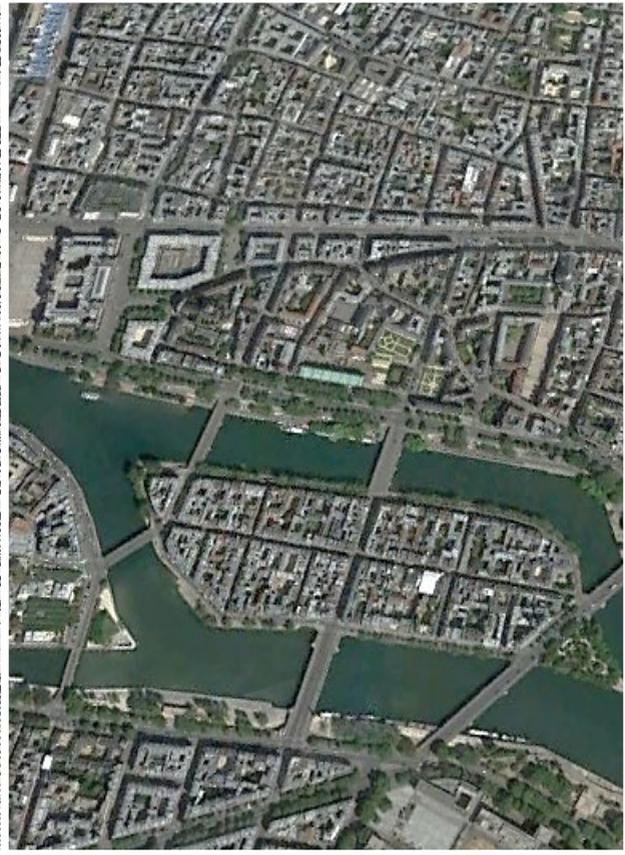
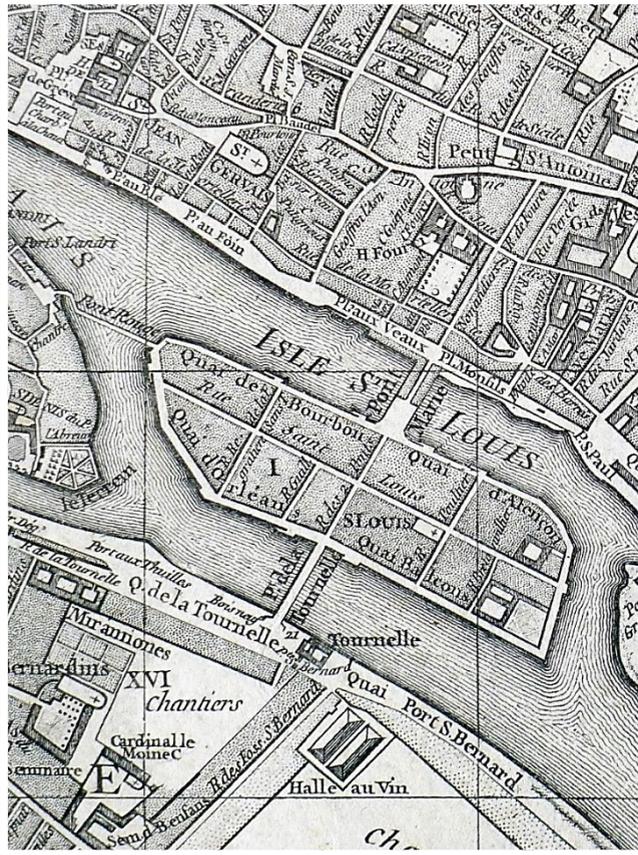


SPANISH GEOGRAPHY AT CONTEMPORARY TIMES. STATE OF THE QUESTION (1972-2022).



Spanish contribution to 35th IGC, Paris 2022. Time for Geographers.
Spanish Committee of the International Geographical Union



International Geographical Union
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**Societat
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GOBIERNO
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MINISTERIO
DE TRANSPORTES, MOVILIDAD
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INSTITUTO
GEOGRÁFICO
NACIONAL



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Spanish Geography and the renewed political agenda for landscape⁸

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Abstract: Landscape analysis, the focus and scale of which are unequivocally regional, constitute a decisive contribution to landscape studies by Spanish Geography. The renewed interest in the landscape of citizens and politicians in reference to all types of territory and as an element of quality of life, promoted by the European Landscape Convention (European Council 2000), has given rise to a considerable increase in landscape studies in Spain as well as the involvement of Geography in the political agenda for landscape promoted by State Administration and in particular by the regional governments and by some local administrations. The present paper attempts to address the contribution made by Spanish Geography, based upon its specific understanding of landscape, to studies and instruments for regulation, planning, management and dissemination of landscape policy. Particular attention will be paid to landscape Atlases, studies and catalogues, as well as to landscape-specific regulations, strategies and plans or those possessing a significant content in relation to landscape protection, management and planning.

1. Introduction. The recent incorporation of landscape into the political agenda

With the launch of the European Landscape Convention (ELC) in Florence on October 20th 2000, landscape as an object of public interest was incorporated in a renewed manner into Spain's political agenda, into the State Administration, which will be ratified in November 2007 (coming into force on March 1st 2008), and above all, into the agenda of the regional autonomies, some of which have approved their own landscape laws in accordance with ELC, and to certain local island and municipal administrations.

Recovering its landscape tradition (Martínez de Pisón, 2008), Spain's Geography has returned to the landscape (Mateu and Nieto, 2008) and is playing a vital role in the

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implementation of the ELC, in particular at the regional and local scales (Gómez Mendoza, 2008). Its contribution has mainly been based upon the characterisation and assessment of the diversity of landscapes, but also in the design of different initiatives and instruments for protection, planning and management of landscapes, a context that had heretofore received little attention from the field of academic geography. We do not attempt to claim for Geography exclusiveness in the analytical and prospective treatment of landscapes. Nonetheless, the renewed understanding of landscape, in accordance with the Convention, as the character of the territory –of all territories– is perceived by the population and results from the interaction between society and nature; this endows Geography with its “capacity to see the landscape” (Martínez de Pisón 2010), which constitutes a significant role in the different phases of landscape policy. We are therefore currently witnessing “the time for geographers” with regard to landscape, a saying coined at the Congress for the Centenary of the International Geographical Union (IGU) in Paris.

Nonetheless, landscape had been considered in public policies in Spain and in other countries of our environment, long before the ELC was adopted by the European Council. Indeed, as has been indicated in publications in the field of geography (Gómez, 1992; Mata, 2000), protection and tutelage of nature’s most beautiful landscapes inspired the drafting of Spain’s first law on nature conservation –the law underlying the creation of the 1916 national parks– as well as the creation of the first two parks: the Montaña de Covadonga (currently Picos de Europa) National Park (Law dated July 1st 1918) and the Valle de Ordesa or del río Ara (Royal Decree August 16th 1918) National Park, and other protected areas created years after. In the words of the professor and naturalist Eduardo Hernández Pacheco, Commissioner for National Parks, in 1933, in his report presented to the Paris Parks Congress,

“(...) son los bellos paisajes, ornato de la tierra, lo que se trata de proteger, como asilos de tranquilidad y de paz en este turbulento y angustioso vivir de los tiempos modernos” (Beautiful landscapes, ornaments of the land, must be protected as oases of peace and quiet in these turbulent and anxious modern times” (Hernández-Pacheco, 1933:7).

