

Introduction

Four years of the Catalan Law on Landscape Protection, Management and Planning: A Positive Assessment

Joan Ganyet

The first international accord that specifically regulates landscape protection is the European Landscape Convention, which was promoted by the Council of Europe and was ratified on 20 October 2000. This Convention was created as a response to the process of diversity loss that European landscapes have undergone in recent decades, and it shares the spirit of Council of Europe initiatives linked with defending natural and cultural heritage and which conceive landscape as part of this common heritage. The Convention represented an important turning point in the social conception of landscape by viewing it in a global way (rather than focusing solely on those places of extraordinary value), by demonstrating its relationship with individual and collective wellbeing and by considering the landscape as collective heritage, and therefore the responsibility of all.

The Parliament of Catalonia was the first European legislative chamber to adhere to the European Landscape Convention, doing so in December 2000. Subsequently, and taking the European Landscape Convention as its point of reference, the Catalan legislative chamber ratified Law 8/2005 on Landscape Protection, Management and Planning, in which the legal framework established to legally protect the Catalan landscapes and the appropriate instruments for managing them are defined. A year later, in 2006, the Regulations for Landscape Protection, Management and Planning were approved, which elaborate upon it. Thus, the Landscape Law is based on the European Landscape Convention, which, in turn, inspires the public landscape policies of Catalonia.

The Landscape Law starts with a global and integrative concept of the landscape and adopts the European Convention's definition of landscape, which is stated as "an area, as perceived by people, whose character is the result of the action and interaction of natural and/or human factors", and which assumes a global and integrative concept of the same. This means that it does not exclude any type of landscape and that its provisions are applicable to the entire Catalan territory, from urban settings to natural ones, and from singular areas to everyday or degraded ones.

Therefore, the Law's aims are to protect, manage and plan all the landscapes in Catalonia, which is a very challenging task. In agreement with its goals

and its pragmatic character, the Landscape Law does not aim to comprehensively regulate each and every element that influences landscape production and transformation, as it lies within a much more general model to include spatial planning and the planning of sectoral activities. To achieve its aims, the Law details the instruments which with the Government is equipped to give legal recognition to landscape values and to promote actions to conserve and improve it. These instruments are: landscape catalogues; landscape directives; the Landscape Observatory; landscape impact and integration studies; landscape impact and integration reports; measures to raise awareness, education and support; landscape charters; and financial funding.

Four years after the Law was approved, the assessment is quite positive: the standards have been laid out and established as planned, all the instruments have been applied and concrete actions have materialised from the use of each one of these instruments. In terms of actions related with spatial planning, it is worth highlighting the fact that two landscape catalogues have been approved while the five remaining catalogues are in various stages of development. As for landscape impact and integration studies, the Landscape Service at the Directorate General for Architecture and the Landscape has created a practical methodology and has generated more than 3,000 studies to be subsequently processed through the public administration.

With regard to coordination and raising awareness, actions include the drafting of different landscape charters; the development of an educational project for secondary school students, Ciutat, territori, paisatge ("City, territory, landscape"); actions of training and support for specialists and organisations; and the Catalan Ministry of Town and Country Planning and Public Works' publication of the practical landscape integration guides.

Since its beginnings, the Landscape Observatory has been charged with coordinating the creation of landscape catalogues and has consolidated as a body that is an international point of reference in this field of work. Prominent are its actions linked with communication: its quadrilingual website; three electronic bulletins (*Landscape*, *Landscape Events* and *Dietari del Paisatge*); two book collections, "Plocs de Paisatge" and "Documents"; and seminars and workshops covering different themes which are organised each year.

The financial instrument provided for by the Government of Catalonia to fund actions to improve the landscape is the Fund for Landscape Protection, Management and Planning. Until the present, subsidies have been conceded via this mechanism for three specific lines: creation or renovation of avenues, tree-lined boulevards and alleys; industrial colonies; and coastal scenic walkways.

Despite the work done until the present, the success of landscape policies, just like all subjects

with an inherent social component, must become associated with a change of mentality and with cultural evolution. Therefore, this is a long road which requires perseverance so that the results of the work achieved can trickle into the practices of the public administration and shape the attitudes of the resident population as a whole.

I. Tools for landscape protection, management and planning

The Landscape Catalogues of Catalonia

Pere Sala

The landscapes of Catalonia enjoy great wealth and diversity, a fact which makes them some of the most outstanding in Europe. However, in the last few decades the landscapes of Catalonia have been modified like never before, and rather than bringing about an improvement in their quality, these transformations have produced the opposite effect. Law 8/2005, of 8 June, on Landscape Protection, Management and Planning in Catalonia was created with the aim of redressing these dynamics and, in this way, creating the landscape catalogue as a new instrument for introducing landscape objectives into spatial planning schemes, as well as in sectoral policies. Thus, the principles and strategies of action established by the European Landscape Convention, promoted by the Council of Europe, are adopted.

The landscape catalogues produced by the Landscape Observatory of Catalonia are a new instrument for protecting, managing and planning the landscapes of Catalonia from a spatial planning perspective. They are not a mere inventory of elements, spaces and values, as their name might suggest, but are the tools that allow us to know what our landscape is like and the values that it holds, to discover the factors that explain that we have a certain type

of landscape and not another, to learn how our landscape evolves as a consequence of current economic, social and environmental dynamics and, finally, to define which type of landscape we want and how to achieve it. Thus, the catalogues provide information of great interest on all the Catalan landscapes and their values (both those already in existence and those that stand to be enhanced), and thereby contribute to defining and applying a new landscape policy in Catalonia which should enjoy the support and active participation of the social stakeholders that intervene in the territory. The catalogues are approved by the Government of Catalonia, and their approval turns them into a tool of public use for society and a necessary reference work for any public initiative that may affect the landscape.

The main objective of the catalogues is to help to introduce landscape by means of landscape directives into partial territorial plans, territorial master plans, urban development schemes and sectoral plans given impetus by the Government of Catalonia. In this way, the incorporation of the landscape variable into partial territorial plans is fundamental, especially since they are placed higher up in the hierarchy than municipal urban planning. At the same time, the catalogues are very useful for defining regional and local strategies, like landscape charters, and they serve as a basis for environmental assessments of plans and programmes, landscape impact and integration studies and environmental impact studies. Lastly, they should also be used in the development of other sectoral policies and strategies linked with landscape (nature conservation, agriculture, industry, transport infrastructure, culture and tourism), as well as for raising awareness of landscape and its environmental, cultural and aesthetic values among society as a whole.

The landscape catalogues should help us to move decisively toward a new culture of spatial planning, which will undoubtedly require all the stakeholders who intervene in the landscape to develop a higher awareness of it.

