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REPORT

“MANAGEMENT OF THE TERRITORY: LANDSCAPE MANAGEMENT AS A PROCESS”

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The Conference is invited to take note of the report produced under the Council of Europe's work programme on the European Landscape Convention, and in particular its conclusions, and to decide on appropriate follow-up action.

I. The concept of landscape management

1. Definition and characteristics of landscape management

Landscape management is a recent concept, one which emerged much later than others used in the same field, with which it is sometimes confused. The present report uses the definition of the concept provided in Article 1 of Chapter 1 of the European Landscape Convention (hereafter ELC):

- *"Landscape management" means 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.*

The same article sets out the definitions making up the basic conceptual framework of the ELC:

- *"Landscape" means an area, as perceived by people, whose character is the result of the action and interaction of natural and/or human factors;*
- *"Landscape policy" means an expression by the competent public authorities of general principles, strategies and guidelines that permit the taking of specific measures aimed at the protection, management and planning of landscapes;*
- *"Landscape quality objective" means, for a specific landscape, the formulation by the competent public authorities of the aspirations of the public with regard to the landscape features of their surroundings;*
- *"Landscape protection" means 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;*
- *"Landscape planning" means strong forward-looking action to enhance, restore or create landscapes.*

So we shall be adopting a concept which is defined in the framework of an international treaty, consistently with other parallel concepts closely bound up with the fundamental objectives of the ELC, namely *"to promote landscape protection, management and planning, and to organise European co-operation on landscape issues"*.

Drawing on these definitions as set out in the European Landscape Convention, this report will develop the *landscape management* concept as:

- the process of formulating, articulating and developing a set of strategies geared to enhancing a specific landscape and improving the quality of human life, as part of a sustainable development approach using the appropriate instruments and implementing the programmes and actions set out in a landscape management project.

This definition highlights the four main features of landscape management as one of the objectives pursued by the ELC:

1. The *social dimension*: given that landscape is a social product resulting from interaction between nature and society, its management must incorporate the social dimension, with both its aspects of being an object of study and a subject of management. This requirement involves *participation by the social partners* in the various phases of the management process and consideration of their perceptions of and ambitions concerning the landscape;
2. The sustainable perspective: given that the ELC's objectives include protecting landscape features and values, landscape management must be based on the principles of sustainable development and foster the establishment of harmonious relations between human activities and their environment;
3. The operational approach: all the concepts defined in the ELC are based on the action principle, which means that landscape management is intended to be operational and influential, ie it must be geared to action and have an impact on the landscape and the social, economic and institutional players, drawing on the initial objectives and formulations of the management project instigators;
4. The time dimension: landscape is changeable in nature, and so its management must be conceived as a *process* providing for *programming* actions over time, in accordance with a number of local strategies and sequences.

2. Landscape management aims

The management concept was long secondary to other concepts relating to the landscape (analysis, design, protection, planning, programming, etc), which took pride of place in the research field and in professional practice. So what has been the reason for the increased role taken on by landscape management over the last few years? In my view, there have been a number of factors in this change of direction:

- a) The increasing pace of landscape change, which has been happening with unprecedented intensity over the last fifty years, and the general spread of landscape transformation processes to every larger areas, now covering virtually all regions and geographical environments;
- b) The lack of appropriate strategies and methodologies to cope with the changes affecting landscapes with no special protection status (ordinary landscapes), which constitute the majority of landscapes as perceived by individuals;
- c) The social concern at landscape changes and the concern to retain democratic control over these changes, which are continuing at a vertiginous rate, as if unavoidably linked to economic growth;
- d) Consideration of landscape as a useful variable in contemporary urban and spatial planning, similar to other variables traditionally used in these areas;
- e) In contemporary societies, the demand for greater well-being, which includes the individual and collective right to a quality environment and a non-depersonalised landscape which embraces significant values that help improve the quality of human life;

- f) The status of cultural and natural heritage attributed by society to the landscape, given that an increasing number of landscapes have become a rare, threatened asset which must be cherished and protected.

All these factors point to the fact that landscape management can be a mode of dealing with the landscape and a professional technique which – taking account of the aspirations of the public and the input from the various sectors involved – provides society with a working method for promoting the landscape, sustainable development and quality of human life. The main aims of landscape management are to:

- promote the harmonious preservation of landscapes and creation of new quality landscapes;
- foster local development on the basis of the values and opportunities provided by landscapes;
- improve the quality of life of individuals by rationalising a mode of socio-economic development respecting the landscape;
- improve the efficiency of spatial organisation of local activities;
- help determine landscaping guidelines for subsequent implementation in spatial and urban planning and sectoral policies;
- provide criteria, methods and instruments in pursuit of landscape quality objectives;
- increase the landscape capital of a specific area, landscape being understood as a forefront economic and (natural and cultural) heritage resource;
- trigger social debate on the environment and landscape and help establish consensus by involving the social partners;
- facilitate decision-making and development of joint strategies by social and institutional actors in the area, by means of landscape consultation and mediation processes.

II. Developing a landscape management project

1. Definition of a landscape management project

A landscape management project is an instrument that systematically implements all the stages in a landscape management process (territorial vision, diagnosis, formulation, implementation, dissemination and follow-up to proposals and actions), geared to enhancing a specific landscape and improving human quality of life in line with the landscape quality objectives established.

The operators and actors in any landscape management project are the promoter, the landscape manager, the landscape management team and the landscape partners.

- The *landscape management promoter* may be a social, economic, institutional or professional operator implementing or instigating landscape management processes and projects and taking the requisite action for their success, by providing the manager or management team with the necessary resources for developing the project;
- The *landscape manager* is the professional directing or actively participating in the teams working on landscape management processes or projects;
- The *landscape management team* is interdisciplinary, comprising professionals and experts who play an active part in developing the project, co-ordinated by a landscape manager;

- The *landscape partners* are a group of social, economic and institutional operators working in a given area who participate throughout the management process, interacting with the manager or management team.

2. Phases in the landscape management project

Introduction

Landscape management is a dynamic process which embraces the formulation, articulation and development of a set of strategies, geared to enhancing a specific landscape and improving human quality of life by using the appropriate instruments and developing programmes and activities set out in a landscape management project. Under this process, all landscape management projects break down into five main phases, which run seamlessly into each other:

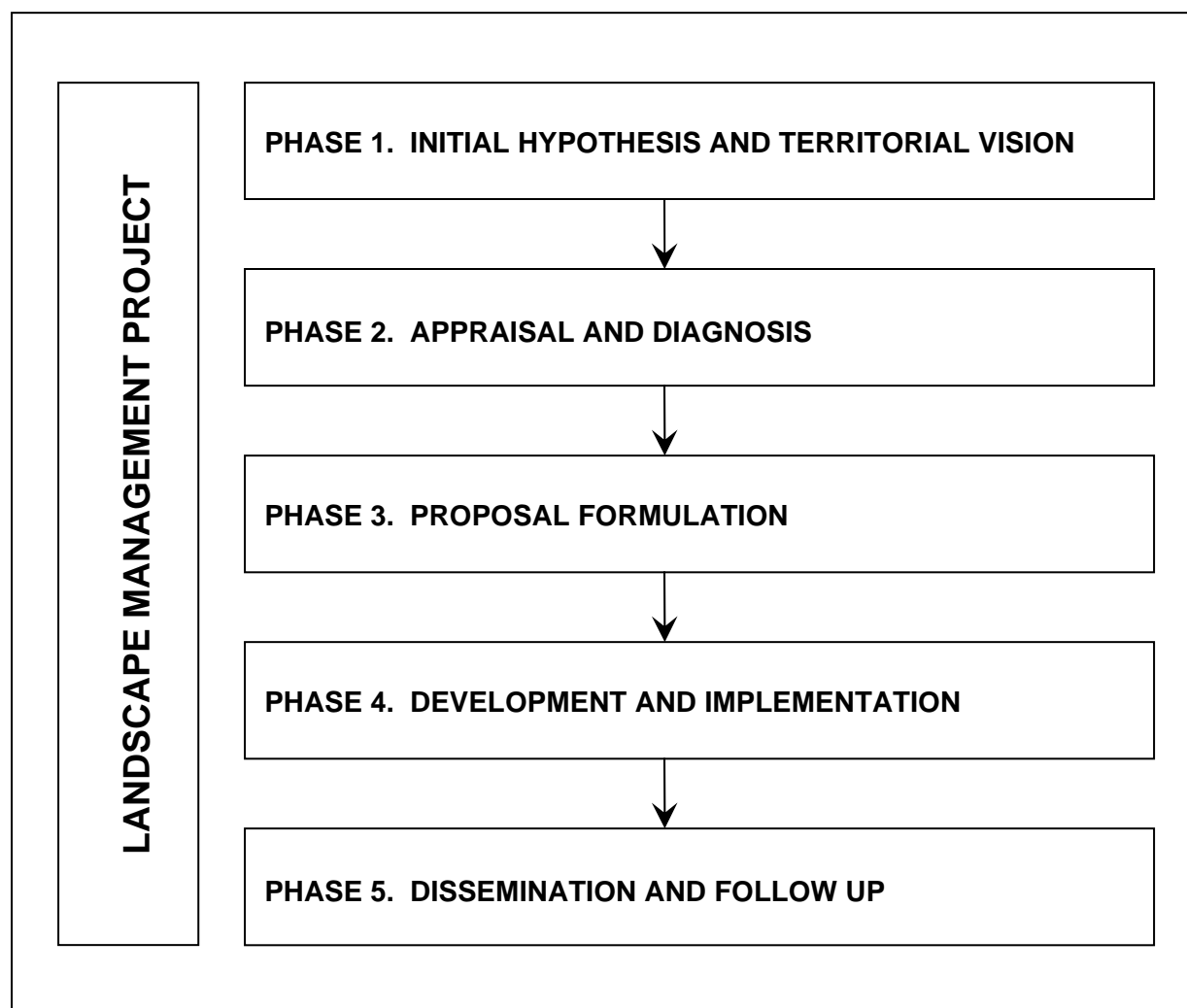


FIG.1 Phases in the landscape management project

Source: Jaume Busquets and Albert Cortina

The first phase, *initial hypothesis and territorial vision*, involves entering into contact with the local area and the landscape which is to be covered by the project. Drawing on a number of initial hypotheses put forward by the project promoter, the landscape manager or management team uses his/her/its professional experience and interdisciplinary knowledge to conduct a preliminary analysis of the territory and provisionally delimit the area to be covered by the

management project, put forward a number of key ideas and present an outline description of the themes to be developed on the ground. We refer to this professional activity as producing a *territorial vision*.

The second phase, consisting of *reconnaissance and diagnosis*, is geared to guaranteeing that the project is based on a thorough and systematic analysis of the landscape. This phase involves finalising the delimitation of the chosen area and working at the territorial level most suited to the management project in question. The territorial analysis, the diagnosis of the current and prospective future state of the landscape, its tendencies and dynamics, knowledge of existing studies and documentation, the relevant prescriptive and planning framework, the interaction with the landscape partners by means of interviews with the major social, economic and institutional operators and identification of their social networks: all these factors help the landscape manager or management team to present a diagnosis that will enable them to instigate the subsequent management phase.

After this prior reconnaissance and a diagnosis which is rigorous but also both single-minded and focused on confirming the initial hypotheses and the territorial vision, we come to the *proposal formulation* phase. Here, via an apposite process of social participation, the objectives of the management project are finalised and its key ideas and the basic project description defined. During this phase, which has both methodological and creative dimensions, the manager or management team confirms or corrects the initial hypotheses and territorial vision with an eye to articulating the objectives and key ideas by means of a main thread or argument providing for a consistent interpretation of the various themes and actions to be proposed for the specific landscape.

Up to now this has been a non-linear, interactive, two-way exercise facilitating progress through the successive stages of defining the strategies for establishing the key ideas and the criteria for achieving the objectives, and for formulating the proposals and definitive actions in the landscape management project. The whole process is organised, as we mentioned above, around social participation.

In the fourth phase, *development and implementation*, the management team expands on the proposals and actions for the project, seeking co-operation and consensus among the various landscape operators. By preparing and implementing the various executive instruments (plans, projects, agreements, consortia, etc), the proposals and actions are implemented in accordance with a management programme identifying the operators involved, the economic resources required and the schedule for execution. This phase usually comprises mediation and consultation procedures which serve to frame the commitments and obligations adopted by the landscape partners, particularly those relating to funding of activities and the implementation schedule.

Lastly, the *dissemination and follow-up* phase comprises a set of communication and dissemination strategies geared to fostering public understanding of the proposals and actions set out in the project. The management project promoter sets up a *landscape council* in order to ensure the involvement of the social, economic and institutional partners in the follow-up stage of the process, promoting awareness-raising activities and measures to enhance the landscape capital, thus creating a genuine “landscape quality culture”.

A *technical landscape office* can also be set up to support this participatory body, helping implement the practical proposals and activities set out in the management project. The technical

office comprises landscape managers and other professionals specialising in landscape planning, protection and management, and is responsible for disseminating and promoting the proposals contained in the management project among the social, economic and institutional partners and among the general public. A landscape management liaison officer might be specially recruited for this purpose.

During this follow-up phase it is important to conduct a regular assessment of the result of the management process, drawing on various landscape indicators.