From the arguments in support of landscapes that inspired the first law on national parks in 1916 to the rules established by the regional governments in the last few decades referring to protected areas, landscape is seen to constitute a constant element in the conservation policies at both State and regional levels, albeit at a very low level of concision and with no shared definition of the status of Protected Area. This status was introduced by Law 4/89, on Conservation of Natural Areas and of Wild Flora and Fauna, maintained in Law 42/2007, referring to Natural Heritage and Biodiversity – partially adapted to the ELC – and transferred with some interesting nuances to most of the regional conservation rules. However, the regional autonomies have declared very few Protected Landscapes, if compared to the success of other figures such as the Natural Parks According to EUROPARC-Spain, the Protected Areas declared represent 2% of the total area of protected natural areas and they respond to different criteria (aesthetic, geomorphological, ecological and referring to a harmonious relationship between society and nature) (EUROPARC-Spain, 2021).

Traditionally, the conservation of the landscape has also been present, more implicitly than explicitly, in the legislation applying to our historic-artistic and cultural heritage. We should remember the initial concern for conservation of the surroundings

g of the “urban historical areas” and the creation of the figure of “landscape protection zones” in a 1926 decree-law (Zárate, 2011). The basic State law in force, Law 16/1985, applying to Spain’s Historic Heritage, makes no mention of landscape, although it does establish protection for certain heritage-related goods which, due to their scale, characteristics and complexity, could fall within the sphere of protection of cultural landscapes. Together with the landscape content referring to Historic Gardens, Historic Urban Ensembles or Archaeological Zones, appears the Historic Site which, of the elements comprising Spain’s Historic heritage declared to be of National interest, is of greater landscape significance as:

“a place or spot associated with events or memories of the past, to popular tradition, popular creations or with nature and works of man possessing historical, ethnological, paleontological or anthropological value”.

Some regional laws on cultural heritage, specifically those of Cantabria (1998), La Rioja – with a specific reference to the Vineyard Cultural Landscape (2004), the Murcia Region (2007), the Madrid Regional Autonomy (2013), Galicia (2016) and the Canary Isles (2019) have explicitly incorporated the Cultural Landscape as a type of protected heritage, adopting definitions similar to those of the World Heritage Convention (Calderón and García, 2017); however, none of this detracts from the unequivocal landscape dimension of other cultural properties (Fernández, 2019) or from the notion of “surroundings” of the Cultural Interest Properties (CIP), present existing in Spain’s legal system (Agudo González, 2007). Also of particular interest, although it does not possess any legal status, is the National Plan for Cultural Landscape (PNPC), passed on October 4th 2012 by the Historic Heritage Council (Spanish Govt. Ministry of Culture and Sport); the plan involved a significant geographic element in its creation. By means of a Follow-up Commission, the PNPC is promoting and coordinating the protection of landscapes of high cultural interest and working on inter-administrative cooperation, in particular with the regional governments and with civil society (Mata, 2017; Cañizares, 2017). The reform underway in the Law on Spanish Artistic Heritage finally incorporates the figure of Cultural Landscape, based both on the definition of this category by the World Heritage Convention and of the European Landscape Convention.

Lastly, in his brief synthesis of how landscape is treated by Spain’s legislation prior to the approval of the CEP, we should refer to the town planning laws which, from the first *Ley de Régimen del Suelo y Ordenación Urbana* (Law regarding the Land and Urban Development Regime.), dated 12th May 1956, to the current *Texto Refundido de la Ley del Suelo y Rehabilitación Urbana* (Reformed Text of the Law on Land and Urban Rehabilitation) in 2015 (TRLRU), the so-called “direct application rules” have been included as a town planning technique for the protection of landscape values (Sánchez, 1999; Vicente, 2011). Essentially resuming the content of sections 60 of the 1956 law and section 73 from that of 1976, section 20 of the Reformed Text of the Law on Land and Urban Rehabilitation referring to basic urban criteria for land use states the following:

“2. Facilities, constructions and buildings must be conceptually adapted to their environment and to this end, in places with open and natural landscapes, whether rural or maritime, or in relation to the views provided by urban ensembles presenting historical-artistic, typical or traditional values, and in the vicinity of picturesque roads or trails, the situation, mass or height of buildings, walls, visual closure or the installation of other elements will not

be permitted to obstruct the view for contemplation of natural beauty, interrupt the harmony of the landscape or disfigure the perspective thereof? (art. 20.2).

Together with these “direct application (landscape) rules”, which to date have been quite ineffectual in practical terms, both the general town planning legislation and those approved by the regional governments in the last three decades have incorporated a specific planning instrument such as the Special Plans, charged, among other functions, with the “protection of the landscape and of the roads network, and conservation of the rural environment in specific places” (arts. 13 y 15 de la ley de 1956) (Agudo, 2007; Mata and Galiana, 2008).

2. *Geographical understanding of the landscape and the Florence Convention. Points of encounter*

References to the landscape, both in the provisions established for conservation of nature and defence of historical and cultural heritage, and in those contained in town planning legislation, reference is made to unique areas or elements of great landscape interest (natural, cultural or scenic); they therefore have a very limited spatial scope of intervention and an essentially protective function; moreover, they do not define landscape as a juridical concept.

We do not wish to deny the geographical interest of these landscapes, which constitute a priority for protection; however, many other landscapes are ignored by the public policies; they do not present high values and they accommodate a large segment of the population in rural, urban and periurban contexts; they are everyday ordinary landscapes which have traditionally been studied by geographers. In this sense the European Landscape Convention and its predecessors, in particular the 1992 Seville Landscape Charter 1992 (Zoido Naranjo, 2021), involve a profound change in the way landscape is seen; it is now understood to represent a quality of the whole territory, of all places. Thus, as we have pointed out in other works, the landscape becomes “territorialised” and is impregnated with geography (Mata, 2006), which also involves, as we shall see, a significant increase in the scope of landscape policy.

At the first international treaty dedicated specifically to landscape, a decisive contribution of the CEP involved agreeing upon a shared definition of landscape as a juridical concept. According to the Convention, landscape is:

“any part of the territory, as seen by the population, whose character results from the interaction between natural and/or human factors” (translation of the *Instrumento de Ratificación del Convenio Europeo del Paisaje* (Instrument for Ratification of the European Landscape Convention), BOE de 5 de febrero de 2008).

This is a definition, as we pointed out in another previous text, that we follow herein (Mata, 2014), based upon three basic notions possessing a strong geographic significance: territory, perception and character. Indeed, in the first place the definition refers to territory, to “any part of the territory”: On one hand this means that the Convention considers landscape, whilst recognising the importance of other approaches, from the territorial perspective, as a specific quality of the territory; on the other hand, that this quality is not restricted to landscapes presenting high landscape values, but rather applies to the whole territory of the Parties, encompassing natural, rural, urban and periurban spaces. Any territory, any part of it, is seen as a landscape and is contemplated as such; Consequently, all landscapes are of interest and merit the attention of governments. This is the most innovative message of the Agreement at the conceptual

and strategic levels. Therefore, the politics it advocates is not only reactive and a protector of noteworthy elements; above all it is proactive, intended for all landscapes, the outstanding and the banal, for the ordinary ones and those attracting visitors, for the quality of people's environments.

Moreover –and this is the second component of the definition – landscape does not only consist of the material constitution of the territory. Landscape arises from a sensitive relationship, from multi-sensorial perception of the territory observed and lived in by human beings. As we have also previously pointed out, from the perspective of a landscape involved in the sustainable management of the territory, the different perceptions and representations of people and social stakeholders are of interest, above all, as an expression of different ways of perceiving, living in, and valuing the landscape; they are closely linked to social participation and involvement.

Finally, what is perceived is not the mere physiognomy of the territory –which is also important– but rather its “character”; this character results from the action of natural and/or human factors and their interrelations, which looks back at the history of the landscape, its biography, to the footprints it leaves, but also considers the functions and processes that endow it with life and meaning in the present. A geographic reading of the definition of landscape by the ELC brings us to rearrange the ideas it comprises. Landscape will mean the perception of the territory's character, the result of the relationships between society and nature in the long term.

