



## The Landscape: Italy and Russia. The general values for legislative and planning instrumentation.

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The paper presents the results of the PhD research of author supported by the Erasmus Mundus Action 2 Programme of the European Union.

The paper is dedicated to the landscape planning after European Landscape Convention, in particularly to the Italian experience, demonstrates the differences of understanding the landscape related to social, linguistic, economic, environmental aspects and its interrelationship. European Landscape Convention (Florence, 2000) defined that landscape has “an important public interest role in the cultural, ecological, environmental and social fields”. These intends various possibilities for new programs, for new tools, for new process and activity in regard the city as a landscape. The research investigates the theme of landscaping planning in Italy to answer the main question of the thesis: how can the ELC's addresses be applied to the Russian case through experience of Italian landscape planning. To achieve this goal, has been verified: the process of integrating the European Landscape Convention, the Italian legislative system and landscape planning tools.

**Keywords:** landscape planning, planning legacy, values, heritage, management

### Introduction

The paper is dedicated to the landscape planning after European Landscape Convention, in particularly to the Italian experience, is concerned with the integration of the European Landscape Convention (Florence, 2000) into the Italian legal system and with development of the regional landscape planning tools, focusing on its organizational, operational structure, its legislative content, disciplinary and managerial innovations, mechanisms and procedures for the processing of the general planning instruments (landscape plan) in order to identify criteria, principles and tools to produce the base model, which can be applicable in different countries, for example, in Russia.

The main aspects for motivation of the research. The European Landscape Convention entered into force more than 17 years ago. During this period the Parties form and develop the tools to applicate the guidelines of the Convention. Italy was one of the first to sign the European Landscape Convention on 20 October 2000, 1 September 2006 the Convention entered into force on Italian territory.

During this period Italy has elaborated and continues to develop its instruments to update the guidelines of the Convention and to respond to the present problem of the intensive transformation of the contemporary landscape, taking into consideration the strongest presence of the cultural and world heritage, Italy stands at the top of the UNESCO list of World Heritage Sites in terms of the number of registered sites.

The transformation of the world economy, the mutation of trade and the migration (the United Nations Organization provides a relevant figure, between 1990 and 2013 international migration had an increase of over 50%, compared to the statistics of the years previous, about 77 million people - 'international migration stock' -), has accelerated the process of globalization. The coexistence between different cultures and traditions that arise at the border of this reality, partly inside and in partly outside these intensive changes of the territory, are the causes and consequences of catastrophic changes.

The analysis of this experience, especially in relation with cultural heritage and landscape, the research for the effectiveness of the integration process and its mechanisms, strengths and weaknesses, represents a complex scientific problem at the global and national level. The increased practical interest of research is for the possible Parties that have not signed and ratified the Convention.

Russia has not signed the European Landscape Convention and doesn't implement its guidelines, but it is a member state of the Council of Europe, therefore has the possibility to ratify the Convention and to implement its guidelines in the land management and landscape management systems. Russia is completely involved in global processes of the transformation of the territory. Has its own urban planning system, the system of ecological and environmental legislation. The framework of the Russian laws concerning territorial planning, cultural heritage and ecological legislation presents a complex system of concepts for the protection of the environment, cultural heritage, nature and natural resources, and has its own structure and contents.



The research investigates the theme of landscaping planning in Italy to answer the main question of the thesis: how can the ELC's addresses be applied as a basic model through Italian experience of landscape planning in another State, for example, in Russia.

There were identified three main research goals structured as:

1. To verify the integration process between the European Landscape Convention, the Italian legislative system and landscape planning tools;
2. Conceptual, cultural and operational comparison between Italy and Russia in planning (in the Italian case, landscape planning);
3. To Identify ways to manage the landscape transformations that can be declined to the Russian case.

To achieve this goal, has been verified: the process of integrating the European Landscape Convention, the Italian legislative system and landscape planning tools.

### **Methodology**

The methodology of research includes complex analysis of the subject of study: collection of materials, materials analysis, full-scale survey, empirical analysis, interviewing. The research path has been organized in 3 phases:

- 1) Cognitive phase;
- 2) Evaluation phase;
- 3) Proposal phase.

The first phase represents the preliminary investigation which includes: identification of the basic concepts of landscape planning in Italy and emerging issues; definition of the legislative framework on the national / regional level, mechanisms and principles that regulate the protection and safeguard, conservation, transformation and management of the landscape values; framework of the system of planning in Russia.