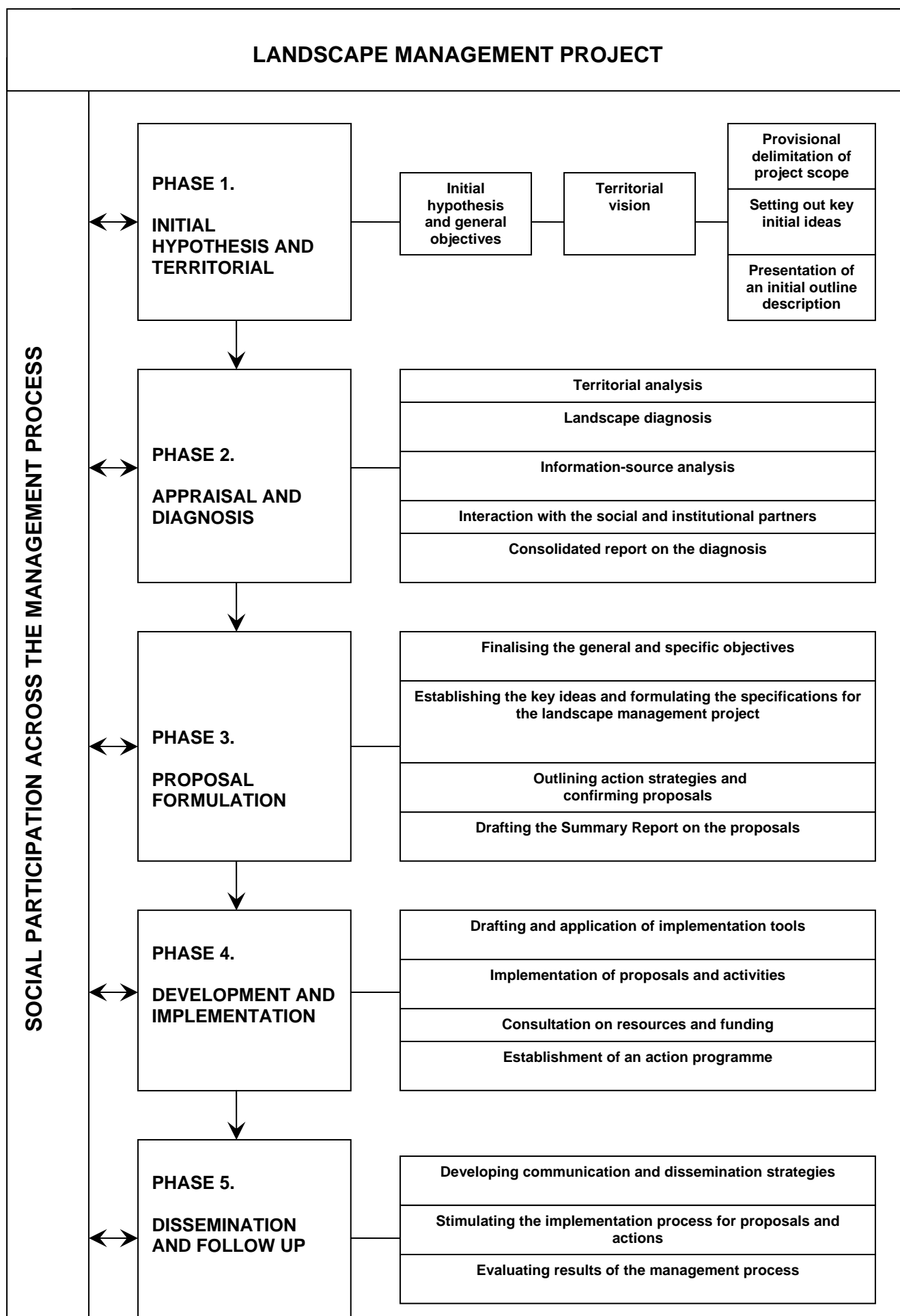


FIG. 2 Successive phases in the management project
Source: Jaume Busquets and Albert Cortina

We shall now go on to describe the objectives and content of each phase in the landscape management project.

Phase 1. Initial hypotheses and territorial vision

A. *Initial hypotheses and general aims*

The landscape management project usually starts off with a number of *initial hypotheses and general aims*, which the promoter proposes to the landscape manager or management team.

The landscape management promoter should discharge his/her leadership and instigative duties in a participatory manner, involving the other social, economic and institutional partners. In this way, the initial hypotheses and the general aims will be the outcome of a process of prior social participation which will intensify and expand throughout the management process.

Transposing these general objectives into a number of basic starting points for the requisite work or framing them as administrative documents, in the case of public contracting, enables the landscape manager to set up an interdisciplinary team to deal with the main features of the process in question, the type of landscape to be managed and the objectives pursued.

The landscape management project promoter is responsible for taking the requisite action for the success of the general objectives, providing the manager or management team with the requisite resources for implementing the project.

B. *Territorial vision*

Drawing on the initial hypotheses and the general objectives proposed by the process promoter, the landscape manager or management team, drawing on his/her/its specialist knowledge and experience, has recourse to a professional capacity which we call a *territorial vision*. Thanks to this vision, once the initial analysis of the territory has been completed, the scope of the management project is provisionally delimited, a number of initial key ideas are noted and a preliminary outline description is presented, articulating the said ideas in the form of a summary of the various themes and actions to be developed in the specific landscape.

a) *Provisional delimitation of project scope*

The scope of the landscape management project coincides with the physical boundaries of the territory established by the promoter, the manager and the team having formulated the project, in accordance with the geographical scale of intervention.

At this stage, however, the project scope is only provisionally defined, given that as the project develops the scope may change and clarify, with the results of the diagnosis and the practical pursuit of the specific objectives.

This phase should also comprise a decision on the scale of the work, bearing in mind that this decision will influence the analysis of the landscape components and the subsequent development of the management instruments (planning, programming, etc). An intermediate scale, eg 1:25.000, might be appropriate for analysing homogeneous landscape areas, while analysis of eco-geographical structures might require a scale of 1:10.000.

b) Setting out the initial key ideas

Once the preliminary landscape analysis has been completed, the initial key ideas can be advanced on the basis of the manager's or management team's territorial vision.

By "key idea" we mean a particularly striking tangible or intangible element of a given landscape which has a strategic potential, alongside other key ideas, which can combine to form the main outline description for a landscape management project.

A key idea is no mere description of tangible themes or resources (the territory, the physical components of a given landscape, etc) or of intangible resources (social, cultural, historical, touristic, aesthetic and other elements): it actually links up the most important themes, values and resources making up the landscape capital of a specific territory, emphasising its energy and strategic potential.

The territorial vision brings out the key idea(s) capable of providing the hub of one or more theme(s) enhancing and energising the landscape to be managed.

c) Presentation of an initial outline description

Lastly, the manager or management team pursuing the general objectives laid down by the process promoter prepares and presents a preliminary version of the description of the management project.

The description is a basic summary which, in conjunction with the key ideas, forms the main thread coherently linking up the various themes, objectives, strategies, proposals and concrete activities for the management project.

The outline description for a management project should ultimately lead to enhancing the specific landscape and providing fresh dynamism thanks to synergised resources and a new consensus among all the operators in the territory in question.

Phase 2: Reconnaissance and diagnosis

A. Territorial analysis

Since a landscape is the specific physiognomy of a given territory as perceived by the human eye, the two concepts of territory and landscape, operate in dialectical tandem. On the other hand, the territory is not just a space in the strict Euclidian meaning of the term, but a unique configuration of its component parts.

These two premises presuppose that any landscape management project must include rigorous *reconnaissance* of the territory, as regards both its static and its dynamic elements, either by conducting new fieldwork or referring to existing work or, as usually happens, by combining

both these approaches. Furthermore, this analysis must be based on the essential fact that every territory is unique, just as every landscape is unique, since bio-geographical conditions are never identical (for the simple reason, *inter alia*, that each specific location excludes all other specific locations).

Territorial analysis under the landscape management project must be based on a study of the area within the meaning ascribed to this concept in the French- or English-speaking world: the area of location of a specific project and its area of influence from the functional and perceptual angles. It must embrace identification (*reconnaissance*) and characterisation (description) of the *essential* components of the territory of the landscape being studied:

- *location components*: siting, accessibility, geographical context;
- *geomorphological components*: relief structure, hydrological system, topography;
- *biophysical components*: soil, climate, vegetation, ecosystems;
- *socio-economic components*: settlements, infrastructural networks, land use, economic activities and flows (economy, energy, goods and supplies, etc).

