



Scanning the European Landscape



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Working paper

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Abstract

There is scope for a more pro-active role of the EU in protecting and enhancing cultural landscapes. This conclusion can be drawn from policy documents and interviews with experts across the EU. However, there is little or no support for a EU Directive on landscape. Existing policy instruments could be made more 'landscape sensitive'. In terms of potential impact and feasibility of implementation the Common Agricultural Policy and (Strategic) Environmental Impact Assessment are the most promising policy instruments for addressing conservation and enhancement of landscape qualities.

Cover Photo

Paul Terwan

Contents

Preface	
Summary	I
1 Introduction	1
2 Approach	3
3 Landscape – Perspectives and perceptions	5
4 Potential EU Policy instruments	9
4.1 Introduction	9
4.2 Rendering existing policies more ‘landscape sensitive’	10
4.2.1 Common Agricultural Policy	10
4.2.2 Structural funds	11
4.2.3 Natura 2000	11
4.2.4 Water Framework Directive	12
4.2.5 Environmental Impact Assessment	12
4.2.6 Public participation	13
4.2.7 Knowledge exchange and education	15
4.3 Additional options for landscape policy instruments	15
4.3.1 General policy lines on landscape	15
4.3.2 Landscape as part of ecosystem services	16
5 Scanning support for landscape sensitive policy instruments	17
6 Challenges and recommendations	23
Sources	25
Annex 1	27

Preface

Most EU-member states have expressed their commitment to the conservation of cultural landscapes by signing and ratifying the European Landscape Convention (ELC). The EU, though not a signatory to the ELC, shares this commitment: Article 3 of the Lisbon Treaty states that the EU “shall ensure that Europe’s cultural heritage is safeguarded and enhanced”.

Despite this clause in the Treaty, the EU has no clear policy on landscape. It does, however, have great influence on it. Through large infrastructural projects financed by the Structural Funds and in the framework of Trans-European Networks (TENs) and of course the Common Agricultural Policy (CAP).

The Dutch Ministry of Agriculture (LNV) decided to explore whether the EU could play a more pro-active role in the field of cultural and agrarian landscapes. This led to in the project “Scanning the European landscape”, carried out by CLM (Centre for Agriculture and Environment). The project resulted in the report you are reading now. The report is explicitly presented as a working paper, meaning a work-in-progress and a paper, which invites reactions and suggestions. Your input is welcomed by the Interdepartmental Working Group on the ELC of the Dutch government.

We hope that this paper, and your suggestions and reactions to it, will deliver further support to preservation and development of the thousand-year-old cultural landscapes which citizens –and we ourselves- value so much.

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Summary

European landscapes are an essential expression of European identity, reflecting natural and cultural heritage for today's and tomorrow's European citizens. The importance of landscape is formulated in the European Landscape Convention (ELC), signed and ratified by most EU member states. The EU has no formal role in spatial planning and did not sign the ELC. However, it is believed that EU policies, such as CAP and Structural Funds have an impact on European landscapes, either directly or indirectly.

In this study CLM Research and Advice explores, commissioned by the Dutch Ministry of Agriculture, Nature and Food Quality, whether a pro-active role of the EU in enhancing landscapes is necessary and feasible.

From desk research and interviews with experts we conclude that there is room for a more active role of the EU. However, there is no or little support for new regulations such as a Landscape Directive. In most member states there is national legislation for landscape and nature preservation, though the implementation of this legislation might be improved upon. The major challenge for the EU is to make existing EU policies more landscape sensitive and to monitor whether the implementation contributes to maintaining and enhancing landscape qualities.

Various EU policy instruments are relevant for landscape preservation and enhancement, such as the Common Agricultural Policy, Structural Funds, Natura 2000, the Water Framework Directive and Environmental Assessment. More 'soft' instruments might also be useful such as public participation in landscape issues (following the Aarhus Convention) and research and knowledge exchange. Landscape could also be considered an "ecosystem service" and therefore be taken into consideration when developing EU biodiversity policies. Territorial Cohesion might be interesting as an umbrella policy to safeguard landscape diversity, linked to regional identity.

From the analysis it appears that the making the Common Agricultural Policy and (Strategic) Environmental Assessment more landscape sensitive offers the best chances for implementation and positive impact within a reasonable timeframe. A more conceptual approach, e.g. relating preservation and enhancement of landscape qualities to Natura 2000-Green Infrastructure or to Territorial Cohesion, might be interesting but needs to be further operationalized into appropriate policy instruments.

1 Introduction

Sheep on the moors of Scotland, olive trees in traditional Mediterranean groves, the colourful meadows of the Alps, cattle grazing in the waterlogged low lands of the Netherlands.

These are just a few examples of European landscapes shaped by human hands. Landscapes that we have come to appreciate not only for the food and fibre they produce, but also for their beauty and the sense of belonging they impart. Moreover they provide renewable energy, ecological services, conservation of cultural heritage and space for recreation and tourism and contribute to social cohesion. Values that deserve preservation and care.

Landscape, identity and diversity

European recognition of the importance of landscape preservation is expressed through the European Landscape Convention (ELC), signed and ratified by most EU-member states. The ELC identifies landscape as being “part of the land, as perceived by local people or visitors, which evolves through time as a result of being acted upon by natural forces and human beings. A reflection of European identity and diversity, the landscape is our living natural and cultural heritage, be it ordinary or outstanding, urban or rural, on land or in water”.¹ An international comparison however revealed the different connotations for “landscape” by European citizens. For example, in the Netherlands and Czech Republic landscape is closely connected with nature. In Italy focus is much more placed on historically built heritage, in Norway on heritage as a lifestyle. A Frenchman thinks of *le terroir* including traditional sheep breeds and the accompanying sheep cheese, the English see the castles of the National Trust as part of their cultural heritage. This confirms that any international discussion on landscape must take account of this broad dimension.

Meanwhile, this broad and varied support cannot prevent the degradation of valuable landscapes. Variation disappears with singularity and biodiversity in its wake. At the same time though, it should be recognized that dynamism in landscapes is inevitable and of all ages. The concept of ‘preservation through development’ as propagated by Belvedere in The Netherlands may in this sense prove useful in the European context as well.

EU policies and landscape

Although the EU does not have a formal role in spatial planning, the EU does have great influence on landscape. Through large infrastructural projects financed by the Structural Funds and in the framework of Trans-European Networks (TENs), the Water Framework Directive, which also influences the morphology of waterways, and of course the Common Agricultural Policy (CAP), that strengthens the autonomous development of scale increase and ‘rationalisation’ in agriculture. CAP is at the same time the field in which some type of landscape policy is actually formulated: the maintenance and conservation of agricultural landscapes is financed through the

¹ http://www.coe.int/t/dg4/cultureheritage/Conventions/Landscape/organisations_en.asp#TopOfPage

funds of CAP's second pillar. Other influences derive from the Habitat- and Bird Directive and less explicitly from the Soil strategy.

Strikingly, the EU recognised the importance of landscape unequivocally at the beginning of this century: during WTO's Millennium round the EU emphasized time and again the multifunctional character of European agriculture. The provision by farmers of landscape, apart from food and fibre, became during the WTO negotiations a justification for rewarding farmers for this extra function.

