

Chapter 2

Pursuing Integration Between Rural Development Policies and Landscape Planning: Towards a Territorial Governance Approach

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Abstract Landscape planning and Rural Development Programmes (RDP) share common objectives of preservation and improvement of the rural landscape, so a deeper integration between these two domains would deliver significant benefits towards sustainable development. However, until now they have developed largely independently as both research fields and policy sectors. This chapter addresses the main theoretical issues concerning the advocated potential integration by first identifying and discussing two different rationales underlying landscape and rural development policies, namely a *territorial* and a *sectoral* one. Subsequently, a case study regarding the Territorial Plan of the Province of Turin, Italy, is presented to illustrate how landscape/spatial planning and RDP's policies and objectives can converge and the different regulations and capacities of these instruments used to deliver mutual benefits. In particular, it is shown how the design and implementation of Agri-environmental schemes within RDP could be made more effective and spatially targeted by taking into account the spatial analysis and landscape areas designation elaborated by the Territorial Plan. It is argued that to foster synergies, a shift towards a *territorial governance* approach in RDP design and implementation is needed, which entails a deeper horizontal and vertical coordination between government levels and sectors, as well as the involvement of stakeholder from the civil society in the design and realization of territorialized projects. The discussion is framed in the ongoing debate on the implementation of the Common Agricultural Policy in the period 2014–2020.

Keywords Landscape planning • Rural Development Programmes • Agri-environmental schemes • Territorial governance

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2.1 Introduction

Landscape preservation and rural development are two pivotal policy objectives in the European context as defined, respectively, by the European Landscape Convention—hereafter ELC—(CoE 2000) and the recently approved EU Regulation on support for rural development by the European Agricultural Fund for Rural Development (EAFRD) (EU 2013) n. 1305/2013, replacing previous regulation n. 1698/2005. The ELC acknowledges the importance of agricultural activity in shaping the landscape (ELC, preamble) and provides that each Member State shall undertake “to integrate landscape into its regional and town planning policies and in its cultural, environmental, *agricultural*, social and economic policies [...]” (art. 5 d, emphasis added), thus explicitly highlighting the interrelation between landscape and agriculture.

Landscape policies, however, fall under the responsibility of Member States and there is no specific legislation on landscape management in the legal frame of the European Union (EU). Nonetheless, EU policies do affect landscape, and this is particularly the case for the Common Agricultural Policy (CAP), since agricultural land covers 47 % of the EU-27 surface, this figure increasing to 78 % if forests are included. Therefore, measures implemented in the frame of the CAP and its second pillar—rural development—directly affect a significant share of the EU territory (Paracchini and Capitani 2011; Lefebvre et al. 2012). In this context, landscape has become a central element in the CAP debate (Vergamini et al. 2013).

The main argument put forward in this chapter is that, despite different rationalities and regulatory frames underlying landscape planning and rural development policies, these two domains can and shall be more integrated, and that such integration would be mutually beneficial for the achievement of their respective objectives and towards sustainable development as outlined in the Europe 2020 Strategy. The aim of this chapter is to present and discuss the key issues and challenges that such integration poses in the context of the EU, particularly following the recent CAP reform, and to present a case study providing a practical example of how this could be achieved. The chapter is structured as follows: in Sect. 2.2, the main characteristics of Rural Development Programmes (RDP) are presented; current shortcomings concerning their implementation in the period 2007–2013 are also pointed out, with particular reference to agri-environmental schemes and their potential impact on landscape. The main innovations of the CAP reform are presented and discussed, with a focus on the Rural Development Regulation. In Sect. 2.3, the differences in the rationales underlying landscape planning and RDP are identified and discussed. In Sect. 2.4, a case study concerning the Territorial Plan of the Province of Turin (Italy) and the regional RDP is presented to show possible options to concretely implement the advocated integration. In Sect. 2.5, the main points emerged from the theoretical sections and the case study are summarized and discussed. Section 2.6 concludes.

2.2 Rural Development Policy in Europe: An overview

2.2.1 *Rural Development Programmes and Agri-Environmental Schemes: Key Features and Issues at Stake*

The Common Agricultural Policy (CAP) is one of Europe's most long standing and relevant ones, in terms of both spatial coverage and expenditure—it will account for about 38 % of the whole EU budget in the period 2014–2020 (EU 2013). Measures implemented under the CAP deploy their effects on a large share of the European territory and therefore can have a significant influence in the preservation or depletion of landscape (Paracchini and Capitani 2011). It is widely acknowledged that the CAP itself has been a major driver of environmental and landscape degradation, due to the incentive to intensive farming management aimed at maximizing production (Garrod 2009). The CAP comprises two main policies: (i) economic support to production and (ii) Rural Development Policy. Known as the “second pillar” of the CAP, the latter aims to improve the efficiency of the agricultural and forestry sectors while preserving and enhancing the environment and the landscape. Already in 2010, the EU indicated the key challenges for European agriculture in the document “The CAP Towards 2020: Meeting the Food, Natural Resources and Territorial Challenges of the Future”, namely: guaranteeing food security, preserving natural assets and the rural landscape, combating climate change, and pursuing territorial cohesion and balance (EC 2010). By responding to these challenges, the CAP shall also contribute to the implementation of the EU 2020 Strategy in terms of smart, sustainable and inclusive growth. The Rural Development Policy is implemented by Member States through the elaboration of Rural Development Programmes (RDP), which allocate funding to farmers and other land managers for the realization of the objectives set by the rural development regulation. In some countries, as Italy, Spain or Germany, RDP are elaborated at the regional level.

In the programming period 2007–2013, RDP were developed along three main axes: (1) Improving the competitiveness of the agriculture and forestry sectors; (2) Improving the environment and countryside; (3) Rural quality of life and diversification of the rural economy. The funding supported farmers and other stakeholders for additional costs they incur for the improvement of their work or as compensation for foregone income due to the implementation of more environmentally friendly farming practices.

Each axis comprised a certain number of measures, some of which in turn further articulated in sub-measures or actions. Each measure/action had a set of specific objectives deriving from the three general ones mentioned above. RDP do not directly determine the single projects to be realised, but, through the provision of funding, set the framework for the outcomes to be achieved, and the activities to be supported towards the attainment of those outcomes. In fact, funding is granted

to beneficiaries generally through a system of calls for applications, periodically issued by the Managing Authority. In most cases, applicants are farmers but, depending on the measure, they could also be landowners, public sector organisations or rural communities. If the application is approved, the applicant receives funding to implement projects/measures that contribute towards the programme's stated objectives.

Since a certain budget is allocated to each measure/action, a system of scores is often used by the Managing Authorities to rank and select the applications that will be granted the subsidy, if the demand exceeds the available funds. Depending on the measure/action, priority scores may regard the nature of the applicant (e.g. young farmers) and/or the location of farms; in particular, for environmental measures, priority is given to certain areas identified based on their vulnerability or natural value, like Nitrate Vulnerable Zones or Natura 2000 sites.

