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TERRITORIAL HERITAGE & SPATIAL PLANNING

A GEOGRAPHICAL PERSPECTIVE

FERNANDO MANERO MIGUEL

JOSÉ LUIS GARCÍA CUESTA

(COORDINATORS)

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Territorial Heritage & Spatial Planning

A Geographical Perspective

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Introduction

FERNANDO MANERO MIGUEL
JOSÉ LUIS GARCÍA CUESTA

The publication of this book develops and complements the research carried out on the territorial dimension of the concept of Heritage, in accordance with the objectives of the Research Project in which it is included and which, in addition to the contributions in scientific Symposiums and specifically organised Conferences, have previously been released in the work *Cultural Heritage & Territorial Development* (Thomson Reuters/ Aranzadi, 2016. Col. Estudios)¹.

This book aims to examine in greater detail, but staying within the same line of research, the notion of Territorial Heritage. The purpose is to widen the perspective so as to enrich the subject, both thematically and methodologically, in order to contemplate the different ways in which it is materialised, while also strengthening the relationship between Heritage and Territory. To do so, we start from the principle that, among the factors which have determined and explained the evolution of societies over time, Territorial Heritage occupies a prime position, thus allowing us to evaluate the magnitude, quality and characteristics of the resources, the perspectives of relationships on all levels, and the possibilities for projection and development. This implies the need to take on this question as an intellectual challenge and as a permanent civic commitment, in so far as it appears as a reality open to very intense changes and restructuring processes. These must be approached in accordance with adequate criteria concerning the

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1. These activities are included in the objectives and results of the Research Project CSO2013-47205-P «Culture and heritage as territorial resources: sustainable development strategies and spatial impacts», from the State Programme to Encourage Scientific Technical Research of Excellence, Sub-programme of the Generation of Knowledge from the Ministry of Economy & Competitiveness, co-financed by the European Regional Development Fund. The coordinators are featured as Principal Investigators.

characteristics of the territory and the need for the preservation and defence of its specific values, which are essentially identified with the available heritage assets. Taking this into consideration leads to the acceptance of the importance of adopting a full and conscious stand concerning the real or potential risks that threaten the heritage elements that every territory has, in order to counter the factors and forces that intervene to disturb the values we are trying to preserve.

The concept of Territorial Heritage emerges as an essential dimension for understanding the diverse ways in which societies relate with their spaces dedicated to activity and social coexistence. The essence of this concept lies in the fact that it is closely linked to the ideas of belonging and transformation or, in other words, to the capacity that societies have to organise, restructure and, at the very least, order their activity and social coexistence. This gives rise to a permanent process of recomposition in accordance with the possibilities that, based on their distinctive characteristics and values, on their material and symbolic elements, on the strategic use of the available information and within the rules determined by the regulatory system, guide the behaviour of society within the parameters imposed on time itself by the cultural trends and the level of technological development.

If the territory tends to appear as a structure appropriately and administratively organised of the space, where the society can be organised and transformed as a territoriality essentially based on the capacities derived from Territorial Heritage, then it can be defined as the feeling of belonging to a territory and having a relationship with it, which entails many aspects, from the perspective of the attitude adopted by part of society to the competent institutional network. The concept transcends individual positions to acquire a collective dimension, as an integrative option of a social and economic structure that is developed and evolves through behaviour patterns and perceptions that understand heritage as a reality from which it cannot be separated, while also being susceptible to being used. There can be no doubt that the empirical recognition of this wide range of possibilities, with powerful spatial roots, has contributed to strengthening the interest shown by geographers in acquiring an intellectually active and committed stance on a question that has not ceased to gain in strength over the last three decades, and which without doubt is essential for sustainable territorial planning. Hence the pairing of *–Territorial Heritage and Spatial Planning–* which gives meaning to the title of this work, eminently posed from the geographical perspective.

This strengthening of the geographical approach has evolved in parallel with two challenging factors that have a special transcendence: on the one hand, the importance heritage has progressively and generally acquired as a factor of economic development and of the cultural identification with the territory of which it is a part. Obviously, this has been reflected in the comprehensive arsenal of regulations put into practice and in the mobilisation of the extremely wide cohort of public and private agents that have found, in Territorial Heritage, a very powerful platform for cooperation in strategies, even though the results have been variable. On the other hand, we have the effects of the incredible diversification of the concept itself, whose limits are becoming ever more diffuse, to the point where the classification criteria are continually submitted to review. In short, it could be understood that both factors have been a stimulus that encouraged Geography, never reluctant to experience interdisciplinary encounters, to put forward its own conceptual and methodological strengths in a subject of such relevance from the geographical point of view. To this end, this work sees the light as an interesting collection of collaborations, in which theoretical approaches come together with empirical visions that, principally focused on the reality of Spain, are widened and enriched thanks to the ideas set down by prestigious researchers from Latin America.

