

## **RESTORATION OF CULTURAL LANDSCAPES IN SPATIAL PLANNING**

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### Abstract

The issue of protection and development of the cultural landscape is an integral part of spatial planning at all levels. Progressing from the nineteenth century, interest in natural and anthropogenic landscape over the years has become the basis for conducting this research and the creation of a series of documents. Their result was to legitimize the principles of protection and landscaping by acts of planning. Advanced action in this area conducted by the European countries are beginning to exert more and more emphasis on setting the protection and development of the cultural landscape as one of the main objectives of planning in Poland.

**Keywords:** spatial planning, cultural landscape, landscape protection

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## **1. THE HISTORY OF CULTURAL LANDSCAPE CONSERVATION METHODS**

### **1.1. Observation and appreciation of the values of natural and cultural landscape**

According to the European Landscape Convention, signed in Florence in 2000, a landscape is a picture of visible features of an area obtained as a result of natural or anthropogenic factors or their interactions [4, p. 2]. This definition indicates that the landscape maintains the traces of the past. Yet in ancient times, when panoramas had already been known and appreciated, landscapes aroused interest of the contemporary people. The views of cities began to be performed in the Middle Ages. The growing fascination with the landscape, both natural and cultural, contributed to the construction of balconies and loggias during the Renaissance, to the formation of viewing terraces in the gardens of the Baroque era, to the landscape design, which started in romanticism. Numerous viewing points were built and landscapes were formed in the vicinity of cities, and soon greenery entered urban areas.

### **1.2. The development of urbanism and the beginnings of urban planning legislation. The elaboration of first planning methods.**

The Industrial Revolution in France, England and later in Germany resulted in spontaneous urban development, which eventually was controlled by local authorities and state legislation.

The theory of urban planning soon became a subject of interest to German authors. The systematic development of German urban planning of this period [11, p. 7], was probably the result of the merging of two seemingly contradictory trends. The classical trend continued the ideas which originated from Haussmann, and even from the tradition of Baroque urban planning represented by J. Stübben. The critical trend, Art Nouveau, was represented by C. Sitte or T. Fischer [6]. Stübben based urban design on arranging squares, streets and shaping the urban tissue in the form of quarters. He designed a sequence of closely related urban interiors overlooking a variety of perspectives and views. His concept of zone plans, which assumed the protection of communication systems and the dominants, provided an opportunity to protect and shape viewing points and panoramas. Camillo Sitte appreciated the dynamic composition and multiplicity of views. He emphasised that the skilfully shaping of urban spaces is the task of urban planning.

However, yet in the initial concepts of new urbanism, the so called progressive urbanism, a different concept of space was introduced, which severed the

continuity of solids in favour of the continuity of space-time in which the designed elements were to be freely arranged [5, p. 67]. The plan began to be understood as a communication system with an architectural design (Soria, then Le Corbusier). The so-called ideology of a plan [6, p. 4] started to be developed. It became the end of *architectural urbanism* shaping not a plane system but the space.

Reflections on the development and transformations of cities expressed on the first urbanistic congresses (Verband Deutscher Architekten- und Ingenieur Verein, Berlin 1874 Menheim 1906, the Royal Institute of British Architects, Town Planning Conference, London 1910) referred to communication structures, forms of urban space shaping which continued the rules established by tradition, as well as urban policy tools (Prussian law on the regulatory plan of 1874., Town Planning Act of 1909.). The regulations governing the methods of regulatory plans development from the nineteenth century, which constituted the first tool of an urbanist and designer, stressed the importance of the sacred and guarded by the town charter rule for determining the binding building line.

A method that recognized development of public spaces, i.e. streets and squares, as the fundamental design issue, in terms of organizing and developing cities, was legally sanctioned. These problems were also discussed in papers on urban planning issues which appeared in the first specialist journals dedicated to this field of science and art, i.e.: "Der Staedtebau" (published thanks to C. Sitte's effort in Vienna and Berlin since 1904) and "Town Planning Review" (published in Liverpool since 1910) [10].

