

REGALP

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WP1 Synthesis: Report

The relevance of the landscape issue in regional development policies on EU and national level

Author:

Jenny Atmanagara

Contributions by:

Gregor Zajc, Simon Bratschi

Work Package Responsibility:

Hans-Rudolf Egli

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Regional Consulting, Vienna
University of Berne, Institute for Geography
Cemagref, Groupement de Grenoble
Alpenforschungsinstitut Garmisch-Partenkirchen
University of Udine, Department of Economic Sciences
Urban Planning Institute of the Republic of Slovenia, Ljubljana

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0. FOREWORD

“Since about five years time the role of landscapes as a political issue at the European level has been steadily increasing. (...) Like no other discipline, a landscape approach offers holistic assessment and planning tools to define and develop the interface between nature and culture. Hence, landscape, as the place of human interaction with nature appears to be the heart of sustainability" (*EUROPEAN CENTRE FOR NATURE CONSERVATION, 2000*).

In the medium term, European regions and landscapes face extensive changes. Environmental aspects are therefore of increasing importance in regional development programmes and projects. The European Community has developed a Spatial Development Strategy to meet present and future requirements. Against this background of changing basic conditions the EU launched the „Quality of Life and Management of Living Resources“ research programme which co-finances REGALP.

REGALP is the acronym for the research project entitled “Regional Development and Cultural Landscape Change: The Example of the Alps. Evaluation and Adjusting EU and National Policies to Manage a Balanced Change.” The overall aim of REGALP is to investigate the interrelations between regional development and cultural (= man-made) landscape change. It will contribute to the European Spatial Development Strategy as well as to the landscape-oriented objectives of the Common Agricultural Policy by proposing forward-looking adjustments to the relevant EU and national policy fields. These adjustments will be elaborated in close collaboration with local populations and actors in a number of pilot regions in different alpine states. By combining a top-down and a bottom-up approach, REGALP will contribute to an integrated and sustainable regional development.

The project is based on a new understanding of the interrelations between regional development and cultural landscape change in order to meet future requirements and to manage a balanced change in the Alps and other European landscapes and regions. Landscape is considered as a resource and location factor of increasing importance for regional development. The team regards the Alps as a suitable research area for examining the key research issues. While the Alps contain a broad variety of regions and landscape types, in many respect they also represent a single entity as well as an outstanding example for other European regions.

1. SUMMARY

Introduction

This screening study is the first work-package report of the “REGALP – Regional Development and Cultural Landscape Change: The Example of the Alps. Evaluation and Adjusting EU and National Policies to manage a Balanced Change” Project, the primary aim of which is to investigate the interrelations between regional development and cultural landscape change and to evaluate necessary adjustments to existing political instruments.

The project is supported by the European Commission under the 5th Framework Programme „Quality of Life and Management of Living Resources“ and is undertaken by partner organisations from the alpine countries of Austria, France, Germany, Italy, Switzerland and Slovenia.

Objective

The first work package (WP1) focuses primarily on determining the extent to which the landscape issue is part of regional development policies at the EU, national and regional levels.

The WP1 report integrates the results of the partners’ surveys in each country and compares the policy networks and the legal and non-legal documents in the individual countries. The report and its Annexes shall serve as a basis for evaluation in Work Package 3 (WP 3) and for proposing adjustments to policies in Work Package 6 (WP 6).

Methodology

WP1 deals with regional development policies which have a noticeable impact on landscape change. The research work focussed on the policy issues of spatial planning, regional development, environmental protection and nature conservation, agriculture, forestry, transport, settlement and housing, and tourism. These are of major importance for the interrelations between regional development and cultural landscape, and occur in all partner countries.

In terms of the interrelations between regional development and cultural landscape, the partners investigated main actors and institutions within the political network and examined legal and non-legal documents at the national and regional levels. Since the regional level varies from country to country, only legal documents with legislative power at the political-administrative level were included, and the analysis concentrated on one region which includes the pilot region of WP2. Additionally this was performed at the EU level by the work package co-ordinator, the Geographical Institute of the University of Berne, Switzerland (GIUB).

The legal and non-legal documents were analysed at two different levels: Level II which concerns the objectives of the main laws concerning each policy subject, and Level III which concerns individual instruments of policy implementation. In this synthesis the work package co-ordinator GIUB ranked the objectives identified in the legal and non-legal documents and assessed them according to their landscape relevance in order to reduce complexity. The instruments for policy implementation were summarised as groups of instruments.

Results

The above-mentioned policy subjects are usually assigned to different public authorities, i.e. DGs at EU level and ministries at national level. This administrative organisation supports a sectoral approach in the development and implementation of public policies. Whereas vertical co-operation from the EU level to the regional and local level via the national level is comprehensible, an effective horizontal co-operation still seems to be lacking on European and national level.

The screening revealed that the legal and non legal documents on European, national and regional level contain a number of objectives with regard to the landscape issue, the majority in the policies of spatial planning and nature conservation. These objectives show a different grade of precision (from general to very specific contents) and differ according to their impact on landscape, i.e. they are more or less relevant for the landscape issue (cf. Annex 1).

The EU documents contain a mixture of overall objectives, concrete policy actions, measures and instruments. The majority of objectives relevant for landscape can be found in EU policies on spatial planning, regional development, environmental protection and nature conservation. Agriculture policy addresses landscape objectives in terms of natural resources and in relation to the structural improvement of agricultural land. Transport and tourism policies contain only very few landscape-related objectives, e.g. in connection with alpine transit and landscape as a basis for tourism.

At the national level, all public policies – although not always in each country - contain objectives with a high relevance for landscape. These objectives either affect landscape directly (i.e. are explicitly mentioned) or have an indirect effect on landscape (i.e. are implied). The explicit objectives can be found especially in spatial planning, environmental protection and nature conservation. Regional development policy focuses more on socio-economic aspects.

Beyond some similarities there are clear peculiarities in each country:

- The Spatial Planning Acts of the Austrian provinces mention the objective of maintaining and protecting cultural landscape, but in practice landscape planning has rarely been integrated. Initial innovative strategies for the development of rural areas are provided by the “ÖPUL 2000” agriculture programme and in accordance with the EU legislation. Nevertheless, a comprehensive national strategy for sustainable territorial development is lacking.
- This approach has already been adopted in Switzerland in an attempt to integrate landscape objectives into other public policies by the Swiss Landscape Concept on behalf of the Federal Council. Nevertheless, its implementation within the administration is still in progress. To address the upcoming challenges, transport policy and spatial planning have been combined and regional policy as well as agriculture policy were re-orientated. The main aim is to foster regional approaches instead of single infrastructure projects.
- In Germany spatial planning - which includes regional development – is more concerned with development, while nature protection focuses on conservation. The sector policies feature landscape mainly as an aspect to be considered and safeguarded from negative impacts. Tourism policy is non-existent as a separate policy field, but tourism issues are included in other sectoral policies.
- France integrated environmental and territorial policies and stressed the preservation of landscape and cultural heritage in regional development policy. This is unique among the partners’ countries, where

regional development policies usually focus more on socio-economic aspects. Moreover, France practices an independent mountain policy in order to conciliate economic development and territorial planning in mountain regions.

- The Italian landscape approach is characterised by a strict conservation policy on the one hand and a regional development policy in terms of income distribution and undifferentiated subsidies on the other hand. Over the past ten years the trend towards sustainability, especially in the policy fields of agriculture and tourism, as well as efforts to adapt to European legislation have produced some innovative ideas such as supporting economic initiatives and adding value to local products, but in practice the integration of landscape issues in regional development policies is still accorded a minor role.
- Slovenia represents a special case: Large-scale changes occurred with the attainment of independence in 1991 and the ongoing process of harmonisation with EU legislation. Hence the effects of public policies and their related legislation will be largely recognisable only in the future. On the other hand, some of the current laws are not suitable for addressing the new situation, current socio-economic circumstances and future challenges.

The conclusions from the partners' countries show that the integration of landscape issues in the regional development policies is still an ongoing progress. Even if adequate objectives exist in the existing legislation, their implementation to date is considered insufficient; thus landscape issues play virtually no effective role in practice. Quite often the policies of spatial planning and regional development on the one hand and of environmental protection and nature conservation on the other remain opposing approaches in terms of policy action. The sectoral policies consider landscape as a natural basis for their economic activities, with agriculture and forestry as the main land-user and land-owner playing a major role in the preservation of cultural landscapes.

At the European level the status quo of environmental integration (including landscape) in other European policies is more advanced in policies with a more comprehensive remit such as spatial planning and regional development. By contrast, the integration of the landscape issue into sectoral policies remains fragmentary. Innovative strategies related to sustainable development can be found mainly in the programmes Leader+ and Interreg.

Conclusions

The landscape issue is beginning to be integrated into regional development policies on EU and national level, especially in cross-sectoral policies such as spatial planning or regional development. Often the objectives remain very general, e.g. "considering the interests of nature conservation", or are isolated within each sectoral policy. An integrative approach is barely discernible from the documents and is made more difficult by the existing administrative structure which is adapted to sectoral policies. Some interviewees complained about the extraordinary charges for co-ordination if they follow an integrative approach.

The term "landscape" or "cultural landscape" respectively is not always defined in particular within the analysed public policies. Frequently, landscape within the context of the environment and is therefore mentioned in connection with the ecological/environmental objectives (cf. Annex 2 and 3). In this context landscape is referred to as:

- a generic term for the sum of biotic and abiotic environmental factors (except for Italy)

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- in terms of natural resources or natural household (except in Italy where landscape and environment are objects of rather different policies)
 - as the habitat for flora and fauna (except in Italy where landscape and environment are objects of rather different policies)
 - in terms of aesthetic beauty and peculiarity
 - a space for human activities (except for Italy)
 - a space which contains elements or traces of history and civilisation.

The strategies and measures mentioned in public policies with regard to landscape mainly focus on the protection/preservation, maintenance, and development of landscape or its increase in value.

More detailed statements regarding the implementation of objectives at the national, regional and local levels and methods of dealing with individual instruments require further investigation in the upcoming work packages.

1. ZUSAMMENFASSUNG

Einleitung

Diese Screening-Studie ist der Bericht über das erste Arbeitspaket des Projekts Regalp “Räumliche Entwicklung und Wandel der Kulturlandschaft am Beispiel der Alpen. Evaluierung und Neuorientierung europäischer und nationaler Politiken im Sinne einer nachhaltigen Entwicklung”. Das Hauptziel des Projekts ist es, die Zusammenhänge zwischen räumlicher Entwicklung und Landschaftswandel zu untersuchen und notwendige Anpassungen des politischen Instrumentariums herauszufinden.

Das Projekt wird von der Europäischen Kommission im 5. Forschungsrahmenprogramm, Bereich “Lebensqualität und Management natürlicher Ressourcen” finanziert. Es wird von Partnerorganisationen in den Alpenländern Österreich, Frankreich, Deutschland, Italien, Schweiz und Slowenien durchgeführt.

Ziele

Die Aufgabe des ersten Arbeitspakets (AP1) ist es herauszufinden, in welchem Ausmaß das Thema Landschaft in räumlichen Entwicklungspolitiken auf europäischer, nationaler und regionaler Ebene berücksichtigt wird.

Der AP1-Bericht führt die Ergebnisse der Erhebungen der Partner in den jeweiligen Ländern zusammen. Dabei wurden die politisch-administrativen Netzwerke sowie ausgewählte Gesetze und nicht-gesetzliche Dokumente in den einzelnen Ländern verglichen. Der Bericht und seine Anhänge liefern eine Grundlage für die Politik-Evaluierung (AP 3) und für die Vorschläge zur Neuorientierung von Politiken (AP6).

Methoden

AP1 befasste sich mit jenen räumlichen Entwicklungspolitiken, die sich merklich auf den Landschaftswandel auswirken. Die Untersuchung konzentrierte sich auf die Politikbereiche Raumordnung und Raumplanung, Regionalentwicklung, Umwelt- und Naturschutz, Landwirtschaft, Forstwirtschaft, Siedlungs- und Wohnungswesen, Verkehr sowie Tourismus. Diese Bereiche haben hohe Bedeutung für die Zusammenhänge zwischen regionaler Entwicklung und Kulturlandschaft, und sie kommen in allen Partnerländern vor.

Im Hinblick auf die Zusammenhänge zwischen räumlicher Entwicklung und Kulturlandschaft untersuchten die Partner, wer die wichtigsten Akteure und Institutionen des politisch-administrativen Netzwerks sind, und führten ein Screening von Gesetzen und nicht-gesetzlichen Dokumenten auf nationaler und regionaler Ebene durch. Da sich die regionale Ebene von Land zu Land unterscheidet, wurden nur Gesetze jener politisch-administrativen Ebenen untersucht; die über legislative Kompetenzen verfügen; dabei konzentrierte sich die Analyse auf jene Regionen, in der die Regalp Pilotregionen (AP2) liegen. Zusätzlich hat der Koordinator des AP1, das Geographische Institut der Universität Bern in der Schweiz (GIUB), die EU-Ebene untersucht.

Die Analyse der ausgewählten Gesetze und nicht-gesetzlichen Dokumente bezog sich einerseits auf die Ziele für jeden Politikbereich, andererseits auf die einzelnen Umsetzungsinstrumente. In der Synthese ordnete das GIUB als Arbeitspaketkoordinator die in den Gesetzen und nicht-gesetzlichen Dokumenten identifizierten Ziele und bewertete sie entsprechend ihrer Landschaftsrelevanz, um die Komplexität zu reduzieren. Die Umsetzungsinstrumente wurden zu Instrumenten-Gruppen zusammengefasst.

Ergebnisse

Die oben erwähnten Politikbereiche sind üblicherweise verschiedenen öffentlichen Dienststellen zuzuordnen, den Generaldirektionen auf EU-Ebene und den Ministerien auf nationaler Ebene. Diese administrative Organisation unterstützt einen sektoralen Zugang bei der Entwicklung und Durchführung öffentlicher Politiken. Während die vertikale Kooperation von der europäischen über die nationale und regionale zur lokalen Ebene nachvollziehbar ist, scheint eine wirksame horizontale Kooperation noch zu fehlen.

Das Screening der Gesetze und nicht-gesetzlichen Dokumente auf europäischer, nationaler und regionaler Ebene ergab, dass sie zahlreiche Ziele mit Landschaftsbezug enthalten, die meisten in Raumordnungs- und Naturschutzpolitiken. Diese Ziele weisen einen unterschiedlichen Detaillierungsgrad auf, von generellen zu sehr spezifischen Inhalten, und sie unterscheiden sich bezüglich ihrer Landschaftswirkungen, d.h. sie sind mehr oder weniger relevant für das Thema Landschaft (siehe Anhang 1).