In *Spatial Heritage and Culture of the Territory*, Fernando Manero Miguel focuses attention on the meaning of Territorial Heritage as one of the basic notions for interpreting the spatial-economic and affective dimension of the relationships built up between societies and in the environment in which they are organised and carry on their lives. It is a phenomenon that takes on special importance with the intensification of the tendency to give heritage status to space through the incorporation of a broad set of technological, immaterial and landscape elements that diversify the concept, widening its interpretative and strategic connotations. In this sense, it is clear that heritage sites are part of a new perspective in which the discovery of the potential that defines them and the detection of the risks that threaten them can be optimised through the application of modern scientific methods associated with the advances in knowledge and the operational aspect of communications technologies. Thus the notion of «smart resource» in reference to heritage (understood from the perspective and focus that imply their support of the principles of the society of information and knowledge) is ratified in line with the opportunities provided by the digital technologies as the basis

of the methods incorporated into the renovation of the cultural codes and the new form of management, expression, diffusion and consumption. Hence its incidence in the construction of what has to be understood as «culture of the territory», a key notion for attempting to define the set of emotional experiences or behaviour patterns that a community develops in its relationships with the spatial reality it permanently interacts with. However, the author insists on stating that this perspective is not immune to the contradictions that qualify the triumphalist vision with which it is sometimes contemplated. Not in vain, we are experiencing a process in which the desire for intensive revitalisation and the wish to preserve coexist alongside the observed deficiencies, from both the material and the geographical points of view, depending on the situations of neglect or lack of content such valuable elements of the complex inherited heritage often suffer from.

For their part, Rocío Silva Pérez & Víctor Fernández Salinas, in *The limitless concept: The new heritage paradigm and its relation to space*, emphasise the transcendence of the changes that have taken place in the evolution of the concept of Heritage, which the authors present as an articulated three-phase process, whose dynamism has brought with it the destabilisation of the traditional pillars, opening up a panorama of new challenges and interesting perspectives. As was to be expected, this started an intense debate that the authors base on the necessity to clarify the evolution of the relationships between Heritage and space and, for that matter, the methodology that could facilitate the interpretation of those links with respect to the newly created paradigms. The change from a fragmented consideration to the integrative treatment led to a greater complexity and to the rise of transdisciplinary studies, fully justifying the meaning of the proposed methodological reflection. In any case, and as a result of this evolution so clearly specified by the authors, the concept is continually being reinvented. As the notion of heritage landscape is currently defined, it has been shown to be limitless, with no boundaries to hold it in, which in no way presupposes Heritage's ability to adapt to changing and variable perceptions.

Calling to mind the geographer Max Sorre, Guillermo Calonge Cano, in *The legacy of nature enshrined in cultural landscapes* gives meaning to the bonds that exist between Physical and Human Geography, and which reinforce Geography's *raison d'être* as the study of the «humanised landscape». Hence the attention that, in his opinion, Nature has been given as inheritance reflected in the cultural landscapes, the knowledge of which is based on an

inductive methodology. This is, in turn, enriched by the contributions coming from fieldwork. Nevertheless, the author laments Physical Geography's loss of relevance, a fact he attributes to the specialisation and fragmentation of the discipline in Spain, weakening its presence in important scientific debates on questions of great relevance from the environmental point of view. In the opinion of Dr. Calonge, this represents an important challenge that requires serious thought on the position that geographical knowledge should offer when going in greater depth into the interpretation of natural landscapes understood as cultural landscapes, similarly focusing attention on the discovery of the impacts caused (often of a regressive nature) in the natural elements by the material and immaterial culture of the human groups that make use of the landscapes. The empirical references to emblematic spaces of the Douro Valley back this up. It is, therefore, upon this empirical basis that the need to modify certain methodological approaches that the author considers to be incoherent is based. He defends the «polygenic, diachronic-territorial» theory, as he understands that the research into the current state and possible evolution of each natural landscape should be polygenic, since the causes of the phenomena that create the natural landscapes are varied and are shown to have a diachronic sense, as exemplified by the results of complex interrelationships between vegetable and fauna taxa and abiotic elements. In line with the «Objectives of Sustainable Development», this methodology allows a new typology of spatial spheres to be established, facilitates the review of ancient and endemic taxa, as well as making new criteria possible for the declaration and management of the «Protected Natural Spaces».