The formation of the concept of ideology of a plan begins to be visible yet in the theoretical concepts in the textbook by R.Unwin [3, p. 184]. The beginning of the twentieth century was a period of the first crisis of the ideas of tradition and respect for landscape values.

The rediscovery of the values of the cultural landscape and its protection occurred after the First and Second World Wars. Then, the first attempts of restoration of historical landscapes, testifying to the identity of the place, and regulations that protected the cultural heritage were introduced, i.e. such as: Act on protection of natural beauty (Legge 29 giugno 1939, n. 1497 "Protezione delle bellezze Natura") passed in Italy in 1939. Its provisions raised the issue of the need to protect the views and panoramas as well as the drawing up inventories of natural and cultural landscapes, as well as regional plans of landscape (I Piani Territoriali Paesaggistici).

## **2. TOOLS FOR PROTECTION AND SHAPING THE CULTURAL LANDSCAPE IN SPATIAL PLANNING AT THE REGIONAL LEVEL**

Spatial planning is one of the most important instruments for the protection and development of cultural landscapes, but the effectiveness of planning tools, both in Western Europe and Poland, still has not reached the level that would be satisfactory from the point of view of conservation. Politicians started to get involved in the protection of cultural values and then actively participated in its shaping since the second half of the twentieth century. In 1972, the Convention on the Protection of the World Cultural and Natural Heritage was signed in Paris. The Convention identifies historical sites as the work of joint efforts - of a man and nature, while pointing out the need for fusion of cultural heritage and the natural landscape [7]. Research on the need for the protection and development of landscapes was intensified after the European Landscape Convention had been enacted in Florence in 2000. It aims at the formation of high-quality landscapes, through adequate development and protection.

Germany, one of the most decentralized European countries (the country is divided into the so-called *lands*), thanks to its planning system implements actions for cultural landscape protection. Despite the fact that the European Landscape Convention was not ratified in Germany, the idea of the preservation of natural resources and the need to shape cultural landscapes were among the three main strategic objectives of the Act of Spatial Development in Germany, enacted in the 2006 Conference of Ministers (*Leitbilder und Handlungsstrategien für die Raumentwicklung in Deutschland*) [8]. The strategy of spatial development in Germany elaborated during this Conference, indicates the direction of space shaping at lower levels of planning - regional and local levels. The instruments of shaping and protection of cultural landscapes that are used in Germany are regulated by the federal law on the protection of nature (*Bundesnaturschutzgesetz*). One of the provisions of the document determines the tasks of landscape planning and the implementation methods: programs and frame plans for landscape development [2]. Based on the study prepared at higher levels, a detailed documents are elaborated in the form of landscape plans which include mainly the rules of nature and landscape protection. In each of the federal states, planning procedures are slightly different. The mentioned landscape development programs are drawn up at the Land level. The "Lands" are responsible for further adoption of legislation on landscape planning for the particular "Land", and the framework plans for landscape development are usually prepared at the regional level, however, the planning procedure in each Land of the federation is slightly different [9].

Innovative solutions for the protection and development of the cultural landscape was applied in the Netherlands, where the national research program “Protection and development of the Dutch landscape” (PDL/BBO: Bodemarchief in Behoud en ontwikkeling) was implemented. The idea of this program is based on the cooperation between academic staff and politicians who shared information relevant to the development of cultural landscapes [1]. The main objective of the Dutch planning system, which is the result of a memorandum signed in 1999, is the “protection through formation”. A program, called Belvedere, was initiated then in the Netherlands. It aimed at the management and development of Dutch cultural heritage and landscape, and involved experts from various fields. The undertaken actions are intended to create a map of cultural-historical Netherlands, and along with other planning documents they will be helpful in the implementation of the policy of the cultural landscape protection at the regional level and in the development of a vision for a multifaceted framework for spatial planning in the period 2020-2040.