The second phase represents the critical reading of significant good practices, verification of the real degree of interaction / integration between the landscape plan and principles of the ELC, identification of the critical and successful aspects; interview with Russian specialists on the theme of landscape and its management.

The third phase proposes the elaboration of a methodological path for the draft guidelines / general principles, declined to the Russian case.

### **Values**

The transformation of the world economy, the mutation of trade and the migratory movement (the United Nations Organization provides a relevant figure, between 1990 and 2013 international migration had an increase of over 50%, compared to the statistics of the previous years, about 77 million people - 'international migration stock' -), has accelerated the process of globalization. The coexistence between different cultures and traditions that arise at the border of this reality, partly inside and in part outside these intensive changes of the territory, are the causes and consequences of catastrophic changes. Transformation and fragmentation of the landscape, that according to the ELC is 'an important part of the quality of life for people everywhere'. The Convention is an international result in the framework of the Council of Europe's co-operation.

Landscape, the visual perception of the environment around us (Fig. 1), its qualities and values, its importance for everyday life and for the future, can we have the adequate methods and instruments to manage it? The "landscape" of each other fully reflects significance of the environment around? How important is the landscape for living and everyday life? How can be define the objectives for management the landscape in the global world? Why is it necessary to preserve, protect, safeguard, enhance, manage and transform the landscape? Why we need the planning instruments for manage them?

Every Party has to think about landscape and its future as a local part of global. Such questions have to be mentioned and taken into consideration when we think about landscape and its future, when we decide to manage the landscape for purpose to create the more adequate and balanced paradigm for every work with the territory in each scale.

The legal concepts defined in the Convention are 'landscape', 'landscape policy', 'landscape quality objective', 'landscape protection', 'landscape management', 'landscape planning'. Those basic concepts form a fundamental network to move inside for the Parties. The conceptual chain:



cultural and natural heritage - landscape - identity - population,

creates a link between the landscape and the European cultural and natural heritage and the local population. This link is a legal connection. It creates a new legal object, that is 'landscape', between two other legal objects: European cultural heritage and population. The ELC recognizes that changes in the habitat, the changes of landscape transform our culture and the culture of commons.

By the 'promotion the protection, management and planning of landscapes' the Convention activates the less used areas of economy, with their involvement in active life. The landscape is represented as 'a resource favourable to economic activity' and its 'protection, management and planning can contribute to job creation', that aims to identify and to recognize the additional possible economic resources. The process of management and planning, in each case, involves the possible transformation that, from the evolutionary point of view, is the obvious process. On the one hand, it opens the possibility for rethinking the concept 'landscape', but also opens the possibility for its changes and transformation, in consequence, conduct the risks associated with the realization of programs and with the qualification of the professionals involved in the planning and management and risks related to legal procedures of territory management on the implementation and integration of the Convention, including economic risks, legal, environmental, climate, social and others.

### **Framework. Italy.**

In Italy, the integration of the addresses of the Convention is regulate by D.Ls. 22 January 2004, n.42 – The Code of Cultural Heritage and Landscape (The Code)<sup>1</sup>. The control functions on cultural heritage has 'The Ministry of cultural goods and activities and tourism' / Ministero dei beni culturali e delle attività culturali e del turismo (MIBACT). The Constitution of the Italian Republic has introduced the term 'landscape protection' / 'tutela del paesaggio', by the Code the term landscape has been legally recognized and has been defined. The Code is an integrated document applicable throughout Italy. The current concepts, principles and objectives, obligations and issues of the European Landscape Convention have been analysed with a comparison of the current concepts, principles and objectives, obligations and issues of the Italian Code of Cultural Heritage and Landscape (Fig.2).

By the Code are introduced the basic concepts (Fig. 3) for the activation of the process of management the cultural heritage in Italy. The cultural heritage consists of cultural values and landscape values (art. 2.1). The Republic protects and enhances cultural heritage, according to the provisions of the present Code. The protection and the enhancement are the main basic concepts for operation with cultural heritage. The enhancement is implemented in compliance with the requirements of protection (art. 131 c. 5).

The functions of protection can be defined:

- to recognize cultural values;
- to safeguard cultural values;
- to recover cultural values.