Through an effort to systematise accompanied by a critical vision, José Luis García Cuesta & Basilio Calderón Calderón make an interesting contribution in *Legislation and the general registry of heritage of cultural interest in Spain, 1985-2016*. The authors focus their attention on the development of laws applied to the knowledge and conservation of Spain's Historic Heritage, stressing the precedent created by the Law of 1933 and giving special attention to that of June 25th 1985, which without doubt marked a turning point in this process, given the internationally integrative and homologous character with which it was conceived, and at the same time, because it opens the door to the decentralised management of heritage assets in the context of the decentralization of the Spanish State. The period considered covers three decisive decades that allow us to understand clearly the scope of policies related with the management of the said elements (particularly significant in those recognised as Cultural Interest Asset, or BIC, Bien de Interés Cultural)

and which find, in the display of the Autonomous Regions' regulatory capacity, an explicit and empirically highly illustrative manifestation of the level of identification established in each case between the political entity and the most relevant respective attributes, all the while keeping in mind the decided incorporation of heritage in the regional development strategies, with all the implications that this brings with it. On the basis of this statement and the strong increase experienced by the declaration of BICs, the available temporal horizon allows a sufficiently well-informed judgement to be made on the basis of the effects derived from protection and cataloguing policies applied in this intermediate level of the public administration, more in accordance with political criteria than with the objective dimension of heritage wealth. Conclusions are thus reached that warn of the differences between the regions, which results in a well contrasted panorama with respect to the levels of concentration and dispersion, spatially considered, to which this behaviour has given rise. We find ourselves, then, facing a contrasted panorama that demonstrates just how much these differences are associated with the economic commitment linked to the administrative act of recognising the heritage nature of an asset. This also explains the critical situation in which numerous heritage assets are at the moment, as they cannot be maintained by their owners.

Luis Alfonso Hortelano Mínguez discusses one of the objectives contemplated in the European Territorial Strategy, that which advocates «a creative and prudent management of the natural and cultural heritage», in order to stress the significance of the proposals that, in line with this form of proceeding, pursue the defence of the principles of conservation and custody which are congruent with enhancement through alternative or complementary uses. Such is the objective of his contribution in *The creative and prudent management of territorial heritage*, where he analyses the breadth acquired by heritage due to the tendency towards diversification and the incorporation of new elements, many of them traditionally dismissed, but which have nowadays reappeared to provide meaning and operability to the concept of Territorial Heritage. In the author's opinion, it is a concept that is no longer just a physical container; it has become a palimpsest that reveals the sediment of the inheritance left by past cultures in the characterisation and configuration of the territory. Within this valuation process, the role that can be played by heritage as a resource which can revitalise depressed economic areas or those in a critical situation is important. It can do so through a figure that is capable of transmitting heritage in an integral way. In this sense, he evokes the importance

of the Ecomuseums as precedents of an ulterior evolution of what museums can offer. This has taken shape as «Museum Territories», an initiative based on the premises of local development, with recognised social involvement, not forgetting the institutional support aimed at the correct functioning of the forms of management.

In *Cultural landscapes and planning in Spain*, María del Carmen Cañizares Ruiz considers that the debates concerning the analysis and interpretation of the landscapes should be understood within the framework of the conceptual renovations taking place around the concepts of territory and heritage. In accordance with this approach, the author examines landscapes as heritage constructs that society perceives as such, as they are transformed and used, thus underlining the growing attention this subject is receiving from the geographical perspective. It is a process that is consistent with the importance awarded institutionally to the category of Cultural Landscape, with initiatives of great relevance, such as those carried out by UNESCO (1992) and the Council of Europe through the European Landscape Convention (2000). This tendency supposes a challenge to the public authorities and the Spanish Administration has become involved through the approval of the National Cultural Landscape Plan (2012), coordinated by the Spanish Cultural Heritage Institute. In operational terms, its materialisation placed left us with a quandary. If the setting up of a set of National Plans related to heritage demonstrates a willingness to recognise the enormous potential of heritage, this balance suffers from a certain lack of attention, limited regulatory advances and a slow consolidation process as far as Spain's cultural landscapes are concerned. This augurs well for the need to examine this strategic line in greater depth, taking into account its relevance as «territory perceived and valued for its cultural qualities, which are the product of a process and support for a community's identity».