Due to their link with spatial planning, the territorial scope of the landscape catalogues corresponds to the scope of each one of the seven fields of application of the partial territorial plans created by the Catalan Ministry of Town and Country Planning and Public Works: Alt Pirineu i Aran, Comarques Centrals, Camp de Tarragona, Terres de Lleida, Regió Metropolitana de Barcelona, Comarques Gironines and Terres de l'Ebre. At the time this publication went to press, the Landscape Observatory had created the catalogues for Terres de Lleida, Camp de Tarragona and Terres de l'Ebre.

In these catalogues, landscape is conceived as a social product, meaning a society's cultural projection in a certain space based on material, spiritual and symbolic dimensions. Yet in keeping with the principles of the European Landscape Convention, the landscape catalogues go beyond the strict pro-

tection of landscapes and focus their proposals on managing and planning them, which is the main challenge currently faced by many landscapes in Catalonia, especially the most degraded ones. This means that what is pursued is not landscape immutability, but rather the defence of values which need not vanish as each territory evolves. Another feature of the landscape catalogues is that their results are applied to the entire Catalan territory and not simply to a few singular or exceptional spaces. Therefore, their scope is global and takes in natural spaces as well as rural, peri-urban and urban ones.

Another fundamental aspect of the landscape catalogues is that they integrate public consultation and participation as a tool for involving and sharing responsibility throughout society in terms of landscape management and planning, and they do so at different levels and by means of different instruments. Their importance is also rooted in the fact that it is via the participatory process that the perceived, identity-based and intangible factors of landscape are detected, such as the sense of place, for example. Identification of these factors is difficult when the work is restricted exclusively to experts.

The innovative character of the tool and its transcendence in terms of spatial planning has prompted the Landscape Observatory to prepare a Landscape Catalogue Prototype, which establishes a common working framework for creating the seven landscape catalogues in a consistent and coordinated way. This document, put together in a way similar to guidelines in the Anglo-Saxon tradition, was submitted for consideration to more than seventy institutions, research groups and landscape experts to obtain the maximum level of consensus on its contents. In addition, this methodology is permanently adjusted and updated in order to refine the objectives that are pursued.

The Spanish Government's Policies and Instruments for Landscape Protection, Management and Planning

Valerià Paül and Arnau Queralt

From the beginning of the 1990s onward, and especially since ratification of the European Landscape Convention in 2000, the ensemble of regions that compose the state of Spain have carried out a considerable amount of legislative and planning activity with regard to landscape issues. In fact, the distribution of powers and responsibilities between the general public administration of the Spanish state and the autonomous communities gives the latter a wide margin of independence (at least on paper)

when planning, managing and protecting their landscapes.

While Spain's autonomous communities do have competence over landscape issues, autonomy also means that each territory chooses whether or not it exercises its prerogatives. Thus, the current overview of landscape policies and instruments in Spain is heterogeneous. Firstly, we find three communities with specific landscape laws: the Valencian Community (approved in 2004), Catalonia (2005) and Galicia (2008). The last two, which are very similar to each other, provide a model different from that of the Valencian law. Actual application of these laws varies in each autonomous community: while Catalonia's law has already been developed in certain directions, the Valencian Community seems to have created instruments for development but has not approved them, and Galicia has still not moved forward in applying the law.

Another group of autonomous communities, situated on the extreme opposite with regard to concrete actions and proposals, has only tackled landscape issues in a sporadic way, especially by means of introducing one-off considerations from a landscape perspective into urban development or spatial planning documents, or when planning protected spaces. Extremadura and the Community of Madrid are two paradigmatic examples of this model.

In between, there are other communities which are trying to develop landscape policies with variable degrees of intensity but without their own legislation in this field, especially within the framework of spatial planning projects in autonomous communities or on a sub-regional scale. This is the case with Andalusia and the Canary Islands, which show how it is possible to define policies and formulate decisions in this direction without the need to have an own law.

The range of situations and intermediate cases is so wide that it is difficult to systematise them. To begin, there are autonomous communities that have promulgated landscape laws such as Cantabria, La Rioja and Castile-La Mancha, but until the present they have limited themselves to incorporating landscape considerations into certain instruments for urban development, spatial planning and protected natural spaces. Other communities have recently approved (or are in the process of approving) general documents for planning the ensemble of their territorial domain that incorporate the landscape dimension, although it often remains unclear how landscape will be transferred in the future to those executive spatial planning schemes that are generally on a sub-regional or urban development scale. This is the case with Navarre (whose document for planning the ensemble of the territory was approved in 2004), Andalusia (in this case, in 2006) and Castile and León (with some general territorial directives in 2008), and it seems it will soon be the case with the Basque Country, La Rioja, Aragón and

Castile-La Mancha, among others. In general, what dominates is the integration of landscape into instruments of spatial planning, and in a few isolated cases from an environmental point of view. Both possibilities represent a clear cutback from what is established in the European Landscape Convention, which invites all public policies to assume a wide notion of landscape.

A case-by-case analysis of the autonomous communities does not allow us to conclude that there are models which are clearly better than others. Beyond the existence of a certain set of laws or instruments, the elements that seem to determine the effectiveness of landscape-related policies and actions are: the presence of strong political will; the effective integration of landscape into spatial, urban and sectoral planning; and consistency throughout the set of laws and instruments.

Finally, it is worth pointing out that the general public administration of Spain, which was late in ratifying the European Landscape Convention (in 2007), has still not defined the role it aims to play in relation with landscape. Although certain authors argue that the central Spanish Government can play an active role in this field, for the moment it has not adopted any law or implemented any instruments to improve the planning, management and protection of the landscape for Spanish territory as a whole. Nevertheless, concrete initiatives that indicate a certain willingness to position itself within this field do exist, such as its promotion of the *Atlas de los paisajes de España* ("Landscape Atlas of Spain") and certain recent laws. In summary, the unclear operations of the Government of Spain, with constant dialectics between the central administration and the autonomous administrations, also manifests itself within the field of landscape policy.

Landscape Identification and Qualification: the Case of Landscape Atlases in France

Jean-François Seguin

When the landscape atlases were created in France, it was decided to use the one hundred departments into which the country is administratively divided as a framework of reference. The aim was two-fold: firstly, to standardise the scale of restitution; and secondly, to establish a unit of reference that would allow coordination to be achieved among the different administrations. Thus, it was foreseen that creation of the atlases would require the support of a steering committee formed by public authorities, members of civil society, economic stakeholders and non-governmental organisations (NGOs) linked with each department. This committee would be

charged with overseeing both vertical and horizontal coordination among administrations, and making it possible for the atlases to become a reference document to be shared and known by the maximum number of people possible.