The functions of enhancement can be defined:

- to promote the development of culture;
- to requalify buildings and areas;
- public use of the landscape;
- to create the new landscape values.

It can be defined that the enhancement is the new integrated concept to safeguard the territory, to use the territory, to develop the territory, to build a new landscape and a new city, that Italy follows to be applied with the Code. The protection and enhancement all together form the principles to activate concepts of the Code in legislation and planning for the management of the Italian territory and landscape.

By that Code was introduced a new type of plan on the entire Italian territory: the landscape regional plan or urban-territorial plan with specific consideration of landscape values is mandatory on the regional level. The Code and the plan are the main tools for the multilevel governance to achieve the 'Landscape policy' (ELC) on the Italian territory. Where for 'Landscape quality objective' (ELC) have been put at the centre of conceptual level the cultural development and the memory of the national community and the territory.

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<sup>1</sup> D.Lgs 22 gennaio 2004, n. 42 - Codice dei beni culturali e del paesaggio.



The landscape plan has priority above other types of plan, is a key tool for landscape planning. By the Code for the regional landscape plan is required to identify the landscape areas (it. 'ambiti') at the defined borders: the landscape plans, with reference to the considered territory, recognize the peculiar aspects and characters, as well as the landscape characteristics, and delimit them into the relative areas (from Art. 135 c. 2).

The criteria for identifying the landscape areas are defined by plan, that represents for each region a complex research and design problem. Identification of landscape areas with prescriptions and requirements for different use or functions with definition of the appropriate quality objectives (Art. 135 c. 3, Art. 143 c. 1, s) corresponds to an innovative tool for the landscape plan, because it is a new tool to achieve the protection and enhancement of the landscape. For scopes are defined requirements for different use and functions with attention to the specific issues, those are mentioned in the art. 135 c. 4 of the Code: conservation, rehabilitation, protection, the identification of guidelines for the urban development.

The plan can have required actions and possible actions, such measures make the plan a more flexible tool and allows for each region to create its own language for management the landscape and allow for the plan to be more independent. Each region should have their own landscape plan in their own borders. The plan should be elaborated through the protection and enhancement tools.

### Basic model

A critical reading of significant good practices was developed, as a verification of the real degree of interaction / integration between the landscape plan and the principles of the ELC, identification of the elements of success and criticality for the purpose of identifying ways to manage the transformations of the landscape that can be declined to the Russian case. The current situation of Italian landscaping has been observed in the twenty regions (fig. 4). Based on this observation by case of a critical reading study, four regional landscape plans were selected: The Regional Territorial Landscape Plan (PTPR) of the Lazio Region (adopted 2007), Territorial Direction Plan with Value of the Landscape Plan (PIT) of the Tuscany Region (approved Integration Act 2015), the Regional Landscape Territorial Plan (PPTR) of the Apulia Region (approved 2015), the Regional Landscape Plan (PPR) of Piedmont (approved 2017).

There were elaborated the methodology to analyse these plans based on the 10 criteria. The plans were evaluated and analyzed on the following criteria:

- normative documents for reference;
- types of elaborated materials of plans;
- strategies and goals system of the plans;
- specific landscape quality objectives for landscape areas;
- system of territorial structures;
- areas and other territorial units / elements of the landscape;
- criteria for identifying the landscape areas;
- areas, division structure;
- typologies of schemes for landscape areas;
- programs, guidelines and other elaborates materials of the plan.

For each criterion the effective, more or less preferable model have been identified. The plans have non-homogeneous structures and types of elaborated materials. The general and / or specific objectives have been identified differently by each plan. The simplest system is the system of the general objectives of the Lazio PTPR. The most complex system is elaborated by the Piedmont PPR. In the four landscape plans analyzed the different types of structural readings of the territory have been proposed. The first is a landscape type, where the typologies of the system of the landscape areas, structured in different ways. The alternative typologies are of geographic type, regional structure or of structural reading of the territory. Each plan elaborated its own language of the interpretation the application of landscape areas, of the addresses of the European Landscape Convention and of the regulations of the Code of cultural heritage and landscape. The types of the system of landscape areas of plans are structured in various ways (Fig. 5). Effective / preferable criteria have been defined for the identification of landscape areas with approach: the historical-cultural, morphological, ecosystem and environmental, structures of settlement, perceptive.



