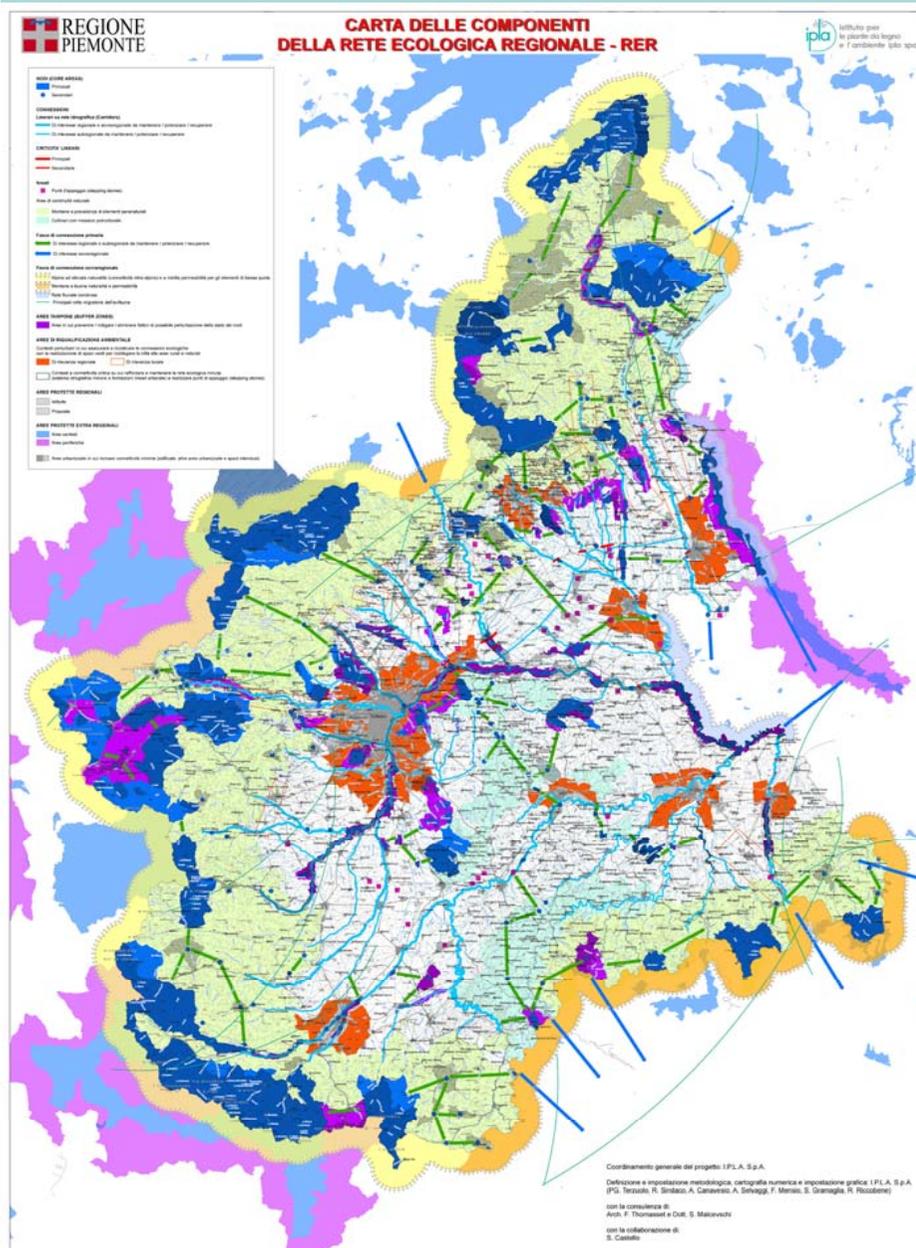


Criticità