As we can see, there are various grounds on which to justify a more direct involvement and commitment of the EU to landscape. A few initiatives have already started to push landscape on the European agenda. Around the Landscape Convention three networks have been created to speed up implementation:

- ENELC – Network of local and regional authorities investigating the role they could assume in implementation.
- Civilscape – Network of non-governmental organisations, which goals are knowledge sharing, project generation and lobby directed towards their own governments and the EU.
- Uniscape – Network of universities.

The question arises whether, following this lead of NGOs, local authorities and academic institutions, the EU should and could not play a more pro-active role in conservation of cultural landscapes. This is the subject of this working paper.

2 Approach

For this 'landscape scan' we started with an Internet search for relevant documents and organisations. On this basis we formulated a two-page summary, which served as background information for interviews with resource persons (by mail and/or telephone), both from governmental and non-governmental organisations. We also tried to gauge opinions of members of the Civilscape network by preparing a questionnaire to be distributed during the Civilscape meeting in May 2009 (see Sources).

After the initial round of interviews we made an overview of the most promising policy options emerging from the first series of interviews. We asked selected resource persons from governmental and non-governmental organisations to give their opinions and suggestions (see Sources). To this end we prepared a 2-page overview of possible policy options (see Annex 1) with the request to reflect on the policy scenarios by mail and/or telephone.

Generally speaking, the response to our interview requests was relatively low, even after repetitive request by phone or mail. This might be explained by the complex and abstract nature of the topic and by a lacking sense of urgency, considering the general economic climate and more urgent agricultural policy issues (milk prices). Furthermore, it was difficult to get sufficient 'coverage' from new member states.

In this report we present the results of document search and interviews. In textboxes examples and quotes from the interviews are given as illustrations of the main text.

3 Landscape – Perspectives and perceptions

“Landscape contributes to the formation of local culture and is a basic component of the European natural and cultural heritage, contributing to human well-being and consolidation of the European identity. Landscape is an important part of the quality of life” (European Landscape Convention)

The EU has no competence for spatial planning, but EU policies affect the European landscape, although effects might differ according to the region. A ‘mind map’ of landscape reveals relationships with themes such as natural heritage and biodiversity, cultural heritage, water, environment and territorial cohesion.

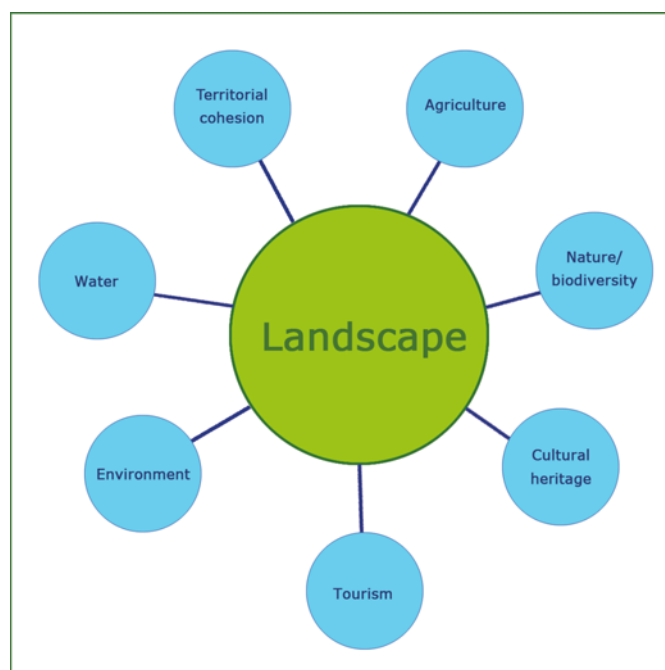


Figure 3.1 Mind map of Landscape

The various relationships of this landscape mind map are explored in this chapter, based for the larger part on typical reactions in the survey.

Agriculture and landscape

Agriculture is an important entry point for landscape. Agricultural activities have shaped landscapes over centuries, and continue to do so. This is also an illustration of the ELC definition of landscape evolving “through time as a result of being acted upon by natural forces and human beings”. Over the last decades many agricultural lands have been ‘transformed’ into urban and industrial landscapes, especially around the bigger cities.

The Common Agricultural Policy has affected and still will affect rural landscapes. In general terms, CAP has contributed to more uniform, large scale and highly productive

farming systems, but in that process typical landscape features and elements have been lost at the expense of regional identity, nature and biodiversity. Studies are undertaken to analyse the territorial distribution of CAP payments in relation to objectives in the field of landscape, biodiversity and nature management (Elbersen - Alterra, 2009).

Agriculture as an entry point for landscape might be perceived in different ways in the 'old' and 'new' EU countries. In Western Europe agriculture might also be regarded as a way of maintaining rural landscapes. In Eastern Europe there is more interest in first developing agriculture as an economic activity. This will have its effects on rural landscape. Interest for landscape maintenance, both by private and public bodies, might be stimulated if landscape constitutes also a source of income.

Nature, biodiversity and landscape

Nature and biodiversity emphasize the ecological qualities of the natural landscape in terms of functions of ecosystems and the diversity of flora and fauna. EU policies on Natura 2000 and biodiversity affect both the natural and cultural landscape. In Eastern Europe nature and biodiversity are relatively new areas of interest and not yet seen as an important entry point for landscape development.

Cultural heritage and landscape

Landscape is closely linked to cultural heritage, with identity and sense of belonging as a common denominator. It appeals to 'feeling at home', also recognizing the traces and efforts of previous generations who lived here before us. It also has elements of nostalgia to the landscape of one's youth, with the risk that protecting culture heritage might lead to a tendency to conserve a landscape of the past: a landscape as a 'museum'. Here the challenge is to maintain essential landscape qualities but give sufficient room for new developments. The Dutch Belvedere Strategy is an example of preservation by development (see Textbox below). Cultural heritage is an important point of tourism interest, thus can also be regarded as a (potential) source of income.

The Belvedere strategy – cultural heritage

The objective of the Belvedere strategy is to promote a respectful approach in regard to cultural and historic values within spatial development. This is to be accomplished neither by vetoing changes nor by burying the past, but by seeking effective ways to create win-win situations: to use space in such a way that an object of cultural and/or historic importance is given a place and will contribute to the quality of its newly created surroundings. According to the Belvedere approach, cultural heritage has to be regarded as being of vital importance to our society and to each individual citizen.

This heritage approach is one that centres on inspiring development rather than conservation or replacement. This approach should be promoted and implemented by means of the overall spatial policy. The Belvedere strategy aims at achieving this goal by involving cultural historians early in planning processes and by providing architects, urban and rural planners, and administrators with effective, usable (and understandable!) information. This strategy requires acknowledging the legitimate importance of others in the planning process as well as the need for a give and take attitude. It also requires an awareness of the fact that the cultural historian has something to offer: making use of our cultural heritage, both physically and as a source of inspiration, offers planners and designers an opportunity to develop a plan with added value - a design with its own unique identity and often with unexpected economic applications.