Agri-environmental schemes (AES) are one of the main components of RDP. They are packages of actions voluntarily implemented by farmers in return for them adopting more environmental farming practices such as fertiliser and pesticide reduction, crop rotation, set aside areas, livestock extensification, and/or the creation, maintenance or enhancement of semi-natural elements in agro-ecosystems, as grass covers, hedgerows, ponds or tree lines. Contracts generally have a duration of at least five years and premiums cover only those additional commitments not already mandatory by law (referred to as “good agricultural and environmental conditions”—GAEC). Since these actions determine a loss of yield and/or increased costs for farmers (including transaction costs), premiums are determined by managing Authorities to compensate for such loss. The overall objectives of AES are to support the sustainable development of rural areas and respond to society's increasing demands for public environmental goods and services—including landscape—based on the assumption that public goods are not exchanged through market mechanisms, so farmers are not encouraged to supply them (EU 2013, considerandum n. 22).

For the programming period 2014–2020, the axes system will be replaced by six *priorities*, further articulated in *focus areas*, comprising voluntary measures, which, in the intention of the reform, would allow Member States to design the programs and their financing based on an analysis of their specific needs. These priorities are defined in Article 5 of the new Regulation 1305/2013:

- (1) Fostering knowledge transfer and innovation in agriculture, forestry, and rural areas with a focus on the following areas:
 - fostering innovation, cooperation, and the development of the knowledge base in rural areas;
 - strengthening the links between agriculture, food production and forestry and research;
 - fostering lifelong learning and vocational training.

- (2) Enhancing farm viability and competitiveness and promoting innovative farm technologies and the sustainable management of forests, with a focus on:
 - improving the economic performance of farms and facilitating farm restructuring to increase market participation and agricultural diversification;
 - facilitating the entry of adequately skilled farmers into the agricultural sector and, in particular, generational renewal.
- (3) Promoting food chain organisation, with a focus on:
 - improving competitiveness of primary producers by better integrating them into the agri-food chain through quality schemes, adding value to agricultural products, promotion in local markets and short supply circuits, producer groups and organisations and inter-branch organisations;
 - supporting farm risk prevention and management.
- (4) Restoring, preserving and enhancing ecosystems related to agriculture and forestry, with a focus on:
 - restoring, preserving and enhancing biodiversity, including in Natura 2000 areas, and in areas facing natural or other specific constraints, and high nature value farming, as well as the state of European landscapes;
 - improving water management, including fertiliser and pesticide management;
 - preventing soil erosion and improving soil management.
- (5) Promoting resource efficiency and supporting the shift towards a low carbon and climate resilient economy in agriculture, food and forestry sectors, with a focus on:
 - increasing efficiency in water and energy use;
 - facilitating the supply and use of renewable sources of energy, of by-products, wastes and residues and of other non food raw material;
 - reducing green house gas and ammonia emissions from agriculture;
 - fostering carbon conservation and sequestration in agriculture and forestry.
- (6) promoting social inclusion, poverty reduction and economic development in rural areas, with a focus on:
 - facilitating diversification, creation and development of small enterprises and job;
 - fostering local development in rural areas;
 - enhancing information and communication technologies in rural areas.

Restoring, preserving and enhancing European landscape is thus a stated objective of the Rural Development Policy, which makes a strong case for the pursuit of integration and synergies with the implementation of the ELC. Agri-environmental schemes (also called Agri-environment-climate payments in the new regulation) are one of the main tool to implement priority n. 4 and are detailed

by art. 28. Despite the new architecture of the RDP, they maintain their main characteristics. The new regulation, however, also introduces some innovations that may foster integration with landscape planning, which are presented and discussed in [Sect. 2.2.3](#).

2.2.2 Shortcomings in Current Implementation of Agri-Environmental Schemes in Europe

Over the last decade, AES have been the object of a large number of studies, given their relevance and their potential in steering agriculture towards more environmentally sustainable practices (Whittingham 2011). Overall, the empirical evidence collected suggests that they are still far from achieving their stated objectives, and that there is scope for improving their environmental performance and cost-effectiveness (Kleijn and Sutherland 2003; McKenzie et al. 2013; Rega and Spaziant 2013; Whittingham 2011). Reasons for this are likely to be multi-fold, including problems with option design, monitoring difficulties, and the scale at which they are currently implemented (McKenzie et al. 2013). The effectiveness of these schemes in fact depends on several factors, including the amount of economic compensations (Ruto and Garrod 2009), transaction costs (Mettepenningen et al. 2009), contracts' length (Lennox and Armsworth 2011) and spatial targeting (Uthes et al. 2010).

In 2010–11, the European Court of Auditors (ECA) carried out an audit in eight selected Member States and regions to examine the current implementation of agri-environmental schemes. The report ensued from this audit pointed out a series of shortcomings (ECA 2011):

- RDP objectives were not set out in a specific and measurable manner. The lack of quantitative thresholds makes it difficult to verify their achievement;
- Environmental pressures are often described in a general manner without providing a clear link with the AES;
- The common monitoring and evaluation framework is not geared to assess and measure the net environmental benefit determined by agri-environmental measures;
- Weaknesses were found in methods used to determine the amount of premiums paid for AES, which are also not sufficiently differentiated between regions with different conditions;
- For many area-based actions, a minimum uptake threshold has to be reached to produce tangible effect but despite this, Member States do not assess the minimum participation level needed to reach it;
- Implementation of AES is often not spatially targeted.

The last point deserves a closer look, as it makes a strong case for integration with landscape and spatial planning, as it will be argued in the following. The main

idea of spatial targeting is that the positive net effect of AES is not an intrinsic element of measures themselves, but depends on the characteristics of the area where they are realized. To make an example, a decrease in nitrogen inputs from fertilization will produce a greater beneficial effect in a Nitrate Vulnerable Zone, other things being equal. Similarly, measures aimed at supporting biodiversity, as creation/upkeep of semi-natural vegetation, will maximize their effect if applied within, or nearby, high value ecological areas, like Natura 2000 sites. From an environmental point of view, a more efficient implementation would therefore imply to concentrate specific measures on identified areas, where their effect would be greater.

The scientific literature identifies poor spatial targeting as one of the major reasons for the lack of effectiveness of AES and advocates for its improvement (Piorr et al. 2009; Spaziante et al. 2013; Uthes et al. 2010; Vergamini et al. 2013). It shall be also noted that increased spatial targeting often imply higher private and public transaction and uneven distributional effects among farmers (Wunder et al. 2008). Furthermore, empirical findings also show that when multiple goals are assessed, not necessarily an increase in the degree of spatial targeting of a single measures improve the effectiveness of the program as a whole (Uthes et al. 2010). Overall, however, improved spatial targeting of AES is seen as a way to increase the environmental performance of RDP, as explicitly recognized by the cited report of the ECA (2011).

2.2.3 Main Element of the CAP and Rural Development Regulation Reforms

On December 16, 2013, the European Council adopted the CAP reform package. The reform sets out the new rules for the CAP in 2014–2020, its main stated objectives being to make the CAP greener and better targeted, more equitable and with a more effective rural development policy. The total CAP budget for the 2014–2020 period amounts to EUR 408.31 billion (38 % of the overall EU budget), of which 76.6 % will be devoted to the first pillar (direct income support and market-related expenditure) and the remaining 23.4 % will be allocated to the rural development policy. The CAP reform package comprises four main legal texts:

- the regulation establishing a common organisation of the markets in agricultural products;
- the regulation establishing rules for direct payments to farmers;
- the regulation on support for rural development;
- the regulation on the financing, management and monitoring of the CAP (known as horizontal regulation).

