

HERITAGE AND LANDSCAPE IN SPAIN AND PORTUGAL. FROM UNIQUE VALUE TO TERRITORIAL INTEGRATION

María Isabel Martín Jiménez

Departamento de Geografía. Universidad de Salamanca
imaji@usal.es

I. INTRODUCTION

Up to some twenty years ago landscape and heritage have been isolated concepts. However, nowadays they are increasingly losing mutual exclusivity. Landscape was connected with the natural environment while heritage referred to art and history with monuments *in sensu stricto*. The dichotomy relates to the awareness in the West (Europe) to preserve the legacy of our ancestors to be transmitted to their descendants.

It is a well-known phenomena that such awareness emerges when industrial society, e.g. the modern city, generates a breakup and as such a sharp discontinuity with the past. Facing the risk of destruction and disappearance of both famous buildings and unique places people begin to mobilize in order to defend historical and artistic heritage in Europe. In the United States the was in particular about natural heritage and the beauty and harmony of landscapes. Two references are to be recalled: the defense of medieval Paris against Haussmann's bourgeois Paris and Napoleon III and the statement of the National Yellowstone Park in the Rocky Mountains in 1872 (Ortega, 1998).

Based on these reflections proceeding from different areas of knowledge as well as citizens, the need to preserve the legacy of the past is recognized, finally resulting in State-specific protection norms and laws and inventories of historical, artistic and natural heritage. In the course of time the meaning of the two concepts has evolved towards a comprehensive notion of territorial heritage related with spatial planning.

II. THE STEP FROM "MONUMENTO" TO "HERITAGE" IN INTERNATIONAL RECOMMENDATIONS

The notion of heritage related to territory is a relatively new conceptualization with a moving focus. It moves from monument to historical monument and from there to

historical site, to cultural and natural heritage, to end up in cultural landscape. Summarizing international recommendations and norms, from 1945 onward promoted by UNESCO, the following evolution is discerned.

The first important meeting was the 1931 Athens Conference on the conservation of monuments of art and history, mainly focused on the protection of masterpieces in which civilization has its utmost expression.

The Venice Charter for the conservation and restoration of monuments and sites (1964) was again centered on monuments, although historical aspects are incorporated. In addition it emphasized the creative value of unique works and their cultural meaning in its definition of a historical monument.

The idea that masterpieces should not only be viewed as single cases, but also in relation to its space-time context has become stronger and universally articulated in a concept of heritage that also includes the value of nature. In this way the first section of the 1972 UNESCO “Convention Concerning the Protection of the World Cultural and Natural Heritage” defines cultural and natural heritage according to different classes, ranging from monuments to sites and places.

The next step was taken during in 1992 during the sixteenth meeting of the World Heritage Committee. In the resulting Convention Concerning the Protection of the World Cultural and Natural Heritage it was accepted that cultural landscapes are part of the World Heritage of Humanity¹ recognized as “the combined works of nature and man, which often reflect specific techniques of sustainable land-use” (UNESCO, 1994: point 38).

In sum, the conservation of the legacy of our ancestors has evolved from narrow view of monuments or natural values toward a more encompassing notion of cultural heritage and a recent incorporation of landscape, environment and territory as a combined entity in which its inhabitants play an active role, constituting a territorial heritage that implies both a primary resource and a commercial value (Gómez-Mendoza, 2013).

III. INTERNATIONAL REGULATIONS OF HERITAGE PRESERVATION

The national regulations of Spain and Portugal reflect the evolution on a world scale regarding the protection of artistic, historical and cultural values, though they are not explicitly interwoven with values of nature as they are treated according to distinct norms.

III.1. Portuguese Laws

In the case of Portugal the concern to safeguard “the antiques” goes back to the 18th century. In 1771, the Real Academia de la Historia briefed that one could not demolish whatever building or remains of the era of the “Phoenicians, Romans, Goths and Arabs” (França, 1996). However, up to beginnings of the 20th century no listing was made of monuments “to be classified”. On 23 June 1910 the *Diário do Governo* published a detailed and ordered classification including 57 prehistoric monuments, 45 Lusitan and

1 For references to cultural landscape, see: <http://whc.unesco.org/archive/opguide94.pdf>

Roman ones, 358 medieval ones and from the Renaissance and modern era 169 religious, 68 military and 121 civil monuments.

This first catalogue gives priority to works of art and historical aspects. At a later date distinct criteria were added to be classified as a monument, such as “public interest” or “value for the municipality”, as well as the possibility to protect the environment (Ferreira Pires, 2013, Decreto 21.875 de 1932). In this way cultural aspects were introduced, that were mostly maintained in future regulations.

The Law, Lei 13/85 of cultural heritage followed the international recommendations and distinguished categories of respectively monuments, sites and places, classified according to their local, regional, national or international value. This law was substituted by Lei 107/2001 of 8 September that added an emphasis on the use and value of heritage.

Concerning the protection of the natural environment the Law, Lei 9/70 of 19 June, regulated national parks and reserves, leading to the creation of the only Portuguese National Park of Peneda-Gerês in 1971. The Law, Lei 11/87 de bases do ambiente contained an operational typology of protected areas according to their natural value (National Park, Natural Parque, Natural Reserve, Protected Landscape, Natural Monument and Private Protected Area). The Law was now explicit regarding landscape issues.

