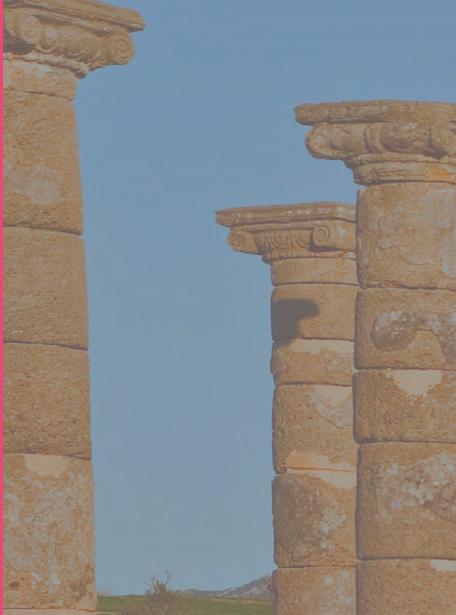


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How to Create a Cultural Landscape Guide



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Junta
de Andalucía

Consejería de Turismo,
Cultura y Deporte

Instituto Andaluz
del Patrimonio Histórico



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**Consejería de Turismo,
Cultura y Deporte**

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How To Create a Cultural Landscape Guide

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Introduction

From the very beginning, the Andalusian Institute of Historical Heritage (IAPH) has promoted cultural heritage as an integral and extremely important part of places and, as such, as something that has been shaped by both the past and present. Instead of being considered as a collection of isolated objects, cultural heritage is now seen within the context of its physical and social environment.

These principles, which are at the heart of its work, explain why since 2000, the year in which the European Landscape Convention was signed in Florence, the institute has organised a series of cultural landscape projects and initiatives of great methodological and technical importance, undertaken by the Cultural Landscape Laboratory, a permanent part of the IAPH.

Through the laboratory, the institute has sat on monitoring and technical committees as part of the Andalusian Landscape Strategy and the National Plan for Cultural Landscape; has been invited to various scientific and technical events by national and international organisations; has organised numerous training initiatives in the form of courses and individual mentoring schemes in Spain and abroad; and is responsible for multiple research and outreach publications.

It is as part of our efforts to further the transfer of knowledge, one of the cornerstones of our work at the IAPH, that we publish this guide, the purpose of which is to bring together in one place much of the expertise and experience in the field of cultural landscapes that we have accumulated over the past 20 years. We hope it comes in useful for those interested in and responsible for preserving the cultural and natural values of landscapes, as well as helps them ensure that changes affecting them are managed following an approach based on sustainability and participatory governance.

Juan José Primo Jurado
Director of the IAPH

Prologues

How to Create a Cultural Landscape Guide, published by the Regional Department for Culture and Historical Heritage in Andalusia and created by the Andalusian Institute of Historical Heritage, represents a major step forward in terms of developing an effective approach to cultural landscapes.

We would like to congratulate the Director of the institute, Juan José Primo Jurado, the technical coordinator of the publication, Silvia Fernández Cacho, and the authors: José María Rodrigo Cámara, Víctor Fernández Salinas, Isabel Durán Salado, José Manuel Díaz Iglesias, Jesús Cuevas García, Pedro Salmerón Escobar and Isabel Santana Falcón.

The exceptional experience of the institute acquired over the years across a territory of great beauty and incomparable richness has led it to undertake in-depth work as well as develop tools in the area of cultural landscape management.

The geographical and temporal scope involved as well as the range of themes covered in How to Create a Cultural Landscape Guide are thus of great use to public authorities and other actors looking to protect, manage and enhance their landscape.

More than a source of inspiration, they are an invitation to action.

Maguelonne Déjeant-Pons
Executive Secretary of the Council of Europe Landscape Convention

Upon ratifying the Council of Europe Landscape Convention at the dawn of the new millennium, Spain undertook to establish a series of strategies that would link public authorities, institutions and civil society, in other words the entire country, to landscape in the broadest sense of the word.

In order to implement the Convention, a number of lines of work were laid out, including the creation of the National Cultural Landscape Plan. This instrument was drafted by the most distinguished experts in landscape from all over Spain, and Andalusia played a key role in the process.

According to the National Cultural Landscape Plan, the study of landscape 'may be an end in itself, as a source of knowledge in addition to a valuable tool for public authorities and bodies responsible for a territory, as it provides the knowledge that needs to be taken into account when planning any action that affects the territory, be it related to the environment, town planning, public works, etc.'.

This publication brings together the knowledge and experience of experts who have worked tirelessly since the signature of the European Landscape Convention, drawing on their extensive and very innovative research into Spain's complex and extremely varied landscapes. As such, it is undoubtedly a useful tool for professionals and anyone else involved in creating a landscape guide.

Carmen Caro
Coordinator, National Cultural Heritage Plans,
Spanish Cultural Heritage Institute

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Managing change:
assessment, objectives
and measures

Starting point: assessment

The assessment of a landscape is an essential part of creating a landscape guide, as it marks the end of the characterisation phases and the starting point on which to base proposals for action, which should involve specific measures designed to ensure the landscape quality objectives are attained.

Its purpose is to identify and assess the main aspects that make up the character of the landscape under study, gain an understanding of its current situation and pinpoint the risks and impacts likely to shape it in the short, medium and (where possible) long term.

It should begin with an overview of the results of the characterisation process, followed by an analysis of the territory's demographic and economic dynamics, and a study/assessment of the provisions contained in all documents (including those related to planning) created by the relevant public authorities for the purpose of incorporating the landscape in territorial and sectoral policies. Based on the assessment and the aspirations of local inhabitants, landscape quality objectives should be formulated and measures put forward.


Overview of characterisation

When summarising the results of a characterisation process involving a landscape, the aspects that best convey its character to the observer and help them understand it should be given. Here, the physical features of the area in question and its territorial values (these giving rise to a unique set of sensory perceptions) must be presented in a clear and simple manner, as this section serves as an introduction to the landscape and provides

Demographic and economic dynamics

a) Demographic dynamics

The demographic dynamics of a territory is an important, if not the most important, aspect to look at when analysing it. Here, it is important we bear two things in mind: 1) if a landscape is all about perception, obtaining meaningful insights into a territory where nobody lives any more will be extremely difficult; and 2) land use is closely linked to human presence, particularly in terms of small-scale scenarios, such as allotments. As such, when analysing a landscape from a socio-demographic point of view, both quantitative and qualitative aspects must be taken into account.

Obtaining quantitative data for basic administrative divisions such as municipalities is relatively easy, although for smaller areas it may prove more challenging. For example, in Spain such data is widely available for certain city districts as well as a number of parishes in the North of Spain, but more difficult for the rest of the country, particularly large municipalities with several cultural landscapes (Cáceres, Lorca, Jerez de la Frontera, etc.). In such cases, the most common source of information is Spain's National Institute of Statistics  (INE), although the country's autonomous communities also have their own public statistics offices responsible for municipalities or sometimes smaller areas. Key aspects that should be looked at when considering the socio-demographic dynamics of a territory from a quantitative perspective include the following:

- The total population and its evolution: there is no perfect scenario when it comes to changes to the size of a population in a cultural landscape,

as both rapid increases and decreases can cause problems, such as widespread and poorly regulated construction as well as overcultivation.