However, this process would be incomplete without an overall interpretation of the territory, forging the basic links between the various parameters and defining the existing hierarchy, namely the *territorial summary*, which highlights the territorial configuration and evidences the underlying structure of the landscape to be managed.

In conclusion, territorial analysis in the landscape management context must be highly *selective and succinct* in nature, geared to pinpointing the territorial configuration and providing the essential parameters to provide the basis for the landscape diagnosis and, ultimately, for the whole landscape management project.

B. *Landscape diagnosis*

The data deriving from the territorial analysis are a necessary but not a sufficient condition for the development of a landscape management project. A landscape diagnosis is also needed, geared to highlighting the *components, values and trends* of the landscape. If the objective in the territorial analysis phase was to understand the territorial configuration and the specificity of the location, here it is a case of revealing the *state of the landscape*, its *evolutive tendencies* and its future *opportunities*. All management projects correspond to a number of objectives in the social interest relating to the landscape as a generator of common projects borne by their promoters, and the said objectives must be constantly referred to throughout the process.

A variety of methods of landscape analysis and diagnosis have been developed by the different scientific disciplines and professions, such as geography, history, ecology, landscape gardening, spatial and urban planning, etc. They are all applicable to the different dimensions and components of landscapes. In implementing landscape management projects, contributions from different specialists can vary according to the features of the individual territory and landscape, and various methods can therefore be used simultaneously under the supervision of the management team co-ordinator, provided that the same objectives are pursued and a standard diagnosis of the landscape is established.

Under the landscape diagnosis, the data supplied during the territorial analysis phase are complemented with an analysis of other variables required for understanding a concept, namely the landscape, which has multiple meanings and facets. The components are not always easy to objectify, but they are necessary to achieve a comprehensive understanding of the landscape and to link up the population with the latter's future. These components include tangible and intangible components such as visual, perceptual, culture and eco-geographical elements:

- *visual components*: (lines, points, areas, volumes, etc), organisation (formal lines, visual structures, spatial order, etc), variables (dominance, diversity, position, orientation, colouring, lighting, etc);
- *perceptual components*: scales of perception, observation points and visual references, viewsheds and other sensory components;
- *cultural components*: cultural representations (traditions, illustrations, literature, etc), heritage elements (social, natural, aesthetic, etc) and symbolic elements;
- *eco-geographical components*: patchwork landscapes, (geo-ecological and socio-economic) landscape structures, landscape units, habitat types, plots of land, etc;
- *present and future trends* landscape values, evolutive dynamics, impacts, challenges, opportunities.

If landscape diagnosis is to be genuinely useful in the landscape management project, it must also be *selective and succinct*. Avoiding exhaustive inventories and local monographs, the manager or management team must pinpoint the most significant of the components identified, list them in order of importance and highlight the internal organisation of the landscape. The results of the landscape diagnosis must clearly spotlight the landscape's *values, trends and opportunities*, helping to formulate specific proposals for enhancing the landscape, shed light on the requisite types of implementing projects and, ultimately, facilitate decision-making and the formulation of strategies to be jointly implemented by all the landscape partners.

C. Information source analysis

During the *reconnaissance* and diagnose phase it is vital for the management teams to guarantee that all available sources of information on the landscape covered by the project have been used. This is a question not just of scientific and technical rigour but also of professional efficiency and reliability. Care must be taken not to repeat tasks already performed by other specialists and professionals in the past. This will avoid wasted effort and improve the use of the time available and management team efficiency.

a) Direct information sources

The first source of direct information is the actual local area and fieldwork, ie studying the landscape *in situ*. Nothing can replace recourse to this primary information source, including scientific texts, illustrated documents and statistical databases. Nevertheless, it must also be realised that information-gathering is not the only task or purpose of fieldwork.

On-the-spot work enables *important data to be collected* on different variables by a variety of means (taking notes, photographs, maps, sketches, etc), but also facilitates *comparison of information* from other sources with direct observation, *confirming one's own perception* with other points of view, and *making contact* and interacting with the social partners (interviews, surveys, debates, etc). Similarly, fieldwork not only provides answers but also *raises questions* and prompts new ideas and hypotheses.

If the fieldwork is to be effective, it must be prepared in advance, and participants must realise that regular visits will be required for the duration of the management project, geared to complementing and/or confirming new data. Depending on the scope of the study and the project aims, organising the fieldwork requires programming and co-ordination of varying complexity among the management team members. In all cases, the landscape managers must be familiar with the location, becoming acquainted with both the landscape, namely the territory, and the population, namely the persons inhabiting it.

b) Indirect information sources

Broadly speaking, information on the territory and access to it has greatly increased in parallel to social, political and economic progress in our countries. Moreover, the development of electronic networks has promoted public access to a huge volume of information of all kinds (including a wide range of geographical and landscape-related data), which would have seemed impossible only a few years ago. While this greatly facilitates access to documentary sources and helps the management teams compile the requisite documentation, it does not detract from the critical importance of this task, to which a great deal of time still has to be devoted.

There are six major types of indirect information sources, broken down by origin:

- *prescriptive*: regional urban and sectoral planning, and spatial, urban and sectoral legislation;
- *scientific*: studies, catalogues, monographs, doctoral theses, etc;
- *cartographical*: maps, aerial photographs, satellite pictures;
- *statistical*: economic, demographic, social, etc;
- (non-cartographical) *illustrations*: paintings, engravings, photographs, etc ;
- *cultural*: local monographs, literary works, press articles, etc.

While knowledge of the various documentary sources is indubitably important as a basis for proposed strands within the management project, it is actually *absolutely vital* to pinpoint the prescriptive sources, because these instruments establish the legal and planning framework (regulating such substantive aspects as urbanisation processes, land use regulations and territorial development of activities) for any type of landscape management project.

The great diversity and dispersal of documentary sources often causes difficulties with locating them, necessitating a systematic effort at detection. Although government departments are increasingly ready to provide citizens with access to documentation of public interest (planning documents, legislation, statistics, etc) and documents providing information or promoting participatory procedures, many papers have to be consulted directly, and they are not always properly catalogued or easy to locate.

However, while the dearth or dispersal of information hampers progress in landscape projects, excess or indiscriminate use of information can reduce the cost-effectiveness of the landscape manager's or management team's work. Accordingly, proper importance must be attached to information during this phase of the management process and a systematic method adopted. The search for and effective use of the information sources must therefore always begin after the general objectives of the project have been established, in accordance with the procedure set out below:

- compilation and interpretation of background data provided by the management project promoters;
- adoption of the type of information required, depending on the management project objectives;
- identification and pinpointing of information sources;
- analysis and selection of relevant information;
- information-processing.

The prevailing imbalance between specific information on the landscape and general information on the territory is being rectified in that the various levels of government (municipal, regional, national, etc) are incorporating landscape policies into their fields of action and promoting the formulation of such instruments as landscape atlases, landscape catalogues, landscape plans, landscape decrees, etc.

During the information-seeking process, care should be taken to consult experts and professionals having previously worked on similar projects and with social operators familiar with the territory. Finally, before concluding this section, we would point out that the bibliography should fully list all sources consulted and that the acknowledgments section should include the names of all natural or legal persons having provided any kind of assistance or information.