Thus, one understands the conceptual proximity between the landscape of the ELC and the landscape as it is seen within the scope of Geography. In this discipline, landscape has traditionally been treated in its materiality as a quality of the territory, as an expression of a way of life, presenting a distinctive and evolutionary face (Martínez de Pisón, 2004), shaped throughout time by ecological and social processes. But modern geographic landscape studies, based simultaneously upon reason and sentiment (Ortega, 2010), have also viewed landscape as experiencing the environment and as a symbolic or artistic representation.

All these circumstances demonstrate the fact that, as we previously pointed out, Geography has played a decisive role in the last twenty-five years, identifying, characterising and assessing landscapes at different scales in order to comply with section 6.C: of the Convention: “Identification and assessment (of the landscapes)”. Studies in Geography have adopted, in a natural and committed manner, the idea of character of the territory as a nucleus for identification and cartography, as well as the description and identity of landscapes.

The attempt to decipher their character was also very closely related to tasks of assessment, more intended to appraise the character of each landscape in its territorial context than in making absolute evaluations of a quantitative nature. This explains why in numerous recent studies involving inventory and cataloguing of landscapes, there are some that present high values, both in the environments exhibiting very high values of naturalness and the ones associated with the first categories of nature conservation, such as intensely humanised landscapes which nonetheless possess character, that are coherent with their history and their ecological potential.

The ELC, on recognising the perceptive dimension of landscape and its contribution to citizens' wellbeing and quality of life, assigns an important role to public participation, both in the “assessment” of landscapes and in the definition of the so-called “landscape

quality objectives”; these “must respond to the aspirations of populations with regard to the landscape characteristics of their environment” (art. 1. c.). As we shall subsequently see, many recent works attempting to characterise landscapes with the participation of professionals from the sphere of Geography, in particular those at the regional and local scales and for prospective purposes, have developed multiple methods for consultation and participation in relation to landscape, thus responding to the requirements of the Convention. However, working with the stakeholders involved in landscape is nothing new in Geography; in this action-oriented phase of renewed interest in landscapes, the discipline has recovered its vast experience in fieldwork, in contacting the local population, currently employing new communication tools and more systematic methods, but revaluing the techniques of “informal participation” pertaining to the traditional landscape studies of a regional nature. The following text by Manuel de Terán in his study of the landscape of Ribamontán al Mar in Cantabria, published in 1951, and which we cite in a previous publication, constitutes a good example of the meaning of contacting the local people in the traditional geography method for characterisation of the landscape.

“From the heights of Galizano –writes Terán– we took in the panorama for the last time from Ribamontán al Mar. For many days we had observed from different points a landscape that had become familiar to us; we have spent time with the men, observing their toil and interests, following all the paths; we entered some homes, and the view we have now from this height seems cheerful and totally logical; all its forms are expressive physiognomic features. The landscape of Ribamontán unveils itself to us like the face of a friend, whose life and spiritual arcane have become transparent to us” Terán, 1951: 108; cited in Mata, 1987: 30).

Finally, another nexus between Geography’s landscape approach and the renewed landscape policy advocated by the Florence Convention lies in the protagonism the latter gives to land management and town planning for the protection, management and planning of landscapes (Zoido, 2010; Benabent, 2015), without prejudice to other policies involved, such as culture, environment, agriculture or economy. As a territorial science, in the last three decades Geography has been paying considerable attention to spatial planning, in both the academic and professional scopes, in particular at regional and supramunicipal scales. It should be pointed out that a Degree in Geography, adapted to the European Higher Education System, and promoted by the Spanish Association of Geography (AGE) and the College of Geographers, with the participation of almost all Spanish public universities, led to the creation of a White Paper for the Degree in Geography and Spatial Planning (ANECA, 2004). Degrees in Geography and Spatial Planning (or Geography and Spatial Management) have been inspired by this White Paper in many of Spain’s universities.

In the last two decades in Spain, Geographers have been trained both in landscape and spatial management, constituting a very active group of professionals in the design of spatial planning instruments involving content in landscape or specific plans, strategies or guidelines for landscape. Thus, Geography in Spain, with its conceptual and methodological experience in landscape research –i.e. all landscapes– has made a significant contribution to disseminating and developing the landscape policy of the ELC. At the same time, implementation of the Convention and its approach to landscape as an object of public action has also contributed to renewing the landscape tradition

throughout Spain, committing, along with other disciplines to the management and planning required.

A good example of our interest in academic landscape study and the projection thereof in the instruments and initiatives of landscape policy involves the creation in 2014 of the Landscape Work Group, under the auspices of the Spanish Geography Association. The Group currently has over 80 members and is conducting important work in debates and exchange of studies and projects through the Landscape Work Seminar, four editions of which have now been held in different territories presenting high landscape values.

3. The renewed landscape policy in Spain and the contribution by Geography

3.3. Recent landscape policy in Spain. Rules and instruments.

3.3.1. Development of landscape policy by the National Govt.

As we have already indicated, the implementation of landscape policy in Spain in the last two decades has responded to a great extent to the acceptance of the European Landscape Convention by the regional governments, even before the Spanish Government ratified it in November 2007. Application of the Convention by the National Govt. has heretofore been quite modest; however, certain references thereto have been included –in particular the definition of the ELC landscape– in two important national laws, the one referring to Natural Heritage and Biodiversity from 2007, and the 2013 law on Environmental Impact Assessment.

The former point out that, although landscape protection is established as one of the principles of protection of natural heritage and biodiversity, the law “(...), however, is not intended to serve as the instrument for implementing, in a generalised fashion, the landscape protection policies in Spain (...), policies whose technical content and general approach (...), call for the application of management instruments such as those established, albeit minimally, in the European Landscape Convention in Florence on October 20th 2000”. The Law on Natural Heritage and Biodiversity therefore recognises the need for specific legislation in order to develop the renewed landscape policy of the ELC, beyond mere protection due to these landscapes’ natural and aesthetic values.

Moreover, the 2013 Law on Environmental Assessment, which transposes Directive 2011/92/UE, of December 13th, referring to the assessment of the consequences of certain public and private projects upon the environment, assumes the ELC when it states in its Preamble that “in Spain the European Landscape Convention is now completely applicable, and was ratified on November 26th 2007, and it should therefore be employed in environmental impact assessments and in strategic impact assessments”. Landscape appears as one of the aspects to be considered in strategic environmental reports and environmental impact studies when analysing the significant effects or possible effects of plans, programmes or projects and where necessary, when establishing measures for prevention, mitigation or correction, prior to adapting, approving or authorising them. In the environmental inventory which must compulsorily constitute a part of an environmental impact study, according to Annex IV of the law, landscape must be considered “in the terms of the European Landscape Convention”. If suitably applied, all this ought to have significant consequences because it is not merely a question of appraising the effects upon relevant natural or cultural

landscapes, but rather, in accordance with the ELC, upon landscapes in general, as a quality of the territory and a context of daily life.

Some new regional laws, such as Law 12/2016, dated August 17th, referring to the Environmental Assessment of the Balearic Isles, goes beyond what is established in the basic state law, indicating that:

“Apart from a minimum content established by the basic national law on environmental assessment, an environmental impact study must include an annex of landscape effects which identifies the landscape affected by the project, the effects thereof and, wherever necessary, measures for protection, correction or compensation” (art. 17.4).

This provision is justified in the Law from the Balearic Isles:

“keeping in mind both the landscape of the Balearic Isles represents an asset in the Balearic Isles, the validity of the European Landscape Convention, approved by the European Council on October 20th 2000, came into effect in Spain on March 1st 2008” (Preamble).