Die EU-Dokumente enthalten eine Mischung aus übergeordneten Zielen, Aktionsprogrammen und Maßnahmen. Die Mehrzahl der landschaftsrelevanten Ziele ist in den EU-Politiken Raumplanung, Regionalentwicklung, Umweltschutz und Naturschutz zu finden. Die Landwirtschaftspolitik berücksichtigt Landschaftsziele im Hinblick auf natürliche Ressourcen und in Verbindung mit Verbesserungen der Agrarstruktur. Verkehrs- und Tourismuspolitiken enthalten nur sehr wenige landschaftsbezogene Ziele, z.B. in Verbindung mit dem Alpentransit und mit der Landschaft als Grundlage für Tourismus.

Auf der nationalen Ebene enthalten alle Politikbereiche – wenn auch nicht alle in allen Ländern – Ziele mit hoher Landschaftsrelevanz. Die Ziele beeinflussen die Landschaft entweder direkt (explizit erwähnt) oder sie haben einen indirekten Einfluss auf Landschaft (implizit). Die expliziten Ziele finden sich vor allem in der Raumordnung, im Umweltschutz und Naturschutz. Regionalentwicklungspolitiken konzentrieren sich mehr auf sozioökonomische Aspekte.

Neben den Gemeinsamkeiten gibt es in jedem Land auch klare Besonderheiten:

- Die Raumordnungsgesetze der österreichischen Bundesländer enthalten das Ziel, die Kulturlandschaft zu erhalten und zu schützen, in der Praxis findet aber die Integration der Landschaftsplanung in die Raumordnung nur selten statt. Innovative Strategien für die Entwicklung ländlicher Gebiete bestehen innerhalb der Landwirtschaftspolitik und durch die Umsetzung von EU-Politiken (z.B. das Programm „ÖPUL 2000“). Dennoch fehlt eine umfassende nationale Strategie für nachhaltige räumliche Entwicklung.
- In der Schweiz wurde dieser Ansatz bereits mit dem vom Schweizerischen Bundesrat initiierten Schweizer Landschaftskonzept verwirklicht, welches versucht, Ziele mit Landschaftsbezug auch in andere Politikbereiche zu integrieren. Die Implementierung innerhalb der Verwaltungsstrukturen ist jedoch immer noch im Gange. Im Hinblick auf die zukünftigen Herausforderungen wurden Verkehrs- und Raumordnungspolitik zusammengelegt, Regional- und Landwirtschaftspolitik wurden neu ausgerichtet. Hauptziel ist dabei die Förderung regionaler Ansätze anstelle von einzelnen Infrastrukturprojekten.
- In der deutschen Raumordnungspolitik – in die der Bereich Regionalentwicklung integriert ist – überwiegt der Entwicklungsaspekt, während die Naturschutzpolitik mehr auf Erhaltung von Natur und Landschaft ausgerichtet ist. Die Sektoralpolitiken enthalten Landschaft als zu berücksichtigenden und

vor negativen Einwirkungen zu schützenden Aspekt. Belange des Tourismus sind in andere Sektoralpolitiken integriert und stellen keinen eigenständigen Politikbereich dar.

- In Frankreich wurden Umwelt- und Territorialpolitiken verknüpft, wobei innerhalb der Regionalentwicklungspolitik die Erhaltung von Landschaft und kulturellem Erbe betont wird. Diese Konstellation stellt insofern einen Sonderfall dar, da in allen anderen Ländern die Regionalentwicklung überwiegend sozio-ökonomische Ziele verfolgt. Darüber hinaus praktiziert Frankreich eine eigenständige Berggebietspolitik, die auf die Koordination von wirtschaftlicher Entwicklung und Raumplanung in diesen Gebieten abzielt.
- Der italienische Landschaftsansatz ist einerseits durch eine strikte Erhaltungspolitik gekennzeichnet, andererseits durch eine Regionalpolitik im Sinne von Einkommensverteilung und undifferenzierten Fördermitteln. Innerhalb der letzten zehn Jahre kam es sowohl durch die verstärkte Ausrichtung am Nachhaltigkeitsprinzip, besonders in den Politikbereichen Landwirtschaft und Tourismus, als auch durch die Anstrengungen zur Anpassung an Europäisches Recht zu einigen Innovationen wie die Unterstützung von wirtschaftlichen Aktivitäten und die Aufwertung regionaler Produkte. In der Praxis spielt die Integration von Landschaftsaspekten in die Regionalentwicklungspolitiken nach wie vor eine untergeordnete Rolle.
- Slowenien stellt aufgrund der umfassenden Veränderungen durch die Unabhängigkeit von 1991 und den andauernden Prozess der Angleichung an EU-Recht einen Sonderfall dar. Deshalb werden die Auswirkungen der Politiken und der zugehörigen Gesetzgebung auch erst in der Zukunft fassbar sein. Von den Gesetzen, die gegenwärtig in Kraft sind, sind einige jedoch nicht an die neue Situation, sozio-ökonomische Umstände und zukünftige Erfordernisse angepasst.

Die Folgerungen der Partnerländer zeigen, dass es sich bei der Integration von Landschaftsaspekten in die Regionalentwicklungspolitiken immer noch um einen andauernden Prozess handelt. Obwohl angemessene Ziele in der gegenwärtigen Gesetzgebung existieren, wird der Implementierung zum jetzigen Zeitpunkt als ungenügend erachtet. In der Praxis spielen Landschaftsthemen deshalb keine bedeutsame Rolle. Was die politischen Handlungsweisen betrifft, so stellen Raumordnung und Regionalentwicklung einerseits sowie Natur- und Umweltschutz andererseits recht häufig gegensätzliche Ansätze dar. Die Sektoralpolitiken betrachten Landschaft als die natürliche Grundlage für wirtschaftliche Tätigkeiten, wobei Land- und Forstwirtschaft als Haupt-Landnutzer und –eigentümer für die Erhaltung der Kulturlandschaften eine tragende Rolle spielen. Auf europäischer Ebene ist die Integration von Umweltaspekten (einschließlich Landschaft) in querschnittsorientierten Politiken wie Raumordnung und Regionalentwicklung weiter fortgeschritten als in Sektoralpolitiken, wo die Einbindung bruchstückhaft bleibt. Innovative Strategien nachhaltiger Entwicklung finden sich hauptsächlich in den Programmen Leader+ und Interreg.

Folgerungen

Landschaftsaspekte werden zunehmend in Regionalentwicklungspolitiken auf europäischer und nationaler Ebene integriert, besonders in querschnittsorientierte Politiken wie Raumordnung und Regionalentwicklung. Oft bleiben Zielformulierungen sehr allgemein (z.B. “Berücksichtigung der Interessen des Naturschutzes“) oder stehen isoliert innerhalb der einzelnen Sektoralpolitiken. Ein integrierter Ansatz ist kaum erkennbar und durch die an sektorale Strukturen angepasste administrative Organisation erschwert. Einige Interviewte beschwerten sich über den für einen integrativen Ansatz notwendigen Koordinationsaufwand.

Die Begriffe „Landschaft“ und „Kulturlandschaft“ werden von den untersuchten Politikbereichen nicht immer speziell definiert. Häufig wird Landschaft in den Kontext von „Umwelt“ gestellt und deshalb zusammen mit ökologischen bzw. Umweltzielen genannt (vgl. Anhang 2 und 3). In diesem Zusammenhang wird Landschaft unter folgenden Gesichtspunkten betrachtet:

- Als allgemeiner Begriff für die Gesamtheit biotischer und abiotischer Umweltfaktoren (Ausnahme: Italien)
- Im Sinne von „natürliche Ressourcen“ und „Naturhaushalt“ (außer Italien, wo Landschaft und Umwelt Gegenstände recht verschiedener Politiken sind)
- Als Lebensraum von Flora und Fauna (außer Italien, s.o.)
- Im Sinne von Schönheit und Eigenart
- Als Raum für Tätigkeiten des Menschen (außer Italien)
- Als Raum, der Elemente oder Spuren von Geschichte und Zivilisation aufweist.

Die landschaftsrelevanten Strategien und Maßnahmen der Politiken zielen hauptsächlich auf Schutz und Erhaltung sowie auf Landschaftsentwicklung oder –aufwertung ab.

Detaillierte Aussagen bezüglich der Implementierung von Zielen und Instrumenten auf nationaler, regionaler und lokaler Ebene erfordern weitere Untersuchungen in den nächsten Arbeitspaketen.

1. RESUME

Introduction

Ce travail d'inventaire constitue le premier rapport de « work package » du programme « REGALP - Développement régional et paysage : l'exemple des Alpes. Evaluation des politiques européennes et nationales et recommandations pour un développement équilibré ». L'objectif central de ce projet est d'analyser de façon approfondie et renouvelée les interactions entre les modes de développement régional et l'évolution du paysage par une approche rétrospective et prospective. Il aboutira à des recommandations portant sur les politiques européennes et nationales.

Ce programme de recherche est financé par l'Union Européenne dans le cadre du 5^{ème} Programme cadre de recherche sur la Qualité de la vie et la gestion des ressources du vivant. Il est réalisé par des organisations partenaires de pays Alpains, Autriche, France, Allemagne, Italie, Suisse et Slovénie.

Objectif

Ce premier « work package » a pour objectif central d'analyser la place de la question paysagère dans les politiques de développement régional aux niveaux régionaux, nationaux et européen. Son rapport synthétise les résultats des inventaires menés dans chacun des pays partenaires en comparant structures politiques et documents légaux ou non réglementaires. Accompagné de ses annexes, il servira de base au travail d'évaluation de politiques du « Work Package » 3 (WP 3) et pour définir des recommandations pour le « Work Package » 6 (WP 6).

Méthode

WP1 s'intéresse aux politiques de développement régional ayant des effets significatifs sur l'évolution des paysages. Le travail de recherche s'est ainsi concentré sur les politiques concernant les thématiques d'aménagement du territoire, de développement régional, de protection de la nature et de l'environnement, de l'agriculture, de la forêt, du transport, de l'urbanisme et du paysage. Ce sont des sujets d'importance pour l'interrelation développement régional – paysage qui concernent l'ensemble des pays partenaires.

Le travail d'inventaire a été finalisé autour de la question de cette interrelation. Il a porté sur l'identification des principaux acteurs et des institutions impliqués ainsi que sur l'examen des principaux textes réglementaires et autres documents non réglementaires au niveau national et régional. Ce dernier variant d'un pays à l'autre, seul les documents légaux des niveaux régionaux ayant un pouvoir réglementaire ont été analysés. L'analyse au niveau régional a également été limitée à la région comprenant la région pilote du WP2. L'analyse au niveau européen a été effectuée par le coordinateur du WP, l'Institut de Géographie à l'Université de Berne, Suisse (GIUB).

L'analyse des différents documents a été faite à deux niveaux : un niveau dit « niveau II », correspondant aux objectifs des principales lois concernant les thématiques présentées ci-dessus ; un second niveau dit « niveau III » s'intéressant aux instruments utilisés pour la mise en œuvre des politiques. Dans ce rapport de synthèse, le coordinateur du WP (GIUB) a classifié les objectifs identifiés dans les documents légaux et non légaux en fonction de leur pertinence vis à vis de la question du paysage afin de réduire la complexité du matériel recueilli. Les instruments de mise en œuvre des politiques ont également été regroupés.

Résultats

Les thématiques, objets de politiques, qui ont été mentionnées ci-dessus dépendent de différentes autorités publiques, telles les Directions Générales au niveau européen et les ministères aux niveaux nationaux. Cette organisation administrative est le support d'une approche sectorielle dans le développement et la mise en œuvre des politiques publiques. La coopération horizontales semble toujours être insuffisante tant aux niveaux nationaux et européen, alors même que l'intégration verticale du niveau européen vers les niveaux nationaux et régionaux est plus complète.

L'inventaire montre que les documents analysés aux différentes échelles territoriales contiennent différents objectifs concernant le paysage, principalement dans le cadre des politiques d'aménagement du territoire et de protection de la nature. Ces objectifs s'échelonnent du général au très spécifique et sont de pertinence variable vis à vis de la question du paysage (Cf. Annexe 1).

Les documents européens montrent un mélange d'objectifs globaux, d'actions politiques concrètes, de mesures et d'instruments. La plupart des objectifs concernant le paysage se trouvent dans les politiques européennes d'aménagement du territoire et de protection de l'environnement et de la nature. La politique agricole considère le paysage comme une ressource naturelle et en connexion avec l'amélioration foncière des terres agricoles. Les politiques de transport et du tourisme contiennent seulement quelques rares objectifs en relation avec le paysage, par exemple pour ce qui concerne le transit dans les Alpes et le paysage comme ressource pour le tourisme.

Au niveaux nationaux, toutes les politiques publiques contiennent généralement, à quelques exceptions près, des objectifs concernant de près le paysage, soit de façon directe, explicitement mentionnée, soit de façon implicite du fait d'effets indirects sur le paysage. Les objectifs explicites se trouvent essentiellement dans les domaines de l'aménagement du territoire, de la protection de l'environnement et de la nature. Les politiques de développement régional sont construites autour d'objectifs plus socio-économiques.

Au côté de certaines similarités, chaque pays se caractérise par des particularités marquées.

- En Autriche, l'acte d'aménagement du territoire mentionne bien l'objectif de maintenir et protéger le paysage, mais les applications concrètes sont rares. Les premières stratégies innovantes pour le développement des zones rurales peuvent être trouvées dans le programme agricole "OPUL 2000", en accord avec la réglementation européenne. Mais il n'existe pas de stratégie nationale de développement durable du territoire.
- Cette stratégie nationale est déjà mise en œuvre en Suisse en essayant d'intégrer des objectifs paysagers dans différentes politiques publiques par l'intermédiaire du "Swiss Landscape Concept", pour partie issu du conseil fédéral. Son application dans les administrations n'est pas achevée. Les politiques du transport et de l'aménagement du territoire ont été combinées, les politiques régionales et agricoles réorientées. L'objectif principal est de passer de projets d'infrastructures isolés à une approche régionale intégrée.
- En Allemagne, l'aménagement du territoire – qui inclut le développement régional – est principalement concerné par le développement alors que les politiques de protection de la nature sont dévolues à la préservation. Les politiques sectorielles considèrent le paysage principalement comme un des éléments à considérer et à protéger d'impacts négatifs. La politique du tourisme n'existe pas en tant que telle, le tourisme restant inclus dans d'autres politiques sectorielles.

- En France, l'environnement et les politiques territoriales sont intégrées et l'accent est mis sur la préservation du paysage et du patrimoine dans les politiques de développement régional. C'est une situation particulière au regard des autres pays pour les lesquels les politiques de développement régional s'intéressent principalement à des aspects plus socio-économiques. Doit également être notée la présence d'une politique spécifiquement dédiée à la montagne afin d'y concilier développement économique et aménagement du territoire.
- L'approche italienne du paysage est caractérisée par une politique de protection stricte d'une part et par une politique de développement régional de distribution de revenus et de subventions indifférenciées d'autre part. De nouvelles idées sont apparues au cours de ces dix dernières années suite à l'intégration des politiques européennes et vers la recherche d'un développement durable, particulièrement dans les domaines agricoles et touristiques, tels que des supports aux initiatives économiques et à la valorisation des produits locaux. Mais l'intégration de la question paysagère continue, en pratique, de jouer un rôle mineur dans les politiques de développement régional.
- La Slovénie est dans une situation particulière, en forte évolution depuis son indépendance en 1991 et du fait du processus d'harmonisation avec la législation européenne. La plupart des effets des politiques publiques et de leurs réglementations ne pourront être appréciés que plus tard. La législation actuelle reste en quelque sorte non adaptée à la nouvelle situation, au contexte socio-économique ainsi qu'aux défis futurs.