Each plan has elaborated its own language of interpretation of the addresses of the European Landscape Convention and norms of the Code of Cultural Heritage and Landscape. The priority for all the decisions made in the plans are the protection and enhancement of cultural heritage and landscape.

The possibility of application of the ELC addresses through experience of Italian landscape planning has been evaluated. The methodology, the principles, the tools for applying the CEP guidelines through experience of Italian landscape planning have been identified. There were elaborated the basic model of application of the ELC addresses through experience of Italian landscape planning, structured in 2 actions:

1. Structure of the landscape plan with obligatory / possible actions, which makes the plan as a more flexible and adaptable instrument in different conditions:
  - a) Actions for the strategic programs and projects / recognizing the initiatives already started.
  - b) Atlas / catalog of cultural heritage and landscape values.
  - c) Landscape areas as a tool to manage the landscape.
  - d) Strategies / strategic scenarios.
  - e) Guidelines, strategic projects, integrated landscape projects and etc.
2. Method of defining the criteria for identifying the landscape unit.
  - a) Historical and geographical conformation of the Regions;
  - b) The characters of the hydro geomorphological structure;
  - c) Environmental and ecosystem characters;
  - d) Settlement types: cities, city networks, infrastructures, agricultural structures;
  - e) The articulation of perceptual identities of landscapes.
3. Methodology to work with landscape areas: analysis (systems: hydro-geomorphological, eco systemic, anthropic and cultural history etc.), territorial structures (areas), landscape quality objectives, actions / regulations for use.

### **Framework. Russia**

The concept of landscape explored from the conceptual and cultural point of view, in the different traditions and in the ELC, also in case of Russia. The aim is to identify the analogical-related concepts and their importance, for the possible integration of the ELC. The language is a reflection of our life and culture, shows the importance of the local environment and everything around us. The concept of perception includes the different ways of human perception: visual, sensory, through taste, hearing, smell, touch, temperature, humidity, etc. That is obviously depends on surrounding conditions and characteristic of the environment and the landscape and the mode of individual and collective perception. It was made an etymological-cultural comparison of the 'landscape' concept in different cultures, making more specific attention to the Italian-Russian case, throughout the general concept, the cultural context, the practice of the planning, design, legislation, the similarities possible. It has been observed that for each country it is necessary to create its own language for the 'landscape' with the specific local tools.

The framework of the Russian laws and planning system have been analysed more specifically on the concept of 'landscape' and related concepts, to define where and how the addresses of the European Landscape Convention can be included. Within the framework of the laws related to spatial planning, cultural heritage and ecological legislation, the term 'landscape' can be found in the following laws:

- About cultural heritage [cultural heritage objects] (historical and cultural monuments) of the people of the Russian Federation;
- For the protection of the environment;
- About protected areas;
- Forestry code of the Russian Federation;
- Land code of the Russian Federation.

In the Constitution of Russian Federation, the term 'landscape' is not present. But there are alternatives and related concepts such as: historical and cultural heritage, conservation of nature and the environment and so on. In the Urban Development Code of the Russian Federation the term 'landscape' is not present. But there are also



alternative and related concepts such as: sustainable development, favourable natural conditions for life and conservation of cultural heritage, balance of environmental / ecological, economic, social factors and other factors in the execution of activities urban development, environmental protection and ecological security requirements, conservation needs of cultural heritage and protected areas, and others.

In the Federal Law "About cultural heritage [objects of cultural heritage] (historical and cultural monuments) of the people of the Russian Federation" the concept 'landscape' presents as: landscape architecture, cultural and natural landscapes, protected area of the natural landscape, historical environment landscape, landscape features. The law has its system of concepts / objects for conservation, use, promotion and protection of cultural heritage values, where also part of the landscape is included. In the Federal Law "About the protection of the environment" is defined what is a 'natural landscape'. Also, in the present laws there is a complex system of concepts / objects for the protection of the environment.

The term 'landscape' is not defined in the documents observed, but presents or as a natural landscape, or as a cultural landscape, or as a place of interest, or as a natural complex and so on. That is why it can be concluded that the framework of laws relating to spatial planning, cultural heritage and ecological legislation presents a complex system of concepts for the protection of the environment, cultural heritage, nature and resources, and has its structure and contents. connected to each other.