As regards the first pillar of the CAP, the main innovation in the context of this book is the so-called “greening” payment, according to which 30 % of direct

income support for farmers will be granted only if they observe certain environmental farming practices. These include growing at least three different crops on arable land, maintaining a minimum area of permanent grassland, and preserving areas and landscape features with particular value, defined as “ecological focus area”. These may comprise fallow land, terraces, buffer strips, agro-forestry, landscape features as hedgerows, tree lines, ponds and so on, and shall cover at least 5 % of the farms’ agricultural area. Though subject to some criticism by advocates of a more environmentally oriented CAP reform (the requirement of ecological focus areas will only apply to farms with more than 15 ha of arable land) it is nonetheless evident how this innovation will affect European agrarian landscape.

As regards the rural development regulation, the main aspects of the reform concern:

- the enhancement of a common strategic framework, through the establishment of common rules on programming for all EU Funds and a deeper integration of the EAFRD with other European funds, with the objective of realizing innovative projects and coherent strategies in a given area, including urban-rural links;
- the replacement of the axis system with the above mentioned six priorities, which is intended as a way to simplify RDP’s implementation and realization of projects by beneficiaries;
- The creation of a single measure to cover most types of physical interventions in farms, which is seen as a way to foster the realization of integrated projects;
- Simplification of the supporting scheme for investments in forestry, with a single integrated measure covering all investments;
- Introduction of a new delimitation of areas with natural constraints (previously defined as less favoured areas), to be implemented by Member States until 2018.

Measures regarding Agri-Environment (Article 28), Organic Farming (Article 29) and Natura and Water Framework Directive (Article 30), maintain the main characteristics of the previous period, with some innovations that in the intention of the reform should both increase their effectiveness and provide for higher flexibility—by allowing for shorter commitments periods and periods of conversion—in order to favour a wider uptake of the measures.

The main features of the now called Agri-environment-climate payment are the following:

- Their inclusion in national RDP is compulsory;
- Farmers and other land managers can participate on a voluntary base, individually or as groups;
- Premiums cover only those commitments that go beyond already mandatory standards;
- Commitments have a duration of at least 5–7 years, but where necessary Member States can determine longer or shorter periods;

- Premium are determined as a compensation for additional costs incurred, including transaction costs up to 20 % of the total amount paid (30 % if beneficiaries are grouped).

As regards selection criteria and spatial targeting, the regulation provides that Managing Authorities shall define selection criteria aiming to ensure equal treatment of applicants, better use of financial resources and targeting of measures in accordance with the Union priorities for rural development. However, this is not mandatory for agri-environmental-climate payment, organic farming and Natura 2000 and Water Framework Directive payment. In this latter case, eligible areas are agricultural and forest areas designated pursuant to Directives 92/43/EEC and 2009/147/EC and those concerned by the Water Framework Directive. As usual, premiums can cover only additional costs and income foregone resulting from disadvantages in the concerned areas and only in relation to commitments that go beyond already established GAEC. As in the previous period, beneficiaries may be selected based on calls for proposals, applying economic and environmental efficiency criteria.

2.3 Landscape Planning and Rural Development Programs: Different rationales and Potential Convergences

2.3.1 Different Rationales Underlying Landscape Planning and RDP

AES can have a direct impact on rural landscape, in some cases preservation of landscape features being one of their stated objectives. Whilst this reinforces the argument of a deeper integration with the instruments that implement landscape policies, i.e. landscape plans, a closer examination of the different rationalities and scopes of these two objects is needed.

Firstly, it is necessary to distinguish the different rationalities underlying the two pillars of the CAP. It was shown that obligations established by the direct payment regulation, notably the greening, might have similar effects on the landscape as some AES. However, in this case what is established is a minimum set of requirements farmers have to meet in order to get access to direct payments: some of such requirements establish the so-called GAEC, which are mandatory by law. Farmers do not receive financial support in return for them adopting GAEC, but comply with GAEC is a prerequisite for receiving funding under pillar I. If farmers do not comply with GAEC and, in the future, with greening provisions, they incur financial sanctions. What is applied here is thus the “polluter pay” principle: society acknowledges that agricultural activity may be harmful to the

environment and requires farmers to comply with determined rules: this is the so-called cross-compliance.

Within pillar II, instead, support is granted through voluntary contracts stipulated between the public authority and individuals (farmers) who commit themselves to carry out environmental beneficial actions that go beyond what is mandatory by law in change of financial support. The rationale here is thus of a payment for a provided service deemed useful by the society, as preservation of landscape features or decrease of chemical inputs into the watershed.

Jeanneaux et al. (2011) define a classification of environmental services provided by agriculture that can be useful also to characterise different approaches to AES. They distinguish between: (1) internalization environmental services; and (2) provisioning environmental services. AES can be conceptualised as monetary fluxes paid for an environmental service provided in the frame of a transaction (ibid). This transaction takes place between the Managing Authority, representing the interests of the society, and individual farmers. The main point here is that agriculture areas provide public goods and services, but are generally privately owned. Since it is not feasible nor desirable to change the state of the ownership (to “expropriate” agricultural land), these contracts establish a way to guarantee that the provision of the service/good to the community is maintained, in the frame of a private property regime.

Here lies one of the main issues concerning what we refer to as the “mode of governance” of AES (we’ll return to the concept of governance with more detail in [Sect. 2.5](#)): they are conceived as a remuneration for the provision of a good/service, but the amount of this remuneration is not proportional to the quality/quantity of the service/good provided. In fact, as said, premiums are defined as the sum of the additional costs and foregone income incurred by farmers committing to the AES. This poses two kinds of problems: the first one is the difficulty of calculating mean costs and foregone incomes, with distortions deriving from the application of such mean figures to a wide variety of situations, which lead to over or under pay farmers in many cases (as highlighted by the ECA report). The second problem, however, is more fundamental, as it concerns the very nature of this transaction between society and farmers: the service provided to the community greatly varies according to factors that are not strictly related to the costs farmers incur to generate them.

One of the most important factor is, as already mentioned, the environmental characteristics of the area enrolled to the scheme. To go back to the already proposed example, consider the decrease of N input on agricultural land. Less fertilizers application causes a certain decrease of yield, so the subsidy to the farmer is calculated by multiplying this decrease by the market price of the crop (foregone income), plus administrative and transaction costs (e.g. keeping a registry of all N application). Beyond technical difficulties and possible bias, the point is that the rationale to determine the support paid is completely based on the conception of agriculture as a purely economic activity. If the price of crop A is twice that of crop B, the farmers cropping A will receive twice the amount of the farmer cropping B for the decrease of N, other things being equal. The price the

community pays to the farmers is not proportional to the benefits that it gets from them, which cause distortions and non-optimal levels of provisions of such services.