Les conclusions des différents pays montrent donc que l'intégration de la question paysagère dans les politiques de développement régional reste en progrès. Quand bien même la réglementation affirme des objectifs paysagers nets, leur application semble limitée. Les objectifs des politiques d'aménagement du territoire et de développement régional restent le plus souvent opposés à ceux des politiques de protection de l'environnement et de la nature. Les politiques sectorielles considèrent le paysage comme une ressource naturelle pour les activités économiques, tandis que l'agriculture et la forêt, principaux usagers et propriétaires des sols, jouent un rôle majeur dans l'entretien des paysages. Au niveau européen, l'intégration de l'environnement, paysage inclus, dans les autres politiques européennes est plus avancé dans les politiques telles que les politiques d'aménagement du territoire et de développement régional qui sont plus intégrées. A l'opposé, l'intégration du paysage dans les politiques sectorielles reste fragmentaire. Des stratégies innovantes en lien avec le développement durable se trouvent essentiellement dans les programmes Leader+ et Interreg.

Conclusions

La question paysagère commence à être intégrée dans les politiques aux niveaux européen et nationaux, et ce plus particulièrement dans les politiques transversales de développement régional et d'aménagement du territoire. Les objectifs restent le plus souvent très généraux, comme par exemple "considérer les intérêts de protection de la nature", ou sont isolés dans chacune des politiques sectorielles. Il est difficile de trouver dans les documents analysés une approche intégrée, laquelle est rendue d'autant plus difficile du fait d'une organisation administrative adaptées aux politiques sectorielles. La lourde charge de coordination qu'une telle approche intégrée réclamerait est soulignée par quelques-unes des personnes interviewées.

Le terme “paysage” n’est pas toujours défini dans les politiques publiques analysées. Le paysage apparaît assez souvent comme une partie de l’environnement et est en conséquence mentionné en association avec des objectifs environnementaux ou écologiques (Cf. Annexe 2 et 3). Dans ce contexte, le paysage est considéré :

- comme intégrant la combinaison des facteurs biotiques et abiotiques (exception faite de l’Italie)
- comme une ressource naturelle (sauf en Italie où les politiques d’environnement sont l’objet de politiques assez différentes)
- comme un habitat pour la flore et la faune (sauf en Italie)
- en termes de beauté esthétique et de pittoresque
- comme un espace pour les activités humaines (sauf en Italie)
- comme un espace incluant des éléments ou des traces de l’histoire et des civilisations.

Les stratégies ou mesures paysagères mentionnées dans les politiques publiques insistent principalement sur la protection et la préservation, la maintenance, le développement ou la valorisation du paysage.

Une analyse plus détaillée des instruments de la mise en œuvre des objectifs paysagers et de leurs effets, aux niveaux nationaux, régionaux et locaux, nécessite un travail complémentaire qui sera conduit dans les prochains “work packages”.

1. RIASSUNTO

Introduzione

Questo studio analitico costituisce il risultato della prima tappa del progetto “REGALP – Sviluppo locale e cambiamento del paesaggio culturale: il caso delle Alpi. Gestire il cambiamento: valutazione e definizione delle politiche nazionali ed europee”. Il principale obiettivo del progetto è quello di analizzare l’interrelazione tra lo sviluppo regionale e il paesaggio culturale e di valutare i necessari aggiustamenti agli strumenti politici esistenti.

Il progetto è finanziato dalla Commissione Europea all’interno del V Programma Quadro “Qualità della Vita” e si svolge sotto la responsabilità di un gruppo di organizzazioni partner appartenenti ai 6 Paesi alpini (Austria, Francia, Germania, Italia, Svizzera e Slovenia).

Obiettivo

Il lavoro di questa prima unità di lavoro (WP1) è finalizzato soprattutto a far emergere il modo in cui il tema paesaggio è presente nelle politiche per lo sviluppo regionale a livello comunitario, nazionale e regionale.

Il presente rapporto integra i risultati delle analisi compiute dai singoli partner in ciascun Paese e confronta la rete di politiche e i documenti giuridici e non giuridici nei diversi Paesi. Il rapporto e i suoi allegati servirà come base per la valutazione delle politiche nella terza unità di lavoro (WP3) e per le proposte dei aggiustamento nella sesta unità (WP6).

Metodologia

La prima unità di lavoro si occupa delle politiche per lo sviluppo locale che hanno un rilevante effetto sui cambiamenti del paesaggio. Il lavoro di ricerca si è concentrato sulle politiche relative alle seguenti tematiche: pianificazione territoriale, sviluppo locale, protezione dell’ambiente e conservazione della natura, agricoltura, foreste, trasporti, insediamenti ed edilizia, turismo. Queste tematiche sono di particolare importanza per la relazione tra sviluppo regionale e paesaggio culturale e sono presenti in ciascuno dei Paesi partner.

I gruppi di lavoro nazionali hanno preso in considerazione i principali attori e istituzioni della rete di politiche e hanno analizzato i documenti giuridici e non giuridici a livello nazionale e regionale. Poiché il livello regionale è diverso da Paese a Paese, sono stati inclusi nell’analisi solamente i documenti giuridici del livello politico-amministrativo che ha potere legislativo (per l’Italia le Regioni), concentrandosi sulla Regione che include la “regione pilota” dell’unità di lavoro n°2 (WP2). Questa analisi è stata inoltre compiuta a livello di Unione Europea dal partner coordinatore dell’unità di lavoro, il Geographical Institute dell’Università di Berna in Svizzera (GIUB).

L’analisi dei documenti giuridici e non giuridici è stata compiuta su due livelli: il Livello II che considera gli obiettivi delle principali leggi riguardanti ciascun ambito delle politiche e il Livello III che analizza i singoli strumenti per l’attuazione delle politiche stesse. Nel rapporto finale il coordinatore dell’unità di lavoro GIUB ha classificato gli obiettivi identificati nei documenti sulla base della loro rilevanza relativamente al paesaggio, al fine di ridurre la complessità. Gli strumenti per l’attuazione delle politiche sono stati invece raccolti in gruppi di strumenti.

Risultati

Gli argomenti delle politiche menzionati sopra sono normalmente assegnati a differenti autorità pubbliche, ad esempio i Direttorati Generali a livello europeo e i Ministeri a livello nazionale. Questa organizzazione amministrativa incoraggia un approccio settoriale nello sviluppo e nell'attuazione delle politiche pubbliche. Benché la cooperazione verticale tra il livello europeo e il livello regionale e locale, attraverso il livello nazionale, sia vasta, una effettiva collaborazione orizzontale sembra essere ancora assente sia a livello europeo che nazionale.

L'analisi ha rivelato che i documenti giuridici e non giuridici a livello europeo, nazionale e regionale contengono numerosi obiettivi relativamente al problema del paesaggio, la maggior parte dei quali nel quadro delle politiche per lo sviluppo territoriale e per la conservazione della natura. Questi obiettivi mostrano un differente grado di precisione (dal generale allo specifico) e differiscono per quanto concerne l'impatto sul paesaggio, cioè per la rilevanza del tema paesaggio al loro interno (cfr. l'Allegato n°1).

I documenti dell'Unione Europea contengono un'ampia varietà di obiettivi, concrete azioni politiche, misure e strumenti. La maggioranza degli obiettivi importanti per il paesaggio è contenuta nelle politiche europee per la pianificazione spaziale e territoriale, per la protezione dell'ambiente e per la conservazione della natura. Le politiche agricole considerano gli obiettivi per il paesaggio in termini di risorse naturali e in connessione con il miglioramento strutturale dei territori agricoli. Le politiche per il trasporto e per il turismo contengono solamente alcuni obiettivi riferiti al paesaggio, ad esempio a proposito di Transito Alpino e di paesaggio come base per il turismo.

A livello nazionale tutte le politiche pubbliche – benché non sempre in ciascun Paese – contengono obiettivi con grande rilevanza per il paesaggio. Tali obiettivi interessano il paesaggio direttamente (e lo menzionano esplicitamente) oppure svolgono effetti indiretti sul paesaggio stesso (implicitamente). Gli obiettivi espliciti si trovano in modo particolare nella pianificazione territoriale, nella protezione dell'ambiente e nella conservazione della natura. Le politiche per lo sviluppo locale si concentrano invece maggiormente su aspetti di tipo socio-economico.

Al di là di alcune somiglianze, vengono messe in risalto chiare specificità per ogni Paese:

- Il documento austriaco Austrian Spatial Planning Act cita l'obiettivo di conservare e proteggere il paesaggio culturale, ma l'integrazione con la pianificazione paesistica ha raramente avuto riscontro nella concretezza. Le prime strategie innovative per lo sviluppo delle aree rurali sono contenute nel programma agricolo "ÖPUL 2000", in linea con la legislazione comunitaria. Ciononostante manca una strategia nazionale complessiva per lo sviluppo territoriale sostenibile.
- Questo approccio è invece presente nelle politiche svizzere, che provano a integrare gli obiettivi concernenti il paesaggio con le altre politiche pubbliche, attraverso il Swiss Landscape Concept per conto del Consiglio Federale. La sua attuazione entro l'amministrazione è però ancora in fase di avvio. Per affrontare le sfide imminenti, la politica dei trasporti e quella della pianificazione spaziale sono state aggregate, mentre la politica per lo sviluppo regionale e quella agricola sono state ri-finalizzate. Il principale intento è quello di promuovere un approccio regionale piuttosto che singoli progetti per infrastrutture.
- In Germania la pianificazione territoriale – che include le politiche per lo sviluppo locale – si occupa maggiormente di sviluppo, mentre le politiche per la protezione della natura mettono l'accento

prevalentemente sulla conservazione. Le politiche di settore danno risalto al paesaggio soprattutto come un aspetto che deve essere preso in considerazione e che deve essere preservato da impatti negativi. Non esistono politiche per il turismo a sé stanti, ma esse sono incluse in altre politiche settoriali.

- In Francia le politiche per l'ambiente e per il territorio sono integrate e danno risalto alla conservazione del paesaggio e del patrimonio culturale nelle politiche per lo sviluppo regionale. Questa caratteristica è unica tra i Paesi alpini, nei quali in generale le politiche per lo sviluppo convergono sugli aspetti socio-economici. In Francia inoltre esiste una politica specifica per la montagna, al fine di conciliare lo sviluppo economico e la pianificazione territoriale nelle regioni montane.
- L'approccio italiano nei confronti del paesaggio è caratterizzato da un lato da una rigida politica di conservazione e dall'altro da una politica di sviluppo regionale intesa solo in termini di distribuzione del reddito e di contributi indifferenziati. Negli ultimi dieci anni l'attenzione nei confronti dello sviluppo sostenibile, soprattutto nelle politiche per l'agricoltura e per il turismo, e l'adattamento alla legislazione europea hanno fatto emergere alcune idee innovative come il sostegno ad iniziative economiche e la valorizzazione dei prodotti locali, ma in pratica l'integrazione del problema paesaggio nelle politiche per lo sviluppo regionale gioca ancora un ruolo del tutto marginale.
- La Slovenia rappresenta un caso particolare: con il raggiungimento dell'indipendenza nel 1991 e con l'attuale processo di armonizzazione con la legislazione europea sono avvenuti cambiamenti di grande rilievo. Gli effetti delle politiche pubbliche e della relativa legislazione saranno quindi riconoscibili solamente in futuro. Infatti una parte della legislazione attualmente in vigore non è adatta alla nuova situazione, rispetto alla situazione socio-economica e alle sfide future.

Le conclusioni relative al confronto tra i Paesi mostrano che l'integrazione del problema paesaggio nelle politiche per lo sviluppo regionale è ancora in corso. Benché vi siano obiettivi adeguati nella legislazione, al presente la loro attuazione è considerata insufficiente: il problema del paesaggio infatti difficilmente gioca nella pratica un ruolo significativo. Molto spesso la pianificazione spaziale e lo sviluppo regionale da un lato e la protezione dell'ambiente e la conservazione della natura dall'altro restano appartenenti ad approcci opposti nell'azione politica. Le politiche di settore considerano il paesaggio come la base naturale per le attività economiche quali l'agricoltura e le foreste, dal momento che i maggiori attori nel territorio e i proprietari giocano un importante ruolo nel mantenimento del paesaggio culturale.

A livello europeo l'integrazione dei temi ambientali (paesaggio compreso) entro le altre politiche europee è più avanzata nelle politiche come la pianificazione territoriale e lo sviluppo regionale che hanno un approccio più ampio. Al contrario l'integrazione del problema paesaggio entro le politiche di settore resta frammentario. Strategie innovative verso lo sviluppo sostenibile si possono trovare soprattutto nei programmi Leader + e Interreg.

Conclusioni

Il problema paesaggio inizia ad essere integrato nelle politiche per lo sviluppo regionale a livello europeo e nazionale, specialmente nelle politiche intersettoriali come la pianificazione territoriale e lo sviluppo locale. Spesso gli obiettivi risultano molto generali, ad esempio "considerando gli interessi della conservazione della natura", oppure sono isolati in ciascuna politica di settore. Un approccio integrato è difficilmente riconoscibile nei documenti ed è reso ancora più difficile dalla struttura amministrativa che è adattata ad una

settorializzazione delle politiche. Alcuni testimoni intervistati si sono lamentati per le fatiche straordinarie legate al coordinamento, quando si segue un approccio integrato.

I termini “paesaggio” e “paesaggio culturale” non sono sempre definiti nelle politiche pubbliche analizzate. Molto spesso il paesaggio compare come una parte dell’ambiente e è di conseguenza menzionato nel contesto degli obiettivi ecologico-ambientali (cfr. gli Allegati 2 e 3). In questo contesto ci si riferisce al paesaggio in termini di:

- somma dei fattori ambientali biotici ed abiotici (ad eccezione che in Italia)
- risorse naturali (ad eccezione che in Italia dove il paesaggio e l’ambiente naturale sono oggetto di politiche piuttosto differenti)
- habitat per flora e fauna (ad eccezione che in Italia dove il paesaggio e l’ambiente naturale sono oggetto di politiche piuttosto differenti)
- bellezza e singolarità da un punto di vista estetico
- spazio per le attività antropiche (ad eccezione che in Italia)
- spazio che raccoglie elementi e tracce della storia e delle civiltà.

