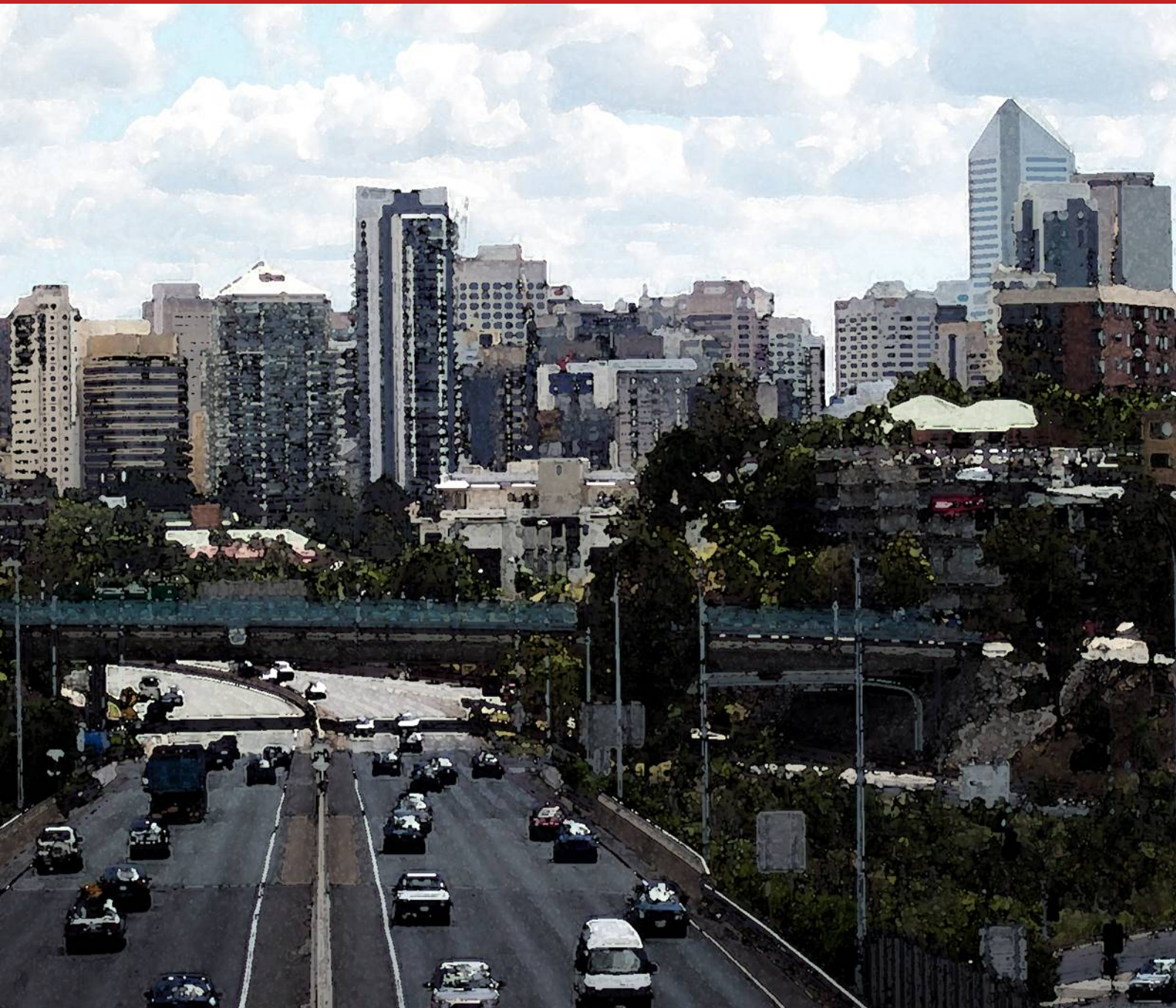


Protection of non-indigenous cultural landscape heritage values of the SEQ region: A policy and management hiatus

Darryl Low Choy



Urban Research Program

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Introduction

Contemporary regional planning initiatives for some time now have sought to address the planning and management of urban metropolitan centres in their wider regional context thus acknowledging their interdependency (Yaro & Hiss, 1996; Leccese and McCormick, 2000; Ravetz, 2000; Calthorpe & Fulton, 2001; Beer et al, 2003; Randolph, 2004).

The current SEQ Regional Plan 2005-2026 (SEQRP) incorporates a Regional Landscape and Rural Production Area (RLRPA) which provides a context for the region's metropolitan and urban centres. The SEQRP acknowledges landscape heritage, under Desirable Regional Outcome 3 (DRO 3), as a regional landscape component that displays indigenous and non indigenous values (Queensland Government and SEQROC, 2005).

This DRO seeks to recognise, evaluate and manage the region's landscape heritage and its cultural components in order to maintain its character, culture and sense of place. The DRO further acknowledges that the region's landscape heritage includes the "indigenous and non indigenous connectivity with natural, rural and scenic landscapes ... that helps create the special character, culture and sense of place in SEQ" (Queensland Government and SEQROC, 2005: 39).