To further elaborate on this issue, a distinction shall be introduced here between two different rationales underlying the modes of governance of RDP, that we term, respectively, *sectorial* and *territorial* (see also Saraceno 2002 for similar considerations). The first one conceives agricultural mainly as an economic activity providing market goods and it's focused on the farmer as an economic agent, whilst the second has a broader perspective and considers also its environmental and landscape dimension, i.e. its interrelations with the rest of the territory. AES thus present a mix of both rationalities: the latter enters through the above mentioned system of priority scores used to target measure to more sensitive areas, or (as in the case of Natura 2000/Water framework Directive related payments) through the establishment of eligibility rules based on territorial criteria. However, empirical evidences shows that as regards implementation, it is the sectorial rationale that prevails, as spatial targeting policy prove not sufficient to determine spatially targeted outputs (ECA 2011; Spaziant et al. 2013). The sectorial rationale strongly permeates also all measures aimed to increase the productivity and efficiency of agricultural production, i.e. measures of former Axis 1 and now action related to priorities 1–3 as set by the new regulation. Conversely, measures of former Axis 3 and 4 and priority 6 of the new regulation, feature a predominantly territorial rationale, as they aim to the development of rural local communities with their distinguished and place-based mix of resources, based on perceived strengths and opportunities, and through the direct involvement of local stakeholders.

Turning again to AES, the benefits deriving from their implementation on the ground will greatly vary depending on farm's location. From an ecological perspective, the cumulative effects of AES are not simply additive, but are strongly path-dependent. This is particularly the case for all measure aimed at habitat preservation and support to biodiversity: it is a key principle of ecology that the capacity of a habitat to maintain its ecological functions is directly proportional to its area and inverse proportional to its perimeter. Put it simply, this mean that it would be preferable to have, say, a continuous area of two hectares dedicated to support biodiversity (e.g. set aside) instead of two separated areas of one hectare each. Path-dependency is also relevant for all AES regarding water pollution prevention, as the effects on a single portion of the land depend on what happens upstream in the water basin. Threshold effects is also an important factor: in many cases, no perceptible change in the environmental state occurs unless a specified farming practice is applied with a minimal intensity and on a minimal area in the zone of interest (Dupraz et al. 2009). Given the voluntary nature of AES, this again implies that concentration of actions would be preferable. The above examples serve to demonstrate that, for society as a whole, it is the territorial rationale the most important one in determining the importance of supporting farmers with AES.

The argument may be extended to landscape preservation as well: given the fact that preserving and enhancing the rural landscape through the maintenance of landscape features (hedgerows, ponds, trees, wet areas etc.) is a stated objective of rural development, it may be reasonable that such actions are concentrated in areas deemed of particular relevance from a landscape perspective, for instance, recognised and classified as such by landscape plans. As already clarified, such areas do not necessarily have to be “outstanding” landscapes, but may be as well more ordinary landscape, which might be recognised as strategic within a landscape policy, e.g. remnants of agricultural lands at the fringe of urban areas as a way to contrast urban sprawling and soil sealing. Again, this calls for a territorial approach to AES design and implementation.

2.3.2 How Landscape Plans can Improve RDP's Implementation

Whilst so far we have seen how RDP can improve rural landscape, particularly through AES, it is now time to see what Landscape Plans can do for RDP. As mentioned, landscape planning is a concept encompassing a variety of practices and tools. Contrary to rural policies and RDP implementation, which is easily comparable across EU Member States as it ensues from a common regulation, landscape plans may vary among countries in terms of contents, legal frames, responsible authorities. Although a thorough comparison of different situations is beyond the scope of this chapter, we can outline some common features of landscape plans and highlight the different rationality underpinning them, in comparison to RDP.

In general, landscape plans identify and classify areas based on their landscape features and define rules and orientations to prevent undesired modifications and promote the maintenance of valuable landscapes. They can also contain strategies and policy options to foster changes in currently “undesired” landscape: (e.g. peri-urban areas, brownfield, and intensive cropland) or set rules to mitigate the impact of artificial features on existing landscapes. Both RDP and landscape plans share an analytical apparatus that serves to classify different portion of the land. However, in the case of RDP, the rational underlying this is, again, sectorial: for the period 2007–2013, RDP had to classify the whole territory in four main categories: urban centres, intensive agricultural rural areas, intermediate rural areas, and marginal rural areas, based on the characteristics and relative importance of agricultural activity. Conversely, landscape plans identify landscape ambits based on a more holistic analysis, taking into account the ecological, cultural, historical and perceptive dimensions. In doing so, they feature a territorial approach: the kind and intensity of agricultural activity is one of the factors taken into account to delimit landscape ambits, but it is not the only one. On the other hand, they generally contain a set of rules varying in terms of prescriptive power and legal

status (from binding regulations to directives, orientations, and simply moral suasion) but are not associated to a budget. They set the “rules of the game” (what can or cannot be done in certain areas) but do not have the resources and the capability to directly realize actions that can modify the landscape. Their implementation is therefore mostly indirect and transferred to other tiers of the decision-making and planning hierarchy or used as reference for other sectorial plans or programs. In that, their approach may be considered top-down, even if the plan’s elaboration itself may have occurred using a participatory, inclusive approach.

Furthermore, whilst landscape plans may establish certain rules to prevent land abandonment or conversion of agricultural land to other land uses, they have no or very limited leeway to affect the type of management on agricultural areas, as generally this kinds of regulations fall under the responsibility of sectoral agricultural laws and policies (see also Cassatella and Seardo, *infra*, Chap. 3, Sect. 5.3).

To summarise, landscape plans are characterised by an holistic, territorial approach, which is the premise to design effective landscape preservation policies, but do not directly translate them into concrete, proactive measures, and delegate their implementation to other government tiers and sectorial plans/programs, often with a top-down, hierarchical approach. On the other hand, RDP feature a more sectorial and less holistic analytical apparatus, which is not geared to grasp the complexity of the interrelations that form the landscape, but have the capacity to implement actions (through funding) that directly affect landscape. Their overall effects is, however, the result of a large number of individual decisions made by farmers, acting according to an economic rationale, weakly influenced by a territorial one. The challenge is therefore to shift the mode of governance of RDP towards a territorial governance approach. In the next section, a case study is presented to provide concrete options in this sense.

2.4 Case study: Pursuing Synergies Between the Territorial Plan of the Turin Province and the Piedmont RDP

The case study presented seeks to show how joint implementation of Landscape/spatial plans and RDP can deliver mutual benefits towards the achievement of their objectives. The instruments examined are the RDP of the Piedmont Region (NUTS 2), Italy, and the Provincial Territorial Plan (PTP) of the Province of Turin, one of Piedmont’s 8 Provinces (NUTS 3). Turin’s Province is one of Italy’s largest, with a total area of 6,827 square km and a population of 2.3 millions. Its territory presents a variety of landscapes, comprising mountains areas in the west (classified as marginal rural areas by the regional RDP), hilly areas in the central-eastern part, intensively cropped land in the central part, as well as the metropolitan areas of Turin, accounting for about 1.7 millions inhabitants (Fig. 2.1). The total Utilized

