

Geographical Discourses for Landscape Policy: Dialogue with Andalusian Geographers

Katsuyuki TAKENAKA

1. Introduction: Focusing on Landscape Policy

Among the seventeen Autonomous Communities created under the 1978 Spanish Constitution, Andalusia has been one of the most concerned about the quality of landscape.¹ Actually, the Andalusia Statute of Autonomy approved in 1981 defined protection and improvement of landscape as one of the basic objectives to be fulfilled by public policies. After a major revision in 2007, the current Statute envisages much more ambitious interventions in landscape, which are expected to be undertaken from different areas of the regional government, such as departments of environment, culture or agriculture. This important step forward should be considered commitment of the Andalusian Community to landscape as a factor of quality of life, in line with the principles of the European Landscape Convention (ELC), signed in 2000 and ratified by Spain in 2007.

Another outstanding feature of Andalusia with regards to landscape policy is a positive role being performed by geographers. Their involvement in the landscape issue is not limited to research activities with strictly academic purposes. Some of them also undertake actions to directly or indirectly influence actions by public authorities, capitalising the efforts made in the past few decades by young and veteran Spanish geographers to consolidate geography as a socially relevant science. It is not difficult to find geographers who, appointed to important positions in the regional government, contributed decisively to innovate public policies, particularly those related to spatial planning.² The increasing presence of geographers in public administrations is also fruit of an intimate relationship between academic geography and professional geography (Takenaka, 2012). A perfect example is given by the Andalusian regional government, where dozens of geographers have been coordinating important tasks in departments of spatial planning, environment or urbanism.³

1 Paül i Queralt (2009) provides a comparative analysis of the landscape policies implemented by the Autonomous Communities.

2 Garcia Ramon *et al.* (1992) compiles the personal trajectory of some Spanish geographers who contributed to enhance the collaboration between academic geography and public administrations.

3 The Andalusian Association of Professional Geographers, reorganised later as the Andalusian Pro-

Obviously, the active involvement of geographers in landscape policy is not just a lucky and accidental coincidence. Geography is a discipline of synthesis between natural and social sciences. Something analogous can be claimed for landscape, which stands as a complex reality integrated by both natural and human dimensions. Placing landscape at the centre of the practices in geography seems to be a strategy more than justified for the scientific and social mission of this discipline. Naturally, landscape is not an exclusive issue of geography. To cite just one example, among different master's degrees in landscape operating in Spain, a clear majority are designed around the axis of architecture, environmental studies or gardening, that is, those specialities that offer a landscape interpretation and intervention tools basically of technical character.⁴ Therefore, the epistemological and methodological basis of geography should be asked more than ever, especially when there is an increasing demand for collaboration of geography with neighbouring sciences.

This article constitutes a modest attempt to answer the question we have just raised. To this end, we chose several Andalusian geographers for their important contribution to the development of landscape research, both in its analytical and applied aspects. Careful reading of some of the works written by each one, together with complete personal interviews, helped us have an overview of the variety of approaches within the geographical science. The survey also shed light on the advantage of geography, just when we are facing an incremental ramification of the knowledge related to landscape. The interviews were conducted by the author of this article during an intensive field survey that lasted from September 6th to 22nd 2018. We also included interviews to some key persons who have been undertaking pro-landscape actions from inside and outside the public administration.

The following sections will be organised according to three main discourses for landscape policy that respond to the need of linking geographical science with public and social concerns about landscape: discourse for spatial planning, discourse for heritage management and discourse for raising awareness. After analysing separately the three, some synthesising reflection will be presented at the end of the article.

fessional College of Geographers (*Colegio Profesional de Geógrafos de Andalucía*), published in 2000 a monographic number of their journal, *Andalucía Geográfica*, to review how they had been engaged in the issue of landscape and how to project their future actions. In this framework, Andreas Hildenbrand, a professional geographer and regional government officer, fulfilled the part of presenting the organisation and priorities in landscape policy being implemented by the Andalusian regional government (Hildenbrand Scheid, 2000).

4 The following are some examples of master's degrees offered or authorised by Spanish universities: Master's Degree in Landscape Architecture (Polytechnic University of Valencia); Master's Degree in Landscape Management: Heritage, Territory and City (University of the Basque Country); Master's Degree in Landscaping, Gardening and Public Space (University of Granada). From a geographical perspective, Master's Degree in Landscape Intervention and Heritage Management at the Autonomous University of Barcelona is provided by the Department of Geography and directed by geographer Francesc Muñoz.

II. *Spatial Planning*

Florencio Zoido Naranjo, professor emeritus of the University of Seville, is probably the person who best transmit the voice and emotion of Andalusian geographers regarding landscape in both national and international scenes. After participating actively in the preparing committee for the ELC, Zoido made extraordinary efforts to bring together academic and economic resources of the Andalusian public universities and the regional government to launch the Centre for Landscape and Territory Studies (*Centro de Estudios Paisaje y Territorio*: CEPT). Director of the CEPT for several years, this tireless professor realised important tasks to lay foundations of the Centre, the central mission of which is to coordinate research on Andalusian landscape units and act as an advisory for the region's spatial planning.

In the personal interview, professor Zoido gave us details of the discussion prior to the ELC drafting. Almost countless hours of intense debate, according to Zoido, were necessary before agreeing, in the first place, if they should define the same concept of landscape, and then what should that definition say. Finally, a precise definition was considered essential to facilitate proactive landscape interventions. As for the definition in itself, representatives from UNESCO defended their view centred on heritage landscapes, whereas experts from IUCN (International Union for Conservation of Nature) gave primacy to natural landscapes. In this section, instead of copying the well-known text of the ELC, let us see how professor Zoido evaluated the discussion before the agreement.