D. Interaction with the social and institutional partners

In the first part of this chapter we saw that our conception of landscape management regards the landscape as a *social product*. The type of relationship that grows up between society and the natural environment is the main shaping factor for our landscapes, whether as a result of the changes arising from the use of natural resources for human survival and other activities, or because of a deliberate attempt to create new landscapes. Furthermore, the landscape concept itself is a social construction (resulting from a specific social view of and attitude towards the environment) and also a cultural postulate (which, as we know, has not always existed throughout history or in all societies).

We would emphasise the “social product” dimension of the landscape because at the current stage in the development of our societies, any process or action geared to protecting, managing or organising landscapes must grant a major role to the social operators, although this role is often disdained or minimised. Landscape management is inconceivable unless we also include society in our thinking. Society is not a passive subject vis-à-vis changing landscapes: it produces landscape, *it is landscape*, on the same footing as the other biotic or abiotic components of the landscape, although its role never ceases to expand because of its enormous environmental transformation potential.

Landscape management projects must be designed as *social processes* involving painstaking work to which the manager and the management teams must devote the necessary time and resources, comprising the following activities:

- *identifying the social partners:*
 - o institutional partners (local, regional, autonomous community, state and international administrations);
 - o economic partners (economic sectors, employers’ associations, chambers of commerce, trade unions, etc);

- civic partners (non-governmental organisations, cultural bodies, professional associations, land protection agencies, etc);
- *identifying social networks*: objectives, links, contradictions, conflicts, etc;
- *interaction with social partners*: consultation, mediation, negotiation, co-ordination.

Major benefits are to be derived from interacting with the social partners in landscape management processes: this provides a kind of information which is very difficult to obtain by other means, improves knowledge of landscape complexity (private and public interests, sectoral mindsets, social demands, etc), helps set up synergies and lays the foundations for *drawing up agreements* via landscape consultation and mediation.

E. Consolidated report on the diagnosis

Since the management process is based on social participation and has an eminently operational purpose, it is useful to facilitate communication between the partners by means of comprehensible information sources and succinct documents. During the reconnaissance and diagnosis phase, this requirement involves drawing up a *consolidated report on the diagnosis* which comprehensibly and concisely sets out the main *results and conclusions* reached. Although the structure and content of the Report must be flexible enough to adapt to the aims of the management project, it must always include the information needed to respond to a number of very specific questions:

- summary *characterisation* of the landscape (why is the landscape covered by the project and what distinguishes it from the others?);
- *dysfunctions* vis-à-vis the landscape (what are the outstanding problems and conflicts?);
- the *landscape values* (what landscape and social resources are available?);
- the *conclusions* (have the initial hypotheses and expectations targeted by the project promoter been fulfilled? What opportunities were highlighted during the reconnaissance and diagnosis phase?).

The Consolidated Report must be self-sufficient in the sense that it must be meaningful in isolation from the rest of the documentation. Drafting must begin on the text as soon as the various diagnostic stages have been completed and the results are confirmed through initial contact with the social partners. The consultations with and opinions expressed by the social partners do not exempt the professionals from taking any more appropriate decisions based on their capacities and their interpretation of the results of their analysis. Nevertheless, these consultations provide a guarantee that they have not overlooked any important social criteria.

Phase 3. Formulating proposals

A. Finalising the general and specific objectives

As we mentioned in the section on Phase 1, professionals who take charge of a landscape management project receive from the project promoter(s) information on the general objectives to be pursued and a number of initial hypotheses relating to the main thrust and content of the project. Sometimes this involves setting out an actual mandate which the promoter expects the manager or management team to use for articulating and developing the whole project, eg *imparting new impetus to the development of a specific river basin by enhancing the local industrial landscape heritage*. In other cases, the promoter may transmit a more general objective, such as *organising and enhancing the landscape of a specific region*, instructing the management team to flesh out the mandate before beginning the project.

It is also important to secure a specific agreed definition of the management project's general objectives; this is a prerequisite for ensuring that the project is properly launched. In most projects, as the work proceeds and the management team interacts with the social partners, the goals initially set by the promoter are adapted, developed or even reformulated. This is a normal process of maturation of the initial ideas, based on better acquaintance with the territory, the aspirations of the local population and the challenges and opportunities arising from the landscape.

In the proposal-formulating phase the landscape manager or management team pursues two aims: *finalising the general objectives and establishing the specific objectives*. As a general criterion, it is better to set a small number of general objectives, breaking them down into a reasonable number of specific goals. Excessive numbers of general and/or specific objectives usually weaken their impact and lessen the coherency of the whole project.

The *general objectives* must refer to general and/or transverse aspects of the landscape management project, while the *specific objectives* must refer to partial aspects deriving from the former. For instance, the general objective "Boosting local development of X river basin by enhancing the industrial landscape heritage" may give rise to the following specific objectives: "establishing ecological flow in X river", "restoring the most interesting components of the industrial architectural heritage" and "involving the tourism sector in creating high-quality tourist services and facilities".

Lastly, from the angle of communication, all the objectives must be defined *directly, succinctly and clearly*. They must be intelligible on a first reading and be free of ambiguity. These conditions facilitate communication among the landscape partners during the participatory phase and prevent repetitions, misunderstandings, false expectations and ultimate feelings of frustration.

B. Establishing the key ideas and formulating the specifications for the landscape management project

Once the objectives have been defined, we enter a working phase which must be both systematic and creative. This work consists in *selecting a number of key ideas and articulating them by inventing a description* or main "thread" enabling the various themes, proposals and actions to be read in a coherent manner.

It is possible to *establish key ideas* by detecting socially important relationships between landscape *elements* and/or *themes*. The themes are material or non-material elements or groups of elements of the landscape which have a major presence, prominence and significance in the latter and are selected on the basis of their presence and importance in the landscape and their potential for eliciting interest.

Inventing the description is based on the capacity for linking up the key ideas in a meaningful and creative manner by means of a “narration” or outline facilitating the progress of the management project and the attainment of its objectives. The *description* must be easy to explain and understand. The landscape management project description must not be confused with the project *motto*, which is a summary expression of its content with a short, attractive wording.

Furthermore, as the definition of the key ideas proceeds and the project description takes shape, the initial hypotheses and territorial vision are confirmed, adapted or corrected and the scope of the management project is finalised. The whole process represents a non-linear, interactive, variable exercise in laying the foundations for implementing the proposals and designing action strategies, remaining within a cross-disciplinary framework with constant social participation.

C. *Designing action strategies and giving concrete expression to the proposals*

In order to achieve the management project goals, proper *strategies must be designed* and the *proposals concretised*, and this is the appropriate stage for so doing. The time devoted to both these tasks – which must be co-ordinated by the management team leader – will be offset in calculating the total time spent on the project, in order to avoid having to improvise because of faulty planning.

The strategies are systems for *co-ordinating actions and approaches to achieve carefully defined objectives*. Management strategies must establish the short-, medium- or long-term *tasks* to be carried out, the *order* in which they are to be carried out and the *professionals and actors* directly or indirectly involved in the scheduled tasks, as well as the content of the project proposals. They must also provide for alternatives in order to secure a wide range of opportunities and mechanisms for negotiation and consultation. A number of effective strategies should be capable of anticipating on potential difficulties during the management process and ensuring the means of overcoming them.