The critical approach defines the orientation of the analysis that Elsa Patiño Tovar carries out with respect to the interventions in the historic space of the Mexican city of Puebla, recognised as a World Heritage City in 1987. Such is the objective of the chapter *From the imprint of history to the history of a brand: the case of the city of Puebla (Mexico)*. The reflection focuses on the argument, empirically contrasted by the author, of the prevailing propagandistic and commercial connotations of the discourse maintained by the responsible public administrations, both national and local, in search of securing an image and a brand, as opposed to an approach more oriented towards the protection and conservation of the constructed heritage and the historic centre, where its most valuable and accredited representation is situated.

In this priority of objectives, the identification and delimitation of a monumental space, conceived to achieve the international brand awarded by UNESCO, has ultimately been channelled into its becoming a heritage resource capable of strengthening the city's competitiveness as a tourist attraction, to the detriment of a more integral planning of the city's space with recognised historic importance. This explains the effects caused by a selective beautification policy which has resulted in the individualisation of a sector of the urban fabric turned into a business, occupying a dozen or so streets around the main square, whose treatment as a privileged area has evolved in parallel to the expulsion of a broad group of residents and the gentrification process that this brought with it, while also entailing the deterioration of large areas of the neglected historic city.

Sergio Tomé Fernández, in *The geographical environment of Spain's Paradores: values, changes and conflicts*, carries out a most pertinent investigation into the spatial and urban impact of Spain's network of 95 Paradores. His contribution satisfactorily rectifies an evident shortcoming concerning an as yet little studied aspect, which is the interpretation of the implications that this important heritage complex presents from the geographical point of view. Excepting those that are isolated, or form part of stable monumental precincts, he starts from a typology structured in six categories, depending on their spatial situation. They are: historic centre or its environs, intermediate areas, recent developments, periphery and rural. The interpretative panorama, illustrated by an analysis on a micro-scale and the comparative view between diverse locations, allows us to know the urban processes affecting them that are open to contrasted tendencies ranging from gentrification and its counterbalance of deterioration to the relocation of activities and the impacts due to the housing crisis. The fact that he delves into the experiences extracted from this classification is a valuable discovery of phenomena that illustrate the unequal behaviour of the interventions applied to the various cases. In this sense, thanks to the author's attention to detail in the analysis, we are surprised about just how important location and the particular environmental or urban surroundings are. Where the Paradores are located affects the influence of the impacts, while also providing a vision away from the simplification with which the spatial dimension of this type of heritage element that carries out a particular function, such as attention to leisure and recreation demands of a certain qualitative level, is often interpreted.

With the title *New approaches to Spain's industrial heritage*, Paz Benito del Pozo and Henar Pascual Ruiz-Valdepeñas call attention to

the renewal of the study of industrial heritage as a foundation on which to build the meaning of the strategic directives that must be applied following an adequate knowledge and evaluation of their potential. The chapter reflects on the evolution of the conceptual perspectives and methodologies responsible for the renovation of the studies on Spain's industrial heritage in order to establish what institutional actions on a national or regional scale as well as what academic lines of interpretation, are to be proposed, marking recognisable tendencies worth consideration at the start of the 21st century. Their objective is to demonstrate that industrial heritage has gained prestige and recognition and has become a reference as a rising territorial resource at the service of urban tourism and local development. To do so, they analyse the proposals of the National Industrial Heritage Plan sponsored by the Cultural Heritage Institute of Spain (IPCE); the important work carried out by the *Association for the Defence of Spain's Industrial Heritage* (TICCIH-España); the most outstanding regional initiatives in the protection and management of industrial heritage; the influence of the industrial heritage associations; and finally, the results of the research in Geography that stress the relationship between industrial heritage and territorial development, with particular reference to the industrial landscapes, itineraries and routes. All this leads to the recognition of the importance assigned to industrial heritage in the interpretation of the heritage landscapes, under the three lines of analysis that the authors believe to be of great utility in this sense, considering them an element to revitalise the territory, as a key factor in the processes of urban competitiveness and renovation and as a resource related with the new forms of using space to foster tourism.