...Es preciso destacar, en primer lugar, la opción decidida (artículo 1) por definir el paisaje, buscando su objetivación y conversión en objeto de derecho. En multitud de aportaciones recientes surgidas en distintas instancias —científicas, técnicas o artísticas— se ha insistido en denotar el carácter polisémico del paisaje: entre otros muchos sentidos que se otorgan a esta palabra se pueden destacar, por su frecuencia, aquellos que lo consideran:

- el aspecto, faz o forma del espacio geográfico,
- la expresión fisonómica de un sistema de relaciones entre hechos naturales y antrópicos,
- la percepción de la relación entre las sociedades y sus territorios,
- el entorno del espacio edificado.

A causa de esta apertura o diversidad semántica y de importancia concedida a la percepción o a los aspectos subjetivos, se ha afirmado, también insistentemente, que el paisaje seguirá siendo un concepto jurídicamente indeterminado. [Zoido Naranjo 2000: 9]

Zoido asserts that the definition of landscape adopted finally by the ELC was satisfactory from a geographical viewpoint, for it integrated three basic elements: objectivisation of land-

scape as an area (“cualquier parte del territorio” in Spanish); appeal to the subjective character of landscape (human perception); and landscape as a dynamic system (interaction of natural and human factors).

The most immediate antecedent of the ELC was the Mediterranean Landscape Charter, signed in 1993 among the regional governments of Andalusia, Languedoc-Roussillon and Tuscany. While this trilateral agreement paid a primary attention to human perception of landscape, Zoido appreciates in the ELC the determination of the participating parts to make landscape an aspect of reality subject to public intervention and political control. As is well known, the ELC gave also a precise definition to landscape policy, which should be materialised through three types of intervention: protection, management and planning.

To professor Zoido, the ultimate goal of a landscape policy consists in improving the quality of life of all citizens concerned. If realisation of the quality of life is a legitimate democratic aspiration, it is necessary to consider landscape as a matter of all territory, not just some special sites of recognised aesthetic value. From this standpoint, Zoido claims spatial planning as the main instrument of landscape policy, which needs to be coordinated properly with other approaches from cultural, environmental or economic policies (an example of spatial planning in Figure 1). All these actions are justified by the premise recognised in the ELC that landscape is an object of law and public intervention.

Es necesario no olvidar que el paisaje se convierte en objeto de derecho y de actuación pública por su condición de factor de calidad de vida y de identidad cultural. En consecuencia la consideración del paisaje debe estar fundada en aquellos principios, reglas y estrategias que promuevan dichos objetivos: la política cultural, la medioambiental y la económica deberían proporcionar soporte suficiente al tratamiento del paisaje, mediante la inclusión de este aspecto de la realidad en sus instrumentos normativos y de planificación. [Zoido Naranjo 2000: 13-14]

Since the signing of the ELC, professor Zoido has been actively promoting the understanding among experts in different specialities concerned about landscape. His steady efforts to revoke the centrifugal tendency, prejudicial for the same scientists, were reflected in a speech for a symposium on environment aesthetics. Zoido begins reaffirming landscape as an essentially cultural concept:

El interés científico por el paisaje desde finales del siglo XVIII ha hecho aportaciones fundamentales para que pueda ser considerado actualmente un concepto útil en relación con objetivos de protección de la naturaleza y medioambientales, pero es la aproximación humanística —antropológica, histórica y geográfica— la que amplía su utilidad para una comprensión más profunda de la complejidad del territorio, de especial interés para el ejercicio de su ordenación. [Zoido Naranjo 2011]



Figure 2 Examples of Landscapes of Cultural Interest in Andalusia

Source: Extract from the Andalusian Historical Heritage Institute (IAPH) web site (www.iaph.es).



Figure 3 Synthetic diagram of a route proposed for tour through Doñana

Source: Extract from Villa (2015: 44). Drawings by Daniel Bilbao, advised by Águeda Villa.

Then, human attitudes towards landscape are traced back to their origin and analysed according to the historical path followed by the same concept. Among a wide variety of possible attitudes, six types are distinguished: 1) consciousness of spatial dimension (to be in the world); 2) wondering in front of the world; 3) contemplation and sublimation of nature; 4) will to describe, represent, comprehend and explain the exterior world; 5) intention to set the exterior world in its place; and 6) seeking for a paradigm of respect and integration.

These attitudes embedded in human consciousness and unconsciousness can be analysed separately from literary texts and pictorial images, in combination with recent contributions from the scientific community. According to professor Zoido, the six types follow a temporal sequence, which evolves generally, in both individual and societal sense, from aesthetics (feeling) to ethics (reflection), and then to politics (action). However, much remains to be done to achieve the most active and proactive attitude towards landscape, that is, the seeking for a new paradigm of respect and integration.

El paisaje se ha ido abriendo camino en el devenir de las relaciones entre estética, ética y política o, si se prefiere, entre sentimiento, reflexión y acción. En el contexto cultural occidental nace con la primera de estas tres grandes perspectivas, arraiga más tarde en la segunda y, finalmente, se desarrolla, ampliando su semántica, para acabar recorriendo la secuencia completa de relaciones entre ellas hasta haberse convertido en un “elemento importante de la calidad de vida”, “clave en el bienestar individual y social” e implicar “derechos y responsabilidades para todos”, según señala el Preámbulo del Convenio de Florencia. [Zoido Naranjo 2011]

Almost twenty years after the ELC was agreed, professor Zoido has not ceased renewing his discourse on landscape as a useful concept for public policy, especially in spatial planning. In a recent article published in the *Boletín de la Institución Libre de Enseñanza (Fundación Francisco Giner de los Ríos)*, a special issue on landscape, the author defends consideration of landscape to better local and regional governance.