The following are examples of the *challenges to be met* during the management processes by means of effective strategies:

- lack of *references* or of similar projects;
- difficulties of *communication* with certain landscape partners;
- the difficulty of gaining *access* to specific types of information;
- restricted economic *resources*;
- the difficulty of securing firm *commitments* from partners;
- lack of *motivation* on the part of the social partners;
- lack of a *model* for a specific territory or landscape.

Moreover, the *opportunities arising from the cross-disciplinary work* in designing proper strategies include:

- multiple *cognitive, relational and informative networks* linked to the various professionals;
- a wide diversity of *multiple and complex visions* of the specific reality;
- the various *professional competences* of the team members;
- the different *technical skills* associated with the various disciplines;
- the range of *expressive resources* and forms of communication.

The management team leader is responsible for co-ordinating strategy design and supervising the whole process. He must accordingly ensure follow-up and look after the following aspects: the project work schedule, timetabling the various tasks, co-ordinating the activities and joint work of the team members, supervising result quality, ensuring financial control, communicating with the management project promoter, keeping the most important project documents drawn up during the process, and finally, archiving the documentation.

The *proposals* are actions of any kind which the management project may embrace, ranging from selective activities or interventions (eg integration of specific installations into the landscape or rehabilitation of a particularly important landscape) to more complex operations (eg drafting or implementing planning instruments, setting up consortia, etc).

One very important aspect of the proposals is that they must be communicated to the social partners and the landscape operators. A good project which is badly formulated, with inappropriate information resources or ill-conceived communication strategies may be perceived in a negative manner. This is why close attention must be paid to the choice of the form and means of expressing the results. The manager or management team must realise that understanding the proposals is the first step towards ensuring their success. Current technologies (geographical information systems, design programmes, image processing, virtual representation systems, etc) together with traditional resources (freehand drawing, photography, sketches, models, etc) should be used in accordance with individual abilities and the features of the specific proposals. The resources must in all cases be used to promote the project and pursue its purposes and specific character.

D. Drafting the Summary Report on the proposals

The management team leader should plan the development of the three aforementioned aspects (objectives, description and strategies) during the initial phases of the project. The results of such planning must be set out during this phase in a summary Report on the proposals, succinctly describing, in respect of each proposal:

- the general aims of the proposal;
- the specific interest of the proposal vis-à-vis the project;
- the ideas to which it relates;
- how it fits in with the management project description;
- the characteristics of the proposal;
- the commitments taken on by the social, economic and institutional partners;
- the human and technical resources involved;
- the schedule for implementing the proposal;
- budget and financing.

All the proposals may be represented in a summary diagram or plan to provide an overall idea of the project content. The report should not be too long, although it should provide a proper overview answering all the basic questions likely to occur to the landscape promoters and operators. As an instrument of communication which is to be widely read by the social operators and is capable of facilitating the progress of the project during the proposal implementation phase, it merits all the requisite care and time.

Phase 4. Development and implementation of proposals

A. Drafting and implementation of executive instruments

The landscape management project is developed by means of a set of instruments facilitating the enforcement of the proposals and actions formulated during the previous phase. These instruments cover planning, project development, regulation, consultation and organisation.

a) Planning instruments

The proposals formulated under a landscape management project generally require organisation of the physical space by means of an *operational spatial or urban planning instrument*.

The type of instrument required for setting out the proposals depends on the scale of the work to be performed, in conjunction with the type of plan and initiative or the department formulating it.

The proposals set out in the landscape management project may, for instance, necessitate *amending the general municipal plan* or else drafting an *internal reform plan*, an *urban restoration plan* or a *special urban development plan*, which may be multi-function or exclusively landscape-oriented. All these binding provisions can lay down guidelines and provide for landscape interventions in the existing urban environment, new developments, areas of economic activity, the outskirts of cities, infrastructures and amenities, the countryside, protected areas and river systems.

At the territorial level, the proposals in the landscape management project may be gleaned from *regional plans*, *sectoral plans*, *master plans* or any other spatial planning instrument drawn up in the specific area of intervention.

b) Project development instruments

Landscape architecture projects are further instruments developing the proposals and actions set out in a landscape management project which is being implemented in the territory by means of reconstruction, restoration or creation of new landscapes.

Landscape architecture projects define physical transformations of the territory, setting out the key ideas and main description of the management project and improving existing landscapes by means of their subsequent implementation.

c) Regulatory instruments

One possible means of developing the proposals and actions set out in a landscape management project is to use the legal machinery provided by the legal system.

Landscape regulations constitute a standard-setting instrument laying down detailed provisions, for the local area, on various aspects affecting the landscape (eg buildings, installations, utilities, activities, advertising, landscape improvement campaigns, economic support and incentives, etc), with an eye to improving the quality of urban, rural or suburban landscapes.

Urban planning provisions in the planning instruments can also be used to incorporate some of the proposals more specifically related to buildings and regulations on their use and other activities.

d) *Landscape consultation and mediation instruments*

As we have seen throughout this section, the landscape management process involves social participation, striving to achieve territorial consensus on the landscape values and improving the quality of life for the local populations.

This report defines “landscape consultation” as a mode of social participation which aims, via a process of negotiation between territorial operators and the relevant government departments, to secure a consensus on the territorial model and the requisite landscape policies, or an agreement on specific strategies, goals, instruments, actions or measures to be implemented in order to improve the protection, planning and management of the landscape.

On the other hand, we have defined landscape mediation as the process of preventing conflicts and reconciling interests as undertaken by a manager or management team under a specific landscape protection, planning or management policy. We also use this new term to refer to the mediation carried out by landscape managers or management teams among the various regional operators with a view to improving the quantity and quality of information received by the former, thus ensuring consensus on the identification, characterisation and qualification of the landscape and the definition of the landscape quality values and goals, as well as the determination of the strategies, proposed interventions, projects and actions to be developed under a given landscape management process.

One of the most widely used landscape consultation instruments is the *landscape charter*, which is a voluntary operational instrument for participation, consultation and mediation among public and private operators in a given territory, geared to improving landscapes and the quality of human life by setting out landscape quality goals, concluding agreements on action strategies and securing undertakings to implement the actions set out in a specific management programme. This instrument is applicable at the supra-municipal level and may comprise one or more landscape management projects or else develop a specific management project for one well-defined area.

Another consultation and mediation instrument is the *landscape management covenant*. This agreement between public authorities and the operators involved in a management process sets out the commitments formulated under the project, with such aspects as the obligations and conditions for maintaining a given landscape, implementation of practical measures for incorporating the landscape into a specific project, formulae for access to certain types of aid or subsidies and territorial compensations for parties affected by a given landscape protection, planning or management measure.

One final useful instrument for landscape management is the land protection contract, which can cover all the written agreements involving the adoption of undertakings vis-à-vis the conservation and management of a specified plot of land binding on the landowner and a land protection agency. Such agreements can be concluded on the basis of negotiation and consultation as formalised in a contract detailing each legal option adopted (with or without transfer of ownership of the land). Such contracts can take the form of officially recorded instruments, entered in the Land Registry with a view to ensuring legal security and granting public access for third parties.

e) Organisational instruments

In order to carry out the activities scheduled and develop the description set out in the landscape management project, an *ad hoc* body may be set up in the form of an association, consortium or other administrative entity or agency as provided for in the applicable legislation, with due regard for landscape *jurisdiction*, which is apportioned among the various administrative levels, namely, the State, the Autonomous Communities, the regions, provinces, municipalities, etc.