3.3.2. Landscape policy impetus by the regional governments. With and without a landscape law.

As we previously stated, the regional governments have developed the Convention to a greater extent than the National Govt. We believe that, among other reasons, this is due to the close relationship between the character of the landscape and regional identity, and to the fact that spatial and town planning, as the main vehicles for implementing actions in the landscape in accordance with the ELC, are the exclusive competency of the regional governments. It should, however, be pointed out that in any case, a development in the context of regulations or instruments is not always a guarantee of effective commitment to landscape conservation or improvement, as can be seen in multiple examples of deterioration or loss of valuable landscape, even in regions possessing specific legislation on landscapes.

All the regional autonomies have currently adopted the ELC in one way or another and have implemented different lines of public action applying to landscape, with noteworthy participation by the sphere of Geography; in all cases, the landscape policy has also been associated with the spatial and town planning regimes, following the recommendations of the Convention, without prejudice to other references to landscape management in the different policies of the autonomous regions referring to landscape, such as agriculture and rural development, infrastructures, tourism or the above mentioned environmental assessment.

Some regional autonomies, such as Andalusia, Canary Isles, Catalonia, the Valencia Regional Autonomy and the Balearic Isles have included in their fundamental law –the revised Statutes of Autonomy– explicit references to landscape as a right of citizens and the obligation of the public administrations to conserve it. Other regions, together with the above mentioned ones, explicitly include landscape policy as an exclusive competency; this is the case of Galicia, the Murcia Region, La Rioja, Castilla-La Mancha and Castilla y León.

Implementation of landscape policy at regional scale, whether or not referred to in the Statutes, follows different routes, depending upon the commitment of each Region in this sense and on the regulatory framework adopted for its development. One initial difference involves, on one hand, the regional autonomies that have adopted a specific law on landscape in accordance with the ELC –in the shape of a law or decree– (Figure 1), and on the other, those (to date the majority) that, still lacking specific landscape

legislation, are adopting measures for landscape within the framework of laws on spatial planning, or simply planning instruments. In some cases, regional spatial planning instruments are adopted with the status of law, such as the Spatial Planning Guidelines of Extremadura (in Avance), so that the references to landscape they contain would be approved at the very highest legal level.

Figure 1. Regulatory framework of the regional autonomies in relation to the European Landscape Convention (ELC). Source: own design.



To date the parliaments of four regional autonomies have approved landscape laws, under different names but always in accordance with the guidelines of the ELC, and adopting its definition of landscape: the Valencia Regional Autonomy was the first, with the approval of Law 4/2004, dated June 30th, on Land Management and Landscape Protection; it integrated in one single law both Spatial Planning and Landscape Protection; this legal text was replaced by Law 5/2014, dated July 25th, on Spatial and Town Planning and Landscape, of the Valencia Regional Autonomy, currently in force, also integrates town planning, along with the two previous issues. They were followed by Catalonia, with the approval of Law 8/2005, dated June 8th, referring to Protection, Management and Planning of the Landscape and the regulation thereof by means of Decree 343/2006, dated September 19th, through which the aforementioned law is developed and the studies and reports on impacts and landscape integration are developed.

Years later Galicia was included in the group of Regional Autonomies governed by specific legislation on approving Law 7/2008, dated July 7th, referring to protection of Galicia's landscape; it will not be regulated until Decree 96/2020, dated May 29th, which approved the Regulation of Law 7/2008, on the protection of Galicia's landscapes. Subsequently, Cantabria was to follow suit with Law 4/2014, dated December 22nd, governing landscape. The Basque Country must be added to these four regional autonomies; in 2014 the government of this region approved Decree 90/2014, dated

June 3rd, referring to protection, management and planning of the territory of the Basque Country Regional Autonomy.

Whilst there may be some differences with regard to denomination and content, the most noteworthy fact is that all five laws adopt and expressly develop the commitment of the European Landscape Convention. They define their object -landscape- without qualifying, without previous appraisals, as is done by the ELC, adopting the definition described in the Ratification Instrument of the aforementioned Convention, or something very similar, in accordance with Sec. Art. 1 a) thereof. They all share the objective, i.e. the legal recognition of the landscape, as well as the integration thereof into the spatial and town planning regimes, along with the consideration of landscapes by all other sectorial policies directly or indirectly affecting landscape. Likewise, given that landscape is recognised as constituting a quality of the territory as a whole, which “refers to (in Cantabria’s law, for instance) rural, urban and periurban landscape that can be considered as exceptional, as well as ordinary landscapes and degraded ones” (Sei. 2), together with protection, the five laws establish as lines of landscape action, landscape management and landscape planning. Finally, these five provisions also highlight the importance of public participation in landscape policies, incorporating the notion of the “Landscape Quality Objectives” (LQO), contained in the Florence Convention, which associates participation with actions referring to landscape. Indeed, the LQO are defined –and set out in each of the aforementioned regulations– as “the formulation by the competent public authorities of the aspirations of the public with regard to the landscape features of their surroundings”.

Table 1 shows the main contents of the regulations referring to landscape of the above mentioned Regional Governments, classified into five sections. In relation to their implementation, different approaches can be observed between the regional autonomies applying laws passed over a decade ago and those enforcing laws that have been implemented much more recently; nonetheless, in the case of the Basque Country, the provisions of their 2014 Landscape Decree have been frequently in recent years.

Table 1. Main contents of the Regional Autonomies’ landscape legal rules (laws and Decree of the Basque Country) Source: Mata-Olmo and Ferrer-Jiménez, 2021: 209-210

AUTONOMOUS COMMUNITIES	LEGISLATION	STUDIES AND INSTRUMENTS FOR LANDSCAPE PROTECTION, MANAGEMENT, PLANNING AND INTEGRATION	INSTITUTIONAL ORGANS	CONCERTATION INSTRUMENTS	AWARENESS, EDUCATION AND TRAINING
Catalonia	Law 8/2005, June 8 th , on Protection, Gestión and Ordenación of the Landscape and Decree 343/2006, on development of the Law	Landscape catalogues; Landscape guidelines; Impact study and landscape integration	Landscape observatory	Landscape charters	Measures for awareness, education and support

AUTONOMOUS COMMUNITIES	LEGISLATION	STUDIES AND INSTRUMENTS FOR LANDSCAPE PROTECTION, MANAGEMENT, PLANNING AND INTEGRATION	INSTITUTIONAL ORGANS	CONCERTATION INSTRUMENTS	AWARENESS, EDUCATION AND TRAINING
Galicia	Law 7/2008, July 7 th , on protection of the landscape of Galicia and Regulation/Reglamento, Decree 96/2020	Landscape catalogues; Landscape guidelines; Landscape studies (in spatial planning); Impact studies and landscape integration; Landscape action plans	Institute for Territorial Studies Landscape Assessment Council	Pacto and agreements referring to landscape	Actions for Training, awareness and education Best practices manuals and guides
Basque Country	DECREE 90/2014, from June 3 rd , on protection, management and planning of the landscape of the territory of the Basque Country Regional Autonomy	Landscape Catalogues; Landscape Determinations; Landscape Action Plans; Landscape Integration Studies	-	-	Measures aimed at awareness, training, research and support.
Valencia	Law 5/2014, July 25 th , on Spatial and Town Planning and Landscape of the Valencia Regional Autonomy	Landscape Studies; Landscape Integration Studies; Landscape Programmes; Protection catalogues	-	-	-
Cantabria	Ley 4/2014, de 22 de diciembre, del Paisaje	Special landscape Plans; Landscape Guidelines; Landscape Studies; Landscape Action Projects; Impact assessment/análisis and landscape integration; Catalogue of Relevant Landscapes	-	-	Environmental education associated with the administration with competencies in education

As a synthesis of what is established by the aforementioned laws and their development, the following aspects can be highlighted:

- Catalogues and studies and instruments for landscape protection, management and planning.