For more information www.belvedere.nu

Tourism

Tourism can through its unbridled building of high hotels and other infrastructure have a harmful effect on the landscape. This might be most noticeable in littoral landscapes, but all landscapes are prone to dramatic impacts where it concerns mass-tourism.

Beautiful landscapes attracts tourists, thus the tourism sector also depends on the preservation of landscape qualities for its success. For example, there is growing awareness in Spain that an attractive landscape is one of the pillars of the tourism industry. For Austria and other Alpine countries and for littoral regions tourism is *the* entry point to attract more attention for landscape. Policy fields that are important for landscape and tourism are spatial planning, visitor management, traffic and trade, regional products and water supply and sanitation.

Environment, water and landscape

Watercourses are an integral and characterizing part of our landscape. Both water quality and water quantity policies have an influence on landscape. As part of the improvement of the ecological quality of surface water, the establishment of 'nature friendly' ditches and river sides (with lowered, wider banks) is part of the implementation of the EU Water Framework Directive.

Climatic change might cause more frequent and heavier downpours, thereby aggravating the risk of unpredictable flooding in delta countries like the Netherlands. Policies are therefore directed towards creating "Room/space for rivers" by giving rivers literally space to meander again after having been tightly controlled for some decades. The newly meandering rivers and the wider flood plains profoundly change the morphology of the landscape they are part of.

Territorial cohesion, identity and landscape

In the Lisbon Treaty of the EU, 'Territorial cohesion' is to be adopted as a new objective of the EU in addition to economic and social cohesion. In May 2007 the ministers of spatial planning signed the 'Territorial Agenda'. Territorial cohesion and landscape might be linked when it comes to regional identity and sense of belonging.

Although the concept of Territorial cohesion is not yet clearly defined, it is evident that it is linked to spatial planning and land use and therefore indirectly also to landscape. A regional approach might offer possibilities to integrate various policy objectives. It is to be noted that Austria and Germany did not sign the European Landscape Convention, one of the reasons being that the prime responsibility for landscape lies with the Federal State Government.

Interpretations of 'Territorial cohesion'

The term 'Territorial cohesion' might be interpreted in different ways. In a study of the Netherlands Environmental Assessment Agency (Evers et al., 2009) five different interpretations are explored, where territorial cohesion can be seen as:

- 1 Socio-economic convergence to deal with socioeconomic disparities between regions in Europe.
- 2 Economic competitiveness, allowing regions to harness their 'territorial capital'.
- 3 Rural perspective, dealing with the multiple challenges facing rural areas in both wealthy and poorer countries.
- 4 Spatial planning for balanced development and countering urban sprawl.
- 5 Policy coordination by considering intended and unintended spatial effects.

Interpretations 3, 4 and 5 are linked to land use and landscape. Territorial Impact Assessment is seen as a policy option under interpretation 5.

In 2007 the European Commission adopted the ESPON 2013 Programme, the European Spatial Planning Observation Network for territorial development and cohesion. This programme is partly financed by the European Regional Development Fund under Objective 3 for European Territorial Cooperation. The objective of the ESPON 2013 Programme is to support policy development in relation to the aim of territorial cohesion and a harmonious development of the European territory. It is to provide comparable information, evidence, analyses and scenarios on framework conditions for the development of regions, cities and larger territories (see www.espon.eu).

In October 2008 the European Commission launched a public consultation on the Green Paper on Territorial Cohesion. This public consultation was open until 28 February 2009 (see ec.europa.eu/regional_policy/consultation). Quite a number of regional and local governments (97) sent a contribution as well as interest organisations and networks (154). It is likely that if territorial cohesion becomes more important in the EU policy process, policy coordination at regional level will be stimulated and with it the role of regional authorities.

4 Potential EU Policy instruments_____

4.1 Introduction

The European Landscape Convention (ELC) stresses the importance of landscape for European citizens. Most of the EU countries signed the ELC. The question raised for this study is if and how the EU can play a more pro-active role in landscape preservation and what EU policies might be promising in that respect.

From the interviews and consultations it appears that there is not much support for new EU Directives. Only some NGO representatives welcome the idea of an EU directive for landscape, but they realize at the same time that this will be difficult to achieve. The present political climate is characterized by a tendency to reduce regulation and to avoid new rules and directives. An EU Landscape Directive might therefore even be counter-productive, considering the diversity in member states regarding socio-economic conditions, landscapes and the role of agriculture in relation to landscape. Intentions and incentives to promote and protect landscapes will have more positive effects than new EU rules and regulations.

Furthermore, in most countries there is national legislation oriented towards landscape and nature preservation. This legislation is still improved upon, for example to include elements related to nature and biodiversity. In certain countries more can be gained from a proper implementation of this national legislation and from a strong civil society to monitor this implementation at regional and local level.

There is consensus that the major challenge is to render existing EU policy instruments more landscape sensitive. And to ensure that at regional and local level these EU policy instruments do not contradict each other but reinforce landscape qualities.

It is advocated that the EU should support the ELC, giving weight to its implementation. Article 5b of the ELC requires signatories "to establish and implement landscape policies aimed at landscape protection, management and planning through the adoption of the specific measures set out in Article 6 (awareness-raising, training and education, identification and assessment, landscape quality objectives, implementation)". Article 5d of the ELC refers to "integrating landscape into its regional and town planning policies and in its cultural, environmental, agricultural, social and economic policies, as well as in any other policies with possible direct or indirect impact on landscape."

The question therefore is whether landscape protection, management and planning can be integrated in more 'sectoral policies' (see article 5d) that affect landscape. To that end an overview of potential policy instruments is given below, with options how to make these policy instruments more landscape sensitive. In chapter four, an analysis of the pros and cons of these policy instruments is presented.

4.2 Rendering existing policies more 'landscape sensitive'

4.2.1 Common Agricultural Policy

The Common Agriculture Policy (CAP) is probably the policy area which has the most direct influence on the European landscape. DG Agriculture and Rural Development is the responsible EC Directorate-General for the CAP.

In a positive sense, the CAP can support landscape quality in three ways. The most direct way is direct support to farmers who actively maintain landscape features. Current rural development policy (known as the second pillar) provides for the policy framework and budget. Farmers receive annual payments for instance for maintaining landscape features such as hedges and trees.

A larger share of second-pillar rural development funds indirectly supports the landscape through the so called LFA-support. Farmers receive compensation when they farm in areas with natural handicaps: Less Favoured Areas. For instance the highlands in Scotland, alpine meadows in Austria or low-lying peat lands in the Netherlands. While strictly speaking the compensation is targeted income support, the spin-off for landscape is almost always positive, since the support enables farmers to continue farming in these areas safeguarding the rural landscape. Similarly, targeted second-pillar support to farmers for nature management may implicitly support landscape quality. Furthermore, the Leader+ programme might also give impulses to local stakeholders for landscape planning and management.

A third way to connect CAP-support and landscape management is through the first pillar, through which the bulk of the agricultural funds are spent (Cf. Table 4.1). The recent Health check opens the way towards connecting CAP direct payments to public goods, for instance via article 68 (siphoning-off a small part of general income support to farmers who provide specific services). For example, The Netherlands has taken a first step in reserving € 1 million for farmers in semi-wetlands, who have to use boats to manage their meadows. This extra income helps support traditional farming in cultural landscapes. This is only a minute part of the total income support, but it does show the way.