The intent of this DRO in respect of landscape heritage prompts a number of questions relevant to the recognition and protection of non indigenous cultural landscape values in the SEQ regional landscape. It also raises the question of the relevance of emergent concepts of the cultural landscape and its inherent values to the SEQ regional planning initiative.

The cultural landscape

Views about what constitutes the cultural landscape have varied significantly between the sciences and the humanities as well as within these traditions. For some time now there has been considerable debate within geographical science circles concerning the definition, scope and nature of the cultural landscape. The broader view accepts that all of the Earth has been modified or influenced by humankind so that all landscapes are cultural. Others argue that it is a matter of degree and that some landscapes are still largely in their natural state whilst others have been significantly modified by human activity and it is this latter group that represents the cultural landscape.

Two schools of thought can be discerned from the geographical sciences literature. The 'old view' of the Berkeley School (Sauerian tradition) where Carl Sauer, one of its founders, argued that cultural geography was the study of the relationships between humans and the natural world as a result of the transformation of natural landscapes into cultural ones (Stratford, 1999). By contrast, the 'new view' holds that culture should be seen as process – constantly changing as a result of temporal and spatial considerations.

In the same manner, concepts of the cultural landscape have likewise changed from being seen as "real places emerging from the natural environment through to actions of people" (Stratford, 1999: 5). This view holds that cultural landscapes are more than "uncomplicated material sites that can be accessed using observation and induction ... (but now recognised as) interpretative sites – sites which can be read as text, and not simply by cultural geographers" (Stratford, 1999: 5).

Defining the cultural landscape

Head (2000: 14) reinforces the Sauerian view that cultural landscapes are fashioned from natural landscapes by culture groups, where culture is the agent, nature is the medium and the cultural landscape is the result. However, she also acknowledges that cultural landscapes have multiple dimensions, including both material and symbolic (Head, 2000: 8).

Duncan and Duncan (1988: 125) highlight the argument that landscapes should be seen “as transformations of social and political ideologies into physical form”. Additionally, Stratford, (1999: 33) notes “the landscape is a mental construct as much as a physical reality ... (hence) the landscape needs to be seen as a cultural construct”.

Selman (2006: 5) draws these threads together when he acknowledges the utility of the European Landscape Convention definition of landscape as “an area, as perceived by people, whose character is the result of the actions and interactions of natural and/or human factors”. This has the effect of:

1. recognising the role of human construct and imagination in creating and interpreting the landscape that possess a functional as well as visual coherence;
2. assuming that the functional features of landscape are its distinctive character – the result of a complex pattern of historical and contemporary actions and interactions; and
3. implying that distinctive places are frequently the outcome of a fortuitous combination of natural and human factors (Selman, 2006: 6).

These views have been given additional recognition as legitimate approaches to landscape management through the International Union for the Conservation of Nature and Natural Resources’ (IUCN, 1994) categorisation of protected areas. It’s Category V, ‘protected landscapes/seascapes’, recognises cultural landscapes as protected areas managed mainly for landscape/seascape conservation and recreation. This category is defined as “... areas of land, with coast and sea as appropriate, where the interaction of people and nature over time has produced an area of distinct character with significant aesthetic, ecological and/or cultural value, and often with high biological diversity. Safeguarding the integrity of this traditional interaction is vital to the protection, maintenance and evolution of such an area” Phillips (2002: 9).

Hence this approach holds that:

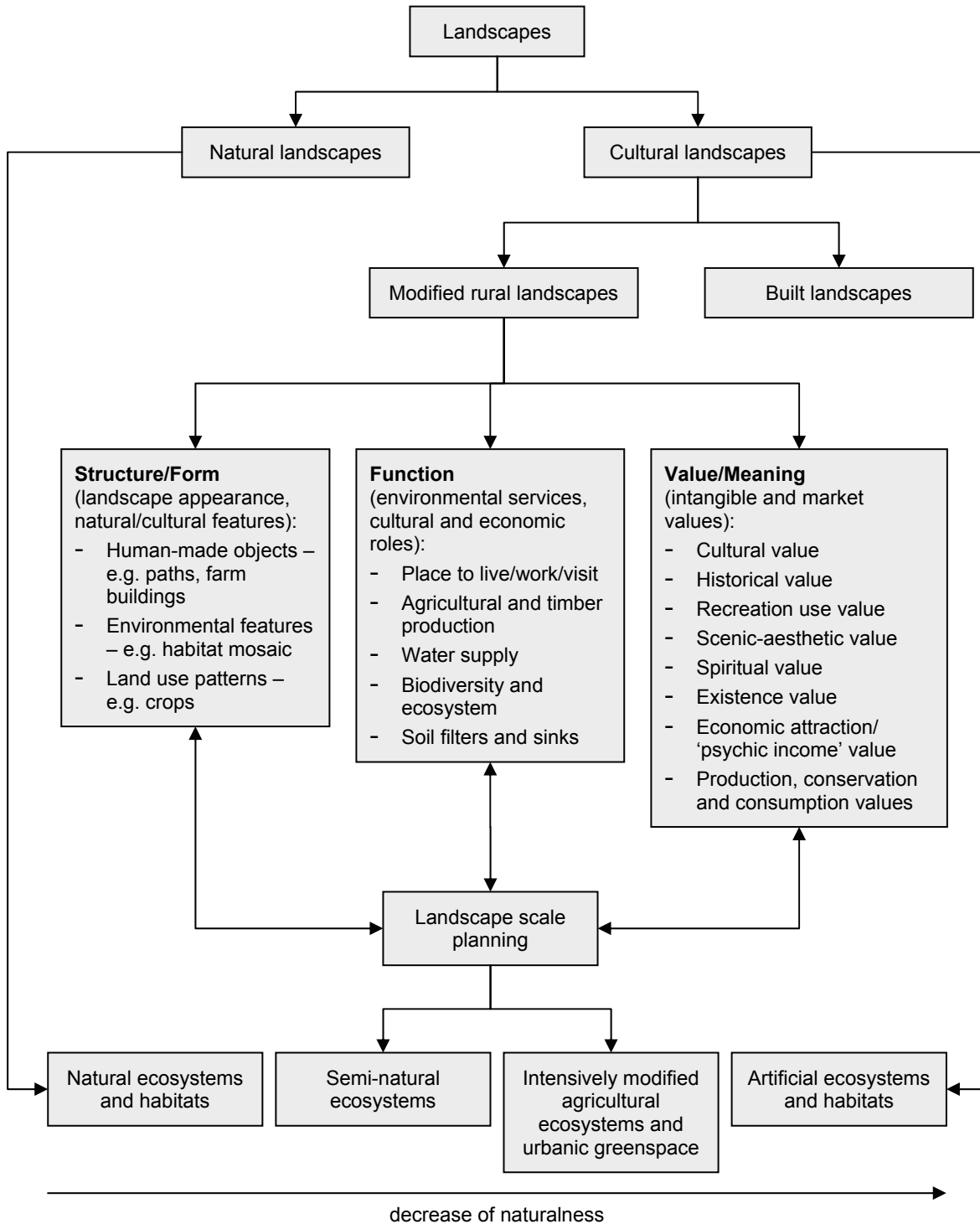
- landscape is much more than scenery;
- landscape is more than a set of physical attributes;
- landscape often has important associative and spiritual values for many communities;
- landscapes whilst inherited from the past must be managed for the future;
- landscape is an important part of people’s quality of life;
- landscape is a key element of individual and social well-being; and
- people are central to protection measures for these landscapes (Phillips, 2002).

In focussing on the spatial planning and management of the non-urban modified landscape (i.e. a rural landscape that is neither urban nor predominantly natural), Piorr (2003) quoted in Selman (2006: 8) proposes the consideration of three principal facets of the cultural landscape, namely:

- *Structures or landscape form*: natural physical, environmental land use and human-made features which are often recognisably visually;
- *Functions*: associated with biophysical processes and human uses (eg ecosystem services and spaces for living, working and recreation); and

- *Values or meanings*: including cognitive qualities such as the intangible and fluid values imputed by society to landscape attributes deemed actually and potentially desirable, and real monetary value such as the costs of maintaining traditional agriculture.

Acknowledging the need to consider the legibility of the landscape and to be able to ‘read’ the landscape through time, Selman (2006) has diagrammatically synthesised the principal facets of the cultural rural (non urban) landscape and positioned them in respect of other elements of the landscape. This holistic view of the cultural landscape and its principal facets is illustrated in Figure 1.



Adapted from Selman (2006)

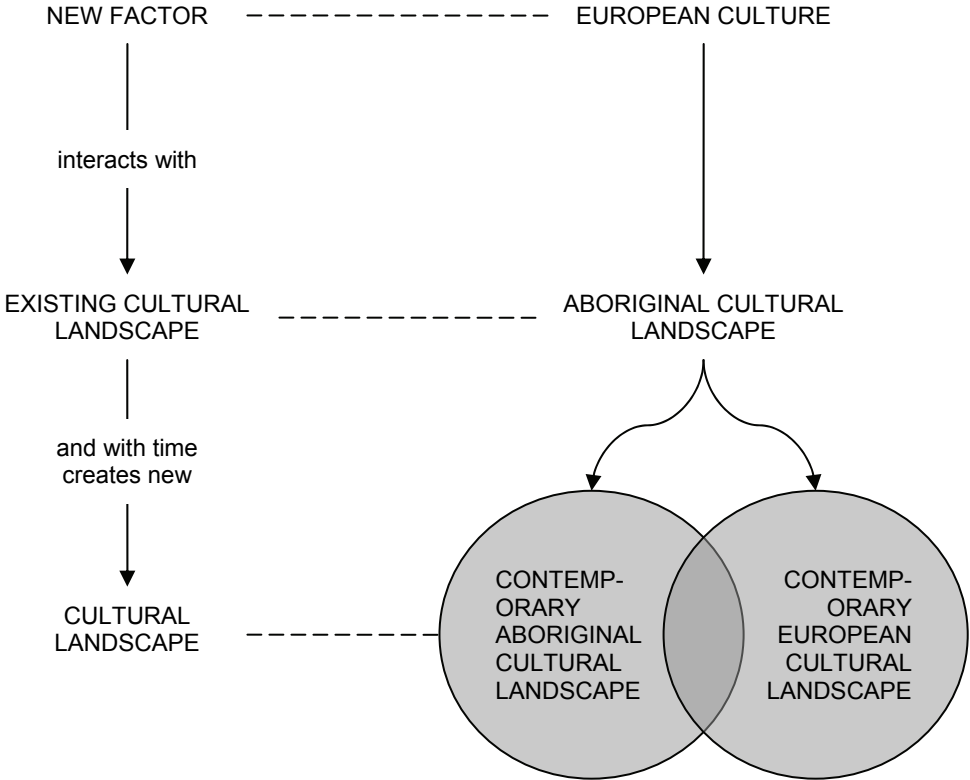
Figure 1: Principle facets of the modified cultural (non urban) landscape