The five laws focus very much on study of the landscape. A landscape policy that is applicable to the whole territory and which addresses all landscapes should be based upon analysis and diagnoses at the appropriate scale in order to evaluate the character of the landscapes and their tendencies. The laws of Catalonia and Galicia and the Basque

decrees have opted for the so-called Landscape Catalogues (Nogué and Sala, 2018), landscape repertoires that usually correspond to the scopes of subregional territorial planning (Partial Territorial Plans in Catalonia and the Basque Country). The laws of the Valencia Regional Autonomy and Cantabria established what is termed Landscape Studies, with a similar analytical content which, in the case of Cantabria to each one of the twelve landscape units established by the law itself (sec. 10), and in the case of Valencia, to the Spatial Action Plans, Structural General Plans and Detailed Planning Plans. The landscape catalogues and studies therefore exhibit not only an analytical character, but also proactive, based on the characterisation and assessment of the “landscape units”.

- Protection, management and planning instruments.

Based upon the landscape catalogues and studies and on the objectives of landscape quality usually included in these documents, the aforementioned legal rules contain the instruments required to reach these objectives, to ensure their compatibility with the instruments of land planning and town planning and their relationships with other sectorial policies in relation to landscape. The Laws of Catalonia, Galicia and Cantabria establish the Landscape Guidelines, the Basque Decree and the Landscape Determinations; the Valencia law includes within its Landscape Studies “the necessary measures and actions to fulfil the aims of landscape quality and to prevent, reduce and, where possible, to attenuate any significant damage to the landscape that might result from the plan” (Anexo I. Content of the landscape study, h).

Together with this kind of instruments, the above mentioned rules tend to include other instruments for the implementation of specific actions. These are: the Landscape Intervention Projects pertaining to the law applied in Cantabria (sec. 18), the Landscape Action Plans of the Galicia law (art. 12) and the Basque Country decree (sec. 6) or the Landscape Programmes of Valencia’s LOTUP. In all cases these instruments attempt to define in sufficient detail interventions involving conservation, restoration, improvement and promotion of landscapes of interest or those requiring attention due to their state of deterioration, where possible, in accordance with the appropriate landscape catalogues and studies.

- Impact studies and landscape integration.

The landscape regulations of the Regional Autonomies consider landscape integration as a major issue from the perspective of evolutionary landscape management, which frequently has to adopt new uses affecting the landscape. The current legislation on environmental assessment of plans, programmes and projects addresses impacts in the landscape, the landscape rules highlight the need to consider landscapes in different scenarios; these rules establish the minimum contents of the impact and landscape integration studies in accordance with the legislation of Catalonia, Galicia and Cantabria, or simply landscape integration studies in the landscape law of Valencia Regional Autonomy (Muñoz, 2008) and the Basque Country; the Catalan regulations establish the competent body that must report on them.

- Landscape Observatories, instruments for consultation and tools for education and awareness

The Catalonia and Galicia laws created the Landscape Observatories as an “organism for support and collaboration –according to the Catalan rule– with the Administration of the Generalitat (Catalonia Regional Govt.) in all questions referring to the design,

application and management of landscape policies” (sec. 13.1.). Since its creation in 2004 the *Observatori del Paisatge de Catalunya* has been making a significant contribution, providing studies, assessments, dissemination, training and awareness in relation to landscape, reaching beyond the boundaries of this autonomous region. One can highlight the design of landscape catalogues (seven of these already implemented and approved, and the latest, referring to Penedés, underway) of the corresponding landscape quality objectives and landscape guidelines, two of which have been approved, those of Terres de l'Ebre and of the Comarques Gironines, with their corresponding legal provisions incorporated into the Partial Spatial Plans (subregional spatial plans).

Furthermore, the laws of Catalonia and Galicia have included more flexible instruments for social concertation of strategies for conservation and activation of landscape values in specific territories. In the case of Catalonia, the so-called Landscape Charters (*Cartas del Paisaje*) “can be promoted by the government, the regional councils, town councils and other local administrations”. Their content must consider what is set out in the landscape catalogues affecting the region. Seven charters have now been signed and one, for Garraf, initiated in 2017, is opening the necessary signing.

The five legal rules consider measures and actions for training, education, awareness and support in relation to landscape. Along these lines the Institute for Territorial Studies has published a total of eight interesting guides on different issues (impact and landscape integration Studies, landscape sustainability of the facilities of coastal fish farming and best practices for interventions in villages, farm enclosures, beach-dune systems, colours and materials of Galicia, urban spaces or public spaces. Additionally, the Catalonia Generalitat (Regional Govt.) has also published different guides for the landscape integration of industrial estates and areas of economic activity, urban and periurban market gardens or best practices for the Penedés vineyards. In 2012, the Valencia Regional Government's *Conselleria de Infraestructuras, Territorio y Medio Ambiente* (Dept. of Infrastructures, Territory and Environment) also published a useful methodological guide for landscape Studies.

- Funding landscape policy

Only the Catalonia law explicitly addresses funding for landscape policy; it has set up a Fund for landscape protection, management and planning as a financial instrument of the Generalitat, “for interventions intended to improve landscapes provided these are in accordance with the criteria established in the current law and the regulations set out in this sense” (sec. 15). Contributions to the Fund by the Government are from the budgets that the Generalitat designates annually to the competent Department in questions relating to landscape; funding can be obtained by public organisms, private non-profit organisations, private individuals or private corporate entities, in order to conduct interventions for purposes established by the law.

The remaining regional autonomies, although they lack specific landscape regulations, have set in motion different initiatives for landscape policy, in all cases in accordance with the recommendations of the Florence Convention and almost always within the scope of spatial planning. Herein there is insufficient space to define these initiatives. However, it should be pointed out that the most recent regional laws on spatial planning have incorporated, in one way or another, the guidelines of the ELC and its definition of landscape. (Figures 1 and 2).

Figure 2. *Strategies, Guidelines or Landscape Plans in the regional, subregional or island scopes. Source: own design*



For instance, the 2018 Law on Sustainable Spatial and Town Planning of Extremadura, addresses the landscape issue in its Statement of the Grounds, designating the development thereof to the Guidelines on Spatial Planning of the regional autonomy, which should be approved as a law. Indeed, the 2020 Advancement of these Guidelines contains numerous landscape legal determinations and a specific chapter on landscape planning. Something similar occurs with the 2017 Navarre Regional Law on Spatial and Town Planning, which in its Eleventh Additional Provision stipulates that “land planning and town planning instruments must adopt the variable “landscape”, in accordance with the indications of the European Landscape Convention, by means of a “Navarre Landscape Strategy” to be created by the Government of Navarre”; this is being developed by the Navarre Government’s Social Council for Territorial Policy, through its Landscape Commission.