Tabel 4.1 CAP 2009 budget in million € (source: EC).

First pillar	41,200
of which direct payments to farmers	37,800
Second pillar (rural development)	13,600
Total	54,800

Apart from the article 68-route, there are other possibilities in the post-Health check first pillar. Through regionalisation and national top-ups Member States may favour particular regions where valuable cultural landscapes are found.

It is expected that the 2013 review of the EU-budget, and in conjunction with that the CAP, opens up further possibilities.

4.2.2 Structural funds

The EU allocates structural and cohesion funds for two related purposes: support for the poorer regions of Europe and support for European infrastructure especially in the transport sector. DG Regional Policy is managing these funds.

The Structural and Cohesion Funds make up the great bulk of EU funding, and the majority of total EU spending (€ 60,200 million in 2009).

The structural fund is made up of the European Social Fund (ESF) – directed towards employment issues and participation (of disadvantaged groups) in the labour market – and the European Regional Development Fund (ERDF). This last fund is important for its (indirect) impact on landscape. The ERDF will support programmes addressing regional development, economic change, enhanced competitiveness and territorial co-operation throughout the EU. Funding priorities include research, innovation, environmental protection and risk prevention, while infrastructure investment retains an important role, especially in the least-developed regions.

Its funding for infrastructure projects can damage landscapes, but it improves accessibility of landscapes at the same time.

The ESF also funds the INTERREG initiatives, which aim is to promote cooperation between European regions, as well as the development of common solutions for issues such as urban, rural and coastal development, economic development and environmental management. Interreg initiatives could be employed for interregional, transnational or cross-border landscape preservation.

The EU might render the ESF 'landscape-proof' through the Community Strategic Guidelines (CSG). The CSG sets the framework for all actions that can be taken using the funds. One of its priorities is "improving the attractiveness of Member States, regions and cities by improving accessibility, ensuring adequate quality and level of services, and preserving their environmental potential". National priorities are set by the Member States in National Strategic Reference Framework (NSRF) and the Regions set out their priorities for delivering the funds in Operational Plans (OP). These OPs, just like the NSRF, have to be adopted by the Commission before any implementation can take place.

The Cohesion Fund contributes to interventions in the field of the environment and trans-European transport networks. It applies to Member States with a Gross National Income (GNI) of less than 90% of the community average, which means it covers the new Member States as well as Greece and Portugal. Spain will be eligible for the Cohesion Fund on a transitional basis.² Especially the development of trans-European transport network has a vast impact on landscapes.

4.2.3 Natura 2000

The EU Birds and Habitat Directives were initiated to protect European biodiversity. Together they provide a comprehensive ecological network: Natura 2000. The main aim of the Birds Directive is the long-term protection of all bird species living in the wild in the EU, while the main objective of the Habitat Directive is the conservation of wild plants and animals and their natural habitats. The special areas of conservation

² http://en.wikipedia.org/wiki/Structural_Funds_and_Cohesion_Funds

referred to in both directives together form the Natura 2000 network. DG Environment is responsible for the implementation of the Natura 2000 network.

Many of the Natura 2000 habitats are also 'socio-economic habitats' used by man. Natura 2000 could be considered as a scheme for the protection of natural landscapes, but in some areas also of cultural landscapes because of the protection of typical landscape elements such as hedges, baulks, small woods, ponds and bogs as well as traditional agriculture. In that respect, it might also give an impulse to sustainable tourism (Bruls et al, 2004).

On a more pro-active stance, European focus is also turning towards connectivity of Natura 2000 areas – for instance in the European Commission's workshop (March 2009) on the topic of 'green infrastructure'. This goes beyond the current reference of Natura 2000 as a collection of isolated protection areas. Obviously, this touches upon the issue of landscape too. The question, which remains unanswered for now, is how to turn these ideas into concrete policies.

If the EU wants to introduce landscape issues into Natura 2000 this could take shape as a general recommendation to member states. Landscape as an objective does not feature in the Habitats directive. However, if the EC includes landscape into the broader context of green infrastructure (connectivity), the recommendation to the member states can be based on the objective and articles within the Habitats directive which state that nature areas should be connected.

Fixing landscape as hard and compulsory policy would entail adapting the Habitats and Birds Directives, which is theoretically feasible, but politically very unlikely, as it would open up the debate on the whole concept of Natura 2000 and the perceived strictness of the rules of the two directives.

4.2.4 Water Framework Directive

The EU Water Framework Directive (2000) is the legislative framework for the protection and improvement of the quality of surface and ground waters. DG Environment is the responsible Directorate General for the implementation of this Directive.

The Water Framework Directive requires that all inland and coastal waters within defined river basin districts must reach at least good status by 2015 and defines how this should be achieved through the establishment of environmental objectives and ecological targets for surface waters. The emphasis is on the ecological characteristics. The Water Framework Directive might have some indirect impact on landscape as it comes to the morphology of waters.

Including landscape issues into this directive would imply requiring or requesting Member States to include landscape assessments or landscape improvement plans etc. in the (watershed) plans which are currently being implemented.

4.2.5 Environmental Impact Assessment

Environmental assessment can be undertaken for individual projects such as a dam, motorway, airport or factory ('Environmental Impact Assessment') or for plans, programmes and policies ('Strategic Environmental Assessment'). DG Environment is the responsible Directorate-General for (Strategic) Environmental Impact Assessment.

According to EU guidelines, Environmental Impact Assessment takes also into account aspects of cultural heritage, both in terms of historic buildings, archaeology and historic geography.

Cultural heritage overlaps with landscape. However, for assessing impact of planned activities on cultural heritage and landscape clear and 'objective' criteria should be available such as is the case for air or water quality. Although specific landscape core qualities might be defined for 'outstanding landscapes' (National landscapes, National parks, etc), this is not always the case for 'ordinary landscapes' (referring to the ELC definition of landscape). Data from a 'Landscape Character Assessment', a tool used in the UK, might be helpful here (see below).

Tool: Landscape Character Assessment

Landscape Character Assessment (LCA) is important to the UK's implementation of the ELC. "It's a tool for identifying the features that give a locality its 'sense of place' and pinpointing what makes it different from its neighbouring areas. Landscape Character Assessment provides a framework for describing an area in a systematic way. Its different interest groups make better judgements by knowing what's present and what is distinct, so any change can respect local character, or add to it, and even change it if that is what's desired." The Character of England map provides a national framework for the more detailed assessments carried out by local authorities and others. The major Scottish national programme of Landscape Character Assessment is also now complete, involving all Scottish local authorities and organisations such as the Forestry Commission³.

Historic Landscape Characterisation is introduced as a tool to emphasize the historic and archaeological value and to find ways to preserve them (see www.english-heritage.com). In The Netherlands Landscape Development Plans were initiated by a municipality or a group of municipalities involving landowners and land users.