...me inclino ya decididamente por la precedencia de la consideración del paisaje, hasta convertirlo en fundamento de la insoslayable función pública de gobernar y administrar el territorio. [Zoido Naranjo 2016]

To justify this argument, Zoido compares the ELC and the European Charter for Spatial Planning (Torremolinos Charter). Careful reading of the two legal texts reveals a series of contrasts, among which the definitions given to landscape and spatial planning are worth mentioning. To Zoido, objective reality and human perception inseparably linked in the definition of landscape justify understanding this as a matter of the entire society, whereas a more structuralist and economy-focused definition of spatial planning implies rather a matter of specialists

and politicians.

Considero importante esta diferencia en relación con el planteamiento general de este escrito: tomar el paisaje como fundamento de la acción pública territorial y no como un concepto de acompañamiento, por lo general mínimamente definido y desarrollado. Por otra parte, estimo que ambas definiciones son hijas de su tiempo y consecuentes con postulados muy influyentes en cada caso. La definición de ordenación del territorio proviene de un paradigma científico estructuralista y economicista. La de paisaje, al considerar tanto la realidad objetiva como su percepción, es relativista, al tiempo que enlaza con planteamientos políticos de más reciente formulación como los de gobernanza y subsidiariedad. [Zoido Naranjo 2016]

The introduction of spatial planning in the post-Franco Spain, although insufficient both in its regulatory development and effectiveness in real practice, was an event of critical importance to geographers as a professional collectivity, for it opened definitely the discipline to the participation in applied fields. Professor Zoido asserts that geography, placed just at the crossroad between humanities and natural sciences, is now called to play a pivotal role in coordinating a wide range of disciplines in landscape intervention practices. Naturally, the task is not easy. A rich sociability characteristic of Andalusia does not necessarily facilitate public participation, as illustrated by its feeble associative tradition beyond groups of neighbourhood or craft basis, such as confraternities. Nevertheless, Zoido appreciates in many Andalusian towns a broad social interest in caring for the aesthetics and ethics of their own landscape, and believes in the potential of such an adorable society.

Although giving a panorama of the applied geography in contemporary Spain goes far beyond the purpose of this article,⁵ some valuable examples deserve mention here with regards to the active part covered by Andalusian geographers. Apart from the experts appointed to the corps of geographers in the regional administration, there is an emerging generation of planners trained in higher education in geography. To name just a professional with whom the author of this article got to have personal acquaintance, Manuel Benabent Fernández de Córdoba has been coordinating as an independent consultant more than fifteen spatial plans in Andalusia. Author of a prominent work on the spatial planning in twentieth-century Spain (Benabent Fernández de Córdoba, 2006), he has lived in his flesh the incorporation of this practice in the regional administration, with all its limitations and sometimes difficult relations with other sectoral policies.

5 An overview on the development of professional geography in Spain is given by Takenaka (2012), which deals with, among other aspects, the creation of the corps of geographers (*cuero de geógrafos*) in some Autonomous Communities. The Andalusian government is one of the regional administrations that more geographers have appointed so far.

III. *Heritage Management*

The inclusion of landscape in the cultural policy agenda is a relatively recent event, basically due to a conceptual and methodological difficulty in adapting landscape to the regulating standards in heritage management. This is especially the case with countries like Spain, where the legal disposition concerning heritage preservation does not refer directly to landscape in any of the formalised categories.

Among Spanish geographers actively engaged in the issue of heritage management, it is worth mentioning from the Andalusian perspective the contribution of two professors of the University of Seville: Víctor Fernández Salinas and Rocío Silva Pérez. In a recent work of joint authorship, they reviewed the evolving concept of heritage and its application to landscape. After highlighting the growing ecologist concern about natural heritage in general, and particularly, about agricultural landscape promoted by the EU Common Agricultural Policy, the authors give a much more pessimist or at least modest vision on cultural heritage.

Los pensadores, gestores y activistas del patrimonio cultural, en cambio, han sido menos audaces. No ha habido una cumbre de Río para la cultura, cuando, sin duda, todas las culturas del mundo salvo la llamada «occidental» están en un peligro tan grande o mayor que la salud ambiental del planeta. Mientras el discurso ecologista se ha legitimado en la sociedad, el cultural sigue siendo percibido a menudo, y no sin razón, como elitista y conservador. [Silva Pérez y Fernández Salinas 2017: 134]

From the thesis that all landscape is endowed with a socially constructed value, they distinguish heritage landscape (*paisaje patrimonial*) out of the overall concept of cultural landscape. Hence, recognition of a heritage landscape should be based on a set of special attributes (*vectores patrimoniales*), such as natural and cultural monuments, historical routes (pilgrimage ways, canals, etc.), specific economic uses (industry-based settlements, traditional irrigated farmlands, etc.) or immaterial elements (local gastronomy, oral tradition, etc.). To the authors, these attributes recognised by local people or public institutions constitute the essential part that needs to be preserved, whereas the heritage landscape as a whole containing such elements is a much more dynamic reality.