The management project can also be developed by civil-law bodies (foundations, associations, land-owning agencies, etc) or commercial agencies (limited companies, private companies, etc), providing they are compatible with the individual country's legal system.

B. Implementing the proposals and activities

A landscape management project is an operational instrument and must therefore be designed with a view to its implementation, ie it must not be a mere research project, academic exercise or strategic programme.

C. Consultation on resources and funding

The requisite resources for developing and implementing a landscape management project embrace both financial and human resources.

Specific resources can be included among the management project proposals to conduct activities by setting up *landscape funds* fuelled from public or private sources. The main facility is the *Public Fund for the Conservation of the Landscape*, which has been set up by a number of administrations in line with their specific landscape legislation. In some countries this fund is maintained by a minimum percentage of the budget for major works, infrastructures and public amenities, with a view to implementing proposals and activities linked to landscape policies.

On the other hand, the introduction of landscape aspects into sectoral policies (environment, tourism, agriculture, public works, culture, etc) is an indirect way of ensuring that the resources earmarked for these sectors can help implement the proposals and actions laid down in landscape management projects.

It is also possible to initiate consultation and negotiation processes with an eye to signing funding agreements with the private sector (foundations, banks, business associations, economic promotion consortia, patronage associations and individual sponsors), thus establishing *private funds* for implementing the proposals and actions in the management project.

Lastly, we might mention such other incentives as technical assistance for individuals or enterprises dealing with drafting and implementing the executive instruments (plans, landscape projects, etc) or enhancing landscapes by means of support for tourism policies, high-quality agricultural production and other indirect incentives.

The landscape manager must be kept informed, and inform the project promoter and the landscape operators, of the existence of the various sources of funding, incentives and economic resources, as well as possible tax deductions and subsidies for landscape policies and actions. He or she can even directly deal with applications for support or subsidies.

The landscape management agreements are the appropriate instruments for negotiating the funding and implementation of the commitments entered into by the social, economic and institutional partners.

D. Establishing an action programme

All landscape management projects must include programming for the short-, medium- and long-term development of the specific proposals and activities to be implemented.

It is important to set realistic deadlines. The different landscape operators should be involved in the development and implementation of the activities in a logical chronological order in order to ensure the efficiency of the management process.

Phase 5. Dissemination and follow-up

A. Developing communication and dissemination strategies

“Communication” in the landscape management processes means transmitting and exchanging important information on the landscape by the various social, economic and institutional partners. In a broader sense, we might also define it as the transmission of knowledge or cultural signifiers relating to the landscape.

All landscape management projects must comprise a communication and dissemination programme geared to publicising the goals, key ideas, strategies, proposals and actions, the project description and the methods of ensuring its formalisation, materialisation or execution.

Alongside the traditional media (press, radio, television, etc), Internet sites have provided new tools for developing effective dissemination programmes. Throughout the project phases, all news items of any kind relating to the management project should be compiled in order to build up the documentation for the follow-up to the project.

A communication strategy must be devised to cater for the diversity of social sectors potentially interested and diversifying the information in accordance with the main features and interests of each sector: the whole general public, civic entities, the school population, etc. The manager or management team should approach educational centres in order to inform teachers and pupils about the local management projects, so as to promote *landscape education*, ie transmitting information and fostering positive attitudes to the landscape and landscape values.

The ultimate goal of the communication and dissemination phase is to create a social climate conducive to the development of the landscape management projects, and also to create a genuine *landscape culture* boosting the appreciation of landscape values and improving personal and social attitudes to the landscape.

B. Imparting impetus to the process of implementing the proposals and actions

At this stage, the landscape management promoter who originally initiated the whole process, exercising leadership and funding project development, can propose setting up a *landscape council*, namely a body representing the local operators, the landscape managers involved during the management process and other professionals specializing in landscape planning, protection and management. This body is mandated to motivate these operators to take part in the communication, dissemination, impetus, follow-up and evaluation phases for the landscape management project.

Given that the landscape council is a representative body involving the landscape operators in monitoring the project, it should be backed by a *technical landscape office* made up of a technical team of landscape managers and other professionals specializing in landscape planning, protection and management. This office is geared to implementing, boosting and ensuring continuity in the execution of the management project.

A *landscape management liaison officer* might also be called in at this point, responsible for disseminating all the proposals emerging from the management process among the social, economic and institutional partners and also among the population in general. The liaison officer co-operates with the landscape manager, the management team, the landscape council and the technical office in promoting and implementing the landscape management project proposals and actions.

C. Evaluation of the results of the management process

All management processes require continuous evaluation of their results. Where landscape management is concerned, evaluation of the development and implementation of the project and achievement of the objectives also necessitates a number of appropriate methods and instruments.

To this end, the technical landscape office might design a set of *landscape indicators* using all the quantitative and qualitative factors conducive to securing information on and monitoring the development and progress of the landscape which is the subject of the management project, specifying the degree of public satisfaction with the outcome of the proposals and actions implemented or awaiting implementation and gauging the effectiveness of the public and private initiatives arising from the agreements reached under the various landscape consultation and mediation processes.

FIG. 3 Landscape management as a process and the objectives of the European Landscape Convention

Source: Jaume Busquets and Albert Cortina

III. Landscape management professionals

1. Converging disciplines and professions

The European Landscape Convention of 2000 states the need for interdisciplinary and inter-professional work in protecting, managing and planning the landscape. With specific reference to management, however, this need is even greater, since the pursuit of the corresponding goals and results involve the ability to create synergies by means of interaction among all the operators involved in the landscape.

This is why the teams participating in landscape management project include specialists from a variety of disciplines and professions pursuing the same research and operational objective from different viewpoints and the different outlooks provided by their specific modes of training, some of them being largely epistemological (landscape planners, geographers, architects, environmental scientists, engineers, etc) and other being more recently involved in managing landscapes (sociologists, lawyers, economists, etc).

We shall be investigating, although not exhaustively, a list of the professionals directly involved in landscape management teams, whether throughout the process or at specific points therein, or else co-operating in specific types of projects depended on their specific features:

- *Landscape planners*: these specialists enjoy a long professional tradition and come from a variety of educational backgrounds. They work on designing, formalising, restoring and planning landscapes. Initially, therefore, work concentrate on urban gardens and parks, later expanding massively to all types of open and built-up areas;
- *Landscape architects*: like landscape planners, albeit with an architectural training, their participation in landscape management project is vital. The ability to formalise the projects or their development, design, restoration, urban planning, etc, are professional skills of strategic importance for most landscape management projects;
- *Geographers*: the landscape is one of the founding themes of geography. Starting from regional, spatial and territorial analysis, geographers have broadened their scope to such aspects as analysing contemporary production of landscapes and regional planning and development. Their participation in the analysis and proposal phases provides strategic results for the design and definition of management projects;
- *Environmental scientists, ecologists and biologists*: landscape ecology has provided a major contribution to understanding the functioning of landscapes and their structures as systems. Training for such professionals qualifies them for analysing the socio-ecological aspects of the landscape and also for integrating environmental sustainability criteria into the projects.