4.2.6 Public participation

The right to public participation regarding environmental matters is one of the pillars of the Aarhus Convention, that was adopted in 2003 and implemented in the national law of EU member states by 2005 (Directive 2003/4/EC and 2003/35/EC). As the convention refers to environmental matters, DG Environment is the coordinating Directorate-General the implementation.

The right to public participation concerning environmental matters, as set out in the Aarhus Convention, could be extended to landscape, thus also responding to the ELC measures (see article 6) of awareness raising, identification and assessment.

Methods of rural landscape evaluation that involve local communities alongside experts do exist in various countries. ECOVAST developed the "ECOVAST Landscape Identification, at the same time involving the local people in this process.

³ <http://www.landscapecharacter.org.uk/files/pdfs/LCA-Guidance-Summary.pdf>

ECOVAST methodology for Landscape identification

ECOVAST developed the "ECOVAST Landscape Identification A guide to good practice" - a low-cost, comparable and easy to handle method of "identifying landscapes through their character" and at the same time involving the local people in this process. According to Mr. Alfred Spiegler (ECOVAST): "Its primary aim is to involve the local people as everybody cares for the landscape he lives in. It is meant to open the eyes for the landscape around us and to get a first overview. Of course afterwards more detailed studies involving for example universities are also needed."

Likewise methods are used in Austria, the Netherlands, England, Poland, in Italy with students, Germany, and there is a project starting in Hungary.

Ways to encourage the use of this ECOVAST method could be done through contacts within the Civilscape and between Civilscape and the Commission. Another option is through the new Agenda 21 projects that can evolve under the theme of Sustainable Development of Rural Regions that focus on landscape, as already happens a lot in Austria.

Another example of public involvement is given by Catalonia, having set up a public consultation process to develop landscape catalogues for each of its landscape units. This is done through meetings and through interview queries in which citizens and experts can identify what makes a landscape distinct or valuable and which measures could be taken to augment its quality⁴. Besides landscape maps are developed in processes of territorial planning with the local stakeholders.

In England, local people are encouraged to provide feedback on how the countryside is changing in the Countryside Quality Counts project (see below).

Countryside Quality Counts

Natural England used the England's National Character Areas (NCAs) as a geographical framework for reporting and assessing landscape changes, using four categories:

- Maintained
- Enhancing
- Neglected
- Diverging

Both quantitative and qualitative methods are used to assess the changes. Results indicated that over the period 1999-2003 the landscape character was maintained in 51% of England's' landscapes (NCA's), while about 10% was being enhanced. About 20% of the landscapes were showing signs of neglect and in 19% new landscape characteristics were emerging. The latter was generally close to major centres of population and transport.

For more information: www.naturalengland.org.uk or <http://countryside-quality-counts.org.uk/>

This kind of methods can also be integrated in tools describing landscape qualities in a systematic way, for example a Landscape Character Assessment.

⁴ <http://www.catpaisatge.net/eng/index.php>

4.2.7 Knowledge exchange and education

Various EU programmes for education, training and research exist. Landscape could be developed as a theme for exchange of curricula and best practices and of collaborative research programmes to develop expertise in this field. Options are:

- Using opportunities of workshops and seminars organised by the Council of Europe to spread good practices and to encourage other countries to put the ELC into their own practice (Cf. Ivalkirby).
- Cross border visits to see and discuss landscape related developments and issues. In some cases transfrontier collaboration might already exist between bordering national parks (e.g. National park Thayatal Austria and Narodni park Podyji, Czech Republic).
- Develop approaches towards protecting or improving landscapes by developing them, e.g. Belvedere approach in The Netherlands. This could be integrated in the European Spatial Planning Observation Network for territorial development and cohesion (see chapter 3), and also in future collaborative research programmes (FP8) of the Directorate General for Research.

These activities should especially target professionals like spatial planners and (landscape) architects and decision makers at local and regional level authorizing development plans.

4.3 Additional options for landscape policy instruments

In addition to aligning existing policy instruments to landscape objectives, the EU could also develop new instruments, or even new policies.

4.3.1 General policy lines on landscape

A starting point could be to publish a **green paper**, a general policy document meant for public consultation. The paper may cover the broader issues related to landscape: perceptions, problems, strengths, challenges, and possible roles for different actors like governments, farmers, NGOs, citizens and EU.

If the Commission decides there is a role for the EU in landscape policy, it may subsequently decide to publish a **white paper**, which outlines general policy choices for the EU. Another formal policy document is a **Communication from the Commission**. Such papers can set the stage for future policy and may result, ultimately, in hard legislation.

A particular theme which could be included in such a strategy or white paper is for instance, as was suggested during the interviews, a **classification of major European landscapes** e.g. large scale agricultural production areas, small-scale agricultural landscapes, mountainous areas, industrial areas, etc. Such a classification might allow developing specific policies.

It could also result in **labelling of landscapes**, such as the Grands Sites Nationaux en France, which might help in protecting the landscape. A European heritage label was launched in 2007 by various European countries, to increase EU citizens' feeling of belonging to a shared European identity and common cultural space. In total 60 sites in 18 European countries have obtained this label. In 2009 the Commission,

through the responsible DG for Education and Culture, launched an impact study, including a public consultation, to assess whether the EU should be involved and whether it can add something to the European heritage label (see http://ec.europa.eu/culture/our-programmes-and-actions/doc1983_en.htm).

4.3.2 Landscape as part of ecosystem services

A different approach is to introduce cultural landscapes into EU discussions as part of a package of ecosystem services. Ecosystems provide a range of services to society, ranging from buffering water supplies to educational and recreational values (see box below). This approach moved upwards on the European environment agenda, both within the EC and in within NGOs. The EU has established concrete policies on many elements of these Ecosystem Services, e.g. on water, climate, floods, nutrients and soils. A possible next step might be to establish a more integrated policy on this issue, for instance by **publishing a green paper, white paper and or strategy on ecosystem services, including landscape.**

It is likely that many policy instruments which feature in this report may also appear in a new EC ecosystem services policy paper: CAP, Natura 2000, water framework directive. The upcoming concept of Green infrastructure might be promising in that respect as it provides a network of green spaces that may deliver various services such as spaces for nature development, outdoor relaxation, climate change adaptation, environmental education, health and well-being and local food production.

Ecosystem services	
Supporting <ul style="list-style-type: none"> - Nutrient cycle - Soil formation - Primary production - ... 	Provisioning <ul style="list-style-type: none"> - Food - Fresh Water - Wood and fibre - Fuel - ...
	Regulating <ul style="list-style-type: none"> - Climate - Floods - Diseases - Water purification - ...
	Cultural <ul style="list-style-type: none"> - Aesthetic - Spiritual - Educational - Recreational - ...

5 Scanning support for landscape sensitive policy instruments

From the interviews and consultations it appears that there is not much support for an EU Landscape Directive. Instead, it was considered to be more effective and efficient to render existing policy instruments more landscape sensitive.

In the previous chapter various policy instruments were described that might help to put landscape on the agenda of decision makers. In table 5.1 we present some pros and cons of these policy instruments. Afterwards, preferences or support for specific measures are identified. These are based on information from the interviews and our own analysis.