- Population density: this measures the number of inhabitants per square kilometre in a particular area. There is no universal standard for deciding whether a given area is overpopulated (for example, a particular increase might cause problems in India but not in the Netherlands). However, it is widely accepted that less than ten inhabitants per square kilometre represents a very low population density and anything above 100 high population density.
- Age distribution: this provides us with information on how old or young a population is. Older populations see a stagnation or decline in their size, something which often results in relict (or fossil) landscapes as well as landscapes that experience less change and show signs of abandonment. Younger populations, however, are more linked to intense population growth, something which can lead to landscapes suffering from population pressure. Furthermore, perceptions of landscapes vary depending on the age distribution of the population. A landscape perceived mainly by younger people is not the same as one perceived predominantly by older people. The most common ways of representing the age distribution of a population is through a population pyramid or by dividing the population into three broad age groups (under 15 years of age, between 15 and 65 years of age, and above 65 years of age).
- Demographic changes: it is also important to look at how the demographics of an area evolve. Generally speaking, these are either organic (natural) or caused by migration. In terms of the first, which is closely related to how young or old a population is (aspects discussed above), the crude birth rate (i.e. the number of births over a certain period,

multiplied by 1000 and divided by the total population) and the crude death rate (i.e. the number of deaths, multiplied by 1000 and divided by the total population) must be considered. Low birth rates (below ten births per thousand inhabitants) and moderate death rates (around 12 deaths per thousand inhabitants, although slightly on the increase) are common in Spain and have led to population stagnation. Migration often influences these trends, meaning it is important to look at net migration (the difference between immigration and emigration). For example, the stagnation and decline of Spain's population would have been much greater without immigration. However, it should be noted that the areas in which cultural landscapes are located often have their own demographic dynamics, which diverge from the general trends seen in the country or region in which they are found.

- Other socio-demographic aspects which tend to be less important when analysing cultural landscapes, but may be relevant in certain contexts (such as areas with mines in the process of being decommissioned): these include level of education, rate of employment and rate of unemployment.

Qualitative aspects are more complex and difficult to approach using conventional statistics, instead requiring monographs and local studies. In a considerable number of cases and where the character of the landscape calls for it, it is necessary to run surveys amongst large, diverse groups of the population, as well as conduct structured, semi-structured or unstructured interviews involving very specific local groups or individuals for the purpose of identifying and understanding events and processes. Below are some of the diverse aspects and areas where these methods of analysis may be required:

When summarising the results of the characterisation process involving a landscape, the aspects that best convey the character of the cultural landscape to the observer and help them understand it should be given.

- The rural or urban nature of the population: this is commonly related to different yet equally valid mindsets that affect the way landscapes are perceived.
- How inhabitants view socio-economic change (or a lack thereof) affecting their territory and thus their landscapes.
- Information on visitors (tourists and day trippers): this may combine quantitative and qualitative aspects, although the latter are particularly relevant and include information such as where they are from, their age, their level of education, what they enjoy doing in their free time and their expectations regarding the area in question.
- Other qualitative socio-demographic information related to specific sociocultural groups in certain cultural landscapes: these include but are not limited to native peoples, those involved in activities in danger of becoming extinct, and elderly people with knowledge on techniques and know-how that have disappeared.

b) Economic dynamics

It is important to describe the economic dynamics present in a landscape, as they may be behind

many of its problems as well as threats to it. As is the case with other aspects mentioned, economic data often covers larger areas, such as a country, region, province or (although with less detail) municipality, meaning that obtaining data pertaining specifically to the landscape being analysed can often prove a challenge. As such, sometimes it may be necessary to conduct interviews with individuals or representatives from institutions able to provide reliable insights into the economic features of the territory where the landscape in question is found.

When looking at the economic dynamics of a territory, a difference must be drawn between the following:

- Economic decline: this is seen particularly in areas with poor communications such as those in mountainous regions, those that are isolated and those close to borders lacking permeability. Many areas combine all three scenarios. This makes it difficult for them to access markets in order to purchase goods and, above all, export their own products, resulting in landscapes which lack progress and experience decline.
- Economic stagnation: this refers to situations involving little or no growth (as opposed to decline) and tends to be seen in territories which, despite being part of distribution and export markets, depend on old, declining industries unable to keep up with the rapid changes caused by globalisation. Although they are not in economic decline, progress is either extremely limited or non-existent.
- Economic growth: this occurs in territories that have successfully adapted to the rules and standards of domestic and international markets, and are able to effectively keep up with the rapid changes that often characterise them. They specialise in

high-quality, unique and/or very high-demand products, these being the most competitive, and they tend to be one step ahead of change. Urban areas tend to adapt best in this regard, although not all.

Economic decline, stagnation and growth may be general in nature, or may involve certain industries, with some experiencing a prolonged crisis with no return and others able to better weather storms or reinvent themselves by effectively adapting to their changing environment. As such, bearing in mind that many of these economic activities have directly or indirectly shaped cultural landscapes, it is important to identify industries that are particularly important in the landscape under study (mining, livestock farming, agriculture, etc.) as well as assess their situation. This section is extremely important, as the guidelines established in the final stages of a landscape guide will largely depend on the economic situation of the landscape in question.

Analysis of institutional action

As has been mentioned in other sections, cultural landscapes are built through the physical action and sensory experiences of people. Without their work and, above all, perceptions, landscapes would not exist. Landscapes are highly subjective social constructions in so far as how they are perceived depends on people, but it is also human action that changes the natural environment, actively shapes the landscape and gives it one of its defining features: dynamism.

These changes, which are not necessarily negative in themselves, alter the natural environment in order to accommodate humans, allow for economic development and growth, and meet the sociocultural needs of local people. This is something that

Cultural landscapes, whose character is shaped by their intangible and tangible facets, are areas that have undergone a process of heritagisation, which has seen them become synonymous with spatial development. Here, the focus moves beyond the mere protection of cultural assets.

has occurred since the first civilisations emerged, and can be seen through the large infrastructure they built to improve communications, defence, and the supply of food and water (paths/roads, forts, aqueducts, etc.). It can also be seen in complex ceremonial sites, such as Stonehenge (Wiltshire, UK), the Sacred City of Caral-Supe (Barranca, Peru) and the Luxor Temple (Egypt).