Le strategie e le misure previste nelle politiche pubbliche con riferimento al paesaggio si concentrano soprattutto sulla conservazione/protezione, sulla manutenzione, sullo sviluppo e sulla valorizzazione del paesaggio.

Considerazioni più dettagliate sull’attuazione degli obiettivi a livello nazionale, regionale e locale e sull’utilizzazione dei singoli strumenti necessita di ulteriori analisi nelle prossime unità di lavoro.

1. POVZETEK

Uvod

Besedilo povzema rezultate prvega delovnega paketa projekta "REGALP - Regionalni razvoj in spremembe kulturne krajine: primer Alp. Vrednotenje in prilagoditev politik na ravni EU ter države za usmerjanje in usklajevanje procesov«. REGALP je raziskovalni projekt, ki ga financira EU iz 5. okvirnega programa »Kakovost življenja in upravljanje z življenjskimi viri«. Glavni cilj projekta REGALP je raziskati razmerje med regionalnim razvojem in spremembami kulturne krajine ter na osnovi ugotovitev oblikovati predloge sprememb in izboljšav politik na ravni EU in posameznih držav. Pri projektu sodelujejo partnerji iz alpskih držav: Avstrije, Francije, Nemčije, Italije, Švice in Slovenije. Vsak partner je odgovoren za enega od delovnih paketov, koordinator prvega pa je bil Geografski inštitut Univerze iz Berna.

Cilj

Cilj prvega delovnega paketa je ugotoviti obseg in pomen krajine v regionalno-razvojnih politikah na ravni EU ter na ravni posameznih držav in regij. Rezultati analiz, ki so bile opravljene v vsaki od vključenih držav, so obravnavani primerjalno glede na strukturo javne uprave ter način obravnave vidika krajine v zakonskih in drugih dokumentih v posameznih državah. Ti rezultati bodo osnova za vrednotenje politik, ki bo sledilo v delovnem paketu 3 in za predlog sprememb in prilagoditev politik v delovnem paketu 6.

Metodologija

V prvem koraku so bile za podrobnejšo obravnavo izbrane tiste politike, ki imajo bodisi cilje v povezavi s krajino eksplicitno zapisane v svojih dokumentih, bodisi je njihov vpliv na spremembo krajine verjeten. Raziskovanje je bilo usmerjeno na ključna področja, ki vplivajo na razmerje med regionalnim razvojem in kulturno krajino in so prisotna v vseh državah partnericah. To so naslednja področja (sektorji): prostorsko načrtovanje, regionalni razvoj, varstvo okolja in ohranjanje narave, kmetijstvo, gozdarstvo, promet, urejanje naselij in zemljiška politika ter turizem.

Raziskava je bila izvedena na treh ravneh in po dveh vsebinskih sklopih. Poleg državne ravni sta bili obravnavani tudi regionalna in raven EU. Ker imajo posamezne države različne regionalne ureditve, je bila vselej upoštevana tista raven, ki ima zakonodajno avtonomijo. Analiza dokumentov je bila opravljena za tisto regijo v posamezni državi, znotraj katere je pilotno območje. Enaka analiza je bila opravljena na ravni EU.

Prvi del analize se je nanašal na strukturo javne uprave ter glavne akterje in inštitucije, ki oblikujejo politike in/ali nanje vplivajo. Drugi del je obravnaval dokumente, v katerih so opredeljeni cilji in instrumenti za izvajanje obravnavanih politik. Upoštevani so bili zakonski (zakoni, podzakonski akti) in drugi (programi, plani, strategije) dokumenti upravnih inštitucij. Dodatno so bile obravnavane tudi pomembne nevladne politike. Dokumenti so bili analizirani dvostopenjsko: na ravni ciljev, opredeljenih v krovnih zakonih posameznih področij ter na ravni instrumentov, ki jih ti zakoni predvidevajo za izvajanje politik.

Poleg analize po posameznih državah in EU je bila narejena tudi primerjalna sintezna analiza, v kateri so identificirani vsi cilji, ki se pojavljajo v nacionalnih dokumentih ter skupine instrumentov za izvajanje politik. Na osnovi primerjave med državami so bile ugotovljene skupne značilnosti in bistvene razlike.

Rezultati

Pristojnosti nad posameznimi področji – subjekti politik - so razdeljena med sektorje, ki jih upravljajo ločene inštitucije. Na ravni EU so to Generalni direktorati (DG) na državni ravni pa različna ministrstva. V nasprotju s sorazmerno dobro opredeljeno in funkcionalno vertikalno povezavo med EU, nacionalno in regionalno ravni, so horizontalne povezave pomanjkljive tako na ravni EU kot na nacionalni ravni v vseh obravnavanih državah. Že v izhodišču sektorska zasnova javnih politik se močno odraža tudi v sektorsko obarvanem naboru in ciljnih inštrumentov in neskladnem izvajanju politik.

Rezultati analize kažejo, da se na krajino nanašajo številni cilji, vsebovani v dokumentih EU in posameznih držav. Največ jih je s področja prostorskega načrtovanja in ohranjanja narave. Ti cilji so različnih ravni: od zelo splošnih do konkretnih in podrobnih. Razlikujejo se tudi po stopnji in načinu pomena, ki ga ima v njih krajina – so torej bolj ali manj pomembni in bolj ali manj eksplicitni.

Dokumenti EU vsebujejo mešanico splošnih ciljev, konkretnih akcijskih programov ter ukrepov in instrumentov. Krajina je v druge politike EU običajno vključena kot del okolja. Večina za krajino pomembnih ciljev je v tistih EU politikah, za katere je značilen celovitejši pristop: prostorsko planiranje, regionalni razvoj, varstvo okolja in ohranjanje narave. Nasprotno pa je vključevanje krajine v sektorske politike še vedno zgolj fragmentarno. Cilji kmetijske politike vključujejo krajino kot naravni vir in v povezavi s strukturnimi izboljšavami kmetijskih zemljišč. Prometna in turistična politika vsebujeta malo ciljev v zvezi s krajino – prva zlasti v povezavi s prometom v Alpah, druga pa obravnava krajino kot osnovo za razvoj turizma. Novejše strategije, ki temeljijo na trajnostnem razvoju, izhajajo iz programov Leader+ in Interreg.

Na nacionalni ravni vse obravnavane politike – čeravno ne vsaka v vsaki državi – v svojih ciljnih vključujejo krajino. To razmerje je bodisi neposredno (eksplicitno), ali pa cilji krajino zadevajo posredno skozi drugače opredeljene cilje (implicitno). Največ eksplicitnih ciljev je v prostorskem načrtovanju, varstvu okolja in ohranjanju narave med tem ko so politike regionalnega razvoja usmerjene bolj v socio-ekonomske vidike. Ključne posebnosti v posameznih državah so:

- Avstrijski Zakon o prostorskem načrtovanju ima opredeljen tudi cilj vzdrževanja in varovanja krajine, vendar je krajinsko načrtovanje redko vključeno v načrtovalsko prakso. Nekatero sodobnejše strategije so bile v politiko razvoja podeželja vpeljane s kmetijskim programom “ÖPUL 2000” in z uskladitvami z EU zakonodajo. Ne glede na to pa manjka celostna strategija za trajnostno urejanje prostora.
- V Švici se vključevanje krajine v cilje drugih politik uvaja skozi Švicarski krajinski koncept v pristojnosti Zveznega sveta. Izvajanje tega dokumenta skozi posamezne upravne resorje pa je šele v procesu. Z namenom bolj učinkovitega soočanja s prihajajočimi izzivi sta se že preusmerili regionalno-razvojna in kmetijska politika. Prometna in prostorska politika sta se povezali z osnovnim namenom vzpodbuditi celovit regionalni pristop v nasprotju z obravnavo posameznih infrastrukturnih objektov.
- V Nemčiji prostorsko načrtovanje vključuje tudi regionalni razvoj in je zato bolj usmerjeno v razvoj. Varstveni cilji se uresničujejo skozi naravovarstveno politiko. Sektorske politike večinoma vključujejo krajino kot enega od omejevalnih vidikov v smislu zmanjševanja vplivov. Turizem ne obstaja kot ločena sektorska politika, zato pa so cilji razvoja turizma vključeni v druge politike.
- Francija je združila okoljsko in prostorsko politiko ter poudarila varstvo krajine in kulturne dediščine v regionalno-razvojni politiki. V tem se razlikuje od drugih držav, ki znotraj regionalnega razvoja

obravnavajo pretežno socio-ekonomske vidike. Poleg tega ima Francija ločeno »gorsko politiko« z namenom usklajevanja ekonomskega razvoja in prostorskega načrtovanja v gorskih območjih.

- V Italiji pristop do krajine označujeta stroga varstvena politika ter regionalna politika, ki ureja zlasti porazdelitev prihodkov in dodeljevanje nediferenciranih subvencij. V zadnjem desetletju sta razvoj v smeri trajnosti zlasti na področju kmetijstva in turizma ter prilagajanje EU zakonodaji prinesla nekaj sodobnih pristopov, kot sta na primer podpora gospodarskim pobudam in spodbujanje lokalnih proizvodov, vendar pa je stopnja vključenosti krajine v regionalno razvojne politike v praksi še vedno zanemarljiva.
- V Sloveniji so se od pridobitve neodvisnosti in z usklajevanjem z zakonodajo EU zgodile pomembne spremembe. Večina učinkov politik in ustrezne zakonodaje bo zato vidna šele čez čas. Vidik krajine je vključen v trenutno še veljavno zakonodajo na področju urejanja prostora, vendar pa je ta v nekaterih segmentih, zlasti v svojem implementacijskem delu, neprilagojena novi politični in ekonomski situaciji ter bodočim izzivom. Varstveni cilji za krajino so vključeni v politiko ohranjanja narave in varstva kulturne dediščine.

Zaključki

Izraz "krajina" ali natančneje "kulturna krajina" znotraj obravnavanih politik ni vselej definiran. Pogosto se krajina pojavlja ko sestavina okolja in se omenja v zvezi z ekološkimi / okoljskimi cilji. Večinoma se krajina obravnava kot:

- celosten pojem, ki zajema žive in nežive sestavine okolja (razen v Italiji, kjer sta krajina in okolje predmeta različnih politik)
- naravni vir (izjema je Italija)
- habitat flore in favne (izjema je Italija)
- v smislu estetske lepote in izjemnosti
- prostor človekovih dejavnosti (izjema je Italija)
- prostor, ki vključuje sestavine ali sledi zgodovine in kulture.

Zaključki raziskave po državah kažejo, da je vključevanje krajinske tematike v javne politike še v teku. Vključenost je tako na ravni EU kot na nacionalni ravni največja zlasti v trans-sektorskih politikah, kot sta prostorsko načrtovanje ali regionalni razvoj. Cilji pogosto ostajajo zelo splošni ali pa so nepovezani znotraj posameznih sektorskih politik. Zlasti pomanjkljive in neusklajene so politike v delu, kjer opredeljujejo ukrepe in instrumente za izvajanje. V svojih izvajalskih instrumentih sta si politika urejanja prostora in regionalnega razvoja tako velikokrat v nasprotju s politikami ohranjanja narave in varstva okolja. Sektorske politike obravnava krajino kot vir za svoj razvoj, pri čemer sta kmetijstvo in gozdarstvo kot najpomembnejša porabnika prostora ključna pri vzdrževanju kulturne krajine

Na osnovi rezultatov analize bi le težko govorili o primerih celovitega pristopa. Otežuje ga tudi obstoječa administrativna ureditev, ki je prilagojena ločenim sektorskim politikam. Po nekaterih mnenjih je ovira tudi pomanjkanje dodatnih virov, ki bi jih zahtevala koordinacija pri celostnem pristopu.

Strategie in ukrepi, ki jih omenjajo javne politike v zvezi s krajino, so večinoma usmerjeni k zaščiti in ohranjanju, vzdrževanju ali razvoju krajine in povečevanju njene vrednosti. Podrobnejša spoznanja o izvajanju ciljev na nacionalni, regionalni in lokalnih ravneh ter uporabi posameznih inštrumentov bodo sledila na osnovi raziskav v drugih delovnih paketih.

2. INTRODUCTION

The “REGALP – Regional Development and Cultural Landscape Change: The Example of the Alps. Evaluation and Adjusting EU and National Policies to manage a Balanced Change” Project was initiated by partner organisations from the alpine countries of Austria, France, Germany, Italy, Switzerland and Slovenia and is co-financed by the EU programme „Quality of Life and Management of Living Resources“.

Within the scope of the project this synthesis report (M1) summarises the results of the first work package: “Identifying the relevance of the landscape issue in regional development policies”. The report and matrices present the results of the partners’ surveys in each country which compare the policy networks and the legal instruments in the different countries.

In this context the project and the report refer to the growing significance of landscape issues as a regional resource as well as a location factor for future regional development. The primary project objective is to investigate the interrelations between regional development and cultural landscape change. In a forward-looking approach the project team will evaluate the necessary adjustments to existing political instruments. Work Package 1 delivers the basic information for policy evaluation in WP3 and for adjustments in WP6. It concentrates on a top-down approach, studying the public policies and their related legal and non-legal documents (later in WP5 the team will adopt a bottom-up approach with the local actors of 6-10 selected pilot regions).

This WP1 synthesis consists of two parts: the work package report and the work package material. The latter comprises four annexes including the basic research results. Following this introduction Chapter 3 provides an overview of the objectives and tasks of WP1, lists definitions of project key terms, and describes the procedure and methods used. Chapter 4 is the main chapter which summarises the comparative results of the partners’ contributions¹. This includes a description of administrative structures at the EU and national levels and an analysis of public policies and their objectives and instruments with regard to regional development and cultural landscape. The concluding Chapter 5 outlines the status quo of landscape relevance in the existing regional development policies and shows the necessary steps for further research.

¹ National reports can be downloaded from the REGALP homepage: www.regalp.at

3. WORK PROGRAMME AND METHODOLOGY

3.1 Objectives and Tasks

Objectives

The detailed objectives and tasks for every REGALP project work package are defined in the Technical Annexe (cf. www.regalp.at). The objectives for WP1 are:

- to determine the extent to which the landscape issue constitutes part of regional policies at the EU and national level (as well as regional level);
- to provide an overview of policy network structures at the EU and national level (as well as regional level) with regard to the policies identified;
- to create a basis for the evaluation (WP3) and for proposing policy adjustments (WP6).

Tasks

In order to achieve these objectives the following tasks were carried out by the project partners and by GIUB as the work package co-ordinator:

- T1.1 preparing the database structure;
- T1.2 screening regional policies at the EU, national and regional levels with regard to the landscape issue;
- T1.3 describing the structure of the policy network at the EU, national and regional levels;
- T1.4 summarising results in a work-package report and delivering report to target groups.

Expected Results and Milestones

At the beginning of the project the expected results (=R) and milestones (= M) were laid down in the Technical Annex as follows:

- R1.1 Structure of the database completed;
- R1.2 Screening process completed;
- R1.3 Structures of policy networks described;
- R1.4 Work package report completed and delivered (= Milestone M1).