Table 5.1 Pros and cons of potential landscape sensitive policy instruments.

Policy (instrument)	Pros	Cons
Common Agricultural Policy	<p>Landscape can be integrated in 'Green services'.</p> <p>Offers possibilities for country specific measures.</p> <p>Financial support for landscape maintenance in specific 'handicapped or high landscape value' regions.</p> <p>Leader programme (2nd pillar) can add regional, bottom-up approach to landscape.</p>	<p>Sometimes difficult to distinguish between support to green services and support to agricultural production incomes.</p> <p>Risk for misuse as landscape is cultural and subjective; it is hard to set clear objectives.</p> <p>Country specific measures may be conflicting with a level playing field for agriculture.</p> <p>Landscape limited to 'agricultural landscape' and agricultural landowners.</p>
Structural funds	<p>Vast impact on landscape through infrastructural projects.</p> <p>Regional approach.</p> <p>Offers possibility to take landscape into consideration through the Community Strategic Guidelines.</p> <p>Also covers urban landscapes.</p> <p>Exchange and collaboration through Interreg programmes where landscape can be integrated.</p> <p>Physical infrastructures may make landscape more accessible for inhabitants and tourists.</p>	<p>Current strong focus on investments in physical infrastructure.</p> <p>Building in more safeguards may not be popular in times of subsidiarity and simplification of procedures and regulations.</p>

Continuation Table 5.1

Policy (instrument)	Pros	Cons
Natura 2000	<p>Possibility to include landscape aspects into protection measures for nature and biodiversity.</p> <p>Attention for landscape may serve as a vehicle for increasing the level of acceptance of biodiversity preservation.</p>	<p>Natura 2000 does not conflict with landscape goal, but inclusion of cultural element may lead to misuse to the detriment of habitat protection.</p> <p>Introducing landscape approach conflicts with focus on nature and biodiversity.</p> <p>Relatively weak support of inhabitants for Natura 2000 areas as they experience it as a static 'natural museum approach'.</p> <p>Complex procedures for designating Natura 2000 areas, management and implementation of Natura 2000 plans; felt/perceived as top-down approach, dominated by ecologists and civil citizens.</p>
Water Framework Directive	<p>Dynamic landscape concept, water quality may influence/use landscape features and cultural heritage (water retainment, remeandering).</p>	<p>Only water related landscape features</p>
Territorial cohesion	<p>Regional approach, relates to aspects of sense of belonging and identity, as does the concept of 'Landscape'.</p> <p>A territorial approach rather than a sectoral one. Could form an umbrella policy embracing all other policy areas relevant to landscape.</p> <p>Embracing both rural and urban landscape.</p> <p>High profile concept, politically.</p>	<p>Still too much focused on socio-economic aspects, not yet clearly related to the qualities and diversity of the place/landscape.</p> <p>Vague concept that needs to be operationalized.</p>
(Strategic) Environmental Impact Assessment	<p>Compulsory ex-ante assessment for large infrastructural projects (EIA), or policies and programmes (SEA).</p> <p>Takes landscape, geological values and cultural heritage into account in its methodology.</p>	<p>Needs clear description of landscape qualities for assessment, which is not always available.</p> <p>Implementation of SEIA/EIA is poor in some member states.</p>

Continuation Table 5.1

Policy (instrument)	Pros	Cons
Public participation	<p>Responds to Article 6d of ELC (awareness raising, identification and assessment), e.g. methods for landscape assessment (e.g. in Catalonia and UK).</p> <p>Might help in defining landscape qualities that can be used for impact assessment.</p> <p>Offers possibilities for country specific procedures and measures.</p>	<p>Might be considered as a 'soft' instrument, being dependent on the existing 'information and consultation infrastructure' in a country and willingness to involve the general public.</p> <p>No specific funds available for implementation.</p>
Knowledge exchange and education	<p>Stimulates creativity and knowledge development for new concepts and approaches.</p>	<p>Voluntarily, for implementation specific programmes and funds needed.</p>
European heritage label	<p>Stimulates feeling of belonging to a European identity, culture.</p>	<p>Labelling requires administrative procedures and related costs such as defining criteria, personnel for assessing landscapes, etc.</p> <p>Considering the multitude of labels, the information value of a European heritage label might be limited.</p> <p>Labelling will probably be more oriented towards 'outstanding' landscapes than to 'ordinary' landscapes.</p>
Green paper	<p>Allows for input from all stakeholders.</p> <p>General policy document outlining options rather than decisions, allowing freedom of discussion without too much political tension.</p>	<p>No direct impact on policy or measures.</p>
White paper, Communication, Strategy on landscape	<p>General policy document, setting the stage. Will stimulate discussion on EU-role and instruments.</p>	<p>No hard policy instrument yet.</p>

Ranking of policy options

Based on the above and the responses from experts in interviews and the e-mail questionnaire, we arrive at the following ranking of options to make EU policy more landscape-proof.

1. *Common Agricultural Policy (CAP)*

Making the CAP more open to landscape dimensions is seen as probably the most effective proposal. The first pillar takes up the major share of the budget, with direct influence on farm management and thus on landscapes (e.g. scale and intensity of production, choice of crops, decisions on field margins and landscape elements). The second pillar of the CAP already contains instruments in support of rural landscape. These could be strengthened and/or budget enlarged. In addition to green (nature) and blue (water) services, golden services (cultural heritage) could be added. Leader can add a bottom-up, regional approach.

Mentioned as one of the main problems with the execution of the CAP is that it does not to a satisfactory degree take into account the heterogeneity and the diverse appearance of the European landscape. Despite reforms in a sound direction and aims of preserving rural heritage, some of its components still have a negative, 'standardising' impact on landscape (see example below).

Standardized pastures

One fresh example to elucidate the rigidity of the application of the CAP is the EU commission critique of the Swedish agro-environmental subsidies for pastures. The commission claimed that Sweden applied a far too generous definition of pasture eligible for payment, due to the degree of tree coverage. According to the EU commission land exceeding 50 trees/hectare should be classified as "woodland" and thereby ineligible for payment within the CAP single payment schemes. Wooded pastures (hagmark) is a typical feature for the Swedish landscape and a threshold of 50 trees/hectare would automatically disqualify thousands of hectares of Swedish pastures from subsidies, undermining the possibilities of safeguarding its rural heritage.

Making the CAP more 'landscape sensitive' would comprise a more regional dynamic application of the policy measures. However, there is a tension between flexible criteria to prevent standardisation and strict enough criteria to prevent misuse. Therefore, even though it is agreed upon that CAP should form the start in making the EU more landscape-proof, there are still many questions open for debate on the 'how-to'-side.

How to make policies landscape proof?

"The question is whether you can translate landscape into clear objectives and indicators that allow you to discriminate between farmers delivering it or not. As landscape has a strong cultural and subjective element, it might be much more open to abuse- I would never want to see EU money supporting an ecological desert of modern olive groves, but can you have a strong enough system to prevent a national government from saying that it is beautiful and they like it that way?"