En tanto que unidades territoriales complejas y completas, los paisajes patrimoniales contienen elementos de especial valor patrimonial (los vectores patrimoniales), junto a otros componentes del paisaje/territorio que no tienen por qué poseer valores reconocidos y ni tan siquiera unas cualidades estéticas especiales. No todo en los paisajes puede o debe ser conservado. El paisaje es, en esencia, dinamismo y se resiste a la musealización, por lo que las actuaciones relacionadas con el orden en la estructura territorial y con la gestión de los cambios resultan básicas para la preserva-

ción de sus valores. [Silva Pérez y Fernández Salinas 2017, 136]

A major conceptual and methodological difficulty arises, when a landscape is presented not as a mere pictorial scenery where some essential elements perform before the human sight, but as a heritage integrated in itself by a large set of heterogeneous elements, essential or not. Then, authenticity and integrity, the two main criteria established by UNESCO for the recommendation of World Heritage Sites, should be applied to spaces that can vary considerably in geometrical and topographic aspects. This is especially challenging from an operative viewpoint, making the site selection process much more complex than when it dealt with compact and isolated objects, such as archaeological sites or architectural works.

As for proactive actions concerning heritage landscape, the two authors defend a synthetic approach that combines the three main concepts contained in the ELC: protection, management and planning. Protection should be applied to the special attributes, whereas the landscape as a living and functional ensemble needs a much broader consideration, which goes far beyond a simple economic exploitation model like musealisation of the area. Fernández and Silva believe that preservation of the essential values of a landscape where people live and work cannot be separated from a sustainable management of the functionality underlying the area's socio-economic dynamism.

Los espacios complejos, donde la gente vive y trabaja, como los paisajes o la preservación de los valores patrimoniales, no pueden desvincularse de la ordenación y precisan del mantenimiento de su funcionalidad, aun en una perspectiva evolutiva de esta funcionalidad, como garantes de autenticidad patrimonial. Es necesario buscar nuevas fórmulas e instrumentos para preservar la vitalidad de los paisajes patrimoniales. A menudo, ello implica la incorporación de nuevas funcionalidades compatibles con su carácter. Los paisajes se hacen y se deshacen, pero debe valerse por el mantenimiento de sus valores. [Silva Pérez y Fernández Salinas 2017: 148]

Fernández and Silva are prominent as well for their efforts to bridge conceptual and theoretical debate to applied research based on numerous case studies in and outside Andalusia. In this sense, their major acting scene has been the International Council on Monuments and Sites (ICOMOS), particularly in its Spanish Committee. When the Spanish cultural policy still had a passive attitude towards landscape, UNESCO took a step forward in 1992, establishing officially the category of cultural landscape. With three World Heritage sites in Spain listed under this heading (as of 2018), the institutional recognition by UNESCO means to the authors a driving force to raise social and public awareness of the value of heritage landscapes.

A worthy example of their applied research can be found in a proposal of heritage landscapes for their possible inscription in the World Heritage list. Fernández and Silva listed a total of 38 candidates, taking into account four different factors: heritage landscape typology based

on the proposal by the Andalusian Historical Heritage Institute (*Instituto Andaluz del Patrimonio Histórico*: IAPH); criteria of the World Heritage Committee; areas with landscape value recognised by the current Spanish regulations; and the Spanish sites already inscribed in the World Heritage list. *Castro* culture in Asturias & Galicia, Iberian wind landscape, *dehesas & montados* (a type of agroforestry in Spanish-Portuguese border areas), landscape of Mediterranean prehistoric rock art or the strait of Gibraltar as a cultural bridge are some of the outstanding examples, many of which are in fact an extension or reconsideration of existing sites.

A strong commitment, as we have seen, of the two Andalusian geographers to the landscape policy is motivated by the consideration of landscape as a source of social welfare and quality of life, and also as a condenser of area-based identities.

Los paisajes, en cuanto herencia territorial resultado de la apropiación del espacio por la sociedad que los ha modelado y se identifica en ellos, son en sí mismos bienes culturales. La dimensión patrimonial del paisaje adquiere un especial significado en el contexto actual de hibridación, banalización y pérdida de autenticidad de muchos de ellos. [Fernández Salinas y Silva Pérez 2015: 256]

Furthermore, landscape is expected to be a factor of local development in both socioeconomic and cultural dimensions, especially when a heritage landscape is involved.

...La gestión de los bienes culturales está reclamando un cambio de planteamientos, y el territorio y el paisaje ofrecen un marco adecuado y a la altura de uno de los principales retos del patrimonio: convertirse en factor de desarrollo. Trabajar en la protección del paisaje es, en buena medida, trabajar en la protección del patrimonio y en el fomento del desarrollo socioeconómico y cultural de los territorios. [Fernández Salinas y Silva Pérez 2015: 274]

These motives justify the two geographers' active collaboration in the cultural policy of the Andalusian regional government, particularly in research projects led by the IAPH. A special mention should be made of the Landscape Demarcations and Landscapes of Cultural Interest, which constitute at the present moment the most systematic and exhaustive resource created by the IAPH to diffuse Andalusian cultural landscapes (examples in Figure 2).⁶ Landscape Demarcations are an adaptation from the 85 landscape areas defined in the Landscape Map of Andalusia, elaborated by the Department of Environment, whereas for each of the Landscapes of Cultural Interest a detailed description is provided and available on the IAPH website.

We should note that the Landscapes of Cultural Interest are shown on the map prepared by the IAPH with quadrilateral figures, which do not mean geographically delimited areas nor mere locational points. Leaving aside the convenience of a simplified graphic representation, it looks

6 An overview of the documentation of cultural landscapes in Andalusia is given in a comparative perspective in Rodrigo Cámara *et al.* (2017).

like that the rectangles incorporate a broader reality than a pinpoint location of the site, without specifying either the exact outer boundary of the area. Such a geometric representation allows the coexistence of gradually changing characters inside each area, from elements corresponding to the essential attributes, apt for preservation, to common elements for which a more adaptable management is recommended.