When the French Landscape Law was approved in 1993, the theoretical notions and methodological tools used to identify and qualify the landscapes in the entire territory of France already existed, but they had not yet been grouped under a single method. In 1994, the ministry responsible for landscape issues at that time decided to entrust a group of scientists headed by Yves Luginbühl with creating a methodology for identifying and qualifying French landscapes. This methodology establishes that the territory be analysed through a 1:25,000 scale and aims to identify landscape structures, which are equivalent to systems formed by objects, material elements of the territory in question, and the tangible and intangible interrelationships that connect them, with a special focus on the perception that the local inhabitants hold of them. In a subsequent phase, the identification and characterisation of landscape structures should make it possible to identify landscape units.

Once the landscape units are delimited, the social and cultural representations linked with each landscape (or rather, the way the local inhabitants perceive them) can be analysed. Four types of perception should be borne in mind when carrying out this analysis: recognised landscapes, which are those landscapes that are protected by national or international legislation; represented landscapes, which are those landscapes whose value is enhanced by works of art; outstanding landscapes, which feature in tourist guidebooks and tourist informational material; and lastly perceived landscapes, meaning landscapes as perceived by the people who live in them. The final aspect that needs to be considered when creating a landscape atlas is its transformation. The data available show that landscapes are in constant evolution, and thus study of the dynamics becomes fundamental since it allows us to trace a series of future lines necessary for adopting political decisions. Thus, in addition to identifying the dynamics, some of which are generally common (e.g., urban extension, infrastructural development, agricultural mechanisation), the aim is to end up territorialising them.

Once these three aspects inherent to landscapes are analysed, we can not only draw a map of the situation with precision, but we can also illustrate the landscape challenges that the atlases will have to confront, which will be defined by means of landscape quality objectives.

At the time of this writing, 69 atlases have been published (19 of which are waiting to be updated) and 16 more are in the process of being created. In fact, some of the oldest atlases should be revised quite soon since their usefulness in certain cases has

ended up becoming rather limited. Finally, it is also appropriate to mention that the publication of the European Landscape Convention in 2000 and the experience acquired via the published atlases have led us to consider the need to publish a new version of the method for creating atlases and to contrast the French methodology with the methods applied in neighbouring countries.

Landscape and Sustainable Development: Projections for the Future. Results of the Swiss Project Paysage 2020

Matthias StremLOW

The landscapes of Switzerland arouse a strong level of interest due to their diversity and quality, and they are very attractive in terms of tourism and real estate. Hoping to raise awareness among society with respect to the value of landscape and its possible evolution, the Swiss Government commissioned the creation of a projection study on the Swiss landscape setting a horizon for the year 2020: the Paysage 2020 project. This project was carried out in collaboration with representatives of the specialised organisations of the state and the cantons, as well as with researchers and experts in the field. The document *Paysage 2020 - Principes directeurs* ("Landscape 2020 – Guiding Principles") is the main document of the project and presents an ideal scenario of Swiss nature and landscape in 2020 by means of landscape quality objectives and a set of measures that should be adopted to attain them.

The aim of the Paysage 2020 project was to reconcile the federal constitutional principle of sustainable development and landscape evolution. The focus started along the line of the postulates of the Conception Paysage Suisse and the European Landscape Convention from a cross-cutting perspective which took into account all types of landscapes, from the most natural to those with the most urban development. At the same time, it considered landscape from a two-fold dimension: on one hand, as an object modelled physically, and on the other hand as a cultural object valued according to the representations and preferences of the population. Starting from this perspective, it aimed to describe desirable changes to the landscape with the goal of attaining positive awareness on the future evolution of the rural landscape.

With a desire to clearly define the notions of sustainable development and landscape, the Paysage 2020 project differentiated two different focal points. Firstly, from a territorial perspective it centres on preserving landscape equilibrium for future generations and takes account of the use of natural

resources and transformations in the landscape that can be carried out in the environs. From this focal point, the general objective consists of watching so that each one of the uses and activities is carried out with respect for the resources' long-term multi-functionality without definitively excluding other possible uses. Secondly, from a socio-cultural perspective it confronts the social and emotional aspects of society's relationship with landscape, which is to say that landscape is presented as an ensemble of natural and physical elements that transmit meanings and feelings. From these core principles, a bibliographic analysis and meetings with experts, an evolution of the landscape was gradually defined based on objectives linked with sustainable development. The result was the design of a set of 9 criteria and 37 indicators that allowed for landscape evolution to be characterised through the lens of sustainable development.

Once the analytic phase had finished, the main aim was to define a programme. To do this, some guiding principles were defined based on 32 quality objectives and distributed across 8 fields of action: landscape and land use; landscape and spatial policy; landscape and watercourses; species and natural environment; landscape and human beings (perception and experiences); participation; economic instruments and use of resources; and research and possibilities for the future. Each one of these revealed fields of action is followed by priority measures which go from the creation of new parks to ecological compensation, monitoring the evolution of the landscape, making predictions for the future (some with a long-term view) and the ecological valorisation of urban agglomerations. In summary, the guiding principles of the Paysage 2020 project are used as a technical point of departure for decision-making by the federal service responsible for protecting nature and the landscape.

Landscape Character Assessment in the United Kingdom

Carys Swanwick

In the last five years, the concept of landscape character and the process of landscape character assessment have become central to a wide range of activities linked with landscape and environmental planning and management in the United Kingdom. The consolidation of this perspective, which played an influential role in the development and ratification of the European Landscape Convention in the United Kingdom, is the result of a long and historic process of evolution in terms of both theory and application. At present, landscape character is defined as the distinct and recognisable pattern of elements that occur consistently in a particular type of land-

scape. It is created by particular combination of geology, landform, soils, vegetation, land use, field patterns and human settlement. Character is what makes landscapes distinctive and creates a particular sense of place in a locality. Thus, each site has its own character, and all landscapes are different as a result.

Current approaches to landscape character assessment propose using a common framework of reference and employing a set of methods and techniques that can be used in a different way according to the circumstances of each case. In this way, the methodology for landscape character assessment includes a clear separation between the characterisation process, with its relatively value-free process and which comprises identifying, classifying and mapping areas with their own character, and a second phase of making judgements based on the results of the characterisation, whose aim is to inform decisions that may be required in relation to specific applications of the assessment.

The aim of characterisation is to identify one of these two realities, or rather both of them: landscape character types and landscape character areas. The first are distinct types of landscape that are relatively homogeneous in character. They are generic in that they may appear in different parts of the country, but wherever they occur they share broadly similar combinations of geology, topography, drainage patterns, vegetation and historical land use and settlement patterns. The second, landscape character areas, are discrete geographical areas of a particular landscape type, and are in themselves unique. Each has its own individual character and local identity, even though it may share the same generic characteristics with other areas of the same landscape type.