2. *Structural Funds*

By funding major infrastructural projects the structural funds have a vast impact on EU landscape, with environmental concerns often being overridden by socio-economic arguments. As a minimum, to check landscape detriment much more effective safeguards should be put in place – and made to work. This however requires more EU control on member states' spending of EU funding, more accountability and better planning, which is the opposite of the current political mood of "subsidiarity" and "simplification" of rules and regulations. On the positive side, Structural Funds finance exchange and collaboration through Interreg programmes where landscape can be integrated.

3. *Strategic Environmental Impact Assessment*

SEIA and EIA can form an important tool to draw attention to landscape, as an EIA is already a standard obligation for big projects and in the form of a Strategic EIA for governmental plans and programmes. Landscape is included in the EIA and SEIA but could be further developed. More urgent is the improvement of implementation of EIA, which is poor in several member states.

4. *'Soft' instruments*

As the EU currently has little competence in land use planning, a choice could be to focus on knowledge sharing, awareness raising, capacity development and communication. Possible options are:

- Policy intentions and declarations: EC Communication, Green/White Paper, Council Recommendation.
- EU research on landscape policies and strategies.
- Developing and applying methods for landscape quality assessment.
- Develop and promote a European heritage label.
- EU signature and ratification of the European Landscape Convention.

Although these soft instruments are probably more easily accepted in times of resistance towards 'hard' EU measures, they are also less effective due to their voluntary nature.

Limitations of 'soft instruments'

"These soft instruments can help to spread good ideas from countries that are more advanced on these issues to others that are less so. But don't expect joint projects and workshops to stop the bulldozers next time a national government decides to rip apart another charming piece of centuries old landscape to build a new motorway-cum-strip malls."

Soft instruments are needed to raise awareness amongst member states and with citizens thus creating a broad basis for support for landscape protection, but the care for landscape needs to be embedded in a legal framework to ensure its effectiveness. Nonetheless, many of our interviewees stress that the EU should become party to or at least follow the advices of the ELC. This could be expressed in policy intentions and a declaration, accompanied by a Council Recommendation from the council of ministers to the member states. A Council Recommendation is not binding, but does provide for follow up.

5. *Territorial Cohesion*

Territorial Cohesion is not an instrument, but it has the potential to become a non-sectoral umbrella policy regarding the importance of safeguarding the diversity of landscape. It is currently focussed on economic and social measures, with only vague

references to the qualities and diversity of the place/landscape. An important step to make the concept of Territorial Cohesion more concrete for landscape is to develop a definition of Territorial Cohesion, which acknowledges the importance of landscape. Interesting proposals for this can be found in the comments of the Council of the European Spatial Planners to the Green papers on Territorial Cohesion⁵ and the UK in their response to the Green book:

"In the UK, the term "place based" is often used instead of "territorial cohesion". The place based approach can help economic development by better tailoring policies to reflect the particular characteristics and context of a place and particular people within it and help them to contribute more effectively."

Furthermore, territorial cohesion should be further operationalized in appropriate policy instruments.

6. Natura 2000

Little scope is seen for rendering Natura 2000 more landscape sensitive. It is regarded to already have a beneficial influence on landscapes. Including elements of protection of cultural heritage could conflict with the protection of species. DG Environment does see the positive side of the attention to landscape as this could serve as a vehicle for increasing the level of acceptance of biodiversity preservation through Natura 2000. A more offensive strategy of establishing green infrastructure around and between nature areas, connecting the areas with (new or existing) landscape (elements) may be effective. This new policy strand still needs further fleshing-out.

Overall policy challenge

There are several different types of general policy documents, from the EC (green or white paper, EC Communication) or from the Council of Ministers (Council Recommendation). Developing such a general policy can be done *in parallel* to rendering concrete instruments such as the CAP more supportive of landscape.

Summarizing

On the basis of the arguments presented above we made an effort to score the various policy options for the criteria 'potential impact on landscape' and 'feasibility of implementation'. The results are shown below, indicating that rendering CAP more landscape sensitive is clearly a most promising policy option.

Summary of the potential impact and feasibility of EU landscape policy			
Policy instrument	Potential impact on landscape	Feasibility/practicability of implementation	Earliest expected impact
CAP	+++	+	2013
Structural Funds	++	0	2013
EIA/SEIA	+	+	2010
'Soft instruments'	0	++	2011
Natura 2000	0	+	2010
Natura 2000 – green infrastructure	+	0	2012

⁵ http://ec.europa.eu/regional_policy/consultation/terco/pdf/4_organisation/14_ecptcu.pdf

6 Challenges and recommendations _____

Considering that:

- All EU member states have signed the European Landscape Convention (ELC), with the exception of Austria and Germany (where prime responsibility for landscape lies with the Federal State Government) and Estonia;
- The EU, though not a signatory of the ELC, also recognises the value of cultural landscapes: Article 3 of the Lisbon Treaty states that the EU “shall ensure that Europe's cultural heritage is safeguarded and enhanced”;
- EU-policy has substantial influence on quality of cultural landscapes;
- There is a tendency towards reducing regulation and avoiding new rules and directives;

The conclusion of our scan is:

- There is scope for a more pro-active role of the EU in protecting and enhancing cultural landscapes,
- but that there is little support for an EU Directive on landscape.
- There is no overwhelming consensus as to how to organise a more pro-active role for the EU regarding landscape,
- but there seems preference for rendering existing ‘hard’ policy instruments more landscape proof.

Rendering existing ‘hard’ policy instruments more landscape sensitive is believed to be the most promising approach. Many respondents say that the EU should start by landscape-proofing the Common Agricultural Policy and Regional policy. The exact ‘how-to’ is still strongly debated. (Strategic) Environmental Impact Assessment already encompasses landscape, but its implementation is flawed in many member states and should thus be improved. Natura 2000 already has a beneficial influence on landscape and offers little scope for improvement.

‘Soft’ instruments are important to create a broad base for support for landscape protection and exchange knowledge on its methods. However, to ensure its effectiveness, landscape care should be legally embedded. A first step would be for the EU to embrace the ELC taking on its responsibility to fulfil its aims (whether or not as a signatory party) and press its member states to do the same by means of a Council Recommendation.

Territorial Cohesion could form a counterbalance against the EU's standardizing effect, with the extra advantage that it surpasses the boundaries of sectoral policies. To do any good for EU landscapes, it should however, broaden its definition to clearly elude the qualities and diversity of place/landscape as cultural identity (sense of belonging) as well as an economic asset (attracting tourism).

Any approach should be based on a clear definition of ‘landscape’ and take into account the concept of ‘preservation through development’, aiming to protect and enhance landscape qualities without transforming places into ‘museum landscapes’ where people do no longer work and live.

Next steps

Given the above conclusions, the question arises which subsequent steps could be taken. Two concrete feasible actions come to mind:

- the EU could establish a Task Force on landscape which deepens and broadens the scan reported about in this working paper: determine policy options and investigate support for new or adapted policy throughout the EU.
- To establish a basis for policy discussions, a European report on the State of the European Landscape should be made, for instance by the European Environment Agency, in line with the State of the Environment reports.