- *Engineers*: these professionals can help establish criteria for facilitating the choice of locations, minimising landscape impacts and incorporating buildings and major infrastructures into the landscape. Drawing on their expert knowledge (of such important aspects as mobility and energy infrastructures, technical and environmental services, industrial installations, etc), their contribution to specific projects can be decisive.
- *Urban planners*: these professionals have various types of training behind them (architecture, engineering, law, environmental science, geography, economics, etc), and work in the field of urban planning and management in towns and cities. Urban planners provides landscape management processes with criteria for defining land use, the location of activities and buildings in a manner compatible with landscape values, the aims of improving the landscape and landscape planning guidelines. The urban planning angle can provide the landscape management team with an overview of the means of planning the various uses and activities in the urban and non-urban areas, as well as the regulations and parameters governing both urban and rural constructions.
- *Lawyers*: their in-depth knowledge of the applicable legislation and the by-laws deriving from the urban planning and sectoral instruments provides the management teams with essential facilities for developing their projects, viz the “*legal cartography of the territory*”. Furthermore, lawyers help design and formulate the goals and proposals for the management projects and are empowered to conduct negotiation, social consultation and territorial mediation processes, and, within this conflict-preventing or -settling function, play this role alongside other landscape management mediation professionals.
- *Cultural heritage managers*: culture and cultural heritage have become an increasingly important variable in today’s knowledge-based society, based on its capacity not only for changing the lives of individuals but also for generating major economic activities around it relating to leisure, tourism, training, etc. The contributions of such professionals as historians, archaeologists, anthropologists, etc, is well-suited to the heritage and cultural dimension of the landscape.
- *Sociologists and political scientists*: the experience of these professionals in the fields of social and political sciences is particularly useful in the processes of identifying social partners, pinpointing the social networks which grow up in a specific area and ensuring interaction with the landscape operators by designing and implementing citizen participation procedures. These professionals also act as landscape management mediators and work alongside other professionals in concluding agreements via negotiation and social consultation.
- *Tourist managers*: tourism, particularly cultural tourism, regards landscape as a *leitmotiv* and a resource useful for the development of its economic activity. Tourist managers devote great attention to managing the natural and cultural heritage of specific areas. It is very important to involve these professionals in landscape management projects in order to generate or increase the landscape capital relating to leisure and tourist activities.
- *Agricultural and forestry engineers*: incorporating such professionals into the landscape management processes is useful with a view both to formulating realistic proposals and actions for the landscape management project and to subsequently drafting and implementing the various executive instruments (codes of good agricultural practices,

technical forestry improvement plans, landscaping projects for parks and gardens, etc), taking account of the requirements and opportunities vis-à-vis agricultural, forestry and horticultural production.

- *Landscape educationalists:* the contribution of these professionals (teachers, educational scientists and other training specialists from the social science field) stems from their ability to implement criteria and define strategies in the landscape management processes to promote social awareness of citizenship, landscape education and the creation of positive attitudes to the latter.
- *Communication experts:* the training and experience of these professionals can be useful during the phase involving the dissemination of objectives, the key ideas and proposals making up the main description of the landscape management project. They can also be called upon to contribute at various points in the social participation process which proceeds alongside the management process.
- *Economists:* experts in economics and business sciences can help define the strategies to ensure that the management projects are viable from the economic and financial angles. Involving company executives, managers and directors in promoting this type of project necessitates using business terminology and various techniques for economically enhancing the material and non-material assets of the landscape, to whose management these professionals must undoubtedly contribute.
- *Patronage and sponsorship experts:* some landscape management processes can benefit from bringing in such experts in obtaining private funds from individuals or companies via their social corporate responsibility programmes. This can help design a funding programme to facilitate the development and implementation of the proposals and actions for the landscape management project.
- *Psychologists:* most landscape management instruments and proposals comprise aspects linked to the perception of individuals and social groups vis-à-vis the landscape in which they live and conduct their day-to-day activities. This is why input from psychology and other medical sciences can help the landscape management team to use various techniques and procedures to assess the degree of physical or mental well-being which the proposals or activities to enhance and improve a specific landscape can provide for individuals.
- *Other professionals:* artists, photographers, writers, poets, philosophers, musicians, filmmakers, advertisers, etc. Drawing on their familiarity with the visual and sensory aspects and their ability to transmit feelings, contemporary views of landscapes and their artistic and spiritual values, such professionals can be an asset to landscape management project at specific points in the procedure.

The specific make-up of the management team will require the promoter and the manager co-ordinating the project to achieve maximum cross-disciplinarity with the available economic resources, ie he or she must optimise the capacity for interaction between the approaches and outcomes of the various professional disciplines and skills, so that each specific vision is influenced or altered by all the others and the different experts rethink their approaches in the light of discussions with the other members of the landscape management team.

During the cross-disciplinary work, the expert or professional *contributes, learns and, with hindsight, modifies his or her own contributions. The cross-disciplinary team adopts a systematic conduct, which explains the spiralling progression of its working procedures* (R. Folch, 2003).

2. Professional skills in landscape management

In this chapter we have approached landscape management as a transverse, cross-disciplinary process. Its basis features are dynamism, social participation, rigour and creativity in the development of strategies and proposals. These qualities help concretise the goals, develop key ideas and create an appropriate main description to achieve the aims of a specific landscape management project.

When intervening in the landscape management processes, the different professionals, promoters, social, economic and institutional partners constantly interact, building up networks, creating consensuses and deepening the culture of landscape enhancement.

We have also seen that the teams devising landscape management projects comprise specialists from different disciplines and professions providing a variety of viewpoints depending on their specific training, and that they use a cross-disciplinary working method to analyse the elements of a specific landscape, diagnose its state and pinpoint the prevailing themes.

The formulation and implementation of a landscape management project, specifically geared to helping improve the quality of human life and local development, require special abilities on the part of the professionals involved throughout the process.

The most important skills to be wielded by the landscape management professionals include:

- teamwork;
- communication skills;
- mediating skills;
- ability to synthesise;
- creativity;
- ability to make proposals.

The cross-disciplinary nature of the teamwork necessitates *capacities for interaction (teamwork) with other professionals*, who often have different views, methodologies and even terminologies.

Being a *good communicator* facilitates the transmission of ideas and proposals to both the project promoter and the partners involved in the different social participation phases.

Having *mediating skills* helps the manager to prevent conflicts throughout the process and to secure agreement between individuals or social groups which often represent different concomitant interests, albeit in the same territory.

The *ability to synthesise* enables the professional to deal with the extensive information, documentation, data and criteria to be used in the various phases of the management process.

Developing *creativity* enables the landscape manager to go beyond the mere administrative function. Managing projects *does not mean merely administering: it involves analysing, planning, leading, controlling and modifying the working teams, in a continuous manner for the whole duration of the project* (M. Ruano, 1997).

The landscape manager must be capable of motivating the management teams in order to articulate the different key ideas and formulate a management project description that can be visualised via proper formulation of proposals.

The ultimate aim of landscape management is to formulate and implement a series of proposals and actions geared to enhancing and improving landscapes and increasing the well-being and quality of life of the individuals living in them, with an eye to promoting sustainable development based on a balanced, harmonious relationship between environmental, cultural, economic and social needs.

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