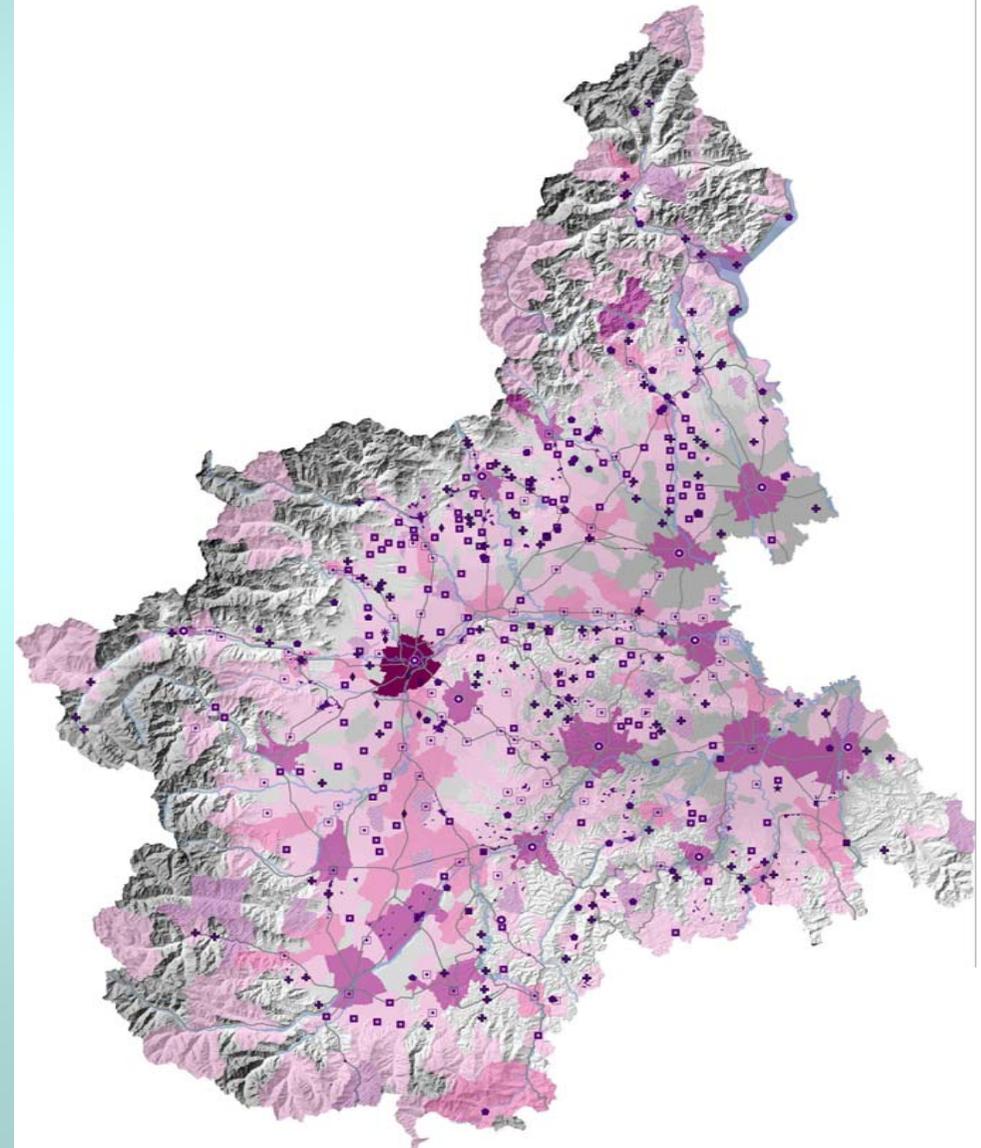


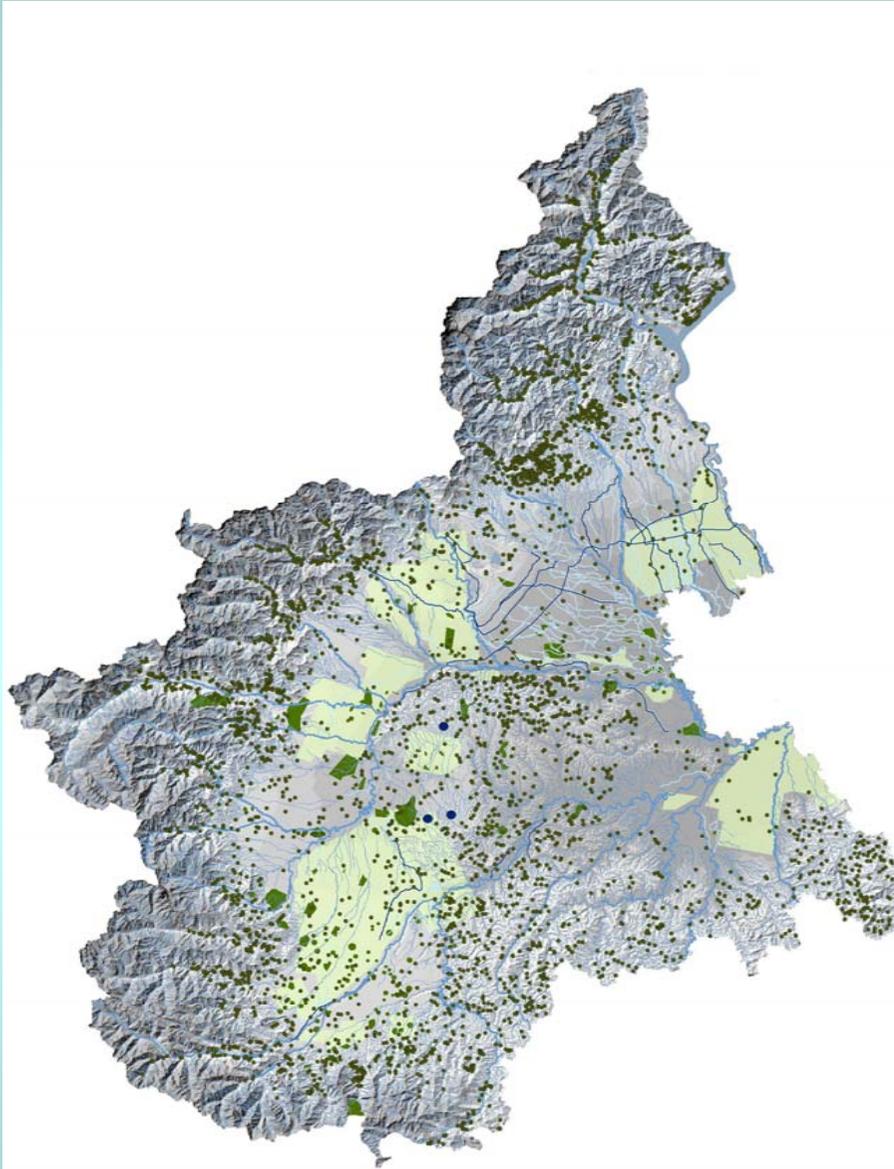
Frammentazione

Piano Paesaggistico Regionale (Regione Piemonte)