Essentially all of these views highlight the important role played by humans in the interpretation of the cultural landscape which ultimately leads to landscape modification which in most instances requires a management response. However, contemporary management approaches of the cultural landscape needs to acknowledge and be informed by the community’s cultural values and they need to seek opportunities to incorporate these values into the planning and management processes. Hence it has become increasingly important to identify the range of cultural landscape values that should inform the increasingly popular “values led” planning approaches (Queensland *Integrated Planning Act’s* approaches at local and regional planning levels are examples of ‘values led’ planning).

Cultural landscape values

The preceding views support the emergent notion of understanding the landscape in terms of the values that the community places on it – people from different background ‘read’ the landscape differently, social groups view and use the landscape differently and place different values on the landscape. However, as previously noted, the earlier, essentially Eurocentric views of the landscape have limitations for interpreting contemporary views of a holistic cultural landscape. In this regard, Baker (1999) in Stratford (1999) has proposed a model of human interaction with the cultural landscape which attempts to overcome the obscurity of community values in previous models, particularly where the views of all landscape users were not acknowledged.

Baker’s model (see Figure 2) recognises the existence of two interacting cultural landscapes – an indigenous and a non-indigenous landscape. The important role of non-European settlers/residents in the cultural landscape of Australia has been well established by historical and current studies. In this context the model below provides a contemporary approach to the management of the cultural landscape with its ability to draw on two different sets of community landscape values.



Adapted from Baker (1999)

Figure 2: Interactive cultural landscape model

This comprehensive consideration of the cultural landscape with its full range of values recognises the existence of distinct sets of indigenous and non indigenous cultural values. Whilst a clear distinction between both sets of landscape values needs to be acknowledged in the planning process, they both need to be given equal prominence alongside of other landscape values being considered. This paper will focus on the non indigenous cultural values.. (Indigenous cultural values associated with the regional landscape are the subject of a separate study.) It is however acknowledged that once a greater understanding is achieved of the indigenous and the non indigenous cultural values, a more comprehensive and integrated approach needs to be attempted.

Traditionally, non indigenous values related to the cultural landscape have been commonly associated with the notion of scenic beauty. The non indigenous cultural landscape values it was noted previously include those cognitive qualities such as the intangible and fluid values that society wished to attribute to the landscape (Selman, 2006). By themselves, these values are not sufficient to represent a holistic and unchallengeable representation of the cultural landscape, especially in a competitive planning and management process where there are increasing demands for the limited resources of the landscape. Hence, Selman's tripartite model highlighted in Figure 1 embracing the form, function and meaning of the cultural landscape provides a more holistic and robust approach to assessing cultural landscapes and establishing their management requirements.

Consistent with this move towards more holistic views of the landscape, recent approaches have shifted towards an appreciation of visual landscape quality which begin to focus on the character and distinctiveness of the landscape. These approaches attempt to base the assessment of values on transparently measurable and explicit parameters – on recordable features that contribute to the distinctiveness of a particular landscape.

Selman (2006), quoting the (former) Countryside Agency and the Scottish Natural Heritage, notes the emergence of three key attributes of visual landscape quality that underpin recent work to include:

1. *character*: the human and natural features which make an area recognisable and coherent;
2. *distinctiveness*; the properties which make one area different from another; and
3. *value*: the adjudged relative merit of landscape based on observable and generalised properties of character and distinctiveness (as opposed to personal sentiment and emotional attachment).

To this end, the Landscape Character Assessment (LCA) approach has emerged as a potentially useful method. Its purpose is to: identify the environmental and cultural features; monitor change; understand a location's sensitivity to development and change; and inform on the conditions for development and change. It differs from the judgemental (expert and community) approaches in that it provides a structured basis for identifying landscape character, distinctiveness and value through a mapping, classification and description process. This process leads to the recognition of different landscape units on the basis of their differences and not whether one is better or worse than another. Selman (2006: 86) highlights the important management implication of this approach as "... all areas should be included within the landscape appraisal and policy, whereas hitherto the main purpose of landscape assessment has been to filter out 'the best' areas for special treatment".

The LCA method incorporates stakeholder involvement and leads to the recognition of 'landscape character types' and to the delineation of the landscape into 'landscape character areas'. The former are generic homogenous units comprised of similar (reoccurring)

combinations of geology, topography, drainage patterns, vegetation and historical land use and settlement patterns.