In addition, at the regulatory level, the Murcia Autonomous Region, through its Law 13/2015, dated March 30th, on Spatial and Town Planning, has formulated a landscape axis within the scope of spatial planning that is comparable in certain aspects with what has previously been described in the above mentioned landscape laws. Aragón has also outlined its landscape policy associated with spatial planning in its consolidated legal text of the 2015 Law on Spatial Planning of Aragón; the Aragón Spatial Planning Strategy (ETA), involves the creation of strategies and guidelines for the “adoption of specific measures for landscape protection, management and planning” (sec. 69), as well as the integration of landscapes in public policies (sec. 70). In this sense, a very important implement involves what is known as Landscape Maps (secs. 58 and 71), the minimum

content of which is contained in the law itself. The Canary Isles Regional Autonomy, which has included in its Statute of Autonomy, modified by Organic Law 1/2018, the right of citizens to “enjoy natural resources, as well as land and marine landscapes, within a framework of equality, making responsible use thereof”; moreover, its Law 4/2017, dated July 13, on the Land and Protected Natural Spaces of the Canary Isles, refers to the Landscape Observatory, constituted in 2016 and the Regulation of 2019. Together with the provisions on landscape referred to in the town planning regime, among other contents, the law entrusts the Spatial Planning Guidelines, an instrument for strategic spatial planning in the Canaries, with “formulating general strategies and criteria to enable the integration of landscapes in the spatial, environmental and town planning regimes, as well as the adoption of specific measures for planning, management and protection”.

The case of Andalusia merits particular attention – in this region, the contribution made by Geography in the academic and professional scopes has been decisive in the recent implementation of the landscape policy. The 1994 Law on Spatial Planning dedicated only one section (Section 11) to the landscape content of the spatial planning in the subregional scope. However, their development involved the incorporation of significant landscape contents, in certain aspects innovative, both in the Andalusia Spatial Plan, approved in 2006, and in numerous subregional plans. Andalusia also possesses a Landscape Strategy, approved in 2012 by the Regional Government. Since 2005, the Landscape and Territory Studies Centre has been operating; it was created by means of a collaboration agreement between the Department of Public Works and Transport of the Andalusia Region Govt. and the public universities of Andalusia; it involved a great deal of research, landscape cataloguing and evaluation of landscape policies and spatial planning. The recently approved Law 7/2021, dated December 1st, promotes the sustainability of the territory of Andalusia and integrates, at the highest level, the guidelines of the European Landscape Convention, already included in the 2012 Andalusia Landscape Strategy, into the land and town planning instruments and in general “into all sectorial policies in order to fulfil the objectives of landscape quality” (sec. 37); in addition, it establishes the content, functions and procedures for approval of the Landscape Catalogues.

As a complement to all this, Figure 2 shows, at the scale of autonomous regions or archipelagos, the territories possessing Strategies, Guidelines or Landscape Plans within the regional autonomy, subregional or island scopes, in some case in the development of landscape legislation (Catalonia, Basque Country, Galicia and Cantabria), of spatial planning rules and instruments (*Planes Territoriales Especiales de Paisaje Gran Canaria y de Tenerife* –Special Landscape Plans of Gran Canaria and Tenerife–, and *Directrices de Paisaje de la Revisión del Plan Territorial Insular de Menorca* –Landscape Directives of the Revised Island Territory Plan of Menorca), or the result of other kinds of decisions in relation to landscape taken by the competent administrations (Andalusia Landscape Strategy -2012- Landscape Strategy of the Murcia Region -2009- and the Landscape Strategy of the Consell (govt.) of Mallorca -2019-).

The following two sections address the studies of characterisation and assessment of the landscape, as well as some advances in public participation, promoted through the implementation of the ELC and for which the professionals from the discipline of Geography have made invaluable contributions.

3.2. Characterising and appraising landscapes in order to educate and take action. The role of Geography in the creation of landscape atlases, catalogues and inventories.

Throughout the time period we have been dealing with, there have been many studies that enable landscape to be considered from the perspective of characterisation. This issue was the first to be addressed by the countries that signed the Landscape Convention and it is obligatory for the signees because Section 6 obliges each party to: “i) identify their own landscapes throughout their territories; ii) analyse their characteristics and the forces and pressures transforming them; and iii) conduct a follow-up of their transformations”. Consequently, the first decade of the 2000s witnessed the start of the process of identification and characterisation of Spain’s landscapes. This first involved an approach at national scale promoted by the Ministry of the Environment’s Waters and Coasts Secretariat) and developed by a team of teachers from the department of Geography of Madrid’s Autónoma University (Mata and Sanz, 2003). Two significant advances were therefore made: a proposal for identification and characterisation, with cartography covering the whole territory of Spain (as indicated by the ELA: Section 1.a, “by ‘landscape’ one understands any part of the territory as perceived by the population, the character of which results from the action and interaction of natural and/or human factors”); the second advance involves the recognition of Geography’s capacity to take on this challenge in the coming decades.

Since 2003, the creation of landscape catalogues and atlases has been gaining ground at regional scale (Table 2, Figure 3); this is the competency of the regional administrations. It is in this moment that a discontinuous and diverse landscape layer can be discerned, depending on the different autonomous regions. Some of these administrations have catalogued the whole territory. This is the case, for example, of Catalonia, the Región de Murcia, Castilla-La Mancha, Aragón, La Rioja or the Basque Country, which is in a relatively advanced phase of development. In the case of Andalusia, which has had a Landscape Map of the region since 2005, included in the Atlas of Andalusia, the option has been that of provincial landscape catalogues. To date very few administrations have opted for a model lacking total cover of the territory, such as the Catalogues of Cantabria’s relevant landscapes. Importantly, however, some regional autonomies have not yet set in motion the systematic characterisation of their landscapes.

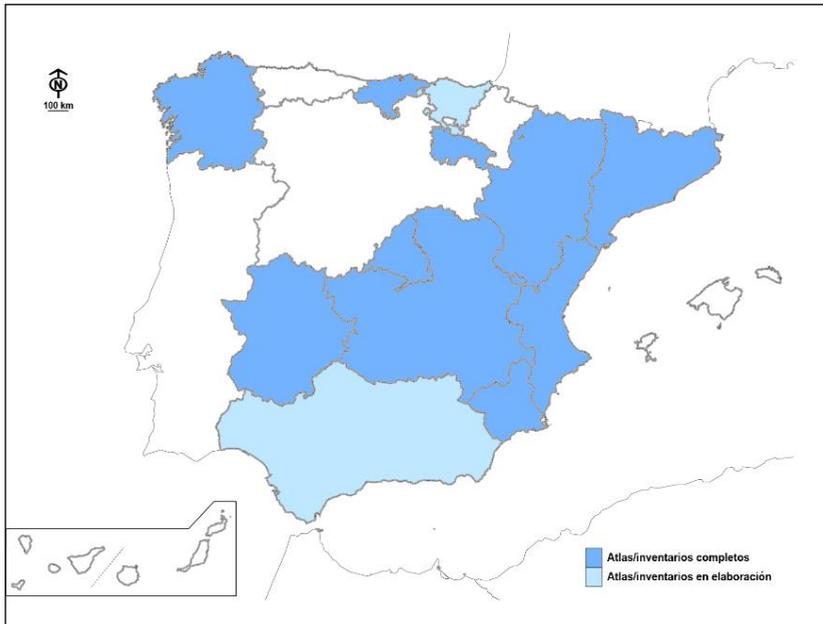
Table 2. Catalogues and atlases at national and regional scale. Source: Own design

YEAR	ATLAS/CATALOGUE	TERRITORIAL COVER
2003	Atlas of the Landscapes of Spain	complete
2005	Map of Andalusia’s Landscapes. Atlas of Andalusia, tome II	complete
A partir de 2008	Landscape Catalogues of Andalusia Catalonia	complete
2008	Landscape Cartography of La Rioja	complete
2008	Landscapes of the Madrid regional Autonomy	complete
2009	Altas of the Landscapes of the Región de Murcia Autonomy	complete