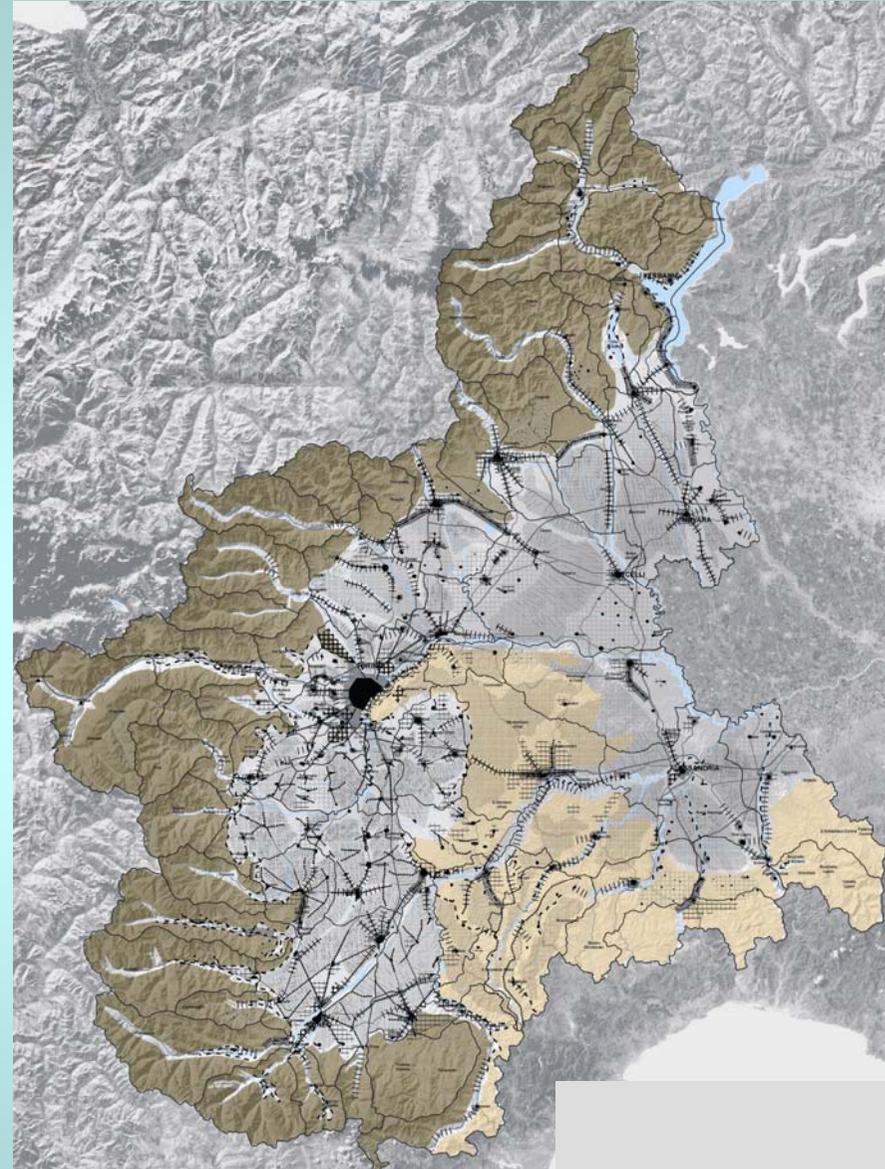


Infrastrutture, struttura insediativa storica