In the early 1990s, the Countryside Commission promoted the Countryside Character Programme, a characterisation programme for the countryside that started directly from the progress made in landscape assessment and which had a two-fold objective of: firstly identifying, describing and analysing the character of the English landscape; and, secondly identifying specific opportunities to conserve or enhance this character. The result was the Character of England Map (also referred to as the Joint Map), which was created by the Countryside Agency and English Nature with support from English Heritage. The map delimits 159 Character Areas and is accompanied by descriptions of the character of each of the 159 Character Areas, the influences that determine these characters and the pressures for change. Together, the national map and the descriptions provide the top tier of the hierarchy of scale of Landscape Character Assessment in England. This framework has been strengthened further by the development of a national landscape typology by the Countryside Agency in collaboration with English Nature and English Heritage, and with support from the Department of the Environ-

ment, Transport and the Regions. The map also provides the necessary broad framework for more detailed assessment at lower levels of the hierarchy. For this reason, many English counties and some unitary authorities and district councils have prepared assessments describing more detailed variations in the character of their areas. Therefore, the use of Landscape Character Assessment can already be seen in action in a wide range of applications throughout the British Isles and its role is likely to increase in the future.

Landscape Policies in the Netherlands

Dirk M. Wascher and Rob Schröder

The primary tools of landscape policy in the Netherlands are about 30 years old. In fact, the foundations for current Dutch landscape policy are found in the Landscape Memorandum (*Nota Landschap*) of 1992. Linking closely with emerging European approaches, this document defines landscape as “the visible part of the world that is determined by the interaction of nature and man”. At the same time, it puts forward the main objectives of stimulating conservation, restoration and development of a high-quality landscape, which is to say a landscape of which identity and sustainability are the leading characteristics. Thus, landscape quality, understood in aesthetic, ecological and economic terms, is defined as the most important aspect of landscape policy.

The Landscape Memorandum is based on the principle of functional segregation, a characteristic associated internationally with Dutch nature and landscape policy. This focus proposes a clear separation between low-dynamic functions on one hand, associated with long-term stability of land use such as forestry, nature protection and water retention; and high-dynamic functions on the other hand, exposed to market regimes and technological developments. With the implementation of the Landscape Memorandum, the definition and delimitation of landscape types and landscape assessments have become decisive instruments despite the fact that landscape assessment in the Netherlands has already formed part of spatial and regional planning for a long time.

After the Landscape Memorandum, other initiatives related with landscape policy appeared. The first of these is the Belvedere Memorandum of 1999, a collaborative initiative by four Dutch ministries which focuses on cultural landscape. This document aims to safeguard, develop and restore cultural and historic identity as a determining factor in the future of spatial design in the Netherlands, for which the Government shall aim to create appropriate condi-

tions. The second prominent initiative, the Dutch Landscape Manifesto, was created within the current context of administrative deregulation and decentralisation in the Netherlands, in which a growing trend to transfer responsibilities to the provinces and communities can be seen. Published in November 2005, the Manifesto was given impetus by around 30 NGOs and different bodies after the approval of the European Landscape Convention, and more stakeholders adhered to it during its first three years, specifically various ministries, regional administrations and entities. The Manifesto, which currently has the support of more than 40 signatory parties, works to create a broad, public-private financial foundation for landscape restoration and development.

In the Netherlands, landscape policies are integrated into several other (secondary) policy sectors of which spatial planning must be considered the most important. Following a practical definition of landscape, this relates to three policy domains organised by their respective ministries: spatial planning, which includes town and country planning, as well as landscape architecture; nature policy, especially with regard to the conservation of cultural landscapes and development of new nature and new green spaces; and cultural policy, especially when linked with the conservation of historical monuments and sceneries of common interest and special beauty.

In any case, the tangible results of landscape policies are relatively insubstantial when compared with the influence of the economic and town planning sectors in shaping the landscape, as the latter have more instruments available. Likewise, after a period of deregulation and decentralisation, and backed up with the Dutch Landscape Manifesto, a revival of coordination and steering efforts based on wide-reaching commitments seems to be in sight.

Furthermore, it must be taken into account that the concept of “quality” linked with landscape is not easy to tackle and has given rise to quite different projects and strategies throughout history. Besides, the dialectic between conservation and development is very important to the extent that the Netherlands has committed to dynamic and innovative development from a technological point of view.

Instruments for Protecting and Valorizing the Landscape in Italy: The Case of Tuscany

Cinzia Gandolfi

In Italy, legislation regarding landscape is regulated by the Code for Cultural and Landscape Assets (*Codice dei beni culturali e del paesaggio*), which was

approved in 2004 but was subsequently modified. For the most part, the Code pays little attention to the European Landscape Convention; it considers the landscape merely as entailing the protection of a few exceptional areas, and it separates landscape policies from spatial ones. Therefore, it is the regions which have carried out the most advanced experiments with regard to this issue, and they have always done so within the limits of their autonomous status. The Italian text establishes that the regions are the administrative units charged with creating landscape plans, except for the sections related with landscape assets (i.e., those landscape elements which are recognised as having a special aesthetic value), whenever they do so in collaboration with the state.

The region of Tuscany has traditionally implemented a policy covering protection and valorisation of the landscape in the field of spatial planning. This position is markedly different from that of many Italian regions which, to the contrary, have managed landscape protection by means of specific tools independent of those used in spatial planning. The Regional Law on Territorial Management of 2005, approved in accordance with the amendments made to the Italian Constitution, insists on this line of raising awareness among all territorial and local bodies so that they manage the territory by protecting it. In this context, the Landscape Plan for the Region of Tuscany falls within the legal section of the Regional Territorial Plan and regulates two different situations: one related with protecting landscape assets, which is the exclusive prerogative of the Italian state; and another, which makes reference to the management of landscape transformation according to the definition used in the European Landscape Convention and which is subject to regional law and to the joint competences of the region, provinces and municipalities.

The Landscape Plan is founded on three basic principles: the first is the integration of landscape preservation in spatial planning; the second is the participation of all institutional bodies from the Italian state down to the regions, provinces and municipalities when joint landscape planning processes takes place; and the third is recognition of the universal value of the Tuscan landscape in step with cultural and economic development. Moreover, the Landscape Plan for the Region of Tuscany is composed of two parts: a first part related with the management and protection of landscape assets, and a second part oriented toward landscape assessment.

The reading and representation of the constitutive traits of the different local landscapes was organised via a series of profiles compiled in the *Atlante ricognitivo dei caratteri strutturali dei paesaggi della Toscana* (“Recognitory Atlas of the Structural Characteristics of the Landscapes of Tuscany”). The structural traits and evolutionary dynamics of the landscape are treated in the description included in

the second and third parts of the profiles, and aim to contribute to defining local landscape identities. Specifically, the structural traits of the landscape are subdivided into two types: on one hand, the traits identifying landscapes, which include the landscape elements that contribute the most toward recognising territories' special characteristics; and on the other hand, the structural traits ordinary to landscapes, which generally include the most widespread landscape configurations in the region's territory, such as aspects of vegetation or recurring agrarian structures.