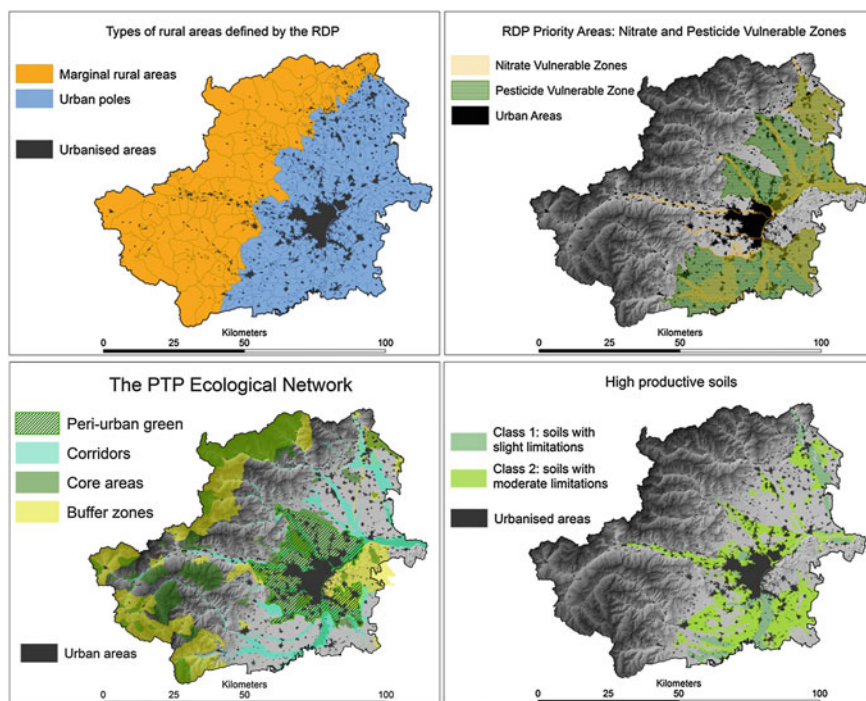


Fig. 2.1 Territorial classifications of the RDP and the PTP used to determine the priority areas for targeting the examined AES. From *left*-above clockwise types of rural areas; nitrate and pesticide vulnerable zone; ecological network; highly productive soils

Agricultural Area as of 2010 is 227,165 ha, of which 34 % is devoted to maize and wheat; 50 % to pastures and grasslands; 6.3 % to harvested woods (ISTAT 2013).

The new PTP entered into force in July 2011. It sets rules, regulations, directives and orientations for spatial development to be implemented by local land use plans. Furthermore, it contains a detailed analysis of the different types of landscapes in the provincial territory and their evolution over time, as well as policies and rules for landscape preservation. The plan pursues a strong limitation of new urbanization and soil sealing by requiring that municipalities subdivide their territory in three types of areas:

- Dense urban areas—where the urban fabric is consolidated, and where the main urban services and facilities are located;
- Transition Areas—localized at the margins of dense urban areas and characterized by a less dense urban fabric;
- Free Areas—where agriculture or natural assets are the predominant land uses.

Following this classification, the PTP establishes that no new developments are allowed in free areas. This policy is relevant for rural areas, which constitute the majority of the free areas. To determine the potential synergies with the Regional

RDP, first the specific PTP's policies and rules for agricultural areas and forestry were identified, then they were matched with measures of the RDP pursuing similar objectives. The result of this exercise is summarized in the Table 2.1. In the first column, reference to the PTP's regulations and their legal binding power are provided¹; in the second column the PTP policies are summarised, whilst in the third one the RDP measures that can be related to the latter are identified, both with reference to current (2007–2013) and forthcoming (2014–2020) RDP.

The table shows that the PTP and the RDP share common objectives, and that each PTP's policy concerning agricultural areas and forestry can be related to one or more measure of the RDP (both the current and the future one). In particular, the PTP pursues two main objectives as regards agricultural areas: the first one is to support and maintain agricultural activity in highly productive soils, namely soils classified in classes 1 and 2 according their land capability.² Here the focus is on the productive capacity of such areas rather than on their ecological value, although by contrasting land use changes the plan also preserves them from urbanization. The second objective concerns peri-urban agricultural areas, i.e. remnants of free areas at the urban fringe, characterized by low landscape attractiveness, high fragmentation and low naturalness. Here the focus is on the ecological value of this sites and their importance in contrasting environmental negative effects from adjacent urban areas. Interestingly enough, the PTP explicitly states that to foster agricultural activity in these sites, synergies with the objective of the CAP are to be pursued.

The PTP also define the Provincial Ecological Network, articulated in the following main elements:

- **Core areas:** protected areas and Natura 2000 sites;
- **Ecological corridors:** buffer strips along rivers and main creeks;
- **Buffer zones:** other areas with significant environmental and *landscape* features; they comprise national and regional landscape designated areas and other sites with ecological and cultural value.

The PTP establishes a set of policies for the preservation and enhancement of the Ecological Networks, as summarised in the last row of Table 2.1. As regards rural areas belonging to the network, the PTP policy is to promote the presence of natural and semi-natural habitats, characterized by autochthonous species with ecological

¹ Regulations of the PTP are articulated in: (i) *prescriptions*: legally binding laws that have direct efficacy or that must be implemented by lower government levels; (ii) *directives*: rules to which municipalities and other bodies must comply or implement through their acts, unless a sound and reasoned justification is provided; (iii) *orientations*: more general policies that shall be implemented by municipalities and other bodies, with a less stringent binding power.

² The land capability system was developed by the US Department of Agriculture. Soils are grouped primarily on the basis of their capability to produce common cultivated crops and pasture plants without deteriorating over a long period of time. Overall, 8 classes are identified: Class 1 soils have slight limitations that restrict their use, whilst Class 2 soils have moderate limitations that restrict the choice of plants or that require moderate conservation practices.

Table 2.1 Correspondences and synergies between policies/regulations of Turin's PTP, the current regional RDP and the priorities and focus areas of the new RDP regulation

Reference in PTP PTP Policies		RDP measures/priorities	
		2007–2013 RDP measure	2014–2020 priorities and focus areas
Art. 17.8 (prescription to be implemented by land use plans)	Good and excellent agricultural land shall be preserved. No new developments (either residential or productive) are allowed on these areas unless strictly necessary and no other alternative is feasible. Agricultural activity on these areas shall be maintained and encouraged	All measures of Axis 1 aimed at improving the competitiveness of the agricultural sector, in particular Measure 121 (farm modernisation) Measure 123: Adding value to agricultural and forestry products Measure 124: Cooperation for development of new products, processes and technologies	Priority (2) Enhancing farm viability and competitiveness and promoting innovative farm technologies
Art. 26 Forestry sector	Prescriptions: New developments in woodlands are not allowed; low density trees areas in the plain are to be preserved; if woodland clearance is necessary, it must be offset by an equivalent area through afforestation	Measure of Axis 2 related to forestry, in particular Measures 221 first afforestation of agricultural land; 222 first establishment of agro-forestry systems on agricultural land; 223 first afforestation of non-agricultural land; 225 forest-environment payments; 226 restoring forestry potential and introducing prevention actions; 227 Non-productive investments	Priority (4) Restoring, preserving and enhancing ecosystems related to agriculture and forestry

(continued)

Table 2.1 (continued)