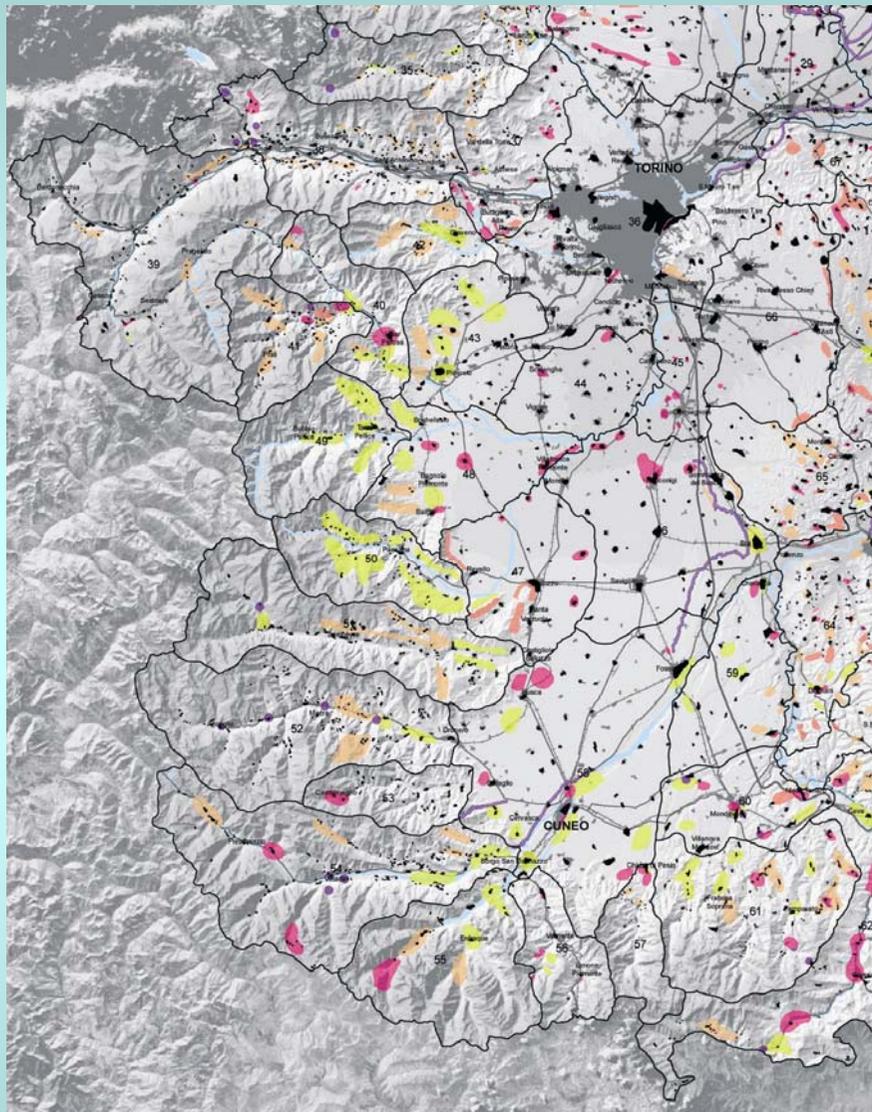




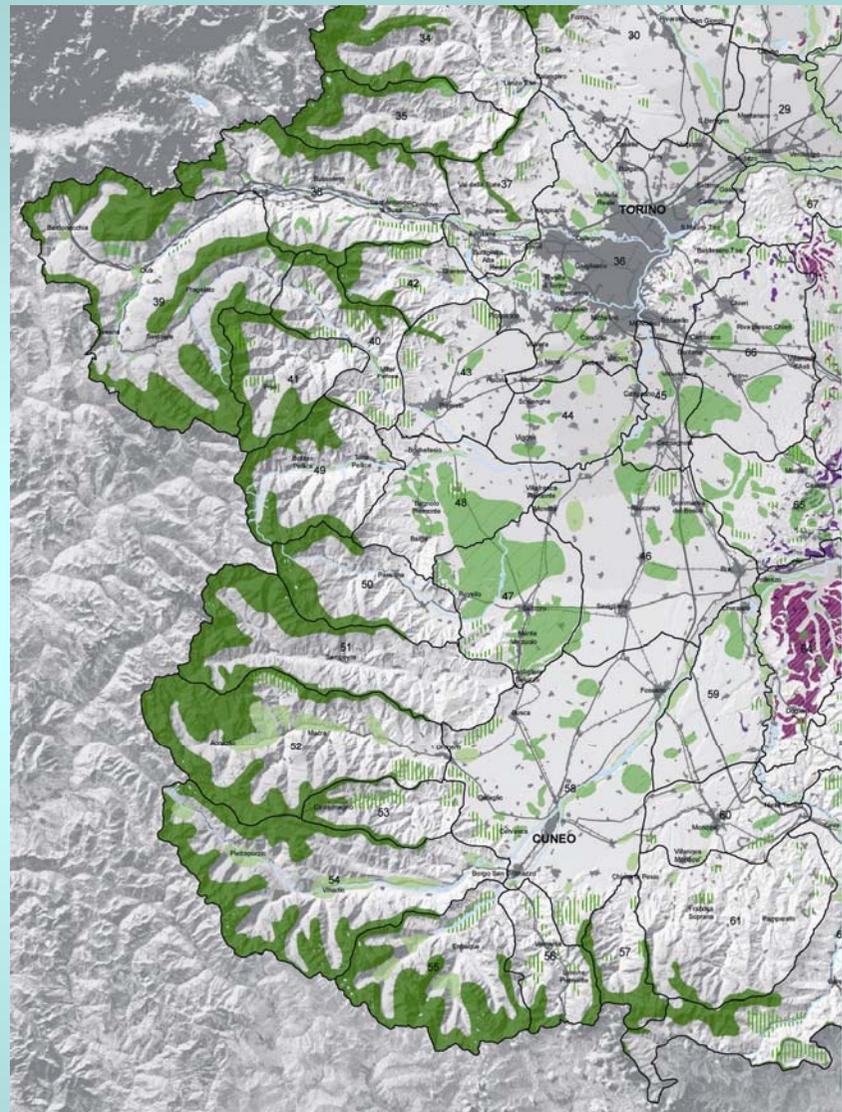
Sistema rurale-storico