YEAR	ATLAS/CATALOGUE	TERRITORIAL COVER
2011	Atlas of the Landscapes of Castilla-La Mancha	complete
2011	Landscape Catalogues of Regional Relevance of the Valencia Regional Autonomy (Quality Objectives and Technical Instructions for Planning and Management of Relevant Landscapes of the Valencia Regional Autonomy, 2021)	partial
2012	Atlas of the Valencia Regional Autonomy. Landscape Geography	complete
2014	Catalogues of the Landscapes of the Basque Country	complete
2014	Atlas of the Landscapes of Cáceres and Badajoz	complete
A partir de 2014	Catalogues of the Landscapes of Galicia	complete
2015	Catalogues of the Landscapes of the provinces of Andalusia (Seville, Granada, Malaga)	complete
A partir de 2015	Mapas of the Landscapes of the Regions of Aragón	complete
2018	Catalogues of the Relevant Landscapes of Cantabria	partial

One glance at the regional landscape atlases and catalogues reveals how a quite similar characterisation structure has become consolidated, addressing in general terms the following aspect: study of the landscape character; a description of the natural and human elements comprising the landscape; the relevance of the evolution of, and changes in, the landscape and consequently, an interest in the historical dimension of landscapes; recognition of landscape values; identification of two taxonomic levels for classification (Types of Landscapes and Landscape Units); interest in the visual resources of the landscape as viewpoints, landscape routes and organisation of visual basins. As can be seen, these are questions residing in the very core of the discipline of Geography, particularly the concept of landscape *character*, an aspect closely linked to a profound knowledge of territorial configurations, the uniqueness of spaces and the interrelations existing between natural and social aspects. As we have already pointed out, all geographers have felt quite at home when involved with this kind of landscape approach put forward by the ELC and adopted by the administrations. Furthermore, the methods employed to construct these characterisations are to be found within the sphere of Geography, with emphasis upon fieldwork and cartography.

Figure 3. Landscape atlases, catalogues or studies in the Regional Autonomies. Source: own design



Together with the catalogues and atlases shown in table 2, which involved the vital participation of professional geographers, there is a need to refer to the systematic series of studies on agricultural and heritage landscapes; these representative inventories or atlases are the result of over one decade's research and were developed by teams of researchers from different Spanish universities through several projects funded by the Spanish Government's Ministry of Economy and Competitiveness. The collective contribution of these projects can be seen in three large-format dissemination works: The Agricultural Landscapes of Spain. Characterisation, Evolution and Typification (Molinero, Ojeda and Tort, 2011), the Atlas of Spain's Agricultural Landscapes (Molinero, 2013) and Heritage Landscapes of Spain (Molinero and Tort, 2019). The latter publication comes in three tomes and addresses, together with rural landscapes, the study of a broad spectrum of landscapes of great cultural interest (including, for instance, urban, periurban and industrial landscapes). Additionally, the study provides a conceptual and theoretical contribution referring to landscapes of high cultural interest, considered as heritage landscapes, and to heritagisation processes (Silva, Fernández and Mata, 2018). This constitutes a relevant issue in the recent cultural heritage policy in Spain, and was addressed in 2013 by the geographer Josefina Gómez Mendoza.

In the field of study and cataloguing of landscapes, in particular in the territory of Castilla y León, and in relation to the projection of landscape knowledge in the relevant policies, there is a need to highlight the contribution of the seminars and workshops of the *Instituto del Paisaje* (Landscape Institute), of the *Fundación Duques de Soria* (Duke and Duchess of Soria Foundation), founded in 1999 and directed by Eduardo Martínez de Pisón (Ortega, 2010).

3.3. Public participation in studies and proposals for landscape management. The geographic experience

The ELC incorporates within its text an important innovation which in the coming decades will transform the way we address landscape studies: public participation. In its definition the Convention stipulates that landscape is “any part of the territory as perceived by the population” (Chap. 1, Art. 1) and specifies that, among the national measures (Chap. 2, Art. 5) the signees pledge to “establish procedures for the participation of the population and of the local and regional authorities and other stakeholders in the formulation and application of landscape policies (...)”. The ELC specifies public participation in the following aspects:

- Identification and Characterisation, including here landscape dynamics and transformations (Chap. 2, Art. 6, C. a).
- Assessment of the landscapes thus identified, taking into account the particular values assigned to them by the interested parties and the population concerned (Chap. 2, Sec. 6, C. b).
- Incorporation of a public consultation for the design of the Landscape Quality Objectives (Chap. 2, Sec. 6, D).

It is therefore a participatory approach characterised by mainstreaming and which attempts to incorporate public opinion in all the phases of development of the catalogues. In this way, there is an increase in public involvement and in the participatory experience, which are sometimes insufficiently promoted or encouraged by the administrations. For studies in geography, this participatory approach has consolidated the long trajectory of social research that had been employed by different approaches and schools for studies of a qualitative nature. Currently, perception of landscape by the public does not only attempt to incorporate the knowhow and experience of the population, but also the collective construction of quality landscapes through the participatory formulation of the Landscape Quality Objectives.

Despite the fact that the ELC has promoted this issue, no consensual participatory methodology has as yet been accepted into landscape studies. The first landscape documents in Spain to include public participation were the *Catálogos de Cataluña*, thus initiating a line of work that was to become the reference for subsequent studies (Nogué et al., 2010). Moreover, the method developed by the Landscape Catalogues strictly follows the indications of the ELC, integration of participation in all the phases of cataloging, including identification, denomination, delimitation and assessment of the units (Nogué et al., 2016). Furthermore, the population participated in the design of the Landscape Quality Objectives of each of the catalogues created.

Following the Catalonia experience, other regions have developed similar methodologies in which, through participatory workshops or online resources, have incorporated aspects such as landscape preferences, values, or identification of landscape areas. This is the case, among others, of the *Catálogos de Paisajes de Galicia* (Catalogues of Galicia), of the *Catálogos Provinciales de Paisaje de Andalucía* (Provincial Landscape Catalogues of Andalucía) or that of certain studies and initiatives referring to the landscapes of the Valencia Regional Autonomy, such as those developed by Valencia University's *Cátedra de Participación Ciudadana y Paisajes Valencianos* (Cathedral for Citizen Participation in Valencia Landscapes) and the *Conselleria de Política Territorial, Obras Públicas y Movilidad* (Council for Land, Public Works and Mobility).

4. *Some challenges: urban and periurban landscapes; a just energy transition with the landscape values*

At the time of writing this text, almost 15 years have passed since Spain ratified the European Landscape Convention. In the years prior to the ratification, in the middle of a real estate boom, but also during subsequent ones; these were times of big changes in the territory which had a negative effect upon the quality and values of many landscapes. As we have seen, all this has occurred despite the fact that numerous regional governments, as well as the National Government have adopted laws and instruments for the conservation and management of the character of the landscape. Within the logic of the market, the intensity and speed of these changes in the territory, resulted to a great extent from uncontrolled urban development, but also from processes of agricultural intensification and abandonment; all this highlights the difficulties facing the landscape policies with regard to planning these processes. In the academic sphere there is a need for progress in the study of landscapes that are subjected to high levels of pressure, such as urban, periurban and tourism landscapes; these have been addressed to a lesser degree than the rural or natural ones, and they have been subjected to intense financial pressure through speculation. City landscapes and those of their outskirts are liable to possible interventions through town planning rules and instruments or those of cultural heritage, but they require specific methodologies for analysis of their characteristics and values – including economic ones generated by their consideration as quality landscapes–, as well as suitable intervention procedures. Spanish Geography has made important contributions in this sense (Zoido, 2012), addressing both the interior urban landscape (environmental, functional and scenic quality of the public space), and the image of the city as a whole and its insertion in the territory (Zoido, 2014), treatment of building fronts, silhouettes, landmarks and urban panoramic views (among others, Rodríguez and Venegas, 2002; Mérida and Pardo, 2017), urban accesses and fringes (Madrazo, García, Canosa and Sáez, 2017), as well as the specific characteristics and possibilities for the heritage activation of periurban landscapes used for agriculture (Paül et al., 2006; Mata Olmo, 2015).