Reference in PTP PTP Policies		RDP measures/priorities	
		2007–2013 RDP measure	2014–2020 priorities and focus areas
27	Highly productive agricultural areas (directive)	27.2 Any transformation on such areas shall not prejudice their agricultural function	As above
28	specialised and irrigated crops	Specialised cultivations (DOC or IGP products) shall be preserved and no other land use except agriculture is allowed on these areas, unless this is strongly motivated and no feasible alternatives are possible	Measure 124 Measures 132 and 133: Participation in food quality schemes
34	Peri-urban areas (directive)	<ul style="list-style-type: none"> Enhance their ecological value by improving their vegetal equipment; Improve their visual appearance by clearly demarcated the urban-rural edge Incentivize the permanence of agriculture activity Promote multifunctional uses according to the principles of the CAP 	<p>As above +(3) Promoting food chain organisation, including processing and marketing of agricultural products, with a focus on: improving competitiveness of producers by integrating them into the agri-food chain through quality schemes, adding value to agricultural products, promotion in local markets and short supply circuits, producer groups and inter-branch organisations</p> <p>Priority (4) Restoring, preserving and enhancing ecosystems related to agriculture, with a focus on restoring, preserving and enhancing biodiversity, as well as the state of European landscapes</p> <p>Priority (6) Promoting economic development in rural areas, with a focus on facilitating diversification, creation and development of small enterprises and job</p>

(continued)

Table 2.1 (continued)

Reference in PTP	PTP Policies	RDP measures/priorities	
		2007–2013 RDP measure	2014–2020 priorities and focus areas
35	Ecological network	<p>Orientations: preserve biodiversity, preserve remnants natural and semi-natural areas in the Po Plain; promote the presence of semi-natural vegetation in rural areas</p> <p>Promote the creation of the ecological network also through horizontal and vertical coordination</p> <p>Promote landscape improvement through the realization of soft mobility (cycle routes, trails), landscape features (hedgerows, trees etc.) and cultural features</p>	<p>Measure of Axis 2 aimed at enhancing landscape features, in particular Measure 216 “Non-productive investments” and 214 “Agri-environmental payments”</p> <p>Priority (4) Restoring, preserving and enhancing ecosystems related to agriculture, with a focus on restoring, preserving and enhancing biodiversity, improving water management, as well as the state of European landscapes</p>

functionality, which can be clearly implemented through AES aimed at creation and maintenance of semi-natural elements on farms. Another objective of the Ecological Network is to promote ecological and landscape restoration through mitigations and compensations such as strip areas, hedgerows, tree lines and so on, which, again, is a typical feature of AES. To achieve these objectives, it is stated that coordination between different levels of government and planning, as well as with other policy sectors, is needed, thus implicitly fostering inter-sectoral coordination between, inter alia, the agricultural sector and rural development policy design. It clearly emerges how RDP's measures, in particular AES, would represent an effective way to implement the PTP's policy concerning rural areas and the ecological network. On the other hand, the PTP provides a detailed analysis of the provincial territory's landscape and ecological features that in turn can be useful for the RDP, particularly to identify priority areas on which to implement AES.

To this end, in the second part of the exercise presented here, a spatial analysis was performed using GIS to identify and rank priority areas to target AES by refining the priority system used by the RDP with the more detailed analysis provided by the PTP. As said earlier, the RDP establish scores to identify priority areas for AES implementation. Here we examine two AES, corresponding to measures 214.1 (integrated farming) and Measure 216 (non-productive investments) of Piedmont's RDP in 2007–2013 (but the same measure apply to all RDP in Europe). They are described in Box 1. Very similar measures will be present in the 2014–2020 period under priority 4.

Priority areas were identified for these measures by the RDP based on the main type of agricultural area defined above (intensive, intermediate, marginal areas, urban poles) and their environmental values: protected areas, Natura 2000 sites,

Box 1: AES examined in the case study

Measure 214.1—Application of integrated production techniques

This measure is one of the main AESs of Piedmont's RDP, requiring farmers to adopt the norms of *integrated production* established by the Regional Authority, which impose low input farming practices by establishing restrictions on the quantity and quality of fertilizers and pesticides allowed. Crop rotation is required for non-permanent crops. This AES also envisages the realization of permanent grass covers, turfs, biologic mulching and artificial nests for birds, but as optional actions.

Measure 216—Non Productive investments

Aim at preserving the traditional rural landscape and supporting biodiversity by financing respectively the maintenance and creation of natural and semi-natural elements and landscape features on agricultural land, such as: tree planting/management, restoration of wetlands and moorlands, hedgerows, terraces, grass covers and strips and set-aside areas, artificial nests for birds and bats.

Nitrate and pesticide Vulnerable Zones. In designing the annual call for applications, different scores were given to rank and select applications based on farms' localisation. The scores are additive, as a parcel may belong at the same time to more than one priority area. Such scores thus reflect the spatial targeting policy of the Managing Authority, and the relative importance assigned to different sites based on the expected environmental benefits of these AES. The scores are shown in the second and third column of Table 2.2, whilst the different types of priority areas are shown in Fig. 2.1.

As part of this exercise, an alternative set of scores was derived based on the analysis of the PTP policies on rural areas and the ecological network. These scores (shown in the fourth and fifth column of Table 2.2) were assigned taking as reference those defined by the RDP, and subsequently refining them to integrate PTP's analyses and policies: for instance, Natura 2000 and protected area are the core areas of the Ecological Network defined by the PTP and are also priority areas for the RDP with a score of 10 (the highest one), so this value was maintained. Buffer zones are another element of the ecological network, but are not present in the RDP: in this case, a score of 7 was given, reflecting the fact that they are areas with high ecological value (identified by the PTP), but less important than core areas. Another main difference is the scores given to areas based on their agricultural characteristics. The RDP assigns priority to urban poles and intensive agricultural areas, thus giving priority to the function of AES in mitigating environmental negative effects produced by intensive farming practice. However, in the classification of the RDP, the Province of Turin only comprises marginal areas (mountain territories in the west part) and urban poles (the rest of the province, Fig. 2.1). This classification derives from the one used by the European Commission to identify predominantly rural and urban area (see Rega, *infra*, Chap. 1), mainly based on population density, but does not adequately reflect the territorial feature of the Turin's province where actually high productive agricultural areas and intermediate ones could be identified. Conversely, the PTP provides a more accurate classification, particularly by identifying peri-urban areas more in detail. In determining the second set of scores, this classification was used to assign priority to high productive soils, where more intensive farming practice is located, for measure 214.1 (integrated farming), and to peri-urban areas for measure 216 (the PTP policy is in fact to enhance their ecological value).

These two sets of scores—reflecting the policies of the RDP and the PTP respectively—applied to two different AES, were then used to produce four different maps displaying the different degrees of priority for each examined AES. Results are shown in Fig. 2.2 and discussed in Section 2.5.