III.2. Spanish Laws

In Spain the rise of a concern to safeguard heritage followed a path similar to the Portuguese one. The first signs of concern emerged in the 18th century in respectively the Real Academia de la Historia and the Real Academia de Bellas Artes de San Fernando. In the course of the 19th century the first norms were established for safe and watch keeping “artistic monuments of the Kingdom” (Barrero, 1990). Simultaneously catalogues were produced on an individual base without any classification and basically motivated by a need of preservation or to avoid their sale. In the early 20th century the Royal Decree-Law of 9 August 1926 includes the notion of culture in the historical and artistic aspects. Internationally this was an innovation, which preceded principles and criteria of the theory of cultural goods. On the other hand the Decree developed new typologies of the built environment -historical sites and places- existing up to today (Barrero, 1990).

During the Second Republic the Decree of 3 June 1931 established the historical-artistic monuments belonging to the Tesoro Artístico Nacional (National Artistic Treasury). Over 700 buildings located in all the Spanish provinces now officially became monuments, duplicating the total number of classified real estate. In addition the Law of 10 December 1931 forbids the alienation of property more than hundred years old (García Fernández, 2007). Only by the 1980s a new Law, Ley 16/1985 of 25 June, of Patrimonio Histórico Español (Spanish Historical Heritage) was published. Like in Portugal the Law now included heritage references originating from international organizations. From 1990 onward the regulations of the Autonomous Communities are in vigor because heritage questions were devolved to the regions (Becerra, 1999). These regulations include cultural and landscape aspects linked to heritage.

With respect to the protection of natural areas with a heritage value pioneering was in line with developments in the United States. In 1916 National Parks were created. Two

years later the first National Parks of la Montaña de Covadonga and el Valle de Ordesa were established. The Royal Order, la Real Orden 176 of 1927 recognized new categories. In 1975 the Ley de Espacios Naturales Protegidos (Law of Protected Natural Spaces) unified the protection criteria, while in 1989 “Protected Landscapes” were incorporated as a forebode to the international discourse of 1992 and maintained up to today in Law Ley 42/2007.

IV. CLASSIFIED HERITAGE IN SPAIN AND PORTUGAL

Based on official statistics a comparison between Spain and Portugal is made of the international and national classified cultural or natural heritage. Portugal has 15 sites in the list of World Heritage of Man and Spain 45 sites, one shared by both countries. In addition the numbers of classified cultural goods total respectively 16,795 in Spain and 4,308. Protected natural areas occupy 8.74% of Portugal’s territory and 9.76% of Spain.

V. HERITAGE, LANDSCAPE AND REGIONAL PLANNING

Given the wealth of cultural and natural heritage catalogued in Spain and Portugal and the effort for its conservation, it is easy to forget that simultaneously it consists of a resource with a high practical value, in particular for tourism. Moreover, today territorial heritage has priority as an objective of regional planning.

Supranational institutions have been working on a comprehensive view of territory, integrating different aspects, just like in the case of cultural landscapes mentioned above. One step further has been taken through the European Landscape Convention. The sensitivity for the territorial heritage, its regulation and management appears in national politics, even before the signing of the Convention in 2000. For instance, in Spain most regions apply planning norms approved between 1983 and 2001 (Martín, 2014) reflect the objectives as displayed in the European Regional/Spatial Planning Charter, e.g. a responsible management of resources with special “attention to natural *beauty and cultural and architectural heritage*” (Consejo de Europa, 1983: point 16). Moreover, it is pointed out that planning instruments should include criteria for the preservation of natural and cultural resources. In this respect special attention is paid to territoriality in correspondence with economic development and urban planning. Similar approaches discern the Portuguese regional plans, Planos Regionais de Ordenamento do território, that include specific norms for the protection and evaluation of landscapes or criteria and strategies of intervention.

VI. CONCLUSIONS

The analysis of recommendations and agreements about historical, natural and cultural legacy reveals a discursive transition from monument to landscape as well as a change of concern, beginning with avoidance of destruction or pillaging and ending up with its use in favor of development. Similarly, a change has taken place from valuing single elements to a comprehensive approach linking these elements and relating them to the territory in which they are located.

Comparing the transition at national and international levels, a paradigm shift can be observed. The changes in norms, catalogues and protection of natural, historical, or cultural goods have taken place in correspondence with the available budgets. The initial concern dates back to the end of the 18th and the early 19th centuries and is rooted in the *Academias de Historia y del Arte*. Then the intention was to safeguard monuments –antiquities– from destruction. Therefore dozens of monuments were individually classified, e.g. the cathedral of Leon in Spain or the Monastery of Batalha in Portugal. The establishment of the National Park of Montaña de Covadonga in 1916 also is also an expression of singularity, while at the same time its narrative includes the dichotomy between natural and historical-artistic heritage. Subsequently recommendations originating from the international sphere are incorporated into national regulations and expressed in catalogues. In this respect examples of an integrated view of heritage which highlights both cultural values and the social input in landscape construction, are respectively the *Paisaje Natural de la Serra de Tramuntana* and the wine region of Alto Douro.

In sum a paradigm shift has been demonstrated from monument to landscape, from the singular to the interaction of nature and man ending up in the integration into spatial politics which interpret heritage as a regional and local development resource.