In the 1990s, the interest in the landscape became a subject of research in the UK, which resulted in the assessment of the nature of landscape (the so called Landscape Charter Assessment - LCA). The research work on such a broad problem was intensified by the European Landscape Convention, ratified the 2006. From that moment, the government agency for the natural heritage of Scotland (Scottish Natural Heritage) elaborated a number of documents, including the SNH's Landscape Policy Framework and a document containing directives on the methods of the use of local landscapes which take into account their natural and cultural aspects (Guidance on Local Landscape Designations). In Britain, since then, a number of landscape strategies have been elaborated which constitute the outlook for respect for cultural values in the future. An example of a regional document is the River Thames Landscape Strategy (TLS 1994), the main aim of which was to protect the cultural values located along the river. Implemented in 1995-2008, it became the prototype for the later planning records .

The interest in the cultural landscape in Poland emerged For the first time in the early twentieth century, when the Regency Council Act advocated the protection of the cultural landscapes of cities, towns and villages. This subject returned in 1976, when the Convention on the Protection of the World Cultural and Landscape Heritage was adopted. It included records about the need to protect monuments integrated with landscape. In 1998, studies and materials were published. They were elaborated within the national program “Protection and preservation of historic cultural landscape”, run under the auspices of the Ministry of Culture and Art. The study presents a design of a heritage card for

villages, conceived as a resource discernment of tangible and intangible heritage. Despite ambitious and far-reaching initiatives towards the development and protection of the cultural landscape, it has never become the subject of extensive research, and in the records of planning documents - it does not take a priority place. The basic legal act regulating spatial planning in Poland is the Spatial Planning and Development Act, whereas cultural landscapes are protected under the Act on the protection and care of historical monuments which refers to the protection of immovable monuments, and thus cultural landscapes. In neither of these documents there are any clear indications which would impose an obligation to elaborate landscape plans, just as in Germany, or other studies of cultural landscape.

Issues relating the protection and development of cultural landscapes are present at all levels of planning, including the regional level. Although spatial development plans elaborated at the regional level include the protection of cultural landscapes, they seem to be insufficient. The studies of landscape protection elaborated for provinces are more detailed. But these documents are not obligatory, and contents therein are focused mainly on natural not cultural aspects of the landscape.

### **3. BASIC CATEGORIES FOR PROTECTION**

It is extremely important to maintain the distinctiveness of the region and thus to protect the cultural landscape. The protective activities should involve not only the government but the whole civil society, and above all small communities, engaged in the protection of their place of residence. Properly conducted policy should contribute to the harmonious and sustainable landscape shaping and the preservation of its most valuable assets. Consequently, special attention should be paid, while shaping or revitalizing the cultural landscapes, to any distinctions encoded in individual elements characteristic for each landscape, and above all to any divisions and cadastral systems, urban and rural systems, panoramas and most precious objects.

#### **3.1 Division, traffic routes and cadastral system**

The cadastral division, together with the communication system forming its backbone, plays a crucial role in the composition of the landscape. Therefore, it is necessary to extend the protection of fundamental modules in the division of the area, which are observed from elevated vantage points. The parcelling process together with the traffic routes impose an essential landscape pattern. They constitute a pattern of distribution of various functional areas, which was shaped through centuries. They are still an underrated component of the cultural

landscape which often formulates an adequate background for the valuable monument complexes, and which is visible in the form of roads and tree plantings. Each settlement unit has its individual features, resulting from its history and culture, that distinguish it from other towns or villages, or else the surrounding areas.

### **3.2 Urban and rural systems, panoramas, views and interiors**

Protection and restoration activities should be applied not only to urban and rural systems, but above all to the whole complexes, consisting of the composition of these systems linked to the environment which provides the maintenance of compositional axes, primary panoramas and viewpoints. It is necessary to protect historic centres in their integral form or their restoration by anastylosis and reconstruction or replenishment while maintaining their original urban and rural character. Spatial development of towns and villages should be controlled in such a way as to protect the most valuable views and panoramas, and the newly constructed buildings must refer to the character of the existing buildings, and also be shaped in accordance with the principles of the composition of existing settlements.

### **3.3 The most valuable objects and their surroundings**

Comprehensive development of the cultural landscape includes all its elements together with single, architectural or structural elements. Attention should be paid not only to those with the highest historical and architectural values, or to the ones that are already covered by legal protection but also to those that have a significant impact on the image of the entire landscape. They should be protected together with their surroundings. The formation of a catalogue of objects to be protected would enable their identification, extremely important from the point of view of the individuality of landscapes which constitute the specificity of the region.