As a result, a significant part of the collective memory of a people is made up of its material achievements as well as the emotional ties that its members forge with certain aspects of their territory. This is what we are referring to when we talk about a community's cultural heritage. It follows on from this that cultural landscapes, whose character is shaped by their intangible and tangible facets, are areas that have undergone a process of heritagisation, which has seen them become synonymous with spatial development. Here, the focus moves beyond the mere protection of cultural assets, although this should undoubtedly be the starting point for any action undertaken in such landscapes.


a) Landscapes in regional/spatial planning

Area development plans are instruments that vary in nature and have an extensive geographic scope, which tends to be regional or sub-regional but may also be national. They establish broad measures and actions to be subsequently implemented through town planning (the scope of which is small and municipal) and, where appropriate, sectoral planning (infrastructure, energy, the environment, culture, etc.). Examples of these plans include the following:

- Master plans for the management of public services, including water and sewage, roads, railways and mining; and master plans for the management of large areas, an example being the Partial Regional/Spatial Development Plan for the Balmaseda-Zalla Area [↗](#) (Enkarterri, Basque Country).
- Supra-municipal and metropolitan development plans, such as the Development Programme for the Metropolitan Area of the Valley of Mexico [↗](#) and the Partial Regional/Spatial Development Plan for Greater Bilbao [↗](#).
- Development plans that cover specific aspects, examples being the Special Development and Protection Plan for Ruta de Piedra Seca (Majorca, Spain) [↗](#) and the Territorial Protection Action Plan for L'Horta de València [↗](#).
- Sub-regional natural resource plans, the provisions of which are then expanded upon in master plans covering use and management. These represent key instruments for managing protected natural areas, such as those forming part of the EU's Natura 2000 network [↗](#). Representing a further step at this level of planning are sustainable development plans for protected areas. These lay out strategies for the socio-economic revitalisation of the territory in question as well as its area of influence,

which tends to go beyond the boundaries of the protected area.

The catalogue or list of assets and areas of territorial interest that accompanies these plans is helpful for undertaking the cultural characterisation of the landscape, and provides an initial overview of its heritage assets. Although the information on cultural heritage provided by these instruments is not always fully comprehensive, it does include the most significant, including protected heritage.

Institutional action in the area of regional/spatial planning involves all types of contexts, including natural environments, rural areas, rural hinterland, peri-urban areas and urban areas. Its purpose is to establish appropriate models for the planning and management of supra-regional, regional and sub-regional areas, the main aim being to ensure the protection and responsible management of natural resources and the environment, paying special attention to areas of natural beauty and to cultural and architectural heritage, as stated in The European Regional/Spatial Planning Charter .

To sum up, as a scientific discipline, an administrative technique and a policy developed as an interdisciplinary and comprehensive approach directed towards balanced regional development and the physical organisation of space according to an overall strategy, regional/spatial planning directly contributes to the preservation of cultural landscapes.

b) Landscapes in town planning

Town planning refers to instruments aimed at the development and design of land use at a local level

(municipality, district, etc.). Town/city development plans in Spain (or the equivalent elsewhere in the world) are documents that lay out the spatial structure of the area in question as well its general features (communications, facilities and open spaces), and include a series of measures based on the land use(s) established.

General town/city development plans in Spain are implemented through detailed town planning instruments covering specific urban areas. They do not change the structure of the area or the land use, although they may have a positive or negative impact on cultural landscapes. There are also other specific plans which are generally used for protecting and improving a physical or rural environment or a historic centre, for establishing the detailed planning of degraded or outdated urban areas, and for building infrastructure. Although their scope of implementation varies and they do not change basic aspects in terms of regional/spatial planning, they may have a significant impact on a landscape.

Returning to general town/city development plans, given that these involve putting land into a category related to specific (permitted, permissible and prohibited) uses, they play an important role in preserving landscapes, particularly those of local interest and those that are not protected by environmental or cultural legislation. As such, town planning provides us with extremely useful information for creating a guide to manage such landscapes.

An urban spatial plan generally includes the following elements:

- Informative report: this is based on a comprehensive spatial analysis of the municipality and describes

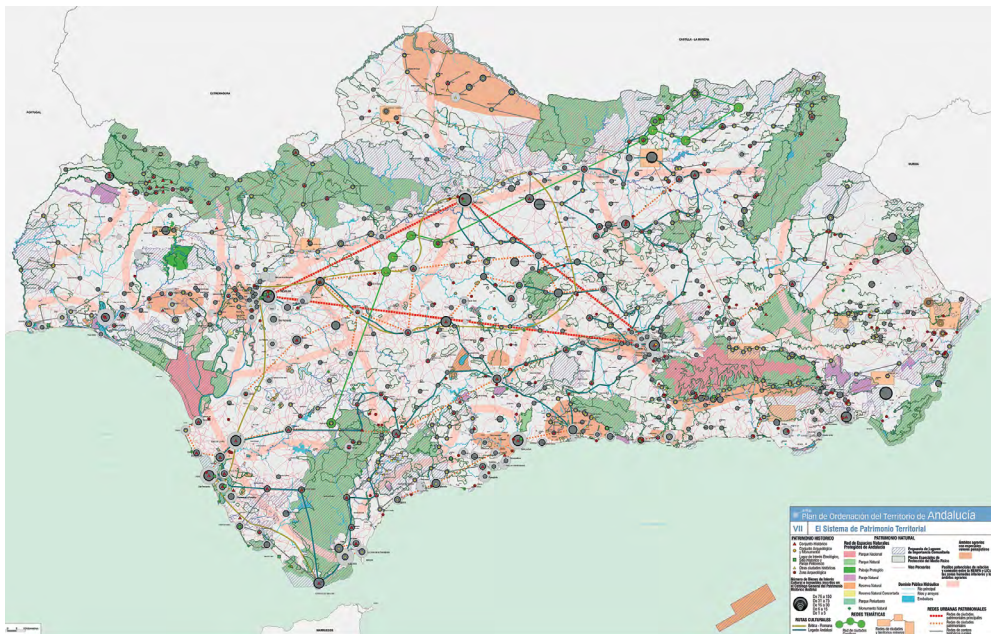
its current situation, based on an analysis of its physical and socio-economic features. The reliability of its information will depend on when the town planning document was created. Where it is recent, the information provided in this report may be extremely useful for landscape characterisation.

- **Planning report:** this expands upon the town planning scheme through a variety of different measures to be implemented over the course of the plan. It includes measures directly related to the landscape and territorial heritage in question, where these are foreseen.

- **Town planning requirements:** these shape the content of the planning report and govern the implementation of the plan, meaning any measure included in the landscape guide must be designed in accordance with them. Where requirements or a specific measure may threaten the landscape in question in any way, specific measures for preserving it should be sought from the appropriate public authorities and these should be included in the landscape guide.

- **Maps:** maps providing general information and those covering aspects relating to planning enhance and make it easier to understand town planning reports and requirements. Their use is not just appropriate but essential if effective strategies for managing a specific area are to be formulated, this being something a landscape guide should strive to achieve.

- **Town planning catalogue:** this refers to a register of urban assets (built elements and spaces) with heritage values, as well as measures for conserving or protecting them. It provides a valuable source of information when it comes to these assets and plays an important role in their management.



A map showing territorial heritage in Andalusia, from the *Regional/Spatial Plan of Andalusia*

c) Landscape in sectoral policies: territorial heritage

Landscape has become a central part of a wide range of work carried out by public authorities, the policies of which are used to plan measures relating to natural, cultural, landscape and territorial heritage. As such, plans for areas such as transport, industry, rural development, tourism and regional/spatial planning, to name but a few examples, often include guidelines and provisions relating to landscape aimed at ensuring the implementation of the various policies in place is compatible with their upkeep, protection and improvement.