Silvia Fernández Cacho, head of the Documentation and Research Centre of the IAPH, explained in an personal interview how the issue of landscape is facing a dilemma between a growing recognition to landscape from the scientific community and the absence of a specific regulation to protect landscape as a cultural asset. Actually, among the eight categories stipulated in the Andalusian historical heritage act, none refers directly to landscape.⁷ Consequently, the issue of landscape in heritage management should inevitably be addressed through actions associated to other categories, such as historical complex (*conjunto histórico*), historical site or archaeological site.

Certainly, those who know better this dilemma and straggle against it are geographers, just as shown by the applied work of our two Andalusian colleagues. The operational difficulty inherent to all actions related to landscape is a faithful expression of the enormous complexity of the territory in which we live and, at the same time, the richness of that reality which surpasses the limitations of compact and sometimes too rigid tools prepared for the preservation of cultural assets.

IV. *Raising Awareness*

Andalusian geographers have demonstrated their competence also in producing theoretical works for landscape intervention. As a fair example from this perspective, we can name Juan Francisco Ojeda-Rivera, professor of Pablo de Olavide University. As a deep seeker of the origin of landscape and its historical evolution, professor Ojeda understand that landscape is a reality arising from different tensions, the most important of which is the tension between object and subject. Landscape is not a mere addition of the elements found in a place nor an emotion shown by the people living there, but something that mediates the place and the human perception, something acting between object and subject.

El paisaje —realidad compleja— no debe ser entendido, pues, como un mero sumatorio de relaciones entre elementos objetivos presentes en un lugar (ecosistema o espacio geográfico) o como las líneas, nodos, superficies y fronteras con que una comunidad de vivientes ha ido dibujando y convirtiendo en propio su espacio vital (territorio o país), sino que el paisaje es una especie de ying-

⁷ The eight categories are the followings: a) monument; b) historical complex (*conjunto histórico*); c) historical garden; d) historical site; e) archaeological zone; f) place of ethnological interest; g) place of industrial interest; and h) heritage zone.

yang, una realidad trayectiva o medial, situada entre los elementos constitutivos de un lugar y las percepciones que se emocionan con ellos y producen posteriores emociones mediante imágenes o relatos de los mismos. [Rubio Tenor y Ojeda-Rivera 2018: 246]

Object and subject, however, are not interacting in a symmetrical relationship. Human beings can have a certain sense of appreciation of nature or a place as anthropised nature, and share that sense in a society by means of artistic and literary representation. However, we can also use our technical power to transform and even deteriorate the same place at such a speed that it cannot be restored in new socially recognised values. Consequently, the mediation between object and subject should also be understood as a tension between aesthetics —nature gives human beings a source of enjoyment— and ethics —people have moral need to take care of that place. This asymmetrical relationship between object and subject is what drives people to interpret landscape as a resource or heritage that needs to be preserved and succeeded to the future generations.

El poder técnico destruye y transforma los paisajes a mayor velocidad que su posibilidad de regeneración o asentamiento y de producción de nuevos valores estéticos consensuados socialmente. Tal paradoja es la que genera una interpretación del paisaje como recurso y patrimonio y la necesidad de establecer para su protección una “ética” de la estética del paisaje. [Rubio Tenor y Ojeda-Rivera 2018: 257]

Attempting to enhance the human ability to identify durable values behind changing aspects of a landscape, Ojeda proposes a methodology based on transdisciplinary interpretation. The proposal is inspired by hermeneutics, a classical knowledge rediscovered in modern times by the German phenomenological philosophy, and includes the following three stages: 1) construction of multidisciplinary data concerning the area of study to set spatial, territorial and perceptive keys; 2) direct and collective experience guided by the aforementioned keys to find specific landscape values; and 3) transdisciplinary interpretation of landscape that allows people to migrate among the different disciplines brought together.

Among the three stages, the first data compiling process is where the role played by individual experts with different disciplinary backgrounds has a primary importance. This is a collective task in which earth scientists (geologists, edaphologists, ecologists, etc.) and specialists in social sciences and humanities (geographers, historians, etc.) contribute with their own expertise to identify the landscape’s essential traits, whereas plastic and literary artists bring their views on perceptive and symbolic dimensions of the same place.

The first objective behind the creation of multidisciplinary teams is the gathering of background from each team member and their respective disciplines so as to build a collective capital of shared

knowledge. This action ensures the generation of multidisciplinary approaches to spatial, territorial and landscape keys which, through dialogue and consensus, will eventually evolve into a common language designed to conduct an expert and interdisciplinary interpretation of landscapes. [Ojeda-Rivera 2013: 40, 42]

The second stage requires a specially intensive collaboration among experts of all disciplines. Intending a transition from a multidisciplinary data analysis to a interdisciplinary synthesis in landscape interpretation, the entire team sets out a kind of immersion tour designed according to the spatial, territorial and perceptive keys found in the previous stage. The collective efforts to have a direct experience of the area is facilitated by specific instruments like a landscape notebook, which proposes a route including a fair number of observing points of special significance (an example in Figure 3). In this way they get to share their landscape interpretation as a comprehending sum, much richer than what can be attained by separate approaches.

In the third and last stage, the participating experts are expected to capitalise their common experience to disseminate the synthetic landscape interpretation achieved in team. Again, they can undertake individual research or creative activities based on their own professional expertise, enriched now by the interpenetration among specialist views. The output can be rather varied, from a knowledge base to support decisions on spatial planning to an architectural solution to define future building regulations. Evaluation of landscape quality by a geographer using quantitative indicators and qualitative observation is an illustrative example of the former type of product, whereas for the latter, we can think, for instance, of a proposal by an architect for potential land development projects providing diagnosis and modelling of a specific landscape.