## **4. THE ASSESSMENT OF RECOMMENDATIONS FOR STUDIES AND PLANNING PROCEDURES APPLIED IN POLAND AND ABROAD, AND PROPOSALS SATISFACTORY FROM THE CONSERVATION POINT OF VIEW.**

Despite the initiatives in this field, undertaken increasingly frequently, the development and protection of cultural landscapes in Poland continues to be problematic. First of all it lacks the comprehensive landscape protection which would take into account all its elements. In Poland, the forms of protection include only objects, while in the case of, for example, parks, or other similar

facilities, only nature is under legal protection. There is a lack of spatial planning tools that would control the development and transformation of landscapes of urban and rural systems. Instruments and regulations that would provide protection for valuable dominants in the landscape, windows or viewing points. The cultural landscape is a record of history, of the development of civilization, and should be treated as a kind of “monument”, and its shaping should be carried out with care to preserve the most precious panoramas and views.

The conducted analysis of tools for protecting and shaping the cultural landscape in spatial planning revealed a huge gap between actions taken in Western Europe and Poland. European countries have a well developed sphere of non-statutory and research actions. Although these documents are not drawn up in the obligatory mode, they have a significant impact on changes in the landscape, and what is most important they are implemented, while in Poland, a small number of arbitrary studies provide a merely passive protection.

Referring to practice applied in European countries, it would be a good idea to carry out detailed landscape studies in Poland, involving politicians, experts in various fields, as well as the society. It is desirable to create a catalogue of objects to be protected with an unrestricted access for reporting and a constant possibility of their implementation. As a result of these studies, a pilot strategy for the cultural landscape protection, shaping the improvement of its conditions should be elaborated. A strategy that would identify the primary goals. First of all, the evaluation and categorization of landscapes should be performed, then protection zones should be established. It is crucial to individualise the contexts of landscapes due to their diverse nature. Understanding the landscape in a comprehensive context, as well as a consistent implementation of the objectives of the drawn up strategy, would contribute to the revival of the national heritage. However, regardless of the proposed improvements, the priority is to improve the spatial planning system in Poland.

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PROBLEMY REWALORYZACJI KRAJOBRAZU KULTUROWEGO  
W PLANOWANIU PRZESTRZENNYM

Streszczenie

Problematyka ochrony i kształtowania krajobrazu kulturowego stanowi nieodłączny element planowania przestrzennego zarówno na poziomie krajowym, regionalnym jak i lokalnym. Postępujące od XIX wieku zainteresowanie krajobrazem naturalnym i antropogenicznym z biegiem lat stało się podstawą do prowadzenia w tym zakresie badań naukowych, powstawania poświęconych owej tematyce wielu publikacji i szeregu dokumentów a w końcu i usankcjonowania zasad postępowania w jego ochronie i kształtowaniu poprzez akty planowania przestrzennego. W porównaniu z działaniami w zakresie planowania krajobrazów kulturowych podejmowanymi w Polsce, kraje europejskie odznaczają się znacznym stopniem zaawansowania zarówno w sferze działań pozaustatwowych jak i naukowo - badawczych. Pomimo, że nie są one sporządzane w trybie obligatoryjnym stanowią obiecującą perspektywę dla realizacji wyznaczonych celów w aspekcie przeobrażeń krajobrazów kulturowych. Nawiązując do wzmożonego zainteresowania krajobrazem kulturowym za granicą i stosowanych w państwach europejskich praktyk należy również i w Polsce za jeden z najważniejszych celów planistycznych postawić ochronę i kształtowanie krajobrazów kulturowych. Mnogie dziedzictwo kulturowe w Polsce wymaga przeprowadzenia szczegółowych badań i studiów krajobrazowych oraz działań stanowiących podstawę do systematycznego postępowania w tworzeniu systemu ochrony i kształtowania krajobrazów kulturowych.

Słowa kluczowe: planowanie przestrzenne, krajobraz kulturowy, ochrona krajobrazu.

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