Recently, historical landscape characterisation methods have been developed to provide similar approaches to define areas of significant landscape history and archaeology in the United Kingdom. This is an attempt to move landscape heritage away from its traditional focus on single buildings and monument designation and to view it in its wider landscape context.

However, in the Australian and SEQ contexts, these attempts at a holistic approach to appreciate and manage the cultural landscape are generally absent. Instead, the management of non indigenous cultural (heritage) values in the urban and non-urban landscapes are generally reliant on a number of separate initiatives which attempt to recognise the heritage values of single sites and monuments.

Managing non-indigenous cultural landscape (heritage) values in SEQ

The overarching conventions and processes that have guided the past conservation and management of heritage monuments and sites of cultural significance stem from Australia's 1976 membership to the UNESCO sponsored International Council on Monuments and Sites (ICOMOS). Included are groups of buildings and sites of assessed aesthetic, historic, scientific or social value. Subsequently in 1978, the Burra Charter was drawn up and ratified in 1988 under the auspice of ICOMOS. It defines the principles, processes and practices for cultural heritage conservation undertakings (Davison & McConville, 1991).

Throughout Australia a number of individual systems and schemas have been applied through various levels of government as well as in the non-government sector to provide some measure of recognition and limited protection and management to non indigenous cultural heritage values in the landscape. The various measures include:

1. *World Heritage List*: The World Heritage Convention, adopted in 1972, is an international agreement on the environment that provides for the identification and protection of world's heritage of outstanding universal value. Australia was one of the original signatories to the Convention. In 1992 the World Heritage Committee introduced a formal recognition of the cultural landscapes as a special type of cultural World Heritage site.

The Scenic Rim, as part of the Central Eastern Rainforest Reserves, is the only World Heritage listed landscape in SEQ. However its listing is under the natural heritage stream as opposed to the cultural stream.

2. *National Heritage Register*: the Register lists places or groups of places with outstanding heritage value to the nation (natural, Indigenous or historic or a combination). Places on this list are protected to the full extent of Federal government powers ([Environment Protection and Biodiversity Conservation Act 1999](#)) where they apply.

The Glass House Mountains National Landscape in SEQ was listed by the Commonwealth Government in 2007 under this initiative. However its listing does not trigger any management requirement nor does it confer any additional degrees of protection for this landscape at State, regional or local levels.

3. *Commonwealth Heritage List*: comprises natural, indigenous and historical heritage places on Commonwealth property or under the Commonwealth Government's control. A number

of Commonwealth properties in the Regional Landscape and Rural Production Area of SEQ have been placed on this List which is established under the Environmental Protection and Biodiversity Conservation Act 1999. They include:

- Greenbank Military Training Area (part), Greenbank;
- Canungra Land Warfare Centre Training Area (part), Canungra; and
- Amberley RAAF Base Group, Amberley.

4. *Register of the National Estate* (former): The register is a listing of 13,000 Australian natural and cultural heritage places that was compiled between 1976 and 2003 by the (former) Australian Heritage Commission. It is now maintained by the Australian Heritage Council. Listings include buildings and sites covering natural environments as well as European history and Aboriginal culture. Listings are based on assessments of aesthetic, historical, scientific or social significance or other special value. Listings affect Commonwealth Government actions but do not impose legal obligations on private owners, companies, State Governments or Local Governments.

The Register includes a large number of National and Conservation Parks. Excluding these larger scale public tenure areas, the Register includes a number of broader scale SEQ landscapes such as:

- Bald Hills Flats, Bald Hills;
- Back Creek Landscape, Beechmont;
- Escarpment and Foot Hills of Great Dividing Range at Toowoomba;
- Flinders Peak - Ivorys Rock Areas, Peak Crossing;
- Glasshouse Mountains Area, Beerburrum; and
- Cooloola Area, Noosa.

5. *Queensland Heritage Register*: recognises buildings and places important at the State level. Heritage assets are protected under the Queensland Heritage Act 1992 as amended.

The Queensland Heritage Register contains 360 listings, made up of 353 buildings, sites and monuments, 3 linear features such as roads and tram lines and only 3 landscapes. The listed landscapes include:

- Binna Burra Cultural Landscape;
- Glass House Mountains National Park and Beerburrum Forest Reserve 1; and
- Point Lookout Foreshore.

6. *National Trust of Queensland Heritage Register*: a non-government initiative with no statutory backing and a limited advisory function. This list may contain individual buildings, precincts, natural environment places or culturally significant artefacts. Some Local Governments have attempted to incorporate Nation Trust listings into their statutory planning schemes.

7. *Local Government Listings*: various Local Authorities maintain their own listings of heritage value within their areas of responsibility. Some councils have also attempted to reflect their locally derived listings as well as higher level listings (eg World Heritage Listings) in their statutory planning schemes. Some of the pre-amalgamated Councils attempted to incorporate scenic amenity protection provisions into their respective statutory planning schemes.

However the majority of these schemes were derived for the purposes of protecting buildings, monuments and sites as previously noted. This becomes evident when each scheme is contrasted against the three principal facets of the cultural landscape (see Figure 1).