There were taken the interview of the Russian professionals and experts on the topic of landscape in Russia. How landscape can be considered by professionals and how they think about the role that the landscape can take in planning and what is conceptual and practical references can be appropriately adapted to the Russian case. The objective of the interview is to try to analyse how architects in the Russian Federation take the landscape theme into consideration. That is why the purposes of the interview can be structured according to the following criteria:

- concept of "landscape" in use by architects in planning and design, especially, if there are other related terms;
- importance of the landscape for the contemporary daily life;
- the objectives for landscape management, view by the architects;
- how architects and another specialist see the tendency of landscape transformation on the territory of the Russian Federation;
- importance of landscape for planning in the Russian Federation.

Additionally, to the basic model of application of the ELC addresses through experience of Italian landscape planning in Russian case there were proposed such actions (Fig. 6):

1. Transformation of the structure of the normative - hypothesis of two possible scenarios. To applicate the Italian method declined in the Russian case to illustrate the necessity to implement the addresses of the Convention:
  - through the elaboration a single code to manage all the assets, areas, objects of protection;
  - or through each document related to the environment, territory, cultural heritage and landscape and so on.
2. Definition what is the 'landscape';
3. Applicate Convention addresses to all normative documents, applying the basic concepts of the Constitution to preserve nature and the environment and to preserve the historical and cultural heritage;
4. Enhance the concept of 'landscape' for planning;
5. Develop landscape planning as a basis for spatial planning as a whole landscape;
6. Evaluate the risks, weaknesses and strengths more detailed with the possibility of advantages and benefits.

### **Conclusion**

There were analysed the framework of the European Landscape Convention, the framework of the Italian landscape planning: the regional landscape planning tools, focusing on its organizational, operational structure, its legislative content, disciplinary and managerial innovations, mechanisms and procedures for the processing of the general planning instruments (landscape plan). The framework of the Russian laws been analysed more specifically on the concept of 'landscape' and related concepts, to assess where and how the addresses of the European Landscape Convention can be included. There were elaborated the methodology, the principles, the criteria and the tools for applying ELC guidelines. In case of Russia 4 types of actions are proposed. The results of the study



can be used as a basis for the preparation of methodological guidelines, duly declined to the Russian case, aimed at studying, planning and designing documents and documents at federal level; the guidelines will be aimed to the conservation and management of landscape values and can provide methodological and scientific support for the drafting of some urban planning instruments of the Russian Federation.

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No potential conflict of interest was reported by the author.

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Image sources



Figure 1: Artena, Italy, Author's photo.

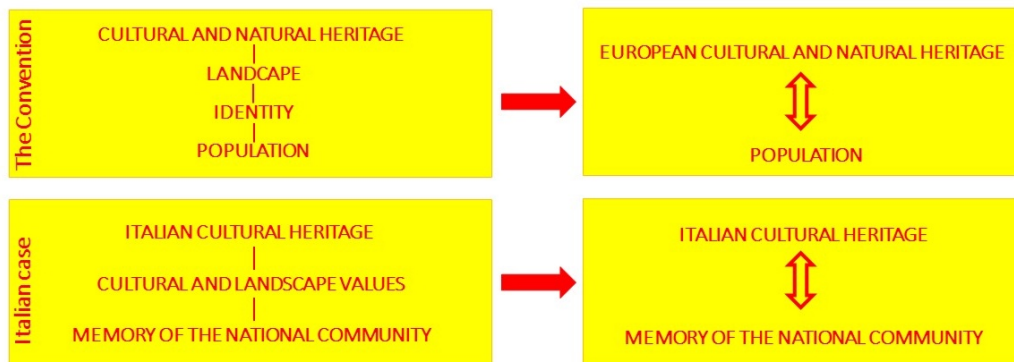


Figure 2: Identification of the basic concepts of the landscape planning in Italy and the emerging issues in comparison with principles of ELC.