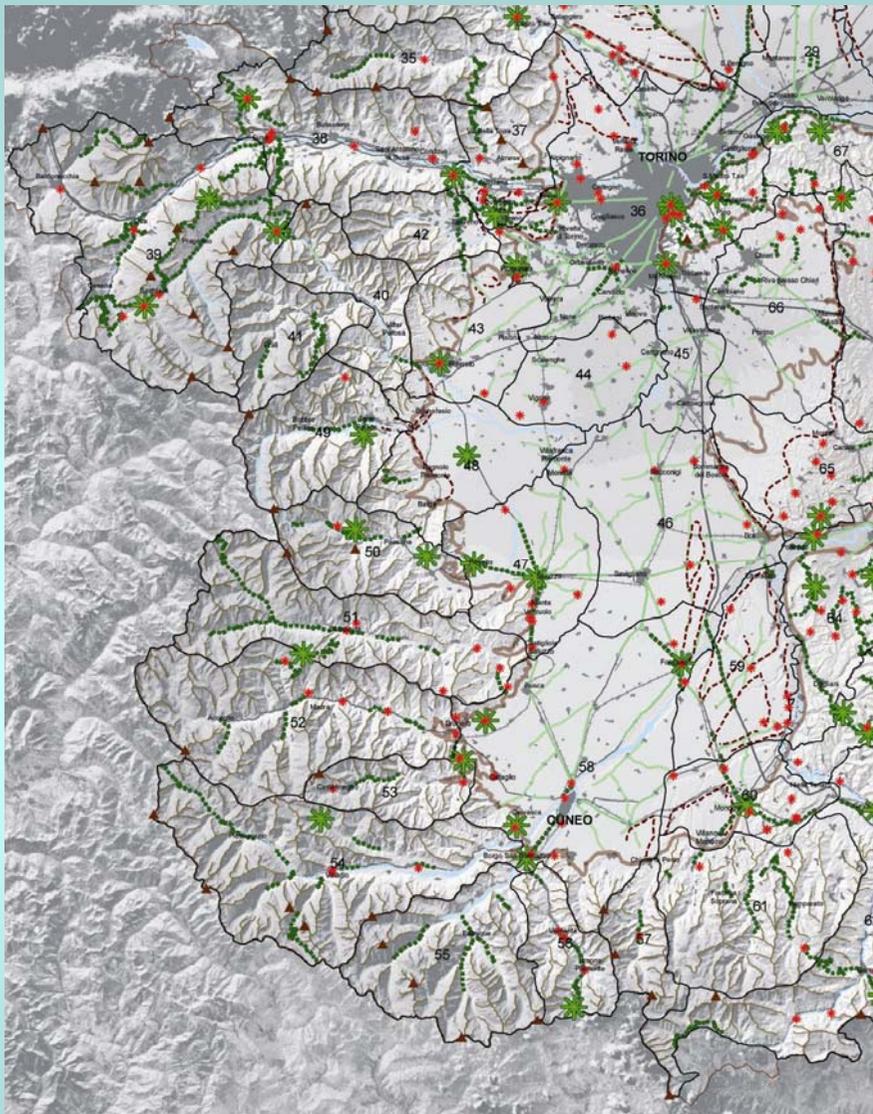
Sistemi insediativi



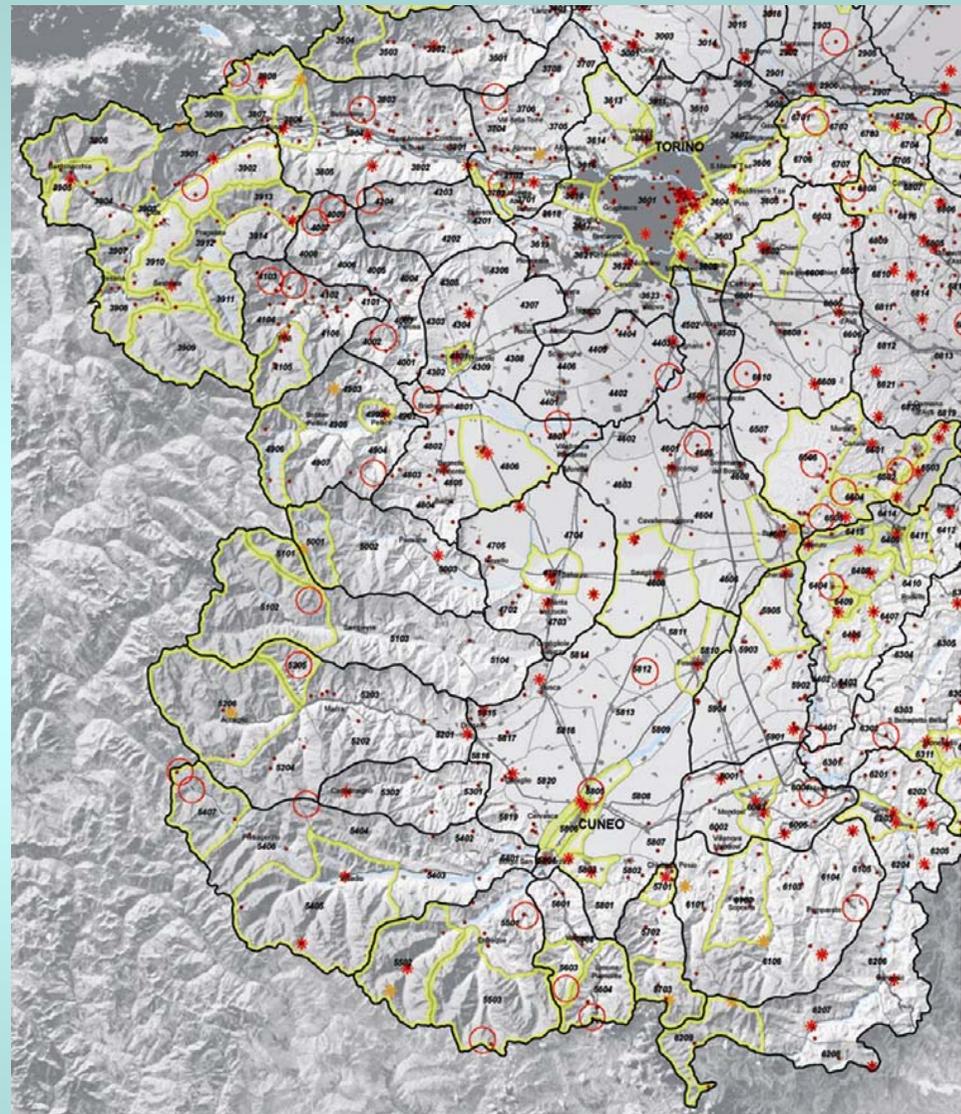
Relazioni insediative-contesto



Paesaggi agrari



Belvedere



Eccellenze