However, it is environmental and cultural policies that are specifically responsible for establishing models for managing territorial heritage. These provide the necessary regulatory framework for

the protection and conservation of natural areas and cultural heritage assets, and, although their scopes do tend to be clearly differentiated from an administrative perspective, it should be noted that in many cases environmental legislation adopts a cultural approach to preserving landscapes with heritage values.

From the perspective of natural heritage, landscape plays a central role when establishing, setting the boundaries of and managing both protected natural areas and areas which are not afforded specific environmental protection, but which need protecting from spatial and urban development. This may be due to their suitability to be used for farming (rural land); green spaces (urban land); or, at a national, regional or sub-regional level, green infrastructure, as explained by the European Commission in *Building a Green Infrastructure for Europe* [↗](#) (to give just a few examples).

Also within the context of natural heritage management, a number of specific designations have been created, such as that of ‘protected landscape’, which EUROPARC Spain [↗](#) defines as ‘part of a territory which the competent authorities have decided warrants special protection through relevant planning instruments because of its natural, aesthetic and cultural values, and in accordance with the CoE European Landscape Convention’. A protected landscape statement includes amongst its objectives the creation of protection plans and the corresponding requirements governing use and activities, in addition to the preservation of cultural resources, whatever form these may take.

In recent years, the management of cultural heritage has been driven by the principles of sustainable

development, which govern how natural heritage is managed. This has particularly been the case ever since cultural assets, found wherever humans have settled, started to be seen as an important economic resource. As such, cultural elements (regardless of their nature and features) have begun to be seen as a whole as well as in relation to the place where they are found, with their geographic scope widening to include cultural parks, cultural landscapes, heritage areas, etc.

Therefore, when laying the foundations for establishing the boundaries of and managing a cultural landscape, it is essential to carefully look at the information provided by the documents designed to protect it (underpinned by relevant cultural heritage requirements), particularly where the designations involved are legal in nature, meaning they must be respected. In fact, areas that are afforded this kind of protection provide an interesting starting point when creating a landscape guide, particularly where the statement includes specific requirements or guidelines for managing the area, or where a town planning instrument has been created for its management.

Within the context of regional/spatial planning, territorial heritage, taken to mean an integrated system of natural, cultural and landscape heritage, has been widely included in the planning instruments of different sectoral policies. As such, plans for areas such as transport, industry, rural development, tourism and regional/spatial planning, to name but a few examples, often include guidelines and provisions relating to landscape, aimed at ensuring the implementation of the various policies in place is compatible with their upkeep, protection and improvement.

d) How to address aspects relating to regional/spatial and town planning in a landscape guide

Any requirements arising from regional/spatial planning and town planning instruments must be adhered to once they have received final approval. However, documents at any point in their approval process should merely be used as guidelines regarding the policies involved. Taking these instruments into account is essential when designing measures to be included in a landscape guide in order to ensure they are not already included in said instruments or fail to comply with the relevant provisions. Similarly, as has been mentioned, sometimes they provide a wealth of valuable information for the landscape characterisation process through their catalogue of protected assets and/or the information contained in their planning report.

Lastly, it is important to consider including measures in a landscape guide that involve making changes to the regulatory/legal instruments mentioned, where


Territorial heritage has been widely included in the planning instruments of different sectoral policies, including those covering transport, industry and tourism. These plans often contain guidelines aimed at ensuring the implementation of the various policies is compatible with the upkeep, protection and improvement of cultural landscapes.

this is deemed necessary in order to preserve the landscape's natural and cultural values, and make it easier for the public to interpret, understand, appreciate and enjoy it. Furthermore, the protection of natural elements in cultural landscapes, particularly those that are not heritage assets themselves but have a close connection to those that are and shape the character of the landscape, will depend on the approach taken to the environmental planning of the territory in question. In this regard, it should be noted that cultural planning and environmental planning in cultural landscapes must be in tune with one another, something that is not always the case.

Identifying risks and impacts in landscapes

A basic part of carrying out an assessment of any cultural landscape is, once its values have been established, identifying (potential) risks and (actual) impacts which it is exposed to. Although they are dealt with together in this section, they are very different, as risks encompass a wide range of possible threats, whereas impacts are real and, as such, require corrective measures.

a) Identifying and managing risks

The threat of an event or process affecting the heritage values of a landscape is a wide area of study and one which should be approached at a supra-local and local (or landscape) level at the very least. Regarding the supra-local level, which should always be included in any project or scheme involving a landscape, this generally covers broad environmental and social processes that effect not only the landscape under study but also much larger areas, the boundaries of which are not always easy to establish. In 2000, ICOMOS  published a report on heritage in danger, which, without draw-

ing a fine distinction between risks and impacts, outlines a series of threats faced by all heritage, not just cultural landscapes (although it does include them amongst the most threatened types of cultural heritage). These threats are:

- the changing role of the state towards divesting itself of its responsibilities;
- the changing balance between public values and private interests;
- a lack of human, financial and professional resources;
- the domination of global economic interests;
- a global trend involving the standardisation of culture, the construction industry, professional practices, etc.;
- an increase in the rate and scale of destruction caused by conflict; and
- an increase in population and poverty.

It is important we add climate change to this list. This global threat was not included in the report, as it simply did not receive the same attention at the end of the last century, when it was written. However, ICOMOS has since launched numerous initiatives designed to tackle or mitigate the problem. Any assessment of a landscape must consider the issues outlined above in a broad manner, as well as include a detailed analysis on the effects of climate change.

At a local level, which is the most comparable to the scope of a landscape guide, it goes without saying that the risk assessment must focus on the events and processes specific to the area in question.

The types of risks outlined above should be listed according to their likelihood of becoming an ac-

The main risks present at a local level in cultural landscapes

Cause	Type	Examples
Natural	Climate-related risks	Droughts, hurricanes, floods, wildfires, etc.
	Seismic and geological risks	Earthquakes, tsunamis, volcanic eruptions, etc.
	Biological risks	Naturally occurring plagues and diseases affecting flora and fauna.
Human	Environmental risks caused by human activities	Invasive species, pollution (air, river, groundwater, soil, light, mining related, etc.), overdrafting, deforestation and poor reforestation, etc.
	Social risks	Social and cultural change, population pressure, war, internal conflict (ethnic, social, religious, etc.), disappearance of traditional ways of life, rural flight (particularly involving young people), sharp demographic decline, arrival of refugees, etc.
	Economic risks	Outdated and non-competitive traditional activities, a failure by agricultural policies to take into account their impact on the landscape, economic crises, overtourism, etc.
	Risks arising from territorial issues	Urban development, infrastructure policy (roads, hydraulic installations, high-speed railways, airports, etc.), etc.
	Other human risks	A failure to properly preserve landscape values, criminal activity (intentional fires, illegal trafficking of wildlife and other goods, poaching, corruption, lack of security, etc.), etc.

tual impact (from most likely to least likely). The nature of the impact (tangible or intangible) should also be given in each case, despite the latter being particularly difficult to establish. It is also useful to establish risk groups, as individual risks will often overlap with one another (for example, the threat of an earthquake is linked to the risk of a tsunami in coastal regions) and result in impacts that are more complex and difficult to address.