Table 2.2 Scores assigned to priority areas for the examined AES by the current Piedmont’s RDP and new scores assigned in the exercise as result of the consideration of the PTP analyses and policies

Priority areas	Scores assigned by Piedmont RDP		New scores assigned considering the PTP policies	
	214.1	216	214.1	216
No priority areas	2	0	2	0
Nitrate vulnerable zones	6	6	6	6
Pesticide vulnerable zones	8	8	8	8
Natura 2000 sites/protected areas	10	10	10	10
Buffer strips along main rivers/ecological corridors	0 (not present)	10	10	10
Areas with significant environmental and landscape features (buffer zones of the provincial ecological network)	0 (not present)	0 (not present)	7	7
Urban poles	4	4	0 (not present)	0 (not present)
Intermediate areas	3 (not present in the province of Turin)	3 (not present in the province of Turin)	0 (not present)	0 (not present)
Intensive agricultural areas	5 (not present in the province of Turin)	5 (not present in the province of Turin)	0 (not present)	0 (not present)
Marginal areas	1	1	1	1
Soils with land capability class 1 or 2	0 (not present)	0 (not present)	8	3
Peri-urban areas	0 (not present)	0 (not present)	4	8

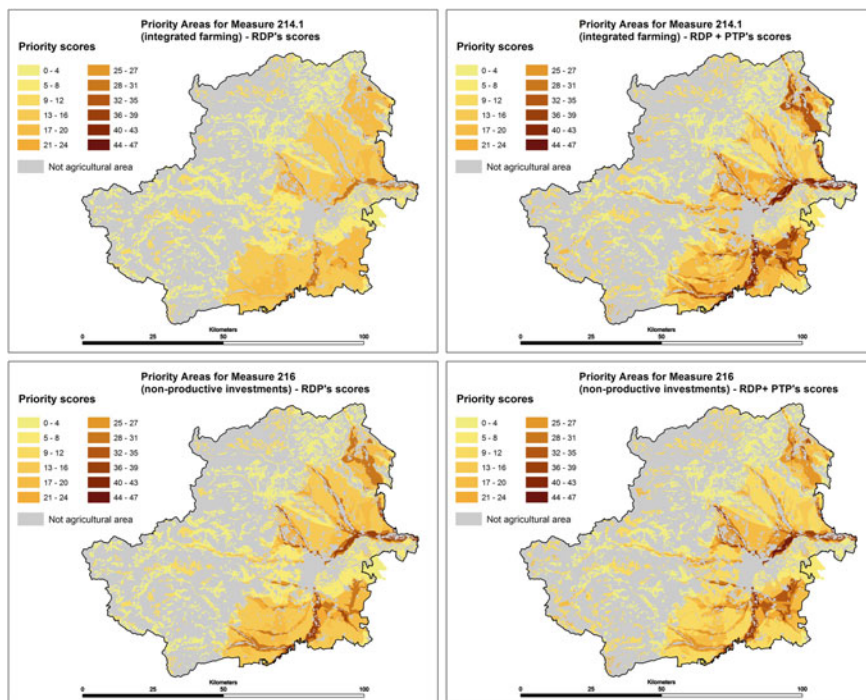


Fig. 2.2 Identification of priority areas for integrated farming (*above*) and non-productive investments (*below*) according to the RDP's scores (*left*) and the set of scores as integrated by the PTP (*right*)

2.5 Discussion: Towards a Landscape and Territorial Governance Approach to Agri-Environmental Schemes

Figure 2.2 shows that integrating the spatial priorities of the RDP with information and policies of the PTP allows to produce a more detailed and articulated classification of the provincial territory, based on analysis comprising its landscape dimension. At the same time, the RDP represents an effective mean to implement PTP's landscape preservation policy, as AES offer an ideal platform to realize the kind of concrete actions the plan envisages: creation and maintenance of natural and semi-natural habitats in rural areas and mitigation of harmful effects from intensively cropped areas. Moreover, financially supporting farmers with RDP measures concurs to the overall objective of maintaining agricultural activity and preserve agricultural land from urbanization, which is a key objective of the PTP. Figure 2.2 in turn provides RDP managers with more detailed information about priority areas for AES implementation. Future calls for application could therefore be designed by taking into account the specific territorial features of eligible areas,

and more detailed scores used to rank received applications. This exercise was limited to the province of Turin, but similar analysis could be easily extended to the whole Regional territory by taking into account the analysis provided by the forthcoming Regional Landscape Plan, once it comes into force.³

Beyond more articulated scores to priority areas, results shown in Fig. 2.2 can be used to foster what we referred to as a “territorial governance approach” to AES and RDP in Sect. 2.3. The concept of governance has been the subject of a large theoretical debate over the last two decades (Stead 2013; Davoudi et al. 2008); it is beyond the objectives of this chapter to further elaborate on it: suffice here to recall that “government refers to the dominance of State power organised through formal and hierarchical public sector agencies and bureaucratic procedures, while governance refers to the emergence of overlapping and complex relationships, involving ‘new actors’ external to the political arena” (Painter and Goodwin 1995).

The main elements of governance may be summarised as follows (Davoudi et al. 2008):

- Vertical coordination between actors and policies;
- Horizontal coordination among actors and policies;
- Participation and involvement of civil society and organised interests.

The term “territorial governance” has gained momentum recently in the EU research and policy agenda, although it is not always clear how it differs from “plain” governance (Stead 2013). Davoudi et al. (2008) distinguish the specific features of territorial governance based on two conceptualization of the “territory” (i) as a “social and political construction” (a concept they derive from Bagnasco and Le Galès 2000); (ii) as “territorial capital”.

In the first case the focus is on cooperation between different agents and collective action that is “the actions undertaken by a set of actors that are related to the solution of a collective problem” (ibid, p. 35). In this frame, “territorial governance is an organisational mode of territorial collective action, based on openness and transparency of the process itself, on cooperation/coordination among actors (horizontally and vertically), and in a framework of a more or less explicit subsidiarity” (ibid.).

In the second case, the focus is on the place-specific and path-dependent elements to be found in different regions, comprising natural features, heritage goods, common goods, social knowledge, and institutional capacity. By integrating these two conceptualizations, the authors define territorial governance “as the process of organization and coordination of actors to develop territorial capital in a

³ The Regional Landscape Plan of Piedmont Region was adopted in 2009. It contains detailed analysis of Piedmont’s landscapes and regulations and directives applying to them. Similarly to the PTP, it also define a Regional Ecological network. In this case study, the PTP was consider instead of the Landscape Plan because the latter has not been officially approved yet, so it’s not into force as of February 2014. The PTP instead is into force and municipalities are called to amend their local land use plans accordingly.

non-destructive way in order to improve territorial cohesion at different levels” (ibid, p. 37). They therefore add a fourth element specific of “territorial” governance to the three ones mentioned above (that apply to “plain governance” as well), namely “Territorialized actions”, i.e. actions that are not simply localized in a certain area, but that are based on the shared valorisation of local specificities.

Starting from it, Stead (2013) further elaborates on the conceptualization of “territorial” governance and identifies three main characteristics that distinguish it from “plain” governance:

- the process of managing territorial dynamics (i.e. governance that is specifically focused on managing territorial development);
- the monitoring and assessment of territorial impacts;
- the process of delineating boundaries for dealing with different policy questions or problems.

The case study presented in Sect. 2.4, and more in general the integration between landscape/spatial plans and RDP, represent a paradigmatic example of how the territorial governance concept could be made operational. By integrating a spatial plan elaborated at the Provincial level with a regional program, the case (potentially) represent in fact an example of both horizontal and vertical coordination (Region-Province; Spatial/landscape Planning-Agriculture); by influencing the spatial development of rural areas it is a process of managing territorial dynamics and development; it produces effects that must be monitored and assessed, and allow to define boundaries with “variable geometry” depending on the problem to be addressed (e.g. different priority areas for spatial targeting varying depending on the considered AES and policy objectives, as depicted in Fig. 2.2).