The last question we raise, at the end of this working paper, is who could or should take up this challenge. In essence, it could be anyone of the core EU institutions: the European Commission, the Parliament or one or more Member States.

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www.espon.eu of the European Spatial Planning Observation Network, presenting various studies, e.g. the territorial impact of CAP and Rural Development Policy and Territorial Trends of the management of the natural heritage.

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<http://www.english-heritage.org.uk/server/show/nav.001002003008001>

<http://countryside-quality-counts.org.uk/>, providing a systematic assessment of how the countryside is changing, with input from local people.

<http://green-infrastructure-europe.org/>

List of persons who were interviewed or who responded by mail

Ms. G. Korf, Netherlands Commission for Environmental Assessment
Mr. G. Fairclough, English Heritage, United Kingdom
Ms. V. Kirby, Natural England, United Kingdom
Ms. E. De Lange, Netherlands Member of European Parliament
Mr. H. Liewelyn, Landscape Conservation, Department of Environment, Food and Rural Affairs, United Kingdom
Mr. D. Van Marrewijk, Belvedere, The Netherlands
Mr. P. Von Meijenfildt, ECNC, Tilburg, The Netherlands
Ms. I. Janssen, policy assistant to Ms.L. Jacobs, European Parliament
Mr. R. Dulfer, director Rozmberk Society, Czech Republic
Mr. A. Spiegler, ECOVAST
Mr. D. Bredin, Conservatoire du Littoral, France
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Mr. R. Jager, member of parliament, The Netherlands
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Mr. E. Hartog, ex-head of Unit DG Region, EC
Ms. B. Bilusic, Ecovast Croatia
Mr. R. Palmer, director Directorate of Culture and Cultural and Natural Heritage DGIV Council of Europe
Ms. A. Budniok, European Landowners Organisation (ELO)
Mr. A. Brunner, Senior EU Agriculture Policy Officer Bird Life International
Mr. J. Freese, B. Rocha, J. Mante, S. Kämper, J. Swoboda, Federal Agency for Agriculture and Food (BLE)/ Deutsche Vernetzungsstelle Ländliche Räume (DVS)
Mr. J. Mostrom, Swedish National Heritage Board, Sweden
Mr. M. Prieur, a.o. Président du Centre International de Droit Comparé de l'Environnement, France
Mr. R. Peters, head of Unit DG Agriculture, EC
Mr. F. Wakenhut and mr. M. Fritz, EC DG Environment
Ms. Maria Lnarejos, Institut du patrimoine historique espagnol, Ministere de Culture, Spain

Gauging opinions of members of the Civilscape network by means of a questionnaire and discussions in a workshop session during the Civilscape meeting May 2009.

Annex 1

Discussion paper used as a basis for telephone interviews and e-mail survey

OPTIONS FOR A ROLE OF THE EU IN LANDSCAPE POLICY

CLM Centre for Agriculture and Environment, 20 July 2009

Background

CLM (Centre for Agriculture and Environment, Netherlands) is currently investigating, commissioned by the Dutch Ministry of Agriculture, Nature and Food Quality), whether a more pro-active role of the EU in enhancing cultural landscapes is necessary and feasible.

Considering that:

- All EU member states have signed the European Landscape Convention (ELC), with the exception of Austria and Germany (where prime responsibility for landscape lies with the Federal State Government) and Estonia.
- The EU, though not a signatory of the ELC, also recognises the value of cultural landscapes: Article 3 of the Lisbon Treaty states that the EU "shall ensure that Europe's cultural heritage is safeguarded and enhanced".
- EU-policy has substantial influence on quality of cultural landscapes.
- There is a tendency towards reducing regulation and avoiding new rules and directives.

The hypothesis is:

- That there is scope for a more pro-active role of the EU in protecting and enhancing cultural landscapes.
- but that there is little support for an EU Directive on landscape.

It should be noted, meanwhile, that protection of cultural landscapes does not necessarily mean arresting all developments and fixing the landscape everywhere in its current form. European landscapes were shaped through the ages and are dynamic. Development is possible and desirable, while protecting landscape qualities.

Reflection on landscape policy scenarios

Given the hypothesis above, we identified three sets of instruments for further development of EU policy on landscape. CLM asks experts and professionals from different member states to reflect on these scenarios to protect and enhance landscape qualities:

1. Rendering existing 'hard' policy instruments more landscape sensitive

"Landscape is physical and visible. It is influenced by current EU-policies like Regional policy, CAP, Natura 2000. Negative impacts from these policies should be reversed into positive ones".

EU existing policies that could be made more landscape sensitive are the Common Agricultural Policy, Natural 2000 and Environmental policies.

Common Agricultural Policy (CAP)

The first pillar concerns the major share of the budget, with direct influence on farm management and thus on landscapes (e.g. scale and intensity of production, choice of crops, decisions on field margins and landscape elements). The second pillar of the CAP already contains instruments in support of rural landscape. These could be strengthened and/or budget enlarged. In addition to green (nature) and blue (water) services, golden services (cultural heritage) could be added.

Natura 2000

The Natura 2000 areas so far have been looked at as set of refuges for species and habitats, emphasizing an ecological focus. The next generation of nature policies look at the areas in cohesion, aiming to connect habitats to allow migration of species. Landscape, in particular elongated landscape elements are an important element in the connection.

Environmental Impact Assessment

Landscape already is included in the Environmental Impact Assessment but could and should be further developed.

Reflections/opinions: What policy instruments in the above mentioned policy areas are probably the most effective in addressing landscape issues? How can they be made more landscape sensitive?

2. Developing 'soft' instruments to put landscape on the agenda

"Landscape is important for the EU in a broad sense. However, the EU has little competence in land use planning. The EU should therefore focus on knowledge, awareness raising and communication".

Possible options for awareness raising, knowledge sharing, capacity development and communication are:

- Policy intentions and declarations: EC Communication of Green Paper, Council Recommendation.....
- EU research on landscape policies and strategies.
- Developing and applying methods for landscape quality assessment.
- Develop and promote a European heritage label.

Some of these instruments can be used for more than one scenario, e.g. methods for landscape quality assessment might be needed for providing criteria for impact assessment.

Reflections/opinions: Which options look most promising in terms of effectiveness and obtaining support from EU members?

3. Landscape as reinforcing/integrating factor in Territorial Cohesion

"Landscape is identity, it is part of the cultural heritage of a region. As such, it should feature in programmes for Regional Policy and in the broader concept of Territorial Cohesion."

Territorial Cohesion is on the EU-agenda. It is mainly focused on the socio-economic dimension. The actual territorial element, the land, cities, villages and surroundings where people live and work, is only visible in the background. An interesting option

could be to expand the concept and include landscape as cultural identity (sense of belonging) as well as an economic asset (attracting tourism).

Making the concept of Territorial Cohesion more concrete for landscape protection and development could include steps such as:

- A territorial vision on each region's territorial cohesion: what makes the region, and how should it be developed, including cultural identity.
- Territorial Impact Assessment: effect of different socio-economic measures on landscape.
-

Reflections/opinions: What is the additional value of the concept of Territorial cohesion for addressing landscape issues, compared to existing 'hard' policy instruments under 1?