Therefore, the *Atlante ricognitivo dei caratteri strutturali dei paesaggi della Toscana* can be considered the cognitive and interpretive framework used to create the profiles containing guidance for landscape valorisation. The regulating contents of the Plan were defined based on this framework, and the Plan itself was organised with profiles according to two separate levels. First are the profiles corresponding to the 38 spheres into which the entire region's territory has been subdivided, which define the landscape quality of the territories by means of a description oriented toward the landscape's structural traits: the identification of ecological, historical and cultural values, and of current aesthetics and perceptions. The landscape quality objectives are formulated based on these contents, and their aim is to guarantee the maintenance and application of the existing levels of landscape quality and to give specific guidance for protecting and transforming landscapes in a positive way, as well as for restoring current situations of degradation to a useable state. Second are the profiles of the areas submitted to the special system of landscape protection (*vincolo*), in which the guidelines are defined for protecting all the zones that have received recognition of public interest, are prominent for their value as landscapes in agreement with national law and represent the most celebrated areas of the landscapes of Tuscany.

The Landscape Plan will soon be submitted to the Regional Junta for study. In 2009 it is planned that agreements will be stipulated with the Ministry for Cultural Assets, and the Landscape Plan will then be able to obtain definitive authorisation from the Regional Council.

II. Tools for landscape integration

Landscape Impact and Integration Studies in Catalonia

Jaume Busquets

One phenomenon that has had a great effect on Catalonia's territory and landscapes over the last few decades is the proliferation and spread of a large variety of peri-urban activities on non-developable land: the extraction of natural resources, commercial activities, recreational and sporting activities, road infrastructure, water purification plants, rubbish dumps, supply activities, tourism and hotel and hospitality activities and large-scale facilities of public interest. As a result of this process, many secular agrarian landscapes have changed for the worse, and new hybrid and complex landscapes have cropped up, stripped of character and often of low quality.

Within this context of proliferation and spread of peri-urban activities, Catalonia's current landscape policy directs an important part of its efforts toward planning ahead for integrating actions on non-developable land into landscape. The landscape impact and integration study is an instrument conceived for helping to minimise the impact of activities on the landscape and to encourage the incorporation of landscape criteria into the projects. The content and obligatory nature of this instrument are established in Decree 343/2006, of 19 September, which elaborates upon Law 8/2005, of 8 June, on Landscape Protection, Management and Planning in Catalonia, which assigns it the task of considering the consequences that the implementation of certain actions, projects or activities could have on the landscape, in addition to exposing the criteria adopted for its integration into landscape.

The aforementioned Decree also sets out the requisites of the landscape impact and integration reports and establishes that the aim of these reports is to evaluate the suitability and sufficiency of the criteria or measures adopted in the landscape impact and integration studies in order to integrate into landscape the actions, uses, works and activities to carry out. The Landscape Service of the Directorate General for Architecture and the Landscape is the

agency of the Catalan Ministry of Town and Country Planning and Public Works that is charged with generating these studies, which are incorporated into particular intervention plans or special plans for non-developable land. The status of the reports is consultative and their purpose is to help the territorial urban planning commissions to make the agreements to grant authorisation or final approval.

The suppositions according to which it is mandatory to carry out a landscape impact and integration study correspond to the actions on non-developable land laid out in Article 48 of Legislative Decree 1/2005, of 26 July, by which was approved the reworked text of the Urban Planning Law, the cases in which spatial or urban planning schemes would require it, and when it is established by a certain law or general disposition. After four years during which landscape impact and integration studies have been obligatory, it is still too early to fully evaluate their results, but it is possible to affirm that the nearly 3,000 action projects reported by the Landscape Service have helped to increase the level of requirements with regard to landscape integration measures by establishing conditions or recommendations set out in the reports, or else through reformulation of the projects. Simultaneously, a budding improvement has been experienced in the quality of the projects, highlighted by a rising level of attention to landscape variables.

Nevertheless, a change in attitude among the developers and creators of projects on non-developable land which is based on project logic and respectful of the values of places and landscapes will take more than a few years to achieve, so the success of the landscape impact and integration study will depend in good measure on the continuity of its application and a better understanding of it and its ultimate aims. Thus, in recent years, in order to train professionals in the field of landscape integration, different bodies (professional associations, universities and local administrations) have promoted the organisation of conferences, courses and seminars with the goal of disseminating working methods, exchanging experiences and exploring landscape integration strategies in greater depth in general, and actions on non-developable land in particular. Along this same line, the Directorate General for Architecture and the Landscape has created a document entitled *Guia pràctica per a la realització dels estudis d'impacte i integració paisatgística* ("Practical Guide for Carrying Out Landscape Impact and Integration Studies"), which guides the work of those who draft projects as well as those who draft integration studies.

The Evaluation of Landscape Impact and Visual Impact in the United Kingdom

Carys Jones

In the UK, the majority of development proposals include the evaluation of visual impacts and landscape impacts as inputs to the decision-making process. This generally takes place in the context of the environmental impact assessment (EIA) process. The key – and most widely-used – guide for assessing landscape and visual impacts in the UK is the joint publication by The Landscape Institute and the Institute of Environmental Management & Assessment (LI/IEMA), *Guidelines for Landscape and Visual Impact Assessment* (LI/IEMA, 2002).

The baseline for evaluating landscape impacts will involve both desk studies and field surveys to classify and analyse the landscape likely to be affected. It will record the existing features and characteristics of the landscape, how the landscape is used, and any value or importance attributed to these features and characteristics. Further analysis will indicate how these aspects combine to produce the particular landscape character of the area. A landscape's value to society is necessarily a judgement, and this judgment needs to be based on a range of opinions from those with a connection to the landscape in question, including the public. The assessment of landscape effects will describe the predicted nature and scale of change in terms of the elements and characteristics of the landscape, and therefore the anticipated changes to the landscape character. The significance of landscape effects will generally involve a judgement based on the nature of the changes to the landscape and the sensitivity of the landscape to accommodate these changes. It is important to clearly state how the judgement has been made, as well as the weight given to different landscape elements or features lost, their identified importance, and any designations.