The methodology of hermeneutic landscape interpretation proposed by professor Ojeda is particularly useful for development of human resources and design of future landscape projects. From a philosophical and epistemological viewpoint, however, it is also a big challenge to the modern sciences, which are today facing a serious difficulty in dealing with a highly complex reality like landscape.

Epistemologically, the proposed interpretative method is a response to widespread use of information that defines our computer based and global context —to collect different multidisciplinary approaches about a subject under discussion— and the dissolution of the four pillars of certainty upon which science is based (deterministic Newton's laws, Cartesian analytical separation, positivist quantifiable reduction and additive reasons, without emergencies). There is a need to concentrate the isles of knowledge into an archipelago through an interdisciplinary exercise based on the observation of significant landscapes. [Ojeda-Rivera 2013: 71-72]

A prominent theorist, professor Ojeda has been also actively engaged in producing applied works based on his own methodological approach. The most important fruit is a series published

under the common heading of “Landscape Notebooks” (*Cuadernos de Paisaje*). A total of four volumes are available at this moment, each with a somewhat different character as for profile of the expert team and scientific approach.

The volume that best fits the characteristics of an academic study in regional geography is the one dedicated to the Subbaetic Ranges of Cordoba (Mulero Mendigorri, 2016). The authors of this volume are professors of geography teaching at the University of Cordoba and they are successors in some way of Antonio López Ontiveros, a historical figure of the Andalusian geography. Ojeda, in turn, took the responsibility of directing the work in Doñana (Villa, 2015), a national park located to the west of Guadalquivir river mouth, where he devoted decades of intensive research activity. The other two volumes focus on urban areas of Cadiz and Seville. *Fachadas marítimas de Cádiz* (Cadiz Maritime Facades) is based on the doctoral thesis of the architect, Rafael Llácer Pantió (Llácer Pantió, 2015), while *Pasear Sevilla. El espíritu del jardín* (Seville Walking. The Spirit of Garden) is a work by a geographer of younger generations, César López Gómez (López Gómez, 2016).

Although different in scientific background and supporting expertise, the four volumes stress on the phenomenological dimension of landscape, advocating the value of direct experience guided by immersion tours. Another important common feature of their work is an intensive participation of artists and designers with their drawings and paintings, which facilitates the mediation between object and subject. Introducing the volume on Cadiz, the first one presented to the public, Ojeda asserts:

Los instrumentos que usaremos en estos cuadernos serán, por una parte, las descripciones, esquemas y claves —que revelen sintéticamente los fundamentos de las realidades visibles de los distintos ambientes a reconocer, como productos de interacciones naturales e históricas— y, por otra parte, las presentaciones y creaciones de relatos iconográficos y literarios —que induzcan a las emociones de quienes contemplen, observen, comprendan y disfruten, como actitudes que irán transformando los ambientes o países en verdaderos paisajes—, porque el paisaje se sustancia en la recepción, antes ni siquiera existe, como no existe el poema hasta que no se combinen convenientemente las palabras. [Llácer Pantió 2015: 11]

During the personal interview, professor Ojeda did not hesitate in showing his philosophical attachment to German phenomenology. Landscape Notebooks invite readers to be submerged in what he calls landscape synergy. Such a dynamic understanding allows people to be agents of the evolving landscape they enjoy. Although they have right to add new steps to the sequence of landscape recognitions, they can never put an end to the whole process. For example, the wetland of Doñana has been always in contact with more or less intensive human actions. Its physical aspects are ceaselessly evolving, and so are the attitudes of the human beings who benefit from that place. Therefore, it is important that we place ourselves in that chain of hybrid

evolution, without being external agents as exploiters or simple observers.

Ojeda claims hermeneutics as a participatory process open to a wide range of civil agents. That is especially the case of the immersion tours, which are useful not only for synthesising different disciplinary views, but also as a socialising instrument to diffuse the values of a landscape and appreciate them in a common experience. On the other hand, our Andalusian colleague defends the role of scientists in the analytical and expository aspects of the methodology built by himself, and set geographers at the centre of such scenes. In his opinion, although geography is a “weak” discipline at the midst of specialised and sometimes excessively fragmented social and natural sciences, geographers’ flexibility and inclusive approach in research design can lend them a considerable advantage. In an act where diverse fields of knowledge meet and look for a common understanding, geographers can and should play the role of directing shared projects like the one programmed by professor Ojeda.⁸

V. Discussion: Acting Geographically over Landscape

The dialogue with some of the most relevant Andalusian geographers has been useful to shed light on the diversity of approaches in geography to address the issue of landscape. At the same time, the consideration of the three prominent discourses suggested the existence of a common epistemological basis of geography, as opposed to other disciplines concerned about landscape.

The most remarkable difference among the three lies in how and to what extent geographers should make landscape a workable concept for public intervention. Probably the most faithful approach to the concept of landscape as both objective and subjective reality is the hermeneutic landscape interpretation proposed by Juan Ojeda. In this methodology, direct experience with a landscape, facilitated by instruments like immersion tours, has a critical importance, not only to synthesise different disciplinary views, but also to foster people’s awareness of being participant in that landscape. If there is a viable management of landscape, it will sure be an intervention in the evolving relationship between a place and human attitudes towards it. The entire project of professor Ojeda has an eminently academic character, although open to different sectors of society, especially in the field of education. Without falling into the temptation of labelling the achievement of each one, Ojeda’s work could be understood as a courageous programme aimed at empowering civil society to create or keep creating landscape.