Referring to the concept of “territorialized actions” presented above, it can be argued that the identification of priority areas as result of the exercise illustrate in Sect. 2.4 allows not just identifying “sites” on which to localize the actions, but “territories”, comprising natural and landscape features as well as local actors and institutions. This approach would allow extending the territorial governance approach of some measures of RDP (local development of rural communities, former Axes 3 and 4, now priority 6) to AES as well.

There are a number of actions and innovations that would concur to AES’s territorialisation: first, the identification of specific territories would allow to define more detailed objectives and actions to be implemented, depending on their distinguishing characteristics and needs. Referring to the Turin’s PTP, in peri-urban areas priority would be given to the realization of semi-natural elements and landscape features that both improve the visual appearance of such areas and their ecological values, as hedgerows, tree lines, ponds, or wet areas. In highly intensive areas, action instead would focus on reduction of chemical inputs. In buffer zones of the ecological network, actions would depend on the specific characteristics that make the site valuable: in some cases the increase of the semi-natural vegetation could not be a desirable option, if this decreases the visibility from particular vantage points (see Cassatella and Seardo, *infra*, Chap. 3 for an example). In other

cases the priority could be to support biodiversity, thus the installation of artificial nests or the provision of food through no harvested areas would be the first option.

The selection of specific territories would also be a way to identify potential stakeholders or institutions that could act as catalysts for joint management of AES. In the case of protected areas or Natura 2000 sites, the public authorities in charge of their management could act as single points to collect application from farmers whose land is located on such areas. This would ease the administrative burden as there would be a single, collective application to be managed instead of a multitude of individual applications. This in turn might decrease the transaction costs for single farmers, thus increasing the total uptake of the AES, and contribute reaching the minimal threshold that often is required for an AES to be effective (see Sect. 2.2). Agricultural property is often fragmented in protected areas and Natura 2000 sites, which often make applications from individual farmers not eligible, as they do not reach the minimum area required to enrol; in the case of collective applications, this problem would be overcome.

Often, specific territories not only feature distinguishing natural/landscape characteristics, but are also similar cultivations and products: aggregation of stakeholder based on territorial clusters could therefore also allow to tailor made AES according to the cultivated crops (e.g. desirable AES would vary significantly if applied to permanent crops like orchards or vineyards vs arable crops). In turn, this could also be a way to promote and foster food chain organizations and develop “common” environmental practice that could trigger emulation among producers in the same branch. Public-Private partnership can be established to this end, comprising for example municipalities, Provinces, managing bodies of protected areas and farmer’s association, environmental NGOs or consumers associations.

France provides a good example of such an approach to AES: the national RDP envisages the so called *Mesures agro-environnementaux territorialisées* (territorialised agri-environmental schemes) whereby for each measure a local “leader” is identified (it may be a public body, as well as a private one) in charge of establishing a partnership and implement the AES according to the specificities of the identify territory. The managing authority issues a public call, so that potential beneficiaries are encouraged to develop integrated projects and strongly commit to them. In this way, the local knowledge is mobilised and more efficient implementation is expected (Jeanneaux et al. 2011).

The proposed shift toward a territorial governance in RDP and AES put forward here resonates with recent works by scholars from different research fields, although not necessarily the authors explicitly refer to “territorial governance”. A part the cited work of Jeanneaux et al. (2011) regarding the French context, Etxano (2012) for instance argues that integration of Protected Areas assessment and management and RDP would lead to more effective outcomes in terms of socio-economic and environmental benefits, by including local communities and pursuing synergies between RDP policies and protected areas’ conservation objectives. The argument is supported by the presentation of a case study in the Basque Country, Spain. Dulcire et al. (2012) explicitly refer to “territorial governance” in

RDP by presenting a case study on the application of the “Sustainable Agricultural Contract” under the French law on Agriculture as a way to promote “a new mode of governance in which the state liaises with local stakeholders to identify and implement actions” in the agri-environmental sector (*ibid.*, p. 71). A case study from the island of Réunion (French Overseas territory in the Indian Ocean) shows that joint, territorialised agri-environmental projects can be realized if the effective participation of stakeholders at every stage is granted. In a recent study in the field of ecology, McKenzie et al. (2013) argue that joined-up, landscape-scale AES—i.e. single environmental management agreements for multiple farm units⁴—are likely to benefit a small but key group of species more than current ‘farm-scale’ schemes, while not disadvantaging species operating at smaller scales. They are also likely to provide additional co-benefits in relation to some Ecosystem Services. Result based on semi-structured interviews with farmers also indicate that the majority of them would be in principle favourable to collaborative AES, as they perceive that these have the potential to deliver better environmental benefits while using less farm resources than current AES.

2.6 Conclusions

This chapter addressed the issue of integration between landscape/spatial planning and Rural Development Programmes (RDP), with a focus on Agri-Environmental Schemes (AES). First, an overview of current (2007–2013) and forthcoming (2014–2020) RDP objectives and contents was provided. Subsequently, shortcomings in AES implementation were identified and discussed, in particular the lack of spatial targeting and coordination between beneficiaries, which makes a strong case for the argued integration with spatial/landscape plans. On a theoretic level, a distinction between a sectoral and a territorial rationale was made. The first strongly permeates current RDP and AES design and implementation, conceiving agriculture mainly as an economic activity. The territorial dimension instead conceptualises agriculture as one of the main activity shaping the territory and the landscape, and stresses its interlinks with landscape and environmental preservation. It was also shown that landscape plans generally feature a more detailed analytical apparatus and set rules and visions for landscape management with a holistic approach. On the other hand, their implementation is mainly deferred to other tiers of the government systems and they cannot realize direct actions. Conversely, RDP directly affect landscape through funding concrete projects, but their overall effects is limited by a narrow sectoral focus, and the lack of coordination between single agents undertaking these actions (farmers). A case study

⁴ Examples of collaborative AES include the creation of networks of ponds and wet areas, targeted tree planting, coordinating the timing of harvest with neighbours, Creating/extending networks of hedgerows.

concerning the Piedmont RDP and the Turin Provincial Territorial Plan (PTP) was presented: synergies and convergences between the policies and objectives of these two instruments were identified, and the territorial/landscape classification provided by the PTP was used to refine the identification of priority areas on which to target two major AES.

The argument put forward is that this kind of exercises can foster a shift towards a *territorial governance* of AES, whereby not only actions are targeted to specific areas according to their landscape and environmental features, but joint projects based on the identification of local stakeholders and partnerships can be elaborated so to mobilise the local knowledge and capacities, with the overall aim of increasing their effectiveness. This entails increased horizontal and vertical coordination between public bodies and policy sectors, as well as increased involvement of civil society organizations on a territorial base. This proposal resonates with similar ones coming from different research fields, and intends to contribute to the forthcoming implementation of the new European Rural Development Regulation, as a way to pursue the implementation of the European landscape Convention and the EU objectives of sustainable development.

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