As a public and collective good, landscape –the results of society’s perception and experience in relation to a territory’s character– finds itself in the centre of the debate on the territorial model of the energy transition within the broader context of ecological transition. The urgent and irreversible situation that calls for decarbonisation of the conventional energy systems in order to mitigate the effects of the climate crisis must be compatible with the conservation of the natural, cultural and values of the territory, which are expressed by, and experienced in, the landscape. Geography shares the scientific consensus that a model of energy transition capable of facing the challenges posed by climate change cannot consist of a mere technological transition, as is occurring to a great extent, with little attention paid to the support upon which this technology rests: the territory and the perception of its landscapes.

As stated by the *Alianza Energía y Territorio* (Energy and Territory Alliance) «ALIENTE», a collective State institution initially supported by numerous organisations and hundreds of private individuals, including geographers, the centralised energy model proposed scatters the territory with a disorderly series of large projects for renewables and high-tension power lines. The lack of planning involving landscape criteria of these interventions has very negative effects upon the landscape and on biodiversity,

particularly in underpopulated areas, whose natural and landscape resources represent a strategic territorial capital for their development.

The concept of a fair energy transition, based on suitably distributed renewable energies, energy saving and self-consumption, all place defense of the territory and of its biodiversity and landscape at the centre of the transition process. In Spain, the discipline of Geography is involved in this process through different research projects and critical analyses in relation to the landscapes that emerge from the renewables, and on their effects on rural development (Espejo, 2004; Frolova, et al., 2014; Frolova, et al., 2015; Prados, et al., 2021); geographers are also involved in the proposal for criteria for planning and integration of power plants through spatial planning instruments or landscape integration techniques (Mérida and Lobón, 2013).

To conclude, in this sense a good example is the approach adopted, based on a geographic perspective) by the *Revisión del Plan Territorial Insular* (Reviewed Island Spatial Plan) of Menorca (PTIME) (Initial Approval December 2021) regarding the future use of renewable energies. The 2030 PTIME de 2003, containing a pioneering content referring to landscapes provided by the contribution by the geography scope in the design of this Plan (Mata Olmo, 2007), must now face the challenge of compatibilising and balancing Menorca's high landscape values with a radical energy transition strategy, based on both reducing consumption and on substituting fossil fuels with renewables (essentially eolic and photovoltaic) by means of a territorially distributed model.

There had already been an interesting debate on the island resulting from the planned creation of a large-sized photovoltaic park in Son Salomó, an *Àrea de Interès Paisajístic* (Area of Landscape Interest) – category of *Suelo Rústic Protegido* (Protected Undevelopable Rural Land)–

created by the 2003 PTIME) to the north of Ciutadella (Silva and Fernández, 2020). The conflict that arose, involving participation of the civil society, in particular of the *Societat Històrica Arqueològica Martí i Bella* (Martí i Bella Archaeological Historical Society), the electricity company and the owners of the land, and the *Consell Insular de Menorca* (Menorca Regional Govt.), recently reached a “Framework Agreement intended to compatibilise the safeguarding of the cultural landscape of Punta Nati and creating the Son Salomó II photovoltaic park” (20 de febrero de 2020). In conclusion, the agreement has led to a significant reduction in the size of the park, the initiation of a process to declare as a *Bien de Interès Cultural* (Site of Cultural Interest) due to the dry-stone landscape of Punta Nati constituting a Site of Ethnological Interest; the agreement also gave rise to certain interventions for rehabilitation, interpretation and public use of a site managed by the *Consell Insular* (Island's Govt.) as well as the adaptation of the planned infrastructures to the physiognomy of Menorca's rural landscape, with the use of traditional building materials intended to avoid defacing the existing landscape.

The 2020 Reviewed PTI, in accordance with the indications of Law 10/2019, dated February 22nd, on Climate Change and Energy Transition of the Illes Balears (Balearic Isles) and the *Directrius Estratègiques de Menorca* (Strategic Guidelines for Menorca) in its 2018 document "The first energy transition of Menorca" is intended to respond to the territorial model of renewable energies. This model was conceived as a part of an energy transition that was equitable the landscape and with what these values represent as a common amenity for the citizens of Menorca and for visitors to the island.

The issue is addressed within the framework of the Menorca Landscape Guidelines which, adopting the ELC, have been included in the reviewed PTI, both in the Planning Report and in the regulations of the Plan. Thus, in a regional autonomy like the Balearic Isles, which does not avail of specific landscape legislation, it is the Island's regulated spatial planning instrument that incorporated into the regulations the approaches and objectives of the Florence Convention. The Landscape Guidelines of Menorca define a total of 12 Landscape Quality Objectives (CQO) in accordance with the Plan, establishing different guidelines in this sense, and employing the categories of Protected Rural Land and the regulations corresponding to protecting the landscape values.

The LQO 10 is specifically dedicated to this issue, with the following stipulation: "Infrastructures for renewable energy in harmony with the landscape, avoiding terrain presenting higher intrinsic values and those that are more visually fragile, adopting the technical design and solutions that present the least visual impact possible". The PTI establishes certain legal regulations for the maintenance of the division of plots and the existing dry walls, for technical solutions intended to minimise the impacts of the facilities and to ensure their reversibility; it also established measures for landscape integration and for camouflaging the necessary auxiliary buildings and for leaving the terrain in the same condition it was in prior to the creation of the park, when the activity is finished: In accordance with the Balearic Law on climate change, the PTI also establishes Areas of Priority Interest for the creation of both eolic and photovoltaic energy. The PTI option for Menorca, in contrast to what is occurring in other territories, has consisted of defining the areas where renewable energy facilities should be set up, and not just the areas that should be excluded in this sense. The previous "not here" has changed to "this way is feasible".

Furthermore, the regulations of the PTI (sec. 111) also establish, within the Landscape Guidelines, and as a complement to the environmental impact assessments, what is known as "Landscape Impact and Integration Studies" (LIIS) as a guarantee that the activities are inserted into the landscape". These LIIS complete the effective protection, management and planning policies of the *Plan Insular's* landscape, thus developing the recommendations of the European Landscape Convention and of these Landscape Guidelines, and they are applied in specific events provided for in the PTI. They are intended to contribute to the harmonious insertion of new elements in the landscape, and to the maintenance and improvement thereof as a fundamental component of Menorca's territorial heritage, of its diversity and identity. The contents enable the basis to be established to compatibilise interventions planned for protection and promotion of the landscapes in the *Plan Territorial Insular* and, where necessary, to establish the necessary corrective measures and modifications.

The commitment of the European Landscape Convention to protecting, managing and planning the territory poses a challenge for governance in order to improve peoples' quality of life. As we have previously stated, together with the coordination and cooperation of the public administrations, landscape policy should strengthen citizen participation and involvement. Apart from sound knowledge of the landscape and of well formulated and correctly designed intervention instruments, there is a need for:

"networks of citizens, institutions and technical experts committed to the values of the landscape and capable of unrelentingly promoting and applying the landscape agenda

regardless of political or economic factors, in a profound exercise of democracy and territorial culture” (Mata Olmo, 2014).

In the last few decades, the field of geography and the geographers in Spain have demonstrated their capacity to face the challenges posed by a renewed landscape policy in accordance with the ideas put forward by the ELC. There is an urgent need to forge ahead, generating rigorous knowledge and territorial landscape projects from the academic and professional spheres, with involvement in citizen networks and platforms for the protection, management, enhancement and public use of the landscape as a common.

5. References

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