On the other hand, when considering proactive landscape interventions, it is necessary to seek for other kinds of methodology to be applied as an integrating part of public policies. That is indeed what Florencio Zoido claims as a geographer who, along his professional life, has been

⁸ Geography at the frontier of knowledge was the subject widely discussed in a congress of the Association of Spanish Geographers (AGE) coordinated among others by professor Ojeda (Feria Toribio *et al.*: 2009).

representing and in some way embodying the efforts of many Spanish geographers to bridge between academic geography and public authorities. Certainly, the road is thorny. The Centre for Landscape and Territory Studies launched by himself can act as an advisory to the Andalusian regional government for landscape related issues, but it lacks a legally recognised power to steer the spatial planning. The fact that the Andalusian Community has not enacted so far a specific law of landscape to regulate the legal capacity assigned to different administrations and the role to be played by collaborating bodies like the CEPT goes against the will and interests of the geographical community. Another way to innovate public policies is acceding to a relevant position in the regional government to act from there, just as Zoido did when he was director of urban planning and spatial planning. Obviously, this alternative depends largely on the political situation at each moment and on the personal arbitration inherent to all kinds of facultative appointments.

Also, acting from or through international organisations to influence national or regional policies cannot be dismissed as a valid option. We saw how professor Zoido contributed, as a member of the expert committee of the Council of Europe, to make landscape a legal concept recognised internationally. From the perspective of cultural policy, it is worth highlighting the role played by Víctor Fernández as secretary general of the Spanish Committee of ICOMOS and member of the ICOMOS International Executive Committee, and also the important work by Rocío Silva in the Spanish Committee. The efforts of the two geographers from both ICOMOS meetings and their offices at the University of Seville are always motivated by their enthusiasm for places with intense human imprints, and they try to revert the results of their work to those same places. We should keep in mind, however, that if landscape can be accepted as an operational concept by ICOMOS, it is because the experts have it prefigured around some essential attributes that frame each heritage site. This cultural construction of landscape keeps a non-negligible difference with respect to the criteria adopted generally in spatial planning, which is commissioned to consider the whole territory, both areas of special historical and artistic interest and other ordinary areas, even the most deteriorated ones.

Another significant difference among the three discourses considered lies in the role attributed to geographers to undertake actions for landscape intervention as a democratic process. The most honest attitude from an academic viewpoint is probably proper of those geographers who pour energy for a better assessment of cultural landscape. The intensive participation in ICOMOS meetings by Fernández and Silva and their collaboration with experts of closely related fields is a good example of this legitimate position of geographers.

The case of Florencio Zoido is different. Zoido defends the right to the landscape as a right of all citizens to enjoy a dignified quality of life and, for this, emphasizes the need to implement public participation process in preparing spatial planning. The claim for spatial planning as the main tool available to landscape policy is an unequivocal expression of the will and the strategy of making landscape a matter of the entire territory and the population living in it. From this

consideration, professor Zoido asserts that geographers can and should assume the role of coordinator, bringing together the strength of other sectoral policies, such as culture, environment or agriculture.

Finally, the methodology more flexible and permeable to a wide range of civil agents may be, within the options we studied, the hermeneutic landscape interpretation proposed by professor Ojeda. However, what most characterises his project is the concurrence, both voluntary and intelligently calculated, of a variety of knowledge and expertises accumulated in different disciplines. Here again, geographers assume the fundamental task of uniting the intellectual capacity of all the participating experts in order to facilitate interdisciplinary communication and strengthen the relationship between a place and the human attitude towards it.

To conclude, we must point out that, beyond the variety of approaches in geography that undoubtedly contributes to enrich this apparently “weak” science, there is a genuine identity of geography that distinguishes it out of the contemporary panorama of the sciences involved in landscape policy: landscape as a place or an area historically constructed. Actually, the concept of landscape has been increasingly used from modern times to mean a pictorial scenery, that is, a space as represented in a picture, as if we were viewing a theatre stage. As is shown by Kenneth R. Olwig, expert in cultural geography and landscape theorist with Nordic philological background, this modern meaning of landscape was essentially fruit of the Renaissance and the Enlightenment (Olwig, 2019), which together endowed human beings with the ability or even arrogance to dominate the perspective from a deliberately chosen point of view. Landscape as a spatial prospect based on geometrical cognition of the world is exactly what was embraced by many experts in modern sciences. It also provided a technical basis to a wide range of landscape design widgets frequently used, or abused, to embellish our surroundings.

The already cited geographer Olwig believes that the original pre-modern meaning of landscape, referring to a place with law and history, has survived until today, just as illustrated by the present-day definition of landscape in the ELC. This is nothing obvious nor a gratuitous event. Landscape as a complex territorial system is not easily assumable for many landscapers, gardeners or even architects. The agreement reached by the most extensive international organism in Europe was the result of an intense debate, which finally opted to cultivate the culture of territory by weaving threads of nature and human beings, rather than projecting a screen with technicist rays. Acting to mediate changes in landscape for the quality of life is in itself a geographical act, for which geographers are called to build over the most diversified knowledge basis.