Table 1: Address of principal cultural landscape facets by cultural heritage instruments

Heritage Instruments	Landscape Facet	Modified Cultural (non urban) Landscape		
		Form (Structure)	Function	Meaning (Value)
World Heritage List		✓	✓?	✓
National Heritage		✓	✓	✓
Commonwealth Heritage List		✓	✓?	✓?
Register of the National Estate (former)		✓	✓	✓
State Heritage Register		✓		
Queensland National Trust listings		✓		
Local Government listings		✓	✓?	✓

Table 1 supports the conclusion that existing heritage protection initiatives have almost exclusively focused on the protection of buildings, sites and small contained areas and very few if any, on the broader cultural landscapes. Clearly there has not been a uniform address of the facets of the cultural landscape by all heritage instruments, nor has there been a uniform and consistent recognition of cultural landscape values across the various planning and policy scales (especially the regional and local scales). Local Government have had very little State and regional direction and guidance and consequently there is a wide variation in their responses to cultural landscape heritage protection and management throughout the region.

There are a number of potential planning responses to cultural heritage listing that are available within the Queensland planning context (excluding the new *Iconic Places Bill 2008* whose successful application has yet to be demonstrated). Whilst there is no absolute and prescribed approach to the incorporation of cultural heritage protection in planning instruments, a number of opportunities have been explored on an ad hoc basis.

The current planning responses to a range of heritage listing systems across different planning scale in Queensland are summarised in Table 2.

Table 2: Planning Response to Cultural Heritage Listing (Queensland)

Heritage Instruments / Planning/ Policy level	State Planning Policy	Regional Planning Policy	Local Planning Scheme
World Heritage listing	no	Yes (protect heritage values only)	Yes (protect heritage values only)
National Heritage listing	no	Indirect (protect heritage values only)	Intermittent (protect heritage values only)
Commonwealth Heritage List	no	no	Not normally part of scheme area
Register of the National Estate (former)	no	no	Intermittent (protect heritage values only)
State Heritage Register listing	no	Indirect (protect heritage values only)	Intermittent (protect heritage values only)
Queensland National Trust listings	no	no	no
Local Government listings	no	no	Intermittent

The preceding discussion has highlighted that there are very few attempts to address the protection of the cultural landscape and that most approaches are mainly focused on the protection of artefacts, buildings, sites, monuments and townscapes. Thus the main focus has been on the protection of cultural heritage values and not cultural landscape values.

At the state level there is currently a void in planning policy and guidance. Whilst at the SEQ regional level there is a generic policy for landscape heritage, there are no regional lists of significant cultural landscapes. The current SEQ Regional Plan's Desirable Regional Outcome 3, Regional Landscape comprises two landscape heritage policies, one dealing with indigenous landscape heritage and the second with the non indigenous landscape. The latter seeks to "identify, evaluate and manage landscape heritage and cultural components of the regional landscape" (Queensland Government and SEQROC, 2005: 39).

The current draft South East Queensland Regional Plan 2009-2031 (Queensland Government, 2008a), continues these themes and policy intent. Its associated program is to "develop and adopt regionally consistent methods of assessing indigenous and non-indigenous landscape heritage to inform regional and local planning and decision making" (Queensland Government, 2008a: 55).

The SEQ State of the Region Sustainability Indicators Baseline Review 2006 has identified the following preliminary indicators for monitoring the regional landscape policies of the SEQ Regional Plan:

- Publicly accessible open space;
- Participation in outdoor recreation activities;
- Landscape heritage; and
- Scenic amenity.

Potential indicators for the long term monitoring of changes to the regional landscape heritage and scenic amenity policies are set out in Table 3.

Table 3: Potential indicators to monitor landscape heritage and scenic amenity trends in SEQ

Regional landscape trend requiring monitoring	Potential indicator (including surrogates)
Protection of areas of high scenic amenity	% of the region's high scenic amenity areas identified and protected in planning schemes for scenic amenity values.
Protection of regionally significant cultural heritage	% of regionally significant cultural heritage values identified in planning schemes.
Protection of regionally significant indigenous landscapes	% of regionally significant indigenous landscape values identified in planning schemes.
Changing functions of the regional landscape	% of the Regional Landscape and Rural Production Area devoted to primary functions of: <ul style="list-style-type: none"> • Biodiversity protection • Nature based recreation • Residential use (e.g. rural-residential) • Rural production • Cultural heritage protection • Infrastructure provision

Unfortunately, there are no current data sets related to either of these potential cultural landscape indicators available to adequately fulfil this task (OUM, 2006). Hence the condition of these regional landscape values is uncertain. In view of these shortcomings, the recently released SEQ State of the Region Report (Queensland Government, 2008b: 140) has assigned an amber status symbol to “landscape heritage” indicating a status of stable, of concern, or less sustainable.

Table 1 and 2 suggest that several individual local authorities have attempted to address cultural landscape heritage issues in their individual areas. Hence, a review of pre-amalgamated SEQ Local Government planning schemes may provide an approximate insight into the relative importance that individual Local Authorities have places on landscape heritage (and scenic amenity) in their area of planning responsibility. This may provide a fragmented but approximate indication of the condition of these values throughout the region as an interim indicator of landscape change.