The evaluation of visual impacts will involve an initial desk study that analyses contour data to provide a preliminary zone of visual influence, the main viewpoints and the sensitive visual receptors. A site visit can identify landmark reference points and check more localised elements for their effect on visibility. Visual receptors will include a wide range of users of the site from residents to visitors. This baseline material will set out the extent and nature of the views of the site and the visual amenity of the receptors, utilising visibility mapping techniques and photographs. Further assessment will evaluate changes in the character of views due to the development proposal and changes in visual amenity for the receptors. The sensitivity of the receptors will depend on a range of factors relating to the receptors themselves, their location relative to the de-

velopment proposal, the time of day, the degree of exposure, and interaction with the landscape. The magnitude of change of visual effects should draw together the change in the view, the insertion of new features into the landscape and how this relates to existing features, the duration and nature of effects, how receptors see the changed view (angle, distance) and the area over which the changes are visible. This can be described in subsequent reports, but is also more usefully visualised through maps, photomontages, etc., with supplementary annotations. The significance of visual effects will be assessed by taking into account the characteristics of both the effect and the receptors.

The mitigation of landscape and visual impacts in a development proposal should be considered as early as possible in the assessment process. In practice, this tends to occur later in the process and focuses on site-specific measures. Mitigation measures should be integrated into the landscape and the particular character identified for the area, and they should take account of how these measures will develop over time. The potential for mitigation measures to achieve more innovative inputs into the landscape should also be considered.

The implementation of Directive 2001/42/EC, or the SEA Directive, has brought the evaluation of visual and landscape impacts into the process for developing plans and programmes. This directive also requires information to be provided on significant effects on the environment, including landscape. The guidance on SEA developed by the spatial planning sector reflects a much broader view of landscape than the more restricted focus on protected landscapes indicated in the SEA Directive, and falls more in line with the European Landscape Convention.

The assessment of both landscape and visual impacts is embedded in the EIA process within the UK and, through the implementation of the SEA Directive, their treatment at the strategic level is developing. The clear trend throughout the UK has been to develop the characterisation of all landscapes and move away from a focus on those considered of sufficient quality for designation. This coincides with the ethos of the European Landscape Convention (Council of Europe, 2007) and should give impetus to the consideration of more everyday landscapes and the potential to enhance degraded landscape, particularly in urban areas. The importance of landscape in delivering a range of services needs to be fully recognised and developed to ensure both its continued protection and sympathetic change into the future.

Landscape Impact Assessment of Road Infrastructure in Switzerland

Marguerite Trocmé

Preindustrial thoroughfares were adapted to the topography and always followed the easiest waypoints to adjust to the natural forms of the landscape. With the evolution of engineering techniques, the thoroughfares' routes began to become free of the limitations of topography and straighter stretches of road were defined, which meant shorter distances. In this context, thoroughfares went from being simple links between towns and regions to authentic instruments of spatial planning as much for their effect in guiding future zones of growth as for their role in modifying and disrupting the landscape.

The legislation and the instruments and patterns devoted to the integration of transport infrastructure in Switzerland into landscape are regulated by the Federal Law on the Protection of the Environment (1983) and the Ordinance on Environmental Impact Assessment (1988). In turn, the Conception Paysage Suisse, approved by the Federal Council in 1997, is a spatial planning policy used for landscape issues and starts from an interdisciplinary focus that integrates the need to protect nature and landscape in different sectoral policies. With regard to the transport sector, the Conception establishes three principles: the need to assess the landscape impact of new projects, to minimise disruptions in biological continuity provoked by public works and to take advantage of the opportunity that road transformation or road widening may offer for resolving relatively unsatisfactory situations from a nature and landscape perspective. In 2001 the Swiss Society of Engineers created a guide that summarised these focal points, entitled *Planifier et construire en respectant le paysage* ("Planning and Building with Respect for the Landscape"). From this point of view, each thoroughfare's path must be designed with the aim of integrating it into the surrounding landscape while keeping in mind the conservation, repair and planning of ecologically functional settings and the introduction of constructions that make aesthetic sense. A second guide, entitled *Esthétique du paysage – guide pour la planification et la conception de projets* ("Landscape Aesthetics – A Guide for Planning and Conceiving Projects") insists on the importance of taking inspiration from the reality of each context and respecting the landscape values in existence in order to avoid jeopardising singular local features.

The planning and construction of highway A-1 between Yverdon-les-Bains and Avenches is an example of good practice in integrating infrastructure into landscape, as well as a fitting demonstration of the legislative evolution and of the planning

principles that have left their mark on Switzerland throughout the last thirty years. The initial general route, proposed during the 1960s, ran along the southern shore of Lake Neuchâtel, the largest wet zone in Switzerland and a setting in which great biodiversity is concentrated. When the first public consultation on the project took place during the 1970s, the inhabitants of the region and environmental protection associations mobilised in an attempt to stop it. Finally, after the route along the southern shore of the lake had been rejected, a new route was selected in 1988 which passed through the wooded hills located behind it. That same year, the Ordinance on Environmental Impact Assessment entered into effect and the proposed stretch became one of the first highway to be subjected to an environmental impact study and to incorporate environmental measures into the project.

The impact study was carried out at the same time that the project was created, so the selection of the final route had to respect two fundamental criteria: the protection of the shores of Lake Neuchâtel and the protection of agricultural land. Despite the fact that the route for A-1 was accurately planned, its construction was inevitably supposed to bring about a considerable impact, and this led to the application of measures of protection, integration, repair and substitution in an attempt to minimise it. From the start, the most important protection measure was the selection of a route far from the most fragile areas. As for the measures of integration and repair, bridges with light structures were built, crossings were created to guarantee the movement of local fauna and some affected environmental features (streams, marshes) were reconstructed in a natural way. Finally, with regard to the measures of substitution and/or compensation, the conversion of an old gravel pit into an 8.5-hectare system of reservoirs with different depths stands out. This space is considered a site of national interest for the amphibians that live there.

Landscape Impact Assessment in Italy

Anna di Bene

Transformations in the landscape understood as phenomena that do not depend solely on natural factors are the imprint that the population's socio-economic development has left on the landscape. It is patent that the development that took place during the 20th century left a much deeper mark on the landscape than in the 30 centuries prior. The analysis of the effects on the territory resulting from progress leads one to believe that it is now even more pressing than ever that we find forms of development that are effectively compatible with

natural resources and with our cultural heritage, constituted by cultural and landscape assets. Likewise, it has been noted that neither the work of the lawmakers nor of the cultural avant-garde has been able to avoid the destruction of the landscapes of large inhabited zones around the world.

The analysis of interventions in the landscape requires a multidisciplinary methodology that can inquire into the multiplicity of elements, meanings and interrelationships that are subjected to transformation in order to assess how the relational structure that characterises a certain landscape system would be modified. It must be kept in mind that each intervention in the territory produces transformations in the landscape system, and that the complexity of the assessment and of the interventions increases insofar as the importance and intensity of change in the relational structure that characterises that landscape system increase as well.