Acknowledgement:

This research was funded by the Grants-in-Aid for Scientific Research of Japan Society for the Promotion of Science (Project Number: 18K01149, Research period: 2018-2021). The author

expresses a sincere appreciation for the valuable collaboration facilitated by the Andalusian regional government (*Junta de Andalucía*) and the Centre for Landscape and Territory Studies (*Centro de Estudios Paisaje y Territorio*: CEPT). Special thanks should be given to the following geographers who did not hesitate to share with the author their professional and personal vision on landscape policy and the role to be played by geographers: Florenzio Zoido Naranjo, Víctor Fernández Salinas, Rocío Silva Pérez and Juan Francisco Ojeda-Rivera. The author's gratitude is also directed to other geographers and professionals for showing us their endeavours for the development of landscape policy: Belén Pedregal Mateos (professor of the University of Seville, director of the CEPT), Jesús Rodríguez Rodríguez and Carmen Venegas Moreno (CEPT), Manuel Benabent Fernández de Córdoba (expert consultant in spatial planning), Andreas Hildenbrand Scheid (geographer, *Junta de Andalucía*), María Francisca Gámez Ramírez (geographer, *Junta de Andalucía*), and Silvia Fernández Cacho (*Instituto Andaluz del Patrimonio Histórico*).

Selected bibliography:

- Benabent Fernández de Córdoba, Manuel (2006): *La ordenación del territorio en España: Evolución del concepto y de su práctica en el siglo XX*. Universidad de Sevilla, 455p.
- Feria Toribio, José María; García García, Antonio y Ojeda-Rivera, Juan Francisco (2009): *Territorios, Sociedades y Políticas*. Universidad Pablo de Olavide y Asociación de Geógrafos Españoles, 548p.
- Fernández Díaz, Víctor y Silva Pérez, Rocío (2015): "Criterios para la identificación y selección de paisajes españoles susceptibles de ser inscritos en la lista del patrimonio mundial de UNESCO." *Boletín de la Asociación de Geógrafos Españoles*, 68, pp. 253-278.
- García Ramon, Maria Dolors; Nogué i Font, Joan y Albet i Mas, Abel (1992): *La práctica de la geografía en España (1940-1990): Innovación metodológica y trayectorias individuales en la geografía académica española*. oikos-tau, 250p.
- Hildenbrand Scheid, Andreas (2000): "El paisaje en las políticas públicas de la Junta de Andalucía: Un balance y una propuesta de acción para el futuro," *Andalucía Geográfica*, No. 7, pp. 15-26.
- Llácer Pantión, Rafael (2015): *Fachadas marítimas de Cádiz* (Colección Cuadernos de Paisaje). Entorno Gráfico, 172p.
- López Gómez, César (2016): *Pasear Sevilla. El espíritu del jardín: Itinerarios para sentir la ciudad a través de sus jardines* (Colección Cuadernos de Paisaje). Entorno Gráfico, 270p.
- Mulero Mendigorri, Alfonso (2016): *Paisajes distintivos de las Subbéticas cordobesas: Claves explicativas e itinerarios de aproximación* (Colección Cuadernos de Paisaje). Entorno Gráfico, 194p.

- Ojeda-Rivera, Juan Francisco (2013): "Lectura transdisciplinar de paisajes cotidianos, hacia una valoración patrimonial. Método de aproximación." *Revista invi*, 78, pp. 27-75.
- Olwig, Kenneth R. (2019): *The Meanings of Landscape: Essays on Place, Space, Environment and Justice*. Routledge, 258p.
- Paül, Valerià i Queralt, Arnau (2009): "Les polítiques i els instruments de protecció, gestió i ordenació del paisatge a l'Estat espanyol." Dins Nogué, Joan; Puigbert, Laura; i Bretcha, Gemma eds.: *Ordenació i gestió del paisatge a Europa*. Observatori del Paisatge de Catalunya, pp. 64-103.
- Rodrigo Cámara, José María; Fernández Cacho, Silvia y Díaz Iglesias, José Manuel (2017): "Documentación de paisajes culturales." Muñoz Cruz, Valle; Fernández Cacho, Silvia; y Arenillas Torrejón, Juan Antonio eds.: *Introducción a la documentación del patrimonio cultural*. Junta de Andalucía, pp. 139-161.
- Rubio Tenor, Marta y Ojeda-Rivera, Juan Francisco (2018): "Paisaje y paisajismo: Realidad compleja y diálogos discursivos." *Boletín de la Asociación de Geógrafos Españoles*, 78, pp. 245-269.
- Silva Pérez, Rocío y Fernández Salinas, Víctor (2017): "El nuevo paradigma del patrimonio y su consideración con los paisajes: Conceptos, métodos y perspectivas." *Documents d'Anàlisi Geogràfica*, 63-1, pp. 129-151.
- Takenaka, Katsuyuki (2012): "Geography in Spain: Fruitful Relationship between Academic Geography and Professional Geography." *Journal of Geography* (Chigaku Zasshi), Vol. 121, No. 4, pp. 650-663 (in Japanese).
- Villa, Juan (2015): *Doñana, el paisaje relatado: Itinerarios de acercamiento a Doñana desde sus relatos* (Colección Cuadernos de Paisaje). Entorno Gráfico, 181p.
- Zoido Naranjo, Florencio (2000): "Proteger y realzar el paisaje." *Andalucía Geográfica* (Boletín de la Asociación de Geógrafos Profesionales de Andalucía), no. 7, pp. 7-14.
- Zoido Naranjo, Florencio (2012): "El paisaje un concepto útil para relacionar estética, ética y política." *Scripta Nova: Revista Electrónica de Geografía y Ciencias Sociales*, Vol. XVI, No. 407.
- Zoido Naranjo, Florencio (2016): "El paisaje, fundamento de un buen gobierno del territorio." *Boletín de la Institución Libre de Enseñanza*, No. 102-103, pp. 41-60.