The reference to the rural world brings a necessary perspective when objectively evaluating the possibilities of enhancing heritage through forms of management susceptible to being applied in this type of scenario. Hence the interest of the contribution by Ignacio Molina de la Torre, *Decentralised management strategies for heritage in rural areas*. The author successfully puts into perspective the meaning of the conventionally used interpretations to explain the processes associated with the use of heritage assets to wield arguments of great practical use. What is more, this becomes clear when we see the difficulties, mainly associated with low demographic densities, which condition the management of the said resources in rural spaces. The expressivity that, in this sense, the Autonomous Region of Castile & Leon offers is particularly eloquent as an example of the specific context, without which it would be impossible to face such an important challenge. Thus,

the geographical focus is shown to be both pertinent and necessary. In this sense, the author emphasises the limitations to carrying out local revitalisation strategies that would enable the existing heritage, frequently made up of elements of great historic-artistic value, to become profitable. Hence the importance of considering the possibilities that, as a future option capable of mitigating the structural obstacles inherent to small municipalities, the strategies rolled out by the institutions will be able to offer. This leads him to invoke the margin of perspectives associated with the theoretical and practical definition of the territorial systems of heritage valuation, as in the Plan PAHIS 2020, put into practice by the regional government. Equally illustrative, under the decentralised management model that the Plan itself advocates, is the specific and detailed reference to the Plan Mudejar, applied to the heritage left to us by the Mudejar art in an area of such great and symbolic spatial value as the territory of Castile & Leon.

On the basis of the scientific utility, doubtless derived from the compared perspective, the inclusion in this work of contributions from relevant geographers from Latin America is fully justified. It is a growing interest, especially when, as in this case, the authors conceive their reflection as a presentation of the approaches applied to the heritage conservation and management in their respective nations. Roberto Bustos Cara & Andrés Pinnasi Mayoral wield highly illuminating arguments in *The development and management of territorial heritage: The recent experience of Argentina*. The observation that the country lacks a regulatory instrument that contemplates and deals with heritage management in an integral manner is significant. This is because the regulatory system only deals with some elements individually, whose treatment is usually carried out under the guidelines applied to environmental law. On the other hand, the authors insist in the variations that the concept of heritage has experienced in the country over time and in quite distinct stages. These changes have been based on the «benchmark heritage forms» that the different powers considered essential, prioritising some over others, depending on their hegemonic position. The heritage management structures have been articulated on the basis of this platform in Argentina, an outstanding country in this sense, so that today there is a very complex panorama in which different ministerial agencies intervene with specific programmes and projects that are very difficult, or at least complicated, to link up together. This is a model which, in addition, coincides with what the authors define as a moment of «heritage expansion», whose future expectations must face numerous challenges and organisational and

management deficiencies. The model can also largely be extrapolated to the Latin American world with a view to obliging the scientific community to revise the risks and threats that may arise in order to achieve the aim of reversing them.

Finally, in *Heritage protection in Chile through its institutions*, Adriano Rovira Pinto tells us of the broad guidelines that define the Chilean State's intervention policy concerning the safeguarding and management of territorial heritage in its different categories and manifestations. The attention given to those of a material and natural character provides highly interesting considerations that endorse the relevance of Chile as a space replete with notable singularities and values in this sense, making Chile an emblematic world territory. In the first case, the detailed treatment that the author gives to the different types of assets included under the generic denomination of Material Heritage, including monuments of historic value, as well as the so-called Nature Sanctuaries, defined thus due to their condition of being ecologically exceptional places of great importance for research, is truly interesting. On the other hand, Natural Heritage has a specific entity, administratively identified with the State's National System of Protected Wilderness Areas, made up of about a hundred units. Together, these units make up a fifth of the national territory; a spectacular wealth that makes Chile a world reference due to the magnitude and quality of its natural landscapes. The importance of this wealth, on an international level, has resulted in the signing of international commitments that vest the Chilean State with a great responsibility towards the preservation of this type of environmental heritage. To this is added the dense network of organisations with responsibilities in the matter, which often leads to conflicts of competence that damage the effectiveness of the measures adopted, as can be deduced from the questions posed by the results of the ambitious programme of Heritage Routes, set up in 2001.

Highlighting the nuances and orientations that these personally considered contributions offer, it would seem convenient to stress the fact that there is, among them, a connection that links them from the theoretical, methodological and thematic points of view. It is that which is derived from the shared desire to contribute to the process of raising awareness in favour of Territorial Heritage, in the conviction that the threats and risks that stalk them can only be neutralised when scientific research, firmly rooted in territorial knowledge, uncovers the intrinsic importance of the heritage assets and the necessity to adjudicate the strategies that will make it possible to safeguard them.

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