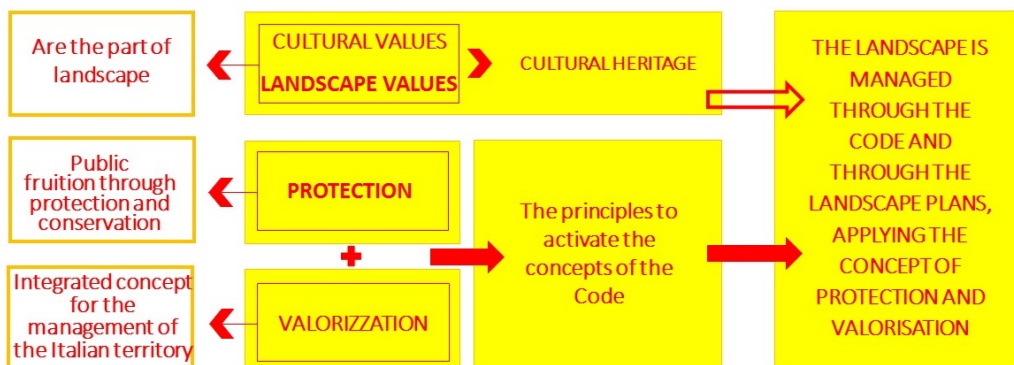


Figure 3: Definition of the national / regional legislative framework, mechanisms and principles which regulate the protection, conservation, transformation and management of the landscape values.

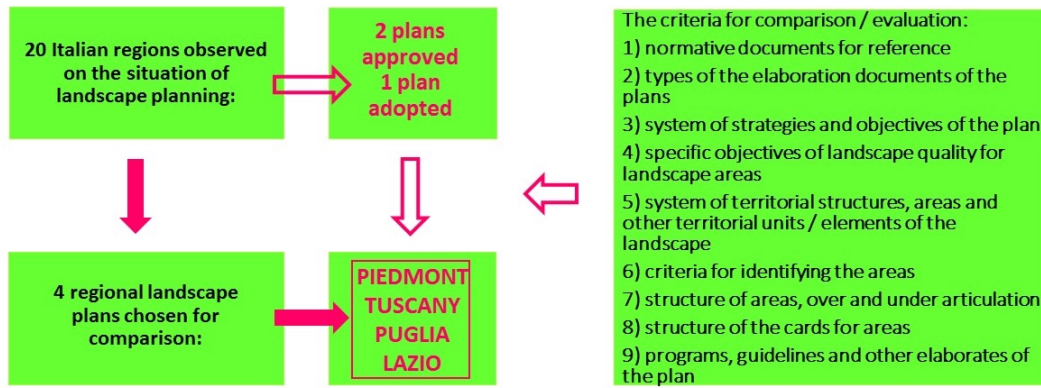


Figure 4: Critical reading of significant good practices, verification of the real degree of interaction / integration between the landscape plan and the principles of the ELC.

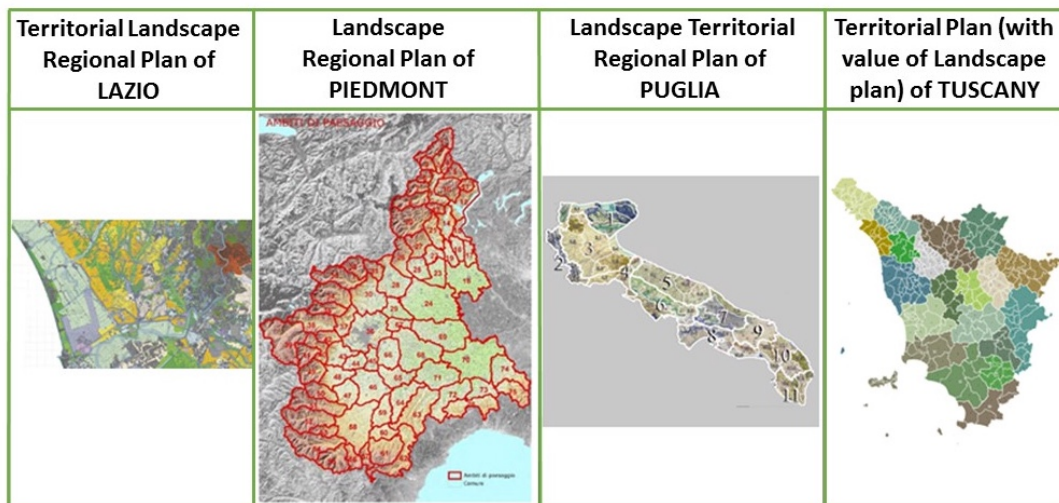


Figure 5: Landscape areas in plans of Regions: Lazio, Piemonte, Puglia, Toscana.



Figure 6: The basic model with additional actions for the Russian case.