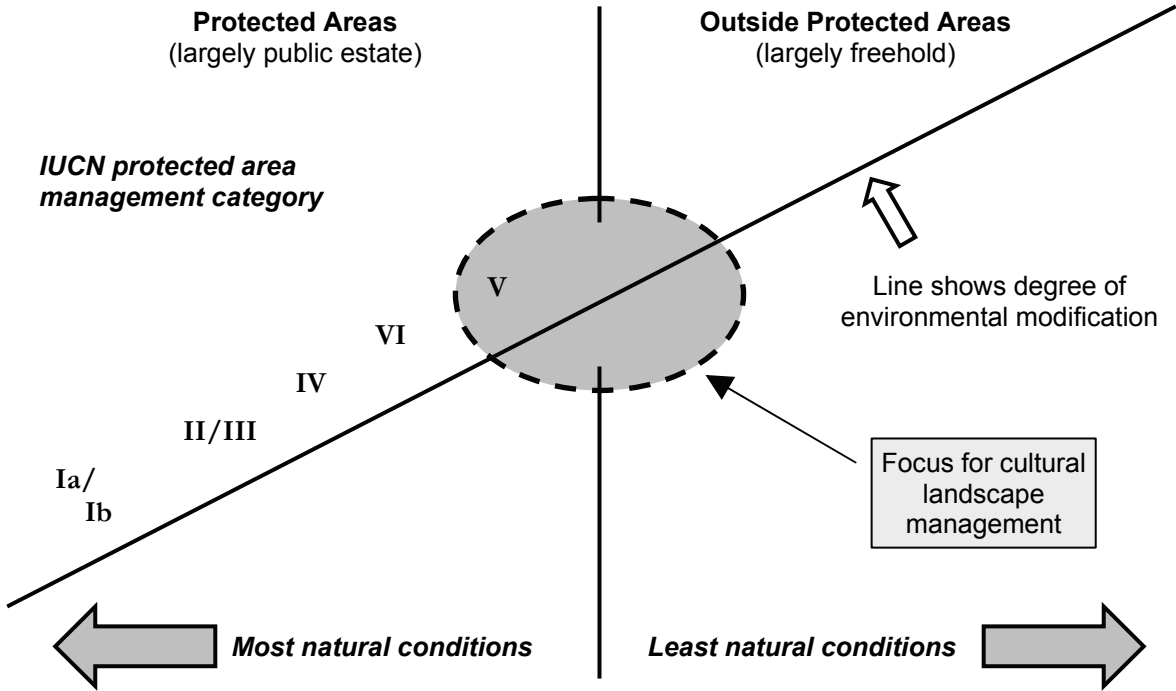
Management challenges

Clearly current heritage protection measures have major limitations for the protection of the cultural landscape. The World Heritage Convention combines cultural heritage and natural heritage as two separate streams of activity. The cultural stream is served by ICOMOS and the natural stream by IUCN. Hence, two sets of World Heritage sites, cultural and natural, have evolved. Whilst “mixed” sites can be inscribed under both natural and cultural criteria, this two-fold artificial delineation has presented considerable challenges in implementation.

The limitations of current heritage protective measures and the lack of adequate planning responses to deal with management implementation issues has led the IUCN to explore other options for the protection of a fuller range of cultural landscapes than previously possible. In 1994 the IUCN published its Guidelines for Protected Area Management Categories, which put Category V areas – now formally known as Protected Landscapes and Seascapes – on an equal footing with other categories of protected areas. A second major milestone came in 1996 when the first IUCN World Conservation Congress (Montreal, Canada), adopted a resolution regarding conservation on privately owned land, with special reference to Category V protected areas. In

2002 the IUCN published Management Guidelines for IUCN Category V Protected Areas: Protected Landscapes/Seascapes (Phillips, 2002).

The original IUCN (1994) call was for management approaches that were appropriate to the gradation of human intervention and environmental modification. Under this paradigm, the differential management arrangement for Category V can be gauged against other categories which reflect higher degrees of natural attributes. Figure 3 reflects this continuum of management arrangements but also illustrates the broader interpretation of the cultural landscape that requires management and protection, especially across freehold land tenures as well as public lands.



Adapted from Phillips (2002)

Figure 3: Cultural landscape management continuum (including IUCN category V protected management areas)

Subsequently, the IUCN has developed its current proposals for cultural heritage management that recognises the real world dimensions of the cultural landscape and its inherent values as discussed previously. A comparison of the contemporary IUCN approach to the World Heritage approach is shown in Table 4.

Table 4: Comparison of world heritage cultural landscapes against category V protected landscapes/seascapes

Initiative	Character of landscape affected	Geographical scope of application	Areas covered by the initiative	Main aims
World Heritage Convention Cultural Landscapes	Outstanding universal value	Global	Any appropriate area	Protect heritage values
Category V protected areas: Protected Landscapes/seascapes	Landscapes/seascapes that deserve protection	National and sub-national	Areas largely unaffected by intensive development	Integrate activities and enhance natural and cultural values

Source: Brown et al. (2005)

Whilst the IUCN approach principally focuses on protective management attention and effort for areas of outstanding landscape value, there are also substantial landscapes of importance outside of these areas – many associated with freehold lands. It can be argued that the qualities of these cultural landscapes also deserve the same degree of management effort and protection, but their management approach and methods would need to respect the nature of their freehold tenure. Selman (2006: 6) supports such an approach when he noted that “the sustainable development of valued landscapes pivots upon the complex relationship between people and nature, and on well-modulated governance”.