Once the threats have been determined, given that these do not always affect an entire landscape, it is important to use maps to show precisely which parts of the landscape are affected by each risk, in addition to indicating areas in the landscape which are particularly vulnerable and thus require reinforced risk monitoring.

Once the overall risk assessment for the landscape in question has been completed, an overview of how the threats are going to be dealt with should be given. Risk management forms part of general landscape management (see chapter nine) and must foresee possible threats. Some of these will be more probable than others and affect the values of the landscape in different ways. It is important to bear in mind that, even where the occurrence of a disaster or the degradation of values is circumstantial, the associated risk management strategy must approach it as an ongoing risk (i.e. being able to occur at any time), as well as reflect the changing conditions of the landscape and the processes that affect it at all times. For this purpose, it is important to establish how often the threat has become an impact, basing this on data taken from the landscape in question or a similar one. This may be uncommon (more than half a century between each occurrence), fairly common (half

a century between each occurrence, an example being devastating earthquakes in areas with medium or low levels of seismic activity), or common (less than half a century between each occurrence and where current inhabitants have experienced it). Examples of the latter include major floods and storms in the Mediterranean, hurricanes in Central and North America, and typhoons in Southeast Asia.

In order to effectively manage risks, it is also important to identify those associated with each one. This may include:

- stakeholders that are able to bring about risks in the landscape;
- stakeholders responsible for directly or indirectly preserving the landscape; or
- stakeholders with ties to the landscape, be these emotional, socio-economic, identity related, etc.

These individuals, groups or institutions may be part of the public or private sphere, and having a solid understanding of their behaviour is key to effectively managing threats to a landscape.

Risk maps, a concept created and first introduced in Italy [↗](#) and then implemented in other countries in the 1980s and 1990s, have become a key tool for systematically representing threats to heritage in general and landscapes in particular. These maps include risks caused by nature and humans, and serve to identify areas where heritage assets are exposed to a significant level of risk. A number of countries and international organisations have created specific cultural heritage risk programmes, examples being the UK, ICOMOS [↗](#) and Europa Nostra. In terms of the latter, ICOMOS has developed the Heritage@Risk programme [↗](#), which sees

it produce regular reports, and Europa Nostra, a pan-European federation and citizens' movement which protects Europe's heritage, produces its own list of endangered heritage sites.

b) Assessing and correcting impacts

Impacts occur when threats become a reality, and an event or process has already changed the character and value of a landscape, meaning action must be taken. We should first draw a distinction between the extent of the impact and its complexity (tangible and intangible aspects affected).

Although threats and impacts are directly related, this does not mean that unforeseen impacts not included in risk management plans do not occur. These require specific measures and strategies to mitigate both the impact itself and other indirect effects in the landscape in question.

Just as when dealing with risks, the stakeholders associated with each impact should be identified. Here, it is essential to draw a distinction between those that have brought about the impact (in the case of human impacts), those responsible for minimising its effects and those affected by it. The purpose of this is not simply to identify responsibilities (for which it is essential to take into account the legal/regulatory framework in place), but also to establish the nature of the impact in question and seek out possible solutions. This affects the level of priority (extreme, high, medium or low) given to each measure designed to restore the values of the landscape.

Once the map of impacts that have occurred has been produced and the extent to which they have affected the heritage values of the landscape in


In cultural landscapes, there is a direct link between (potential) threats and (actual) impacts. However, impacts not foreseen in risk management plans may occur.


question established, strategies should be created in order to eliminate or lessen their effects. These strategies should be accompanied by timelines, which should be as specific as possible, for the purpose of linking the successive strategies to one another in an intelligent and precise manner. In parallel to this, a monitoring programme should be created (see chapter nine), involving quantitative and qualitative indicators able to provide insights into the extent and nature of the progress made in terms of restoring affected values.

What next? Objectives and measures

Landscape quality objectives in the European Landscape Convention

Chapter II of the European Landscape Convention establishes the general and specific measures that must be implemented by each country. Specific measures include awareness-raising, training and education, identification and assessment, landscape quality objectives and implementation.

The European Landscape Convention  defines landscape quality objectives as ‘the formulation by the competent public authorities of the aspirations of the public with regard to the landscape features of their surroundings’. Based on this definition, each signatory state is required to formulate landscape

quality objectives through processes of public participation. Establishing these objectives is an essential part of creating a landscape guide, as they form a negotiated reference framework for planning actions in a landscape. Using this framework ensures that such actions both reflect the aspirations of the public and preserve the values of the landscape. When it comes to landscape quality objectives, these also form the basis of landscape policies, as reflected in Recommendation CM/Rec(2008)3 of the Committee of Ministers to Member States on the Guidelines for the Implementation of the European Landscape Convention .

- Action taken at a technical and operational level must promote protection, management and planning according to landscape quality objectives.
- Specific and/or sectoral landscape strategies at a national, regional and local level must be linked by landscape quality objectives.
- Members of the public and stakeholders affected by landscape policies must be actively involved in the formulation, implementation and monitoring of landscape quality objectives.
- Planning actions and projects must comply with landscape quality objectives.

Landscape quality objectives must be established following the characterisation and assessment of the landscape in question so that, using the information available, the various stakeholders responsible for its management, use and/or exploitation are able to put forward a series of general and specific objectives. These may include the various measures necessary for ensuring they are met in the short, medium and long term, taking into account the fact that stakeholders will not always share the same opinion.

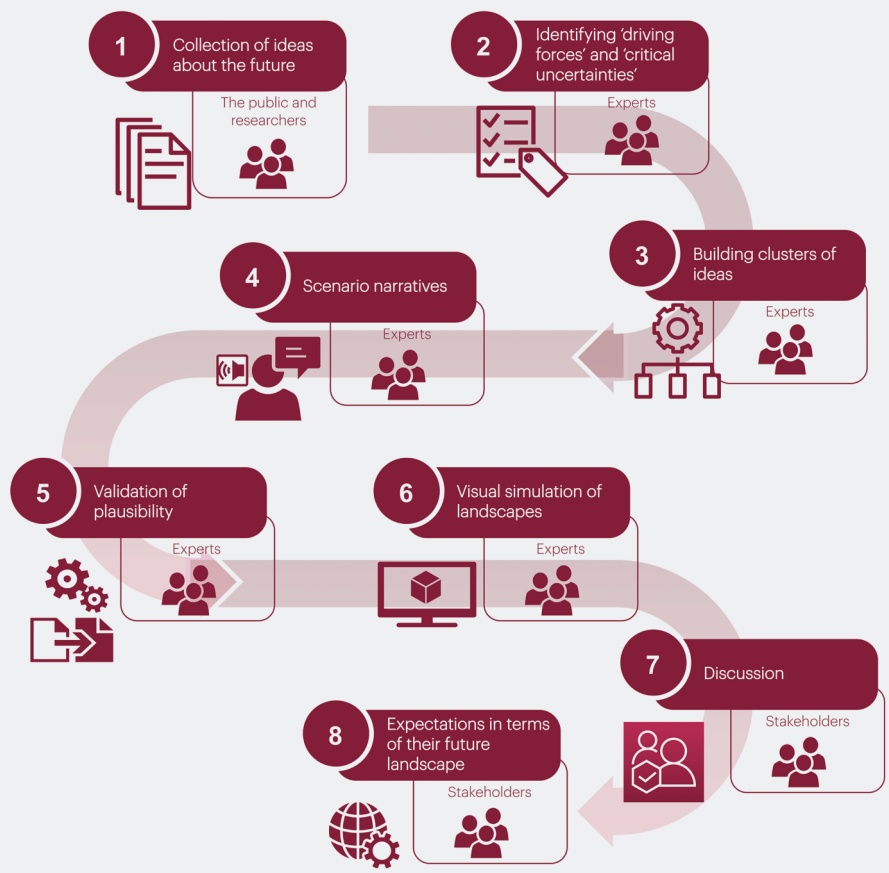
An example of a place where landscape quality objectives were established following a participatory approach is Mértola in Portugal [↗](#). Here, a series of landscape scenarios were created for the municipality to aim towards over the next 25 years. This methodology is particularly useful for scarcely populated rural landscapes where agriculture does not play an important role and the socio-economic dynamics are leading to stagnation or decline. One of the most striking things observed when applying it in Mértola were the different preferences between the experts consulted and non-expert local people.