The Decree of the President of the Council of Ministers of 12 December 2005, based on the dispositions of the Code for Cultural and Landscape Assets, provides for the creation of the landscape report (*Relazione paesaggistica*). This landscape report is proposed as a document for guiding territorial transformation. It aims to identify appropriate strategies for designing projects and evaluating interventions from a multidisciplinary analysis of the landscape, given that landscape valuation can be considered an indicator of sustainability for building in the territory. In addition, with the advent of this new normative instrument, there has been a desire to provide the public administration, public employees, project designers and citizens at large with a series of parameters to identify the landscape features of places on one hand, and to verify the influence of interventions in the context of landscape (modifications) and their possible negative effects (such as disturbances or impacts) on the other hand. Specifically, with respect to landscape character, the landscape report enumerates various parameters for reading the qualities and critical points of landscape (e.g., diversity, integrity, visual quality, rareness, degradation), as well as the landscape, human and environmental risks (e.g., sensitivity, vulnerability/fragility, capacity for visual absorption, stability, instability). Moreover, it presents a list, with examples, of those modifications that can influence the character of a landscape the most, such as modifications to landforms; the natural or human skyline; the historical structure of settlements; vegetation; panoramas and scenic backdrops; ecological functionality; built areas between parcels of land; the characteristics of the materials, colours and constructions of human settlements; and the structuring nature of agricultural territory, among others. The list of the main types of alterations highlights the loss in quality of landscape systems through interventions that entail intrusion, subdivision, fragmentation, reduction,

the gradual elimination of relationships (visual, historical and/or cultural or symbolic), concentration, interruption and disarrangement. It is also strongly advised that the character of disturbances be taken into account, whether totally or partially destructive, reversible or irreversible.

In addition, Ministry for Cultural Assets and Activities has begun publishing guides of good practices with regard to the main categories of projects in order to improve the architectural quality of the transformations and verify their compatibility with the landscape. The first published guides aim to provide criteria and guidelines in response to the need to schedule, design projects for and evaluate wind farm installation.

The purpose of these tools is to avoid a situation in which a rather careless application of the protection laws has damaging effects on the landscape. Thus, it is necessary that all the individuals and entities that operate and participate in decision-making with respect to landscape management are aware of the concepts of landscape compatibility in interventions and of improvements to the quality of the landscape. These concepts are directed toward integrated protection and transformation of existing resources, whether natural or created by mankind at different scales, meaning those economic or productive resources that have an influence in urban and non-urban territory, or rather, those resources that truly determine the quality of life associated with the corresponding territories.

III. Tools for concerting strategies regarding landscape

Landscape Charters in Catalonia

Albert Cortina

The landscape charter is a voluntary instrument for participation, coordination and mediation between

the public and private stakeholders of a territory, oriented to promote landscape improvement and people's quality of life through the establishment of quality objectives, agreements on intervention strategies and commitments to undertake the actions established in a dynamic landscape management programme. According to what is established in the protocol created by the Government of Catalonia's Ministry of Town and Country Planning and Public Works, entitled *La Carta del paisatge: un instrument col·lectiu i voluntari de compromís a favor del paisatge* ("The Landscape Charter: A Collective and Voluntary Instrument for Committing to Landscape Interests"), this is specified in the development of territorial, urban and agrarian measures and actions, as well as those which enhance natural and cultural heritage or deal with tourism, land stewardship and local development in order to boost the values of sites and landscapes.

A three-phase scheme must be employed to create a landscape charter. The first phase relates to the creation of an assessment of the landscape's dynamics. This is where the variables and associated stakeholders are detected, and also where the risks that compromise the maintenance of landscape quality are determined. The second phase includes territorial participation, coordination and mediation. Here, the team charged with drafting the charter reveals the results of the assessment and defines the landscape quality objectives in accordance with the contributions, interests and points of view expressed by the different stakeholders. The goal is to end up reaching the maximum consensus possible for defining these objectives in order to subsequently establish landscape intervention strategies. The third phase involves the creation of a landscape management programme which assigns responsibilities for guiding each of the landscape quality objectives and intervention strategies to success by selecting the most appropriate tools for action and management, determining the financial resources and establishing a timetable for all the signatory parties to fulfil their commitments. Finally, once the three phases of the process are complete, a consensus document must be formulated which constitutes the pact for protecting, planning, managing and improving the landscape. This consensus document must be drafted in such a way that it can be signed by the greater part of the public and private stakeholders that are directly involved in promoting the landscape charter.

The Catalan experience with respect to landscape charters is starting to become rich and varied. Three charters have been approved (Alt Penedès in 2004, Berguedà in 2007 and Vall de Camprodon in 2009), and four are in the process of being created (Priorat, Riera d'Argentona, Vall del Tenes and Alt Empordà). As landscape charters are drafted, it becomes increasingly necessary to reflect methodologically upon this coordination tool so that it may

consolidate as a truly useful instrument for dynamic landscape management. With regard to the model, it must be pointed out that the charters were configured as an instrument of civic participation for decisions to protect, plan and manage their landscapes. As for the ideal sphere for signing a landscape charter, this clearly needs to be done at the supra-municipal level. With respect to the methodology employed, the landscape charters should be instruments that bring specific solutions to a concrete landscape. Finally, with regard to managing and monitoring actions derived from the charter, it may be useful to form a landscape council from among the signatory stakeholders in order to monitor the fulfilment of the commitments that were pledged. In turn, the creation of a technical office would help to energise the management and implementation of the actions derived from the adopted agreements.

Landscape Charters in France

Marie Guibert

As part of efforts to implement the European Landscape Convention, which entered into effect in France in 2006, the Ministry of Ecology, Energy, Sustainable Development and Spatial Planning has committed to creating landscape charters. These charters translate the landscape quality objectives into concrete actions that favour protecting, managing and building new landscapes jointly by the ensemble of local stakeholders. For a landscape charter to be drafted, a promoter must solicit state services, or else the services of the state must find a territorial administration that can be appointed the promoter of the project. This is specified in the offer of technical and financial support by the regional directorates of the environment and the creation of a monitoring committee which unites the affected political representatives, the services of the state, the local council on architecture, urban planning and the environment and the relevant local stakeholders.

There are four phases for creating a landscape charter: understanding and assessment; design of guidelines and actions; outline of the strategy and action programme; and, lastly, unveiling and energisation. The first three phases define what is known as a landscape plan. Once the guidelines included in the landscape plan are signed by all the affected parties, the initiative acquires a formal and moral value and goes on to be considered a landscape charter.

The landscape charter is an initiative with a comprehensive vocation which proposes global reflection on the territory while taking its landscapes into account and which is elaborated upon through very concrete local actions. Unlike an urban planning document, it is a genuine project for the territory which considers the different scales of work,

from the landscape unit to the most valuable landscape elements. Thus, one of its most important advantages is that it is based on a landscape plan with a cross-cutting rather than sectoral focus, and that it helps to take account of the different logics used to transform the landscape. In fact, it is hoped that the landscape charter can be used to anticipate the transformations foreseen in the landscape and to do so with the involvement of different local stakeholders in such a way that they become more pronounced in the vital framework that they want to use in the future.

Likewise, the landscape charter also presents a series of weak points. To begin, it is subjected to a contract situation, and that means that it is exposed to the fluctuations of political terms of office. When these are renewed, there exists the danger that consensus with respect to the charter is not achieved or is put in doubt, or that a portion of the territory does not want to be part of it, a situation which may pose a degree of inconsistency within the sphere of the landscape unit. Moreover, guiding a landscape charter to success requires a good level of energisation while managing projects, disseminating the charter and raising awareness among local stakeholders. When an active and legitimate structure for oversight exists in a territory, as is often the case in France with its regional natural parks, management and energisation of the charter become much easier. Sometimes, when stress is placed on the importance of creating a charter for a specific territory, the oversight role, though indispensable for these types of initiatives, is left to the side. What must be learned is how to convince local entities of the contribution that a landscape charter might make, but it is especially necessary to guarantee that they move from theory to practice once the initiative is up and running. Furthermore, it must not be forgotten that it is vital to have enough financing to carry out the actions and to obtain visible, short-term results so that the local stakeholders stay interested in the process. The role of energiser is very important for finding financial partners and for analysing the subsidies that are available.

Land Stewardship: A New Concertation Tool for Conserving the Landscape Based on Civic Involvement

Jordi Pietx and Xavier Basora

Land stewardship brings together a group of strategies and instruments aimed at involving land owners and land users in conservation and good use of the land's natural, cultural and landscape values and resources. In order to achieve this, the designated stewardship bodies seek agreements and other mechanisms of

continuous collaboration with owners, land users and other public and private stakeholders.

The public authorities have begun to trust in the possibilities offered by land stewardship, and, by extension, in the participation of non-profit entities to conserve nature and the landscape. A good example of this is the Catalan Landscape Law approved in 2005, the first such act in Spain that contemplates land stewardship as a concertation tool for protecting the landscape. Given the fact that the term “concertation” entails the actions to negotiate and agree upon, it fits perfectly with the philosophy of land stewardship. In this context, land stewardship must be understood as a complementary (and not substitutive) strategy for other legal and administrative mechanisms that already exist for conserving nature and the landscape.

An analysis of land stewardship initiatives in Catalonia and in other parts of the world highlights that land stewardship poses clear, concrete and interesting opportunities for protecting, maintaining and managing the landscape. Regardless, it is also evident that there is still a limited number of stewardship initiatives based on landscape in Catalonia. Nevertheless, we can affirm that landscape is the background for many stewardship agreements, even if they are not explicit within the agreements themselves; in fact, many of the areas for which stewardship agreements are reached have high aesthetic and landscape values.

Among the different instruments for landscape planning and management provided for in Catalan legislation, the landscape charters are beginning to be viewed as a clear gateway to stewardship initiatives. Thus, the landscape charters of Alt Penedès and Berguedà incorporate land stewardship into their set of commitments, even though action on these has not yet unfolded. In this way, the stewardship agreements can become one of the tools that uses the landscape charters to move toward treating landscape on a more local scale, e.g., from country estate to country estate, site to site and property to property, and in those places with landscapes that are especially meaningful.

Yet Catalan legislation is not just limited to proposing social participation in actions on the landscape; indeed, it also fosters it. One of the financial instruments provided to accomplish this is the Fund for Landscape Protection, Management and Planning, which is addressed to public and private bodies, legal persons and individuals that act with these objectives in mind. Thus, the stakeholders that intervene in land stewardship (both public and private stewardship bodies, as well as owners) can receive financing from this fund, though until the present it has still not been made available for land entities and owners.

Therefore, land stewardship is proposed as a strategy employing wide-reaching participation and social recognition to contribute to the conser-

vation of natural, cultural and landscape heritage. It has been this way in other parts of Europe and the world, and now Catalonia is starting to head off in that direction as well.

Social Participation and Negotiation in Landscape Planning and Management

Yves Luginbühl

Since the Second World War, transformations in the landscape have been radical and without any historical precedent aside from the great ruptures of the Middle Ages. At present, landscape transformations respond to factors that spill over all borders, and people conceive them as something which cannot be influenced or acted upon as a way to enjoy a better life. Although constructing landscape is the result of many individual actions, such as building a house or felling trees located between two parcels of land, it is no less true that these individual decisions are framed within more global policies. For example, the farmer who cuts down trees between two plots of land does so spurred on by a need to continue increasing productivity by eliminating all obstacles in favour of the mechanisation of agricultural labour.

In Europe and North America in recent years, local populations have begun to lay claim to a participatory role in decisions made regarding their landscapes. This fact leads us to think that the landscapes of the future do not necessarily have to suffer inevitable transformation. Thus, a new line of thought has opened beyond the inexorable logic of the marketplace, and for that reason, we must dedicate attention to it and analyse the contexts, methods and different experiences related with it in the hope of finding a different way to manage the landscape which is closer to the general public.

In Europe there are initiatives with various levels of public participation in decision-making processes with respect to landscape. According to Massimo Morisi and Pierre Rosanvallon, the forms that policy action takes on landscape issues can be classified according to the characteristics of the stakeholders who play the most important roles in them. Thus we have public policies written by public stakeholders; public policies created by public employees or experts; public policies that arise out of a local or national referendum and public policies generated as part of processes of argumentative, deliberative and functional democracy.

The information available on public debate underscores the great diversity of forms in existence, from a meeting called by the town hall to demonstrations which take the form of an exhibition or party and aim to stimulate public debate, to prac-

esses that combine different assemblies. The form that public debate ought to adopt depends as much on the problems put forth as on the context in which participation takes place. That said, new knowledge should always be generated since from the first moment that local stakeholders strike up a debate on planning landscapes in the area, they articulate knowledge that comes up as a result of the discussion and which is useful for the same process. Moreover, the simple act of debating implies a renewed reflection that arises from the interaction between the negotiation process and the same knowledge regarding the landscape in question, which produces new knowledge as a consequence. In any case, participatory experiences should not be interpreted as a definitive solution to the various questions posed by landscape planning, but should rather serve to obtain responses that would need to be confirmed afterwards through a process of evaluation.

Therefore, it is important that landscape planning processes take account of the new forms of calls for public involvement and that the populace is able to participate in an active and interactive way in deciding upon the landscapes of the future. Even though most experiences take place on a local scale, it is necessary to experiment with new forms of interaction between the different spheres of spatial planning, from the local to the global, as well as conversely, from the global to the local. Changes in conceptions of landscape, which have evolved from something exceptional to a concept closer to the people's everyday life and environs, has given impetus to an important – though not definitive – step forward: only by experimenting with spatial planning will it be possible for landscape to open ways that lead to improving our social and individual wellbeing.