One of the most sensitive challenges to managing the cultural landscape revolves around the land tenure and land ownership issues. In the SEQ context some 83% of the landscape is in freehold tenure. Hence, successive governments have been extremely cautious in devising and applying management regimes that could be seen to infringe on the rights of the freehold landowner.

To facilitate the management of this range of areas requiring protection, the IUCN produced its “Guidelines for Category V Protected Areas” which address the objectives of management, guidance for selection and organisational responsibility (IUCN, 1994). These Guidelines, reproduced as Appendix 1, acknowledge the need to manage across both public and private lands and highlight the importance of landscapes displaying such values being “subject to a degree of planning or other control and supported, where appropriate, by public funding and other incentives, to ensure that the quality of the landscape/seascape and the relevant local customs and beliefs are maintained in the long term” (IUCN, 1994: 22).

Noting that the protected landscape approach is a process that accommodates and guides change, Brown, et al (2005: 245) sum up the overall benefits from the wider recognition and interpretation of the IUCNs Category V thus: “For it is within this broader context that a wide diversity of people can find their connection to biological and cultural heritage, and commit to stewardship”. The active involvement of the widest possible range of stakeholders (landowners) is crucial for the success of these management measures.

Conclusion

This review of the planning and management of cultural landscape values in the SEQ region, demonstrates a hiatus of specific policy, as well as a total absence of policy implementation and management actions at this level. Whilst a degree of maturity of understanding of the importance of cultural landscape heritage has been demonstrated, notably with the inclusion of appropriate policies (albeit generic) in the initial statutory regional plan for the region, further conceptual development in this regard is still required. The major challenge however remains – ie the rigorous application and implementation of appropriate policies across the region at regional and local planning levels and across all agencies and stakeholders (public and private) to achieve a consistency of management actions. At this point-in-time, the successful management and protection of the SEQ region’s non-indigenous cultural landscape heritage values is immature and lags behind the parallel development of other policy initiatives of the SEQ Regional Plan.

To a large extent, the problem results from the ill-defined responsibility for cultural landscape management across State, regional and local scales. Unfortunately, governments are notoriously incapable of cooperative action especially when it comes to the collaborative implementation of agreed policy. The case of cultural landscape heritage is a classic case-in-point.

As is the case with most values of the regional landscape, their proper management requires State initiation and guidance, regional scale policy direction and application, and local level support and (if necessary) enforcement. Appropriate resourcing for these planning and management initiatives

at all levels is paramount. The effective planning and management of the non indigenous cultural landscape heritage values of the SEQ regional landscape is no different - a collaborative approach is absolutely essential for success.

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Appendix 1

Guidelines for Category V Protected Areas

(Extract from the IUCN Guidelines for Protected Area Management Categories)

Category V: Protected Landscape/Seascape: protected area managed mainly for landscape/seascape conservation and recreation

Definition: Area of land, with coast and sea as appropriate, where the interaction of people and nature over time has produced an area of distinct character with significant aesthetic, ecological and/or cultural value, and often with high biological diversity. Safeguarding the integrity of this traditional interaction is vital to the protection, maintenance and evolution of such an area.

Objectives of Management

- to maintain the harmonious interaction of nature and culture through the protection of landscape and/or seascape and the continuation of traditional land uses, building practices and social and cultural manifestations;
- to support lifestyles and economic activities which are in harmony with nature and the preservation of the social and cultural fabric of the communities concerned;
- to maintain the diversity of landscape and habitat, and of associated species and ecosystems;
- to eliminate where necessary, and thereafter prevent, land uses and activities which are inappropriate in scale and/or character;
- to provide opportunities for public enjoyment through recreation and tourism appropriate in type and scale to the essential qualities of the areas;
- to encourage scientific and educational activities which will contribute to the long term well-being of resident populations and to the development of public support for the environmental protection of such areas; and
- to bring benefits to, and to contribute to the welfare of, the local community through the provision of natural products (such as forest and fisheries products) and services (such as clean water or income derived from sustainable forms of tourism).

Guidance for Selection

- The area should possess a landscape and/or coastal and island seascape of high scenic quality, with diverse associated habitats, flora and fauna along with manifestations of unique or traditional land-use patterns and social organisations as evidenced in human settlements and local customs, livelihoods, and beliefs.
- The area should provide opportunities for public enjoyment through recreation and tourism within its normal lifestyle and economic activities.

Organisational Responsibility

The area may be owned by a public authority, but is more likely to comprise a mosaic of private and public ownerships operating a variety of management regimes. These regimes should be subject to a degree of planning or other control and supported, where appropriate, by public funding and other incentives, to ensure that the quality of the landscape/seascape and the relevant local customs and beliefs are maintained in the long term.

Equivalent Category in 1978 System

Protected Landscape

Source: IUCN (1994:22).



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