How to define landscape quality objectives

As stated in the previous section, landscape quality objectives are established following the characterisation and assessment of the landscape in question, and although public participation should be present throughout the entire process of creating a landscape guide, it is when these objectives are being established that it becomes absolutely necessary. Dialogue and consensus regarding aspirations for the landscape, i.e. the environment in which economic, social and cultural life unfolds, is the cornerstone of any truly successful landscape policy. When the public is aware of the landscape quality objectives established and committed to achieving them together, this increases the likelihood that the measures implemented for this purpose will be a success.

It follows on from this that processes used for creating operational documents relating to landscapes should take place at a local level. This is because it is much easier to plan and implement participatory procedures than in large areas, where the number of stakeholders is significantly greater and administrative responsibilities less centralised.

Definition of landscape quality objectives through landscape scenarios in Mértola



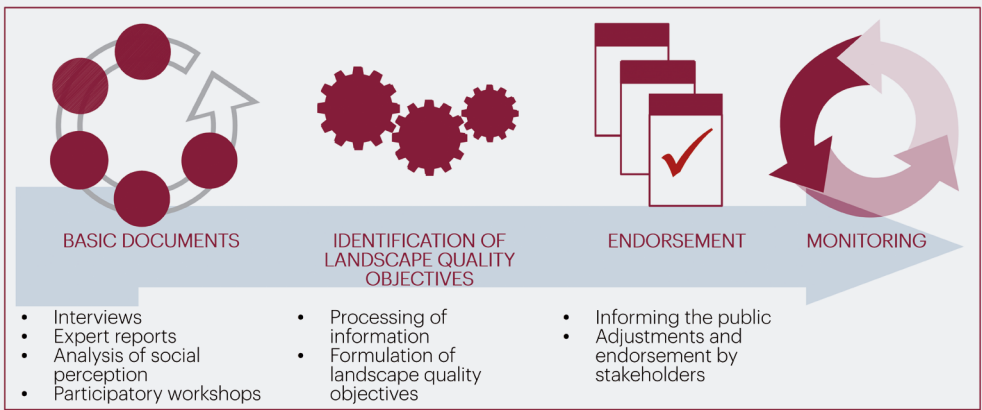
In order to ensure the public is involved in the definition of landscape quality objectives, various strategies may be used, each one leading to a varying degree of public participation, a different level of commitment and ultimately a more or less satisfactory outcome. Below are some ways of ensuring public participation is part of the process used to establish landscape quality objectives. These may be combined with one another.

- An analysis of social participation may be undertaken through technical studies without the direct involvement of the public. This provides an initial insight into the projected image of the territory, i.e. the image conveyed by those who live in it, visit it or manage it, or have done in the past. These kinds of studies are useful for identifying aspects that have been or are particularly important in the landscape, and have played or continue to play a significant role in defining it (see chapter seven). Here, visual sources, academic and research material, documents, and content published by media outlets, including on the internet, may be used. This analysis may focus on the image projected by art, literature, institutions, blogs, the press and cinema, to name but a few examples.
- Interviewing individuals who represent the opinions of the groups identified on the stakeholder map (see chapter two) provides a deeper understanding of the local area as well as initial insights into the aspirations of the public. As such, it is important these individuals are selected following a set of well-thought-out and clear criteria.
- Open participatory processes allow for the greatest level of involvement of the parties involved (or stakeholders), and must follow the protocols in place for these kinds of processes so as to ensure their engagement. In order to maximise their

chances of success, we recommend such processes be coordinated by professionals, these being responsible for designing and running workshops.

- Once the objectives have been established (with or without prior public participation), public hearings and other consultation activities can be organised, the aim of these being to allow for new contributions. Although this procedure tends to be the only one offered to the population concerned within the context of administrative cultural protection instruments (as well as other territorial actions), when we are dealing with landscape, it is clearly not enough unless accompanied by the above.

Formulation of landscape quality objectives



In order to ensure the public is involved in the definition of landscape quality objectives, various strategies may be used, each one leading to a different level of commitment and ultimately a more or less satisfactory outcome.

A comparative analysis of the various public participation procedures used for the definition of landscape quality objectives in Belgium, found in the Landscape Atlas of Flanders [↗](#), reveals that when the parties concerned are involved from the beginning of the procedure and provided with comprehensive information, the results achieved by participatory processes and their effectiveness improve. This is the conclusion drawn from the results of two case studies looked at as part of this analysis. In the first, anchor places were identified as the first phase in defining heritage landscapes. In this case, only the public authorities were bound by the decisions made in 29 places after inviting the public to participate in them through public information procedures. In the second, the protection of significant landscape elements was analysed. Landowners were involved in decision-making from the beginning of the administrative process, which included 97 objects.

Once landscape quality objectives have been agreed upon, one way of including them in a landscape guide is to decide on which are general and, based on this, which are more specific. Subsequently, measures for achieving them must be included.

Landscape quality objectives need not be directly limited to cultural heritage. Indeed, cultural landscapes are much more complex in terms of their management, and much greater than the sum of their parts. As such, they should also have objectives related to the protection and improvement of the environment, the image of their built elements, the preservation of their biodiversity, the promotion of economic activities and sustainable means of transport, etc.

Measures for conserving, preserving, maintaining and improving

As stated above, both the European Landscape Convention and the guidelines for its implementation give the fundamental stages in the process leading to landscape action as being: the definition of landscape quality objectives and their attainment through actions and measures focused on protection, management and planning.