Deliverables

Each partner analysed its country-specific situation in a national report describing the administrative background and the consideration of regional development and cultural landscape in public policies. The appended matrices provide an overview on the legal and non-legal documents at the national and regional level for each country.

The deliverables of WP1 provide information and inventories related to the administration and to public policies as a basic input for WP 3 and WP 6:

- D1.1 Database and report describing the relevance of the landscape issue at the EU and national level (as well as regional level)
- D1.2 Report and charts describing the structure of the policy network at the EU and national level (as well as regional level) with regard to the instruments identified
- D1.3 The WP1 report summarises the results of the survey in this WP and is based on the national reports and matrices delivered by each partner.

Furthermore the report includes:

- definitions of the key project terms and national peculiarities (cf. national reports).

3.2 Definitions of Project Key Terms

During the research work it rapidly became clear that specific definitions and understandings exist with regard to important terms, and that interpretations differ from one country to another. The project partners therefore agreed on common definitions of key project terms (*PFEFFERKORN 2002 a*). The most important ones for WP1 are presented below in order to clarify the meaning of these terms in the context of this project. On the other hand, the peculiarities of each country regarding the administrative network and the public policies are still taken into account. Key terms within the REGALP project are used according to the following definitions:

3.2.1 Landscape / Cultural Landscape

„Cultural (man-dominated) landscape is a spatial system of activity that is perceived by human beings as a unit and result from man’s interaction with what is to be found in his natural environment. Cultural (man-dominated) landscape may be regarded as stages in complex processes. They are initiated by factors and influences which may be socio-economic, cultural or related to natural space, but which are merely intermediate stages within a framework of continuous development.“

(Source: *AUSTRIAN CULTURAL LANDSCAPE RESEARCH PROGRAMME, 1995*)

At the European level the most relevant definitions are provided by the European Spatial Development Perspective (ESDP) and the European Landscape Convention (ECL). The ESDP differentiates four different aspects of landscape: physical (area of land connected to physical parameters of landscape like soil, climate etc.), functional (interaction between man and environment), geographical, and social. The European Landscape Convention (2000) defines landscape in Art. 1 as “[...] an area, as perceived by people, whose character is the result of the action and interaction of natural and/or human factors”. Within this area, landscape policy by public authorities is aimed at the protection, management and planning of landscapes.

In several Austrian laws landscape is characterised by its “diversity, peculiarity and beauty” which must be protected against destructive influences. Also, the aspect of the landscape as an ecosystem is frequently mentioned in official documents. The role of agriculture in forming the cultural landscape is often pointed out, e.g. in documents which aim to maintain the cultivation of tracts of land.

In Switzerland the landscape definition of the Swiss Landscape Concept² comprises the entire region and in particular includes the settlements. Functionally, landscape in this context is comprehensively defined as living space, nature space, witness to the history of earth, cultural space, economic space, space for adventure and recreation, a product of perception and evaluation, and as space for identification (identity??).

To avoid semantic difficulties German legal documents always use both terms, “nature” and “landscape”. Nature is not used as a separate term. Nature and landscape according to the official perception therefore consist of abiotic environment (soil, water, air, and climate), biotic environment (animals and plants) as well as their interrelation and the interaction with human beings.

In France there is no “official” definition of landscape. Thus the French partners prefer to outline the different meanings taken in different policies.

Landscape policy in Italy is basically conservation policy, autonomous from other policies and often in contrast to them. Although in some cases (e.g. natural parks) there is an understanding of the interdependencies and an attempt to consider reciprocal influence, the core landscape policy is normally in opposition to regional development in any form.

The new Slovenian national spatial plan defines landscape as a subset of space and emphasises the importance of these limited and finite natural resources for man’s habitat.³ Additionally, other definitions are used which are more in line with most of the widely-used definitions. They refer to landscape as a spatial system, including human activities and other socio-economic aspects, and to cultural landscape as the result of human activities and as an instrument of heritage protection⁴.

The German partners have added a definition of the term “Natural basics” which are defined in the German Federal Nature Conservation Act §1 as natural household, natural goods, plants and animals as well as the diversity, peculiarity and beauty of nature and landscape.

² „Landscape comprises the entire space within and outside settlements. It is the sum of the past and of the future emerged through the natural factors like underground, soil, water, air, light, climate, fauna and flora in interaction with cultural, social and economical factors (BUWAL 1998)“.

³ “The landscape is a specific aspect of space. It is a separate spatial entity experienced as a specific condition of space. Both space and landscape are natural resources that are limited and finite. The landscape forms man’s habitat, which has to be pleasant and healthy for living. The landscape is the primeval vessel of all living and not living nature” (Slovenian Spatial Plan 2002)

⁴ OGRIN, 1995; MARUŠIČ et al., 2002; Cultural heritage protection act, 1999

3.2.2 Spatial Development / Spatial Planning

„Spatial development“ as it is used in the European Spatial Development Plan (ESDP) includes: demographic, social, economic aspects, transport and communication, natural resources, environmental and sustainability aspects, etc.

In the REGALP context „Space“ is the totality of natural, economic, technical, social, cultural and other relations. The organisation of these relations follows different more or less theoretical concepts and ideologies (following *SCHINDEGGER, 1999*). Thus the term “development” on one hand describes the processes of change of spatial parameters (like population, working places, land use categories etc.), on the other hand it includes the wide range of actions of „developing“. In this second sense „development“ leads to different stages of „planning“ and includes a wide range of institutions, activities, relations etc. In WP2 „development“ is used mainly in the first sense, only in the actor’s oriented approach in WP 5 and elements of the second sense become important.

(Source: *PFEFFERKORN, 2002 a*)

At the European level spatial planning is understood in terms of land-use planning which is “the systematic assessment of land and water potential, alternative patterns of land use and other physical, social and economic conditions, for the purpose of selecting and adopting land-use options which are most beneficial to land users without degrading the resources or the environment, together with the selection of measures most likely to encourage such land use. Land-use planning may be at the international, national, district or local (village) levels. It includes participation by land users, planners and decision-makers and covers educational, legal, fiscal and financial measures” (*FAO, 1993*).

The Austrian legislation defines spatial planning in the narrow sense (Raumplanung) which means the forward planning of the use of land in a territory. In the wider sense (Raumordnung) it means the totality of public actions aimed at configuring the territory in line with political objectives. “Raumordnung” extends beyond land use planning and includes all measures which impact the spatial structure of a territory. This differentiation is a relatively scientific one (*SCHINDEGGER, 1999*). In practice there is confusion about these terms which has led to the mixed use of both terms, e.g. two of the provincial spatial planning acts are called “Raumplanungsgesetz”, six “Raumordnungsgesetz”.

Spatial planning (Raumplanung) in Germany is used as a collective term for comprehensive (i.e. supra-sectoral) planning on the three levels of Federation, Länder and municipalities: spatial planning at Federal level (Raumordnung), Land-specific spatial planning (Landesplanung) including regional planning (Regionalplanung), and urban land-use planning at the communal level (Bauleitplanung).

From the French point of view, “spatial” is more frequently used in a more restrictive sense than regional development, and is limited to the study of spatial rezoning, whereas “territorial” includes human beings and forms of socio-economic development. The French concept comes quite close to the Austrian one.

In Italy there is no official definition of “spatial planning”. Regarding the planning system Italy pretends to have a hierarchical structure of general and sectoral planning instruments, yet the interlinkages, relevant powers etc. are never clearly defined. Each territorial level (Region, Province, Commune) including the intermediate ones (e.g. Comunità montane, Comitati di distretto, intermunicipal boards created by

legislation or voluntarily for specific purposes) draw up its own plans, often on the same subjects with overlapping competences. Some plans theoretically have hierarchical priority: the basin plan first and foremost, landscape and general framework plans etc. In any case, the subject of planning is defined every time using a specific wording which is not necessarily consistent with other plans.

The Slovenian partners added in their report that “space itself is not a planning category – what can be planned are human activities in the space. Spatial planning therefore refers to conditions and criteria for locating certain aspects of human life and activities in space and to the conditions for use of natural resources.” (cf. WP1 national report Slovenia).

3.2.3 Regional Development / Regional Policy

„Regional development“ is generally used as a shortened version of the term „regional spatial development“ and is meant in terms of the “regional development of spaces”. In the REGALP proposal it is mentioned that the team will analyse the „change of spatial structures“ and how this will influence (cultural) landscape change. So the definition of regional development leads to „regional spatial development“, which is nothing but spatial development on a regional level. „Regional level“ leads to the term of → „region“.

(Source: PFEFFERKORN, 2002 a)

The EU regional policy is based on the solidarity principle and aims to support less prosperous regions and social groups. The main financial instruments are the Structural Funds (the European Regional Development Fund ERDF, the European Social Fund ESF, the Guidance Section of the European Agricultural Guidance and Guarantee Fund EAGGF) and the Cohesion Fund which provides direct finance for specific projects. The Structural Funds contribute to the implementation of the Community Initiatives which focus on

- cross-border, transnational and inter-regional co-operation (Interreg III);
- sustainable development of cities and declining urban areas (Urban II);
- rural development through local initiatives (Leader +);
- combating inequalities and discrimination in access to the labour market (Equal)

(EUROPEAN COMMISSION, 2002).

In Austria this term mainly refers to the promotion of the regional economy through investment incentives. Regional policy is a part of economic policy, but there is also a strong link to spatial planning (in the wider sense of “Raumordnung”). An institutional link between regional policy and spatial planning is provided by the Austrian Spatial Planning Conference (ÖROK).

In Switzerland this term is also used for a concrete public policy for implementation by the confederation and the cantons (SONDEREGGER, 1998; IHG, 1997). This regional policy aims to improve economic development and competitiveness in the mountainous regions, stimulate regional potentials, and to preserve decentralised settlement and the socio-cultural autonomy as well as diversity of the country, ensure sustainable development in the mountainous areas and encourage co-operation between communities, regions and parts of the region.

In Germany the term “regional policy” summarises the measures aimed at reducing regional imbalances and creating more equal competitiveness between the regions. Regional policy concentrates principally on regions marked by high underemployment, unemployment and outbound migration. Its chief aim is to improve the economic and social structure as well as the general living conditions in laggard regions. This is a matter directly related to the Joint Responsibility of Bund and Länder for “improving regional economic structures” according to Basic Law, Art.91.

In France, regional development also aims to reduce regional imbalances and promote French regions. The notion of sustainable development is now becoming more widely used than the notion of regional development, which relates more to economic and demographic development and in some cases to patrimonial and/or socio-cultural development. Rural development is also often mobilised as a part of regional development. To obtain a more precise analysis of what is meant by the term “regional development”, the French partners propose to outline the various dimensions that regional development can take (cf. WP1 national report France). Regional development is an issue for national policies as well as policies implemented by the French regions and is referred to here as “regional policies” .

In Italian legislation there is no single “official” definition of this term. Nevertheless, regional development is used in a more conceptualised way to refer to “sustainable development” with special regard to rural development policies and nature conservation policies.

In Slovenia, regional development refers to a process which aims for a balanced development of economic, social and spatial factors. The emphasis is on addressing inequalities among regions through promoting sustainable development and the use of local resources. Regional spatial development is a process of change undergone by settlements and infrastructure as well as natural and cultural landscape at the regional level. (GULIČ, 2001).

3.2.4 Region

„Region“ in REGALP is used in different connections: first with regional development (see above), secondly with „Pilot Region“, and also with dissemination of results (to other Mountain areas and „European regions“).

For WP1 the team decided to stay on national level resp. one level below (Bundesländer, Kantone, départements, provinces etc.). „Region“ here is defined from an administrative perspective.

(Source: PFEFFERKORN, 2002 a)

At the European level the term region is used primarily within the context of regional policy and for statistical purposes. In the first case it is understood as a group of communities within a defined physical area which is suitable for implementing a common regional policy. In the second case Eurostat has introduced the system of NUTS-levels resp. EFTA-Codes in order to adjust European standards for comparative statistical data (cf. Tables 1 and 2).

Table 1: NUTS-Levels

Nuts 0	Nuts 1	Nuts 2	Nuts 3
Austria	Gruppen von Bundesländern	Bundesländer	Gruppen von Politischen Bezirken
France	Z.E.A.T.	Régions	Départements
Germany	Bundesländer	Regierungsbezirke	Kreise/Kreisfreie Städte
Italy	Italy ⁵	Regioni	Provincie

Source: BÄTZING (2001)

Table 2: EFTA-Codes

	EFTA-Code level 1	EFTA-Code level 2	EFTA-Code level 3
Slovenia	Slovenia	Slovenia	Regije
Switzerland	Switzerland	Großregionen	Kantone mit Bezirken

Source: BÄTZING (2001)

In the different countries the term “region” is used in a very specific context:

In Austria, region is understood to be a spatial structure of size between provinces and municipalities rather than an administrative unit or a level with legal authority (like districts, regions can be smaller or larger). Regions are formed for a specific purpose, e.g. groups of municipalities can set up a regional sewage association, or a provincial authority can draw up a regional development programme for parts of a province.

In Switzerland “regions” means those areas that are defined by the Act on Investment Aid for Mountainous Regions (IHG) are called “IHG regions”. They receive financial aid from the confederation for their regional development.

In the German legislative and administrative context, the term "region" stands for the administrative level of planning regions. In Germany’s federal structure this level is located between Administrative Districts (Regierungsbezirke, NUTS 2) and Landkreise (NUTS 3)⁶. One planning region consists of several Landkreise and all the associated municipalities. German regions in this sense are therefore different from the EU’s notion of a region, which regards complete Administrative Districts as European regions.

⁵ The Italian partners replaced “Gruppi di regione” by “Italia” for NUTS level 1, because there is no specific policy or administration that recognises „groups of regions“ as a relevant territorial unity. In some cases, peripheral administrations of the central state are organised following multi-regional territories, but only for internal organisational purposes. While specific entities (e.g. Basin authorities) define a territory in which many regions are involved, these are exceptions.

⁶ Art. 2 (2) of the Bavarian Land Planning Act defines regions as follows: “Areas with existing or potential living and economic conditions which correspond to spatial planning requirements are merged as regions. One region should cover the area of several Landkreise (counties). The area of one municipality must not be broken up.”

In France, regions are also a NUTS 2 administrative level, and policies and actions are referred as “regional”. “Local” refers more often to smaller portions of the regional territory such as “pays”, communities etc.

In Italy the region corresponds to the NUTS 2 level of public administration. At this level Italy more often refers to “local” rather than “regional” development.

In Slovenia the region is defined as a „part of a space with similar natural, social and economical characteristics and with mutually interrelated processes which accord the area a certain identity and integrity“ (*URBAN PLANNING INSTITUTE RS, 1975*).

3.3 Approach, Methods, and Procedure

Work Package 1 focused on the analysis of the political system, and in particular its administrative network, public policies and related legal and non-legal documents. It was necessary to adopt a successive approach towards the interrelations between regional development and cultural landscape was necessary.

3.3.1 The RD / CL Interrelation

The overall aim of this work package was to determine the relevance of landscape within public policies on regional development and cultural landscape. The work therefore concentrated on regional development policies which have a noticeable impact on landscape change. Screening helped to determine the importance of the landscape issue, the specific objectives related to landscape, and the instruments applied by each policy.

Although most of the partners have not mentioned the RD / CL interrelation explicitly in their national reports, the survey concentrated on the links between RD and CL, i.e. the public policies as well as their corresponding documents were selected and analysed with this in mind. The French partners made a systematic analysis of this interrelation (cf. WP1 national report France), applying it to the legal objectives (analytical level II).

The REGALP definition of “cultural landscape” (cf. Chapter 3.2.1) covers a wide range of conceivable public policies aimed at protecting or preserving the physical landscape, developing landscape as a resource for regional development, or regulating policy subjects which have an impact on landscape. Thus it was necessary to take selection steps for the purposes of policy screening (cf selection criteria in Chapter 3.3.3).

3.3.2 Selection of Policy Subjects

Due to the wide field of possible investigation areas, REGALP was obliged to choose specific thematic fields of public policy. At the second team meeting in March 2002 the project partners agreed to concentrate the analysis of WP1 on the following **policy subjects**:

- spatial planning
- regional development
- environmental protection, nature conservation, and cultural heritage
- agriculture
- forestry

- transport
- settlements and housing
- tourism.

The main reasons for selecting these policy subjects were their importance for the interrelation between regional development and cultural landscape and their occurrence in all partner countries.

3.3.3 Institutions and related Public Policies

The partners delivered a description and charts of the administrative network in their country (cf. WP1 national reports) to serve as the basis for classifying the above-mentioned policy subjects according to the administrative system in each country.

The REGALP team used the term „public policy“ in the sense defined by *MÜLLER (1998)*, whereby „public policy“ is a plan of action, generally implemented by a recognised decision-making authority (Europe, national, regional or local government). In this sense public policy is understood as the scope of a ministry which is responsible for the implementation of action plans in order to reach specific aims.

Different countries adopt different ways of integrating policy subjects in different public policies, e.g. in the German political system, regional development policy is part of spatial planning policy, whereas in the other countries it is a self-contained policy (cf. Chapter 4.3.2).

For the analysis REGALP concentrated on public policies which are characterised by following criteria:

- political relevance;
- representative legislation in force of each country;
- (hypothetical) effects on cultural landscape;
- availability of information and data;
- cost-benefit-efficiency (with regard to the study).

Public policies were regarded as relevant if their measures impact the cultural landscape in one of the following ways: change to buildings or facilities (new building or demolition), increase in value, maintenance, protection or management of the landscape.

3.3.4 Analysis of Legal and Non-Legal Documents

The EU defines legal instruments as “legislative and statutory provisions, acts of administration, judicial decisions, contracts, unilateral legal acts, payment instruments other than banknotes and coins, and other instruments with legal effect” (*TRANSLATION SERVICE OF THE EUROPEAN COMMISSION, 2002*).

To avoid confusion this synthesis report uses the term legal documents instead of legal instruments. Instruments are understood as a means whereby policy objectives are implemented. This refers to the chain from laws through instruments to effects (cf. WP1 national report Germany).

Instead of studying all public policies which deal with the selected policy subjects, the screening has focused on legislation currently in force⁷. The team analysed the objectives of the laws in order to gain an impression of the “law’s intentions”. Additionally, some non-legal documents drawn up by actors outside the administration (non-public policies) were integrated at the bottom of each national matrix. WP3 will outline the analysis of these documents for a limited number of policy fields.

Documents may be divided into three main groups:

- legal and non-legal documents which affect both the cultural landscape and regional development due to the fact that their objectives explicitly and directly mention these two terms;
- legal and non-legal documents which also concern the RD/CL interrelation and refer explicitly to landscape or regional development but only in an indirect way, for example when using the notions of sustainable development (related to a certain type of regional development) or of environment (which in this case includes landscape as a component of the environment);
- legislation and instruments whose objectives affect either the cultural landscape or regional development in an implicit way although such effects do not constitute part of their objectives.⁸

The analysis was conducted at three spatial levels:

- EU Level: directives and regulations (analysed by GIUB);
- National Level: laws and regulations (each partner for own country);
- Regional Level: laws, regulations (each partner for own country).

The regional level differs in each country (cf. Table 4; cf. Tables 1 and 2). WP1 includes only legal documents at the political-administrative level that possesses legislative power. The community level has not been examined in WP1⁹.

For the analysis the project partners have decided on the following methods for WP1:

- screening of legal and non-legal documents
- literature studies
- expert interviews.

⁷ Focusing on the existing legislation may lead to the omission of some documents that have proved a major influence on the interrelation between regional development and cultural landscape change (RD/CL) in recent years. For instance, the German partners took into account the older version of the Federal Nature Conservation Act dated 1998 because the new one dates only from May 2002. This historical perspective will be part of the evaluation work of WP3 for the policy fields of evaluation.

⁸ In the majority of countries this applies to the sectoral policies of agriculture, forestry, transport, settlement and tourism. In France agricultural, policy aims explicitly at cultural landscapes.

⁹ The German partners have also added binding instruments linked to national or regional binding documents but relating to the municipal level. Because of the high relevance of some documents at the communal Level, above all in the frame of the pilot regions’ analyses, they are mentioned in the German matrix.

For the survey on European policies and their legislation, the Internet database of EUR-Lex¹⁰ (Community legislation in force) was used. The data was completed by literature analysis. The national legal documents were studied by each partner using published literature and internet databases (e.g. Switzerland: <http://www.admin.ch/ch/d/sr/sr.html>). Furthermore, information from literature analysis has been added to complete the data on public policies, specific legal instruments, non-legal instruments and the responsible institutions or actors with regard to regional development and cultural landscape (cf national matrices).

The partners were free to conduct interviews with experts from the country's administration (national or regional level), and with experts outside the administration, for instance secretaries of regional agencies (under civil law) or NGO representatives. This was done in most of the countries through the medium of informal interviews or by inviting expert contributions or expert opinions to verify the results.

The REGALP team analysed the legislation related to the public policies on different analytical levels (cf. Table 3 and WP1 national matrices).

Table 3: Analytical Levels in WP1

Analytical Levels	Description
Level I	Objectives of overall public policies (postponed to WP3 to enable evaluation of public policies)
Level II	Objectives of the main laws concerning the policy subject, e.g. consideration of nature conservation within the framework of spatial planning.
Level III	Instruments for policy implementation, e.g. land use plans.

Source: ILLUSTRATION BY REGALP TEAM (2002)

The instruments for policy implementation which were identified in European and national laws were summarised as groups of instruments (cf. Section 4.4.1.2 and 4.4.2.2).

To reduce the large number of documents, those referring only to a very specific issue relating to environment, nature or landscape, e.g. legislation on plant-protecting agents, or those spread across a large number of different legal documents, e.g. market regulations for agricultural products, were excluded from the matrix (although they do have an impact on the landscape, they are less relevant in terms of the overall theme of REGALP).

Slovenia faces a special situation among the partner countries: the many and varied processes of transition has diverse consequences, including a lack of regional legislation (the establishment of a regional level of administration is still in progress), the legacy of ex-Yugoslavian legislation, and the new legislation of

¹⁰ Document search by analytical index <http://europa.eu.int/eur-lex/en/lif/index.html> and by keywords <http://europa.eu.int/eur-lex/en/index.html>; Keywords used: landscape; cultural landscape; spatial planning; nature protection; settlement. Search by keywords for agriculture; forestry; regional development; transport was not carried out since these or synonymous expressions form chapters or sub-chapters of the analytical index. The development of a common tourism policy is still in progress so that only guidelines could be analysed.

Slovenia (hence effects cannot be adequately monitored and assessed), an important gap in regulatory and financial instruments due to the transition from a socialist to a market economy, and adaptation to EU legislation and bringing into line with the Acquis (cf. Slovenian report).

3.3.5 Synthesis

The partners have sent their national matrices and reports to the work package co-ordinator (GIUB), which has summarised the partners' contributions. The results are presented in this synthesis report and synthesis matrices (cf. Annex 1, 3 and 4).

Additionally this report includes an overview on the EU policy on regional development and cultural landscape worked out by GIUB (cf. Section 4.4.1; cf. Annexe 2). The implementation of EU policies by each Member State is taken into account in the national matrices.

To reduce complexity, GIUB ranked the objectives identified in the legal and non-legal documents from general (A) to specific (B) and very specific (C). Additionally GIUB assessed the objectives according to their landscape relevance (high, medium, low) (cf. Annex 1).

The instruments for policy implementation were summarised as groups of instruments (cf. Annexe 4).

4. COMPARATIVE SUMMARY OF PARTNERS' RESULTS

4.1 Introduction

GIUB drafted a structure for the report and matrices for completion by each partner. On the basis of the received contributions, it rapidly became clear that a common procedure, while necessary for obtaining comparable results, was not suitable for the analysis of legislation in all partner countries (cf. WP1 national report and matrix Italy). The current situation in the partner countries is characterised by a splitting of competencies among many institutions (sectoral and on each level), a high complexity of legislation, and in some cases a reorganisation of policy fields due to regionalisation and/or European integration, and sometimes a change of government.

This chapter integrates the results of the national reports delivered by each partner. It comparatively describes the institutional background and the main public actors, the public policies at national and regional levels in terms of regional development and cultural landscape, and the main similarities and differences in the partners' countries. Furthermore, it summarises the public policies which are the most important in terms of cultural landscape or the interrelation between regional development and cultural landscape.

4.2 Structures of Policy Network

4.2.1 EU Level

The EU policies are handled by the Directorates General (DG) of the European Commission. The most important DGs in connection with the topic of REGALP are:

- DG Regional Policy
- DG Agriculture
- DG Environment
- DG Energy and Transport
- DG Enterprises (Tourism)
- DG Taxation and Customs Union (Investment).

In general the Directorates draw up policy concepts in consultation with the Member States. These concepts are implemented at the national or regional level of the Member States and – in the case of Interreg – third countries such as Switzerland.

For special issues related to the REGALP topic there are additional competencies accorded to other institutions, special panels or committees; these are:

- the Council of Europe (European Landscape Convention)
- Conference of Contracting Parties / Conference Standing Committee (Alpine Convention)
- Community / Switzerland Inland Transport Committee (Alpine Transit).

4.2.2 National Level

4.2.2.1 General Political Structure

All partners' countries have a similar political structure with several administrative levels (cf. Table 4). It consists primarily of the national level represented by the state¹¹ (administrative level 1), the regional level (administrative level 2), and the municipalities (administrative level 5). In between, some countries have introduced additional levels - often to implement regional or mountain policies - that differ from one partner country to another (administrative levels 3 and 4).

In WP1 the project analyses public policies and their legal and non-legal documents at administrative levels 1 and 2 since these are the main legislative levels. Intermediate and local levels could be included in additional WPs (especially administrative level 5).

Table 4: Main Administrative Levels

Administrative Levels	A	CH	D	F	I	SLO
Level 1 (national)	Bund	Bund	Bund	Etat	Stato	Država
Level 2 (regional)	Bundesland	Kanton	Bundesland	Région	Regione	- ¹²
Level 3	Politischer Bezirk	Bezirk	Regierungsbezirk	Département	Provincia	-
Level 4	-	Bergregion	Landkreis / Kreisfreie Stadt	Canton	Comunità montana	-
Level 5 (local)	Gemeinde	Gemeinde	Gemeinde	Communes et communautés de communes	Comune	Občina

Source: ILLUSTRATION BY REGALP TEAM (2002)

The “main administrative levels” mentioned above represent the administrative units in each country and are used in WP1 to analyse the political system and legislation. They do not correspond to the territorial NUTS levels or EFTA codes which were introduced to adjust European standards for the purposes of comparative statistical data (cf. Section 3.2.4; Tables 1 and 2).

¹¹ In Switzerland this is called the “confederation“, whereas “state“ refers to the canton.

¹² Regions will soon be enshrined in the constitution as administrative units. The new regional-level legislation and the new spatial planning act (in process) will introduce the regional level (cf. Slovenian report).

The partners' countries represent parliamentary democracies which include the separation of powers into the legislature, executive, and judiciary. They all possess a bicameral system that divides national-level legislative power among two chambers (cf. Table 5). The executive power is usually exercised by the government, the head of government and the ministries (cf. Table 6). This general political structure is repeated at the regional level, with the exception of Slovenia where regions are in the process of being introduced.

Table 5: Legislative Power at National and Regional Level

Administrative Levels	A	CH	D	F	I	SLO
Level 1 (national)	Nationalrat, Bundesrat	Nationalrat, Ständerat	Bundestag, Bundesrat	Assemblée Nationale et Sénat	Camera dei deputati, Senato	Državni zbor; Državni svet
Level 2 (regional, legislative competence)	Landtag	Grosser Rat	Landtag	Assemblée régionale	Consiglio regionale	-

Source: ILLUSTRATION BY REGALP TEAM (2002)

Table 6: Executive Power on National and Regional Level

Administrative Levels	A	CH	D	F	IT	SLO
Level 1 (national)	Bundes- regierung; Bundeskanz- ler; federal ministries	Bundesrat; Bundes- präsident; federal departments	Bundes- regierung; Bundeskanz- ler; federal ministries	Président de la République; Premier ministre et gouvernemen t	Consiglio dei ministri; presidente; ministries	Vlada; Predsednik vlade; min- istrstva
Level 2 (regional)	Landes- regierung; departments	Staatsrat; cantonal de- partments	Landes- regierung; Minister- präsident; State's Min- istries	Président et vice-prési- dents de la région.	Presidente della Regione (Governatore); Giunta Regionale	-

Source: ILLUSTRATION BY REGALP TEAM (2002)

4.2.2.2 The main actors and their competencies

In most of the partner countries the legislative and executive competencies of the national and the regional levels, as well as the autonomous competency of the municipalities (local self-administration), are defined in the countries' constitutions. Moreover, they incorporate contractual co-operation between two or more regions or between the nation and a region, e.g. infrastructure investment programmes or creation of cross-border national parks (cf. WP1 national report Austria).

The subjects of policies selected by the project partners are dealt with at different administrative levels (cf. Table 7).

Table 7: Allocation of competencies to different administrative levels

- Legend:**
- 1 administrative level 1 (national)
 - 2 administrative level 2 (regional, with legislative power)
 - 3 administrative level 3 (regional, without legislative power)
 - 5 administrative level 5 (local)
 - fl framework or basis legislation
 - cl concurrent legislation

Policy Subjects / are the competence of level ...	A	CH	D ¹³	F ¹⁴	I	SLO
Spatial Planning	2	2, 5 ¹⁵	1 (fl), 2	1, 2	2	1, 5
Regional Development	2	1,2	1 (fl), 2	1, 2	2	1
Protection of nature, environment and cultural heritage	(1), 2	1, 2	1 (fl), 2	1, 2	1, 2	1, 5
Agriculture	1 (fl), 2	1, 2	1, 2	1, 2	2	1
Forestry	1, 2	1, 2	1, 2	1, 2	2	1
Transport	1	1, 2	1 (cl), 2	1, 2	1, 2, 3	1
Settlements and housing	2	1, 2	1, 2	1, 2	2	1
Tourism	2	2	2	1, 2	2	1

¹³ In each case the Bundesland also has legislative competencies. In the case of framework legislation, the Bundesland fills the frame with land-specific issues. In the case of concurrent legislation (e.g. transport), the Bundesland always has additional competencies.

¹⁴ In France the municipalities (administrative level 5) have some competencies, but do not work out policies by themselves.

¹⁵ In practice there is an extensive, often uncoordinated autonomy on the local level in Switzerland.

In accordance with the federal structure of some partner countries (A, CH, D) or with the growing trend towards regionalisation (F, I¹⁶, SLO), the legislative power rests with the national level, whereas the implementation of public policies and the major part of the administrative work is allocated to the regional level, to administrative units of level 3 and 4 or to municipalities¹⁷. In Austria the municipalities are self-governing political units which perform tasks related to construction and planning tasks, local spatial planning, and transport planning. Within the framework of local self-administration the German municipalities also have their own competencies and finances¹⁸.

¹⁶ The recent reform of the Italian constitution devolves most of the powers to regions. The central state retains full responsibility for national defence, macroeconomic policy, constitutional principles, market and competition; maintains concurrent competencies in some fields (e.g. infrastructure, education, protection of environment) and framework legislation (including general principles) in most of the other fields. Regions now have the theoretical power to adopt their own legislation on almost everything, but in practice most of the relevant legislation is still the framework legislation adopted by the central state.

¹⁷ Exceptions are tasks concerning the whole state, for example foreign affairs and national defence (cf. „gesamtstaatliche Aufgaben“, WP1 national report Germany).

¹⁸ The self-administration comprises competencies of staff, organisation, land use planning and development plans, municipal statutes, municipal finance, and municipal taxes (cf. WP1 national report Germany).

This division of labour applies more or less to almost all partner countries, except for Switzerland where the cantons still form largely independent federal states with their own policies. Despite the extensive autonomy of the cantons, the confederation influences the interrelationship of regional development and cultural landscape mainly through financial contributions (e.g. regional policy, agriculture policy) and management activities (e.g. federal inventories, protected areas). The introduction of planning regions and European projects such as the alpine transit indicate a slight trend towards more centralisation in order to address the external requirements of globalisation and European integration.

The main administrative actors at the national level are the ministries and their sub-offices. Classification of policy subjects by ministry as well as by the scope of functions differs in each country (cf. Table 8).

Table 8: Overview on Responsible Authorities at National Level

A	CH	D	F	I	SLO
<p>FM* of Agriculture, Forestry, Environment and Water Management</p> <p>FM of Education, Science and Culture</p> <p>FM of Transport, Innovation and Technology</p> <p>FM of Economy and Labour</p> <p>Federal Chancellery</p>	<p>Federal Department for Environment, Transport, Energy and Communications (UVEK):</p> <p>Federal Office for Spatial Development (ARE); Federal Office for Transport (BAV)</p> <p>Federal Department of Economic Affairs(EVD): State Secretariat for Economic Affairs (Seco)</p> <p>Federal Department of Economic Affairs (EVD):</p> <p>Federal Office of Agriculture (BLW)</p> <p>Federal Department of Environment, Transport, Energy and Communications (UVEK):</p> <p>Swiss Agency for the of Environment, Forests and Landscape (BUWAL)</p> <p>Federal Department of Economic Affairs (EVD):</p> <p>Federal Office for Housing (BWO); Federal Department of</p>	<p>FM for Labour and Social Affairs</p> <p>FM for Education and Research</p> <p>FM for Consumer Protection, Nutrition and Agriculture</p> <p>FM for Family, Seniors, Women and Youth</p> <p>FM for Health</p> <p>FM for the Environment, Nature Conservation and Nuclear Safety</p> <p>FM for Transportation, Building and Housing</p> <p>FM for Economy and Technology</p> <p>Commissary for Culture and Media</p>	<p>Min of territorial planning and the environment (MATE)</p> <p>Ministry of agriculture and fishery (MAP)</p> <p>Min. of infrastructure, housing and transportation (MELT)</p> <p>Territorial planning and regional action agency (Datar)</p>	<p>Ministry of environment</p> <p>Ministry of cultural heritage</p> <p>Ministry of Agriculture</p> <p>Ministry of environment + infrastructure, Basin</p> <p>Authorities, Coordinamento nazionale protezione civile</p> <p>Ministry of Infrastructure + Road and motorway concessions</p> <p>FM of economy and labour</p> <p>CIFE, Ministry of economic activities, Ministry of Economy</p>	<p>Ministry for the Environment and spatial planning (MOP)</p> <p>Ministry for agriculture, forestry and food (MKGP)</p> <p>Ministry for economy (MG)</p> <p>Ministry for Transportation (MP)</p>



	Finance (EFD)				
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Often this administrative structure is repeated at the regional level in a simplified version depending on the tasks to be fulfilled. Besides the administrative actors there are additional actors outside the administration, e.g. non governmental organisations (NGOs), associations etc. and private persons with special interests, especially land owners¹⁹. As lobbying/pressure groups they often have a major influence on public policies.

In the majority of the countries the ministries or departments for environmental and nature protection policy are responsible for landscape in the narrower sense. Quite often there is a link to agricultural policy. The other ministries - responsible for implementing the acts with objectives aimed “implicitly” at landscape - deal with landscape in a more indirect way.

The integration of landscape issues into territorial or sectoral policies differs depending on the individual country: in the majority of the countries it still plays a minor role. Switzerland is trying to integrate aspects of the landscape issue in all other policies and therefore boasts a high level of co-operation between all ministries. In France there used to be a ministry which handled both territorial-planning and environmental policy, integrating environmental aspects in all sector policies and in alpine policy. The new 2002 government has now abolished this integration, and spatial development is no longer the remit of the Ministry of Environment: Nevertheless, such integration continues to be implemented within the framework of recent fundamental laws and through the sustainable development authority granted to the Ministry of Environment.

The interrelation between the different actors and their interaction in practice (or the restrictions on interaction) will be studied in detail within WP3.

4.3 Public Policies

4.3.1 EU Level

The basic documents for the REGALP project are the European Spatial Development Perspective (ESDP) and the European Landscape Convention (ELC). Whereas the latter concentrates on the protection, management and development of nature and landscape, the ESDP mentions EU policies which have implications for spatial development in the EU (cf. ESDP, para. 28):

- Community Competition Policy
- Transport Policy (Trans-European Networks, TEN)
- Structural Funds Policy
- Common Agricultural Policy (CAP)
- Environment Policy
- Research, Technology and Development Policy (RTD)
- Loan Activities of the European Investment Bank.

¹⁹ In Switzerland several laws and regulations contain links to the dispossession act, e.g. agriculture act, nature conservation act, spatial planning act.

Due to limited resources, REGALP concentrates on the following public policies at EU level²⁰ (cf. chapter 3.3.2):

- Regional policies
- Protection of nature / environment / landscape policies
- Agricultural policies
- Transport infrastructure policies
- Tourism policies.

There are no legal documents for forestry policy and settlement/housing policy.

4.3.2 National Level

The REGALP team agreed to concentrate the analysis of WP1 on a limited number of policy subjects (cf. chapter 3.3.2). Depending on each country's administrative structures, these subjects are organised in different policy departments (cf. Chapter 4.2.2.2). Some of them represent proprietary public policies implemented by a single ministry, whereas others are combined within the framework of an „overall ministry“ as in the case of France, or integrated in a ministry that primarily represents another public policy (cf. Table 9 and Table 10).

The complex relationships between the subjects of policies and the public policies in each country have been analysed in the schemes „Subjects of Policies and Public Policies“ (cf. national reports).

Generally speaking, the following **public policies** exist in the partners' countries:

- spatial planning (as comprehensive policy)²¹
- regional development / regional policy (often combined with economic policy, sometimes with spatial planning)
- environmental protection, including nature conservation, landscape (in the narrower sense), and cultural heritage²²
- agriculture policy (independent policy in all partner countries)
- forestry policy (sometimes combined with agriculture policy)
- transport policy (independent policy in all partner countries, for some parts in combination with spatial planning)

²⁰ Of course this approach has been limited by the method used and there are other documents which mention objectives related to RD / CL, especially the REGALP financing programme for research, technological development and demonstration on quality of life and management of living resources (1999/167/EC: Council Decision of 25 January 1999). Key actions are mentioned in Annex II: (v) Sustainable agriculture, fisheries and forestry, and integrated development of rural areas including mountain areas (...).

²¹ in France and Slovenia summarised in (territorial) planning and environmental policies

²² in France and Slovenia summarised in (territorial) planning and environmental policies

- settlement and housing (often summarised with or integrated in spatial planning)
- tourism (often integrated in regional development and economic policies or settlement and housing).

For further discussion the Italian partners submitted the following classification of public policies:

- “transversal” policies (landscape conservation, EIA, protection of environment)
- sectoral policies in which landscape is (or has become) an important ingredient of success (agriculture, tourism, forestry)
- sectoral policies in which landscape is merely a constraint (infrastructure, urban development)
- regional development policies, especially those focused on mountain areas.

The individual countries feature some peculiarities at the national level:

In Germany, regional development and tourism do not represent separate sectoral policies. Regional development issues are primarily integrated in spatial planning acts (but also in agriculture, settlement and transportation) whereas tourism issues are spread among different sectoral policies (economy, spatial planning, transportation, nature protection and environment).

At the national level France features some special cases: it is the only partner country that practices an independent mountain policy at national level, whereas for example in Switzerland aspects of mountain area development are integrated in regional development policy, and in Austria in agricultural policy. In France the regional development policy does not come under economic affairs (although it includes economic aspects) but is summarised with spatial planning, environmental protection and nature conservation to form an overall “territorial-planning and environmental policy”. Planning policies and environmental policies are summarised in Slovenia too²³, whereas for example in Switzerland environmental policies form a strong independent policy, including the forestry policy.

The regional level is characterised by many interactions with the national level, especially with regard to spatial planning, regional development and environmental protection and nature conservation. These policies are often regulated by programmes, plans and contracts that are legally binding for the authorities. Other policies and their implementation are transferred more to the regional level, such as agriculture and forestry or tourism. In Austria a spatial planning policy exists only at the regional level, and regional policy is relatively fragmented among several institutions at the national and regional levels. There is no national strategy for regional development and spatial planning.

Conclusion

All public policies mentioned above are important to the development of rural alpine regions and landscape change within these regions. Agriculture is of major significance because in all partners countries it

²³ The Slovenian report focuses more on the spatial aspects of the regional development. Policies were considered which stated goals or/and instruments aimed at the development and protection of the landscape as well as those with the expected (implicit) effects in landscape.

constitutes the main land user and land owner. With the retreat of agriculture from less productive areas, the population in alpine regions was and is still seeking other sources of income. Regional development policies often support tourism activities in the endeavour to create new job opportunities. Additionally, settlement and infrastructure policies have a wide-ranging influence on the space and landscape which supports housing development (selective but widespread effects) and transport lines (linear effects). Environmental protection and nature conservation is the main public policy which deals with the protection, maintenance and development of the landscape, and nowadays also with the integration of human activities into the space and landscape.

The following tables provide an overview on the country-specific integration of subjects in public policies at the national (cf. Table 7) and regional level (cf. Table 8). They show that, in addition to the main independent public policies like agriculture or transport, many other subjects are integrated in other policies or exist only at either the national or the regional level.

Table 9: Integration of subjects in public policies at the national level

Legend: ● proprietary public policy
 ☒ integrated in other policies
 - non-existent or not relevant
 ⌚ development of policy subject / regionalisation in progress

Policy Subjects	A	CH	D	F	I	SLO
Spatial planning	☒	●	●	☒ ²⁴	-	● ⌚
Regional development	● ☒	●	☒	☒ ²⁵	-	☒ ⌚
Protection of nature and environment and cultural heritage	2 x ● ²⁶	●	●	☒ ²⁷	●	●
Agriculture	●	●	●	●	⌚	●
Forestry	● ☒	☒	●	●	-	●
Transport	●	☒	●	●	●	●
Settlements and housing	-	●	●	●	-	☒
Tourism	● ☒	☒	☒	☒ ●	⌚	☒

²⁴ integrated in a group of territorial planning and environmental policies

²⁵ integrated in a group of territorial planning and environmental policies

²⁶ In Austria this policy subject concerns two self-contained public policies at the national level: an environmental policy and a protection of monuments policy.

²⁷ integrated in a group of territorial planning and environmental policies

Table 10: Integration of subjects in public policies on regional level

Legend: ● proprietary public policy
 ☒ integrated in other policies
 - non existent or not relevant
 ⌚ development of policy subject / regionalisation in progress

Policy Subjects	A	CH	D	F	I	SLO
Spatial planning	●	●	●	☒ ²⁸	● ²⁹ ☒	⌚
Regional development	☒	●	☒	● ³⁰	● ☒	⌚
Protection of nature and environment and cultural heritage	● ³¹	● ☒	●	☒	●	-
Agriculture	●	●	●	☒	●	-
Forestry	●	● ☒	●	☒	●	-
Transport	●	●	☒	☒	●	-
Settlements and housing	● ☒	☒	●	☒	●	-
Tourism	● ☒	●	☒	☒	● ☒	-

²⁸ integrated in regional territorial planning and development policies

²⁹ very complex “spiderweb” of plans with often unclear hierarchical structure and overlapping competences

³⁰ integrated in regional territorial planning and development policies

³¹ In Austria “protection of nature and landscape” is an own public policy on regional level (environmental protection is excluded from it).

4.4 Analysis of Objectives and Instruments in the Selected Policy Fields

In WP1 the landscape issue shall be identified in regional policies at the European and national level. The team decided to study the landscape issue via the objectives mentioned in the laws in order to gain an impression of the “law's intentions”.

With respect to the triangle of sustainability (cf. Figure 1) the GIUB team suggested grouping the objectives which were identified in the relevant public policies according to:

- Objectives of sustainable development
- Institutional objectives
- Economic objectives
- Ecological / environmental objectives
- Social objectives and
- Objectives regarding spatial structure.

In order to reduce the relatively high number of objectives, GIUB estimated the landscape relevance of each objective (high, medium, low) and proposed a ranking of the objectives from general (A), to specific (B) and very specific (C) (cf. Annexe 1). The results of this extraction are presented in Section 4.4.1.1. and 4.4.2.1.

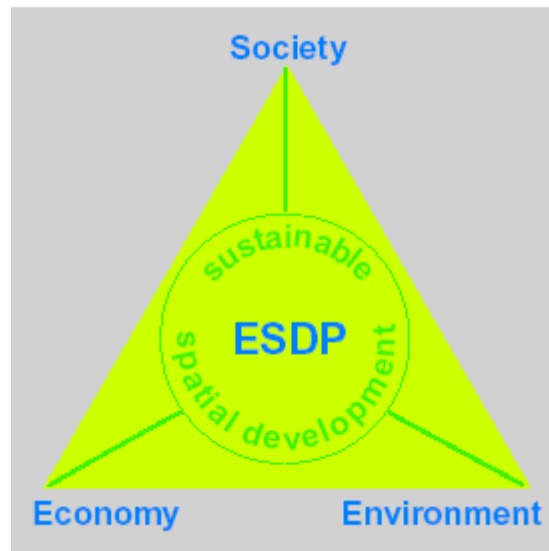
Because some partners adopt a different classification approach than the one mentioned above, further discussion is needed within the REGAP team and will be continued in WP3. For example the French partners distinguish between objectives which affect landscape in an explicit and direct way, in an explicit but indirect way, or in an implicit way. They suggest arranging the objectives according to their leaning towards cultural landscape, environment, regional development or sustainable development. Additionally they estimated whether the single objective could have a positive or negative impact on the landscape. The Italian partners described cultural landscape as a subject to protect (conservative approach), a resource for development or a constraint on development. Against this background they appraised the objectives in their legislation.

The formal analysis was mainly based on objectives quoted in legal documents. Expressing policy objectives in the wording of the legislations entails additional problems:

- Objectives quoted in legal documents and in concepts do not really represent the landscape objectives of public policies comprehensively, because objectives are not integrated very systematically in laws.
- There is some difficulty in identifying the areas of legislation that are representative for individual policies since objectives can be spread among a huge number of laws.
- This fragmentation of legislation is due to the fact that the laws date from different periods and are often revised piecemeal. Hence it is difficult to draw conclusions on the importance of a public policy based on the existence or non-existence of objectives in laws.
- In practice there is a gap between policy objectives and implementation. The amount of objectives mentioned in the laws does not provide information on the grade of implementation. Often objectives are set up in extremely general terms without detailing specific measures, actions and instruments. Thus the competent agencies and authorities are left with relatively large room for discretion.

- Specific measures, e.g. financial contributions for regional development, are not always covered by laws but are practised within a contractual or informal framework.

Figure 1: Triangle of Objectives for a Balanced and Sustainable Spatial Development



Source: EUROPEAN COMMISSION (1999)

4.4.1 EU Policies

In general the EU documents concentrate on overall aims and priority topics for policy action, whereas the implementation via instruments or special measures is up to the Member States. Often the documents include a mixture of objectives, priority actions, instruments and implementation measures for each subject. This is due to their cross-sectoral character and is particularly true of spatial planning and regional development. Thus the differentiation between the analytical levels II (objectives) and III (instruments) is not as simple as at the national level (cf. Annex 2).

4.4.1.1 Landscape related Objectives

The relevant policies at the European level explicitly or implicitly incorporate a large number of objectives which deal with cultural landscapes and regional development. The latter is mainly linked to spatial planning and tourism.

Objectives related to sustainable development do not mention landscape explicitly but aim for balanced and sustainable spatial development in rural as well as urban areas. These objectives occur in spatial planning and regional development policies and are relatively general in character (Rank A and B).

Objectives concerning the institutions include a few objectives relating to landscape. They can be found mainly in environmental protection and nature conservation, spatial planning, and in some case transport.

They focus on the implementation of landscape policies and the improvement of co-ordination and co-operation, and are often more specific (Rank B and C) in order to

- strengthen European co-operation with regard to landscape issues in the Alpine region and international landscape policies and programmes (nature conservation)
- promote co-operation in or with third countries such as Switzerland within the context of trans-alpine transit (transport)
- improve co-ordination of development measures which have an impact on landscapes (spatial planning)
- better co-ordinate spatial development policy/land use planning with transport and telecommunications planning and integrated infrastructure planning and management (spatial planning)
- apply the precautionary principle and the polluter-pays principle (environmental protection)
- establish and implement landscape policies aimed at protection, management and planning; integrate landscape issues into other policies with possible direct or indirect impact on landscape (environmental protection and nature conservation)
- foster research, monitoring, education and training and to exchange experience (environmental protection and nature conservation)
- monitor implementation of the European Landscape Convention (environmental protection and nature conservation)
- ensure partnership-based co-operation through joint projects aiming at strengthening functional regions or implementing joint landscape programmes (spatial planning, regional development, environmental protection and nature conservation).

Economic objectives address the economic development of a region and are often combined with concrete financial assistance (Rank C or B/C). The most important ones are:

- financial assistance by the EAGGF to stabilise markets and ensure a fair standard of living for the agricultural community concerned (agriculture)
- loans to finance investment projects (energy, industry and infrastructure) for greater convergence and integration of the Member States' economic policies (regional development)
- measures on regional planning to ensure sustainable agriculture; integral planning and co-ordination of the measures (spatial planning, regional development)
- exploitation of the development potential of environmentally friendly tourism (spatial planning)
- support for rural development and farming activities/modernisation; system of selective incentives; structural improvement (regional development, agriculture)
- strengthening secondary/peripheral transport networks; efficient regional public transport systems; promoting of inter-modal freight transport (spatial planning).

Ecological/environmental objectives with regard to the landscape issue range from the general to the highly specific (Rank A to C). Often they comprise a number of instruments for policy implementation. The most relevant objectives are:

- comprehensive preservation and protection of the Alps (environmental protection and nature conservation)
- protection, management and planning of outstanding, everyday or degraded landscapes in natural, rural, urban and peri-urban areas (environmental protection and nature conservation)
- enhancement, management, protection and development of natural resources, in particular water resources, and natural and cultural heritage; prudent and sustained use of resources (spatial planning, regional development, environmental protection and nature conservation)
- assessment of the environmental effects of certain public and private projects as well as plans and programmes, analysis of intervention in natural surroundings and landscapes (spatial planning, environmental protection and nature conservation)
- integration of biodiversity considerations in sectoral policies (spatial planning)
- promotion of public health and environmental interests (transport, spatial planning, regional development, environmental protection and nature conservation)
- preservation of landscapes without hindering their economic use excessively or rendering it impossible ; sustainable agriculture with due consideration to environmental requirements (spatial planning, regional development, agriculture, environmental protection and nature conservation)
- sustainable forest development (regional development, environmental protection and nature conservation)
- ensuring bio-diversity through the conservation of natural habitats, wild fauna and flora, especially bird species (environmental protection and nature conservation)
- enhancement of the value of cultural landscapes within the framework of integrated spatial development strategies; creation, management, development or restoration of cultural landscapes/heritage of historical, aesthetic and ecological importance (spatial planning; regional development)
- eco-friendly tourism (spatial planning, regional development).

Among the landscape-related objectives there are some which particularly address social aspects (Rank B and C). These are:

- participation of other parties with an interest in the definition and implementation of landscape policies (environmental protection and nature conservation)
- recognition of landscapes in legislation as an essential component of people's surroundings, an expression of the diversity of their shared cultural and natural heritage, and the basis of their identity; increasing awareness among civil society, private organisations, and public authorities (environmental protection and nature conservation)
- training and education on landscape issues (environmental protection and nature conservation)
- increasing awareness of the contribution of urban and spatial development policy to the cultural heritage of future generations (spatial planning)
- encouragement of new forms of holidays: social, cultural and farm tourism (tourism)

- addressing economic, social and cultural requirements and regional and local characteristics (environmental protection and nature conservation).

The landscape-related objectives with special focus on spatial structures range from the general to the highly specific (Rank A to C). The main ones are:

- balanced spatial development in rural and urban areas; polycentric development model; trans-national and cross-border co-operation (spatial planning, regional development)
- promotion of energy-saving and traffic-reducing settlement structures, integrated resource planning and increased use of renewable energies (spatial planning)
- upgrading of trans-alpine routes (transport)
- emphasis on the importance of tourism to the Community and its relationship to other Community activities; to
- definition of priority areas for a harmonious development of tourism (tourism).

In practice the administration at the national level has still to implement EU legislation and bring its entire legislation into line with European principles (cf. WP1 national report Austria). This is especially true of Austria and Slovenia.³² Thus implementation of landscape related objectives is still an ongoing process.

4.4.1.2 Instruments for Implementation of the Landscape-Related Objectives

Based on the analysis of instruments at Level III (cf. Annex 4) there are only a few instruments for policy implementation on the European level. Those which go beyond “financial aid” are mentioned primarily in the Leader+ programme. Sometimes they are replaced by general formulation such as “measures on regional planning” which do not mention the instruments used to implement these measures. It is the task of the Member States to develop individual instruments to implement these objectives and measures.

The following groups of instruments are explicitly mentioned:

- financial instruments (e.g. structural funds, payments, investment credits, grants/loans, premium etc.)
- planning instruments (e.g. regional planning, environmental impact assessment, precautionary principle and polluter-pays principle)
- management instruments (e.g. protected areas, land set-aside)
- instruments of co-operation and public relation (e.g. networking, co-operation, co-ordination, training)
- instruments of research and monitoring.

Among the different instruments, financial instruments are associated with policies on spatial planning, regional development agriculture and tourism. Planning and other management instruments are featured in almost every policy. The policies of spatial planning, regional development and tourism apply instruments of

³² Switzerland, though not being a Member State, often adapts its legislation for practical reasons, e.g. transport policy („autonomer Nachvollzug“).

co-operation, whereby nature conservation (and tourism) policy often use instruments of legal order. Instruments of research and monitoring were found only in policies on spatial planning and nature conservation.

It is difficult to draw detailed conclusions on the instruments from the analysis of the documents. For example, financial instruments are lacking or under-represented in nature protection policy – the main one which deals with landscape issues. The majority of landscape-related policies and their instruments still focuses on conservation, whereas the concepts of economic use and enhancing the value of landscapes are relatively new.

4.4.2 Policies in the Alpine Countries

4.4.2.1 Landscape-Related Objectives

The results of the analysis in each country were compared according to the different public policies (cf. Annexe 3). The most relevant objectives for landscape on national level are presented below (cf. Annexe 4). In some countries an objective occurs only at the regional level, but due to the wide disparity in regional levels this has not been taken into account here.

The objectives of sustainable development are usually more general and comprehensive (Rank A and B) and can be found in policies on spatial planning and regional development. Within the sector policies the following objectives are of major relevance for landscape at the national level:

- environmental protection; sustainable land-use systems (environmental protection and nature conservation policies in France, Italy and Slovenia)
- sustainable and market-oriented agriculture to conserve natural resources and preserve the cultural landscape (agriculture policy in Switzerland)
- forestry protection and management in accordance with sustainable and multifunctional practices and environmental protection (forestry policies of all countries except Italy)
- sustainable development and preservation of outstanding urban entities, natural sites and cultural landscape (settlement and housing policies in Germany, France, Italy and Slovenia).

Among the institutional objectives, landscape-related objectives occur only in isolated instances in a few countries and range from the general to the highly specific (Rank A to C). The objectives of sector policies often focus on specific socio-economic aspects and are only relevant for landscape if they integrate environmental objectives:

- consideration of other public interests, including nature conservation and homeland protection (spatial planning policies in Switzerland, Germany and Slovenia)
- provision of recommendations for action by strategic instruments (spatial planning policy in France)
- co-operation between agriculture, forestry and nature conservation (environmental protection and nature conservation policies in Switzerland and Italy)
- periodical evaluation of agricultural performance in terms of sustainability (agriculture policy in Switzerland)

- consideration of legislation on soil improvement and agricultural buildings, spatial planning and environmental protection (transport policies in Switzerland and Italy)
- financial contributions to return on capital; facilitation of financing through loan guarantees and the acquisition of credit capital (settlement and housing policies in Switzerland and Italy)
- projects must ensure settlement quality and correspond to the requirements of land use planning, regional and local planning, minimum standards on size and equipment, health, security, and environment (settlement and housing policies in Switzerland, Italy and Slovenia).

In a similar way the economic objectives of major relevance for landscape occur in isolated instance across many countries. They comprise specific and highly specific objectives (Rank B and C):

- conservation of agricultural areas and forests to regulate use and to safeguard sufficient agricultural land as well as to improve the agrarian structure and avoid any disadvantages arising from public interest measures (spatial planning and agriculture policies in Austria, Switzerland, Germany, Italy and Slovenia)
- integration of environmental factors in the production process; production of environmental goods and services (spatial planning policy in Slovenia)
- to encourage and enhance the trade, industry, agriculture and forestry practices which have shaped the cultural landscape and which maintain traditional life in mountain regions (regional development policy in France)
- agricultural land-use according to “good practices” (environmental protection and nature conservation policies in Germany and Italy)
- financial compensation for agricultural or forestry land-use limitations due to the demands of environmental protection, nature conservation and land care (environmental protection and nature conservation policy in Germany)
- efficient and ecologically/environmentally compatible agriculture and forestry; taking into account the specific situation of mountain regions (agriculture policies in Austria, Switzerland and Italy)
- promotion of high quality and/or organic products; to improve product performance on the market (agriculture policies in Switzerland, France and Italy)
- improvement in conditions for building land and housing management (settlement and housing policies in Switzerland and Slovenia)
- promotion of property ownership (settlement and housing policy in Switzerland)
- enhancing the long-term competitiveness of the tourist economy; development of tourist infrastructure and improvement of tourism offerings (tourism policy in Slovenia).

As expected, the most relevant objectives for landscape can be found among the environmental objectives. They range from the general to the highly specific (Rank A to C):

- protection of the environment including the preservation of landscape (environmental protection and nature conservation and regional development policies in all countries except Germany where it is linked to spatial planning);

- rehabilitation, conservation, care and development of the cultural landscape in all its diversity, peculiarity and beauty (spatial planning, environmental protection and nature conservation, forestry and tourism policies in all countries)
- preservation of species, habitats, ecological balance, biodiversity, productive land, forest, variety and cultural and aesthetic value of landscape and natural values and typical urban sites (environmental protection and nature conservation policies in all countries)
- maintenance of natural resources, biodiversity and functional ecosystem; protection and prudent, economical use of common (natural) goods/land; protection from natural hazards (spatial planning, environmental protection and nature conservation, agriculture and forestry policies in all countries except Italy)
- avoidance, restoration or compensation for unavoidable intervention through land care measures; improvement of natural household's capacity (spatial planning and environmental protection and nature conservation policies in all countries except Austria)
- conservation and improvement of soil fertility and biological activity, functions of the soil; prevention of soil damage; limitation on soil sealing (spatial planning, agriculture, environmental protection and nature conservation policies in Switzerland and Germany)
- designation of conservation areas, especially undeveloped areas (