Article 1, paragraph d of the European Landscape Convention defines 'landscape protection' as 'actions to conserve and maintain the significant or characteristic features of a landscape, justified by its heritage value derived from its natural configuration and/or from human activity'. Article 1, paragraph e of the Convention defines 'landscape management' as 'action, from a perspective of sustainable development, to ensure the regular upkeep of a landscape, so as to guide and harmonise changes which are brought about by social, economic and environmental processes'. Article 1, paragraph f defines 'landscape planning' as 'strong forward-looking action to enhance, restore or create landscapes'. However, in addition to actions related to the three aforementioned concepts, the European Landscape Convention also lays out spe-

Objective no. 1, in *A Guide to Seville's Historic Urban Landscape*

OBJECTIVE 1 [OBJ. 1]: to regenerate the urban and peri-urban environment

Seville preserves a series of natural values that allow it to be considered a 'green city'. This objective focuses on this aspect of Seville without compromising on its urban essence. In order to achieve it, a series of actions are proposed, such as regenerating its riverbanks, creating green spaces, reducing the impact of sound and light pollution, and promoting biodiversity, in particular that of its birds and trees, which represent powerful aspects of a landscape marked by a significant natural component.

Specific objectives	Measures
OBJ. 1.1 To promote biodiversity	Regeneration of riverbeds and riverbanks Naturalisation of artificial riverbanks Ornitópolis: the city and birds Trees in the city
OBJ. 1.2 To create green spaces and agricultural areas for the city	Riverside parks Agricultural parks Unique green spaces Green spaces near rivers
OBJ. 1.3 To reduce impacts	Protection against light pollution Protection against sound pollution Integration of urban infrastructure Promotion of clean energy Byelaws governing the installation of street furniture The integration of new buildings into the landscape

cific measures, such as awareness-raising, training and education, which may form part of action taken in landscapes.

For their part, the Guidelines for the Implementation of the European Landscape Convention [↗](#) expand upon these three areas through their general principles. As such, they establish that, assuming landscapes are subject to change, protective measures should be designed to guide such changes in order to ensure their specific features are passed on to future generations. They also state that the management of landscape is a continuing action aimed at influencing activities liable to modify the character of a landscape, and that planning measures should focus on action designed to change a landscape in accordance with social needs. Furthermore, they talk about the need to formulate strategies and integrate them in both territorial and sectoral policies.

Based on the above, we may conclude that both documents broadly establish three key aspects that must be taken into account when formulating strategies and measures within the context of a landscape guide. These are their purpose (to conserve, maintain, improve, raise awareness, etc.); scope (social, economic, environmental, etc.); and priority instruments (territorial policies, sectoral policies, etc.). Based on this, we will now provide a series of recommendations relating to the organisational structure and features of measures, as well as the formal structure of their presentation.

Organisational structure and features of measures

The formulation of measures designed to attain landscape quality objectives is a procedure similar to that seen in various instruments used in the pub-

lic and private sector. This is an area where there is an abundance of experience, based on which we are able to draw a series of general conclusions regarding the main features that measures must have as well as how to successfully structure and organise them.

‘Organisational structure’ refers to their formal relationship to the objectives in question. As such, this section should form a coherent system in which the proposed actions are linked to the objectives, both from an organisational (hierarchical) point of view and a functional one (each measure being specifically designed for the objective with which it is associated). If a distinction is made between general and specific objectives, measures must be associated with the latter. For each objective, as many measures as is deemed necessary to attain it should be formulated. However, it should be noted that where the attainment of objectives depends on an excessive number of actions, this tends to hinder success, as do insufficient measures that are complex and difficult to implement. Ideally, each objective should be associated with a manageable number of actions which ensure its core aims can be achieved.

It should be remembered that whilst objectives establish aspirations with regard to a landscape, measures include the specific steps to be undertaken to attain them. As such, properly structuring and formulating them is essential. This is because, as mentioned, measures allow us to specify and attain our objectives, as well as design landscape action around the three cornerstones mentioned and, above all, facilitate decision-making by those responsible for managing them.

The formulation of measures designed to attain landscape quality objectives is a procedure similar to that seen in various instruments used in the public and private sector. Whilst objectives establish aspirations with regard to a landscape, measures include the specific steps required to attain them.

In order to ensure proposed measures are effective, they must meet a series of basic requirements and be appropriate for the specific landscape in question. Amongst such requirements, the following are particularly noteworthy:

- First and foremost, measures must be agreed upon by everyone involved in the creation of a landscape guide. It is recommended that actions be designed and implemented alongside relevant stakeholders (groups, institutions and individuals). If this is not possible, the production team must at least ensure they are aware of them and accept, approve or confirm them. This approach ensures they are feasible from the outset. When doing this, the information gathered as part of the stakeholder map will prove very useful.
- They must be appropriate and necessary for attaining the objective with which they are associated. Proposed measures must be relevantly and significantly related to their associated objective and contribute to ensuring it is attained. Similar measures or those with a common thread may

be created for various objectives, but these must be unique and specific enough to be clearly distinguished from one another. As such, the need for each measure must be carefully considered, and initial screening must take place for the purpose of selecting those that make a relevant contribution to the attainment of the objective in question. Once a series of definitive measures have been chosen, they must be ranked in accordance with how important they are for attaining the objective in question.

- Measures must be precisely formulated and be unambiguous in nature. As such, they must state what they aim to achieve as well as how they will be implemented in an orderly, clear and precise manner. However, this does not mean that their implementation cannot be somewhat flexible so as to ensure they can be adapted to changes that occur in the landscape.
- They must be able to be measured and therefore evaluated. Being aware of the progress made by actions allows us to analyse their evolution during implementation and, where necessary, make adjustments to them in order to ensure they fulfil their specific purpose. However, above all, measuring the overall level of progress made by measures allows us to evaluate and estimate the degree to which their objective has been attained. To do this, a system of indicators should be used (see chapter nine).
- They must be feasible. The implementation of measures must be possible from an economic, environmental and social point of view as well as taking into account the time available. In terms of their feasibility from a social point of view, this largely depends on the degree of participation and dialogue involving all local stakeholders directly or indirectly involved in their management. In order to

ensure measures are economically feasible, their cost and the economic resources available must be carefully considered. Based on this, it is perfectly reasonable to rule out or make changes to measures for which there are insufficient resources. Furthermore, in order to ensure measures are feasible in terms of the time available (and agreed upon) for implementing them, they must be adapted accordingly. Lastly, care must be taken to ensure actions are compatible with environmental values and they must be formulated in accordance with the principles of sustainable development.

- They must have a specific geographic scope. This does not mean that general measures that apply to an entire landscape or cover intangible aspects or values spread out over a wider geographical area are not possible. However, most measures tend to focus on a specific (and ideally local) geographical area, which should be represented using maps.

- Measures should be original, innovative and, where appropriate, put forward an alternative approach compared to other similar proposals. To do this, they must be formulated in a comprehensive manner, taking into account initiatives found in other related instruments covering the territorial scope of the landscape in question, be these strategies or actions that have been proposed, are foreseen, are being implemented or have been concluded. Similarly, the various authorities with relevant competences must be considered, their initiatives analysed and the need to integrate them, supplement them, or add further nuances to them established.

- Where possible, measures must keep with the principle of subsidiarity and, therefore, be based on instruments created by the relevant public authorities, which, given the local nature of cultural landscapes, will often be municipal in nature.

Presenting measures

In addition to having a series of basic features and being structured coherently in a hierarchical manner in relation to their objectives, we also recommend measures in a landscape guide be presented in a uniform manner. Following a standard structure will help readers understand them more easily. Furthermore, given the wide-ranging and public nature of this document, it is important it is accessible and easily understandable for all those who read it. To ensure this is the case, simple, clear and non-technical language should be used. Below are a series of basic sections which may be included. These should feature relevant visual material, such as photographs, drawings and maps.

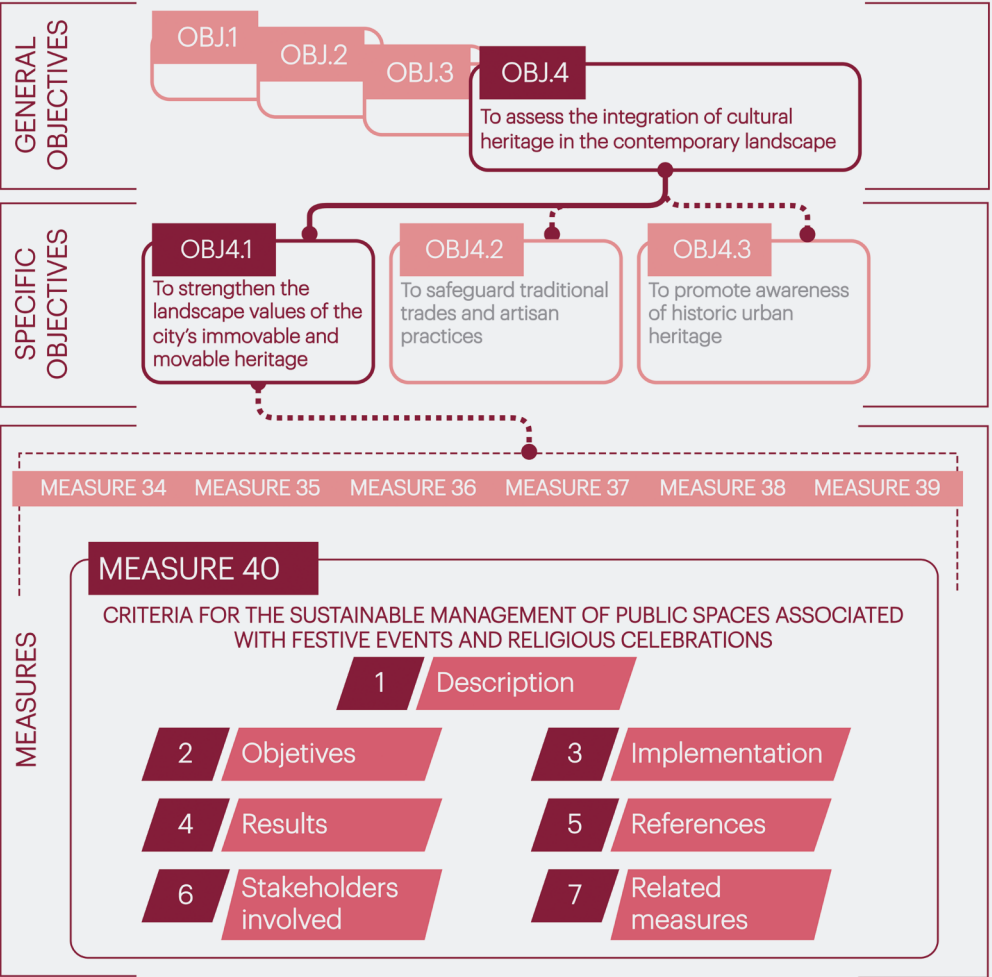
- Identifier and title: each measure must be assigned an identifier made up of numbers or text as well as a title that allows it to be clearly identified. In terms of the title, this should be short and to the point. It should summarise the activity in question and its geographic scope. Although ideally it should clearly describe the measure, where the objective in question clearly states the action, the name may simply include the geographic scope. This applies in particular to measures linked to specific objectives. Nevertheless, sometimes it can be useful to opt for titles that do not meet the criteria above but which are easy to understand. For example, place names used colloquially at a local level instead of official ones may be used.
- Description: this section should include a brief explanation of the need or appropriateness of the measure and its geographic scope, as well as references to initiatives, plans, strategies, laws and regulations related to it. This should finish with an overview of the proposed measure and the results it is expected to achieve.

- Objectives of the measure: this section should succinctly describe what the measure hopes to achieve. It should not be confused with the objective with which it is associated, despite the two being closely related.
- Priority: as mentioned above, not all measures are equally important in helping bring about the attainment of their associated objective. We recommend creating a set of criteria and assigning a weight to each one in order to establish the priority to be given to each measure. Here, the focus should be on how important it is for attaining the objective with which it is associated, although other aspects may be taken into account, such as the deadline for implementation and the economic resources required. This approach becomes more complex if a similar strategy is used for the objectives. Whatever the case may be, this section should result in a qualitative or quantitative value that may be used for managing actions.
- Implementation period: the approximate amount of time needed for implementing a measure must be calculated, basing this on whatever information is available. This is an important aspect to be taken into account when considering the priority to be given to the implementation of a measure, and is also useful when it comes to ensuring effective planning.
- Implementation: this section should include a description of all action involved in implementing the measure in question, presented in a sequential manner. This should explain what needs to be done as well as how and why it is going to be done. Precision is important here, although the description of each aspect does not have to be detailed. A measure is a well-defined and solid proposal but not a project in itself.

- Relevant stakeholders: all measures require the collaboration of a series of stakeholders, from promotion through to implementation and analysis. Those with greater involvement essentially have greater representation.
- Background: here, information should be given on similar experiences that may be drawn upon due to their approach or their results, as well as legislative documents, projects and initiatives that are related to or justify the measure.
- Comments: this section allows the production team to reflect or expand upon any aspect related to the measure, including its approach, implementation, expected results, and possible deviations or difficulties during execution. It should only be used to include new information on the measure.
- Related measures: this section should list the other measures in the landscape guide which the measure has a significant and relevant connection to in terms of its implementation. This refers mainly to measures it depends on or those it is similar to. The objective each related measure is associated with should also be given.
- Visual content: we recommend all measures be accompanied by visual material that helps describe them, adds further information and shows what

In addition to having a series of basic features and being structured coherently in a hierarchical manner in relation to their objectives, we also recommend measures in a landscape guide be presented in a uniform manner.

Measure no. 40, in A *Guide to Seville's Historic Urban Landscape*



they involve. This may include maps, photographs, drawings, digital representations and diagrams, to give but a few examples.

- Bibliographic references: lastly, all measures should be accompanied by the relevant references to documents, laws, projects, etc. that have been used when creating them or are mentioned in them. As well as giving credibility to the guide, this enables readers to find out more about the topic by consulting the resources used.

In the UK, landscape conservation action plans analyse all the aspects that shape the character of a landscape at a local or county level. They include the involvement of local people and lay out a wide range of specific measures, which are normally part of broad objectives. In certain cases, measures are accompanied by information on their cost, their relationship to other measures and visual content. They also include indicators for monitoring and evaluating the implementation and effects of measures. One of many possible examples is the Elan Valley Landscape Conservation Action Plan [↗](#). Here, the objectives are centred around two strategic aims: to safeguard Elan's heritage and to increase benefits for people from Elan. Projects are associated with each objective, and the threats they would mitigate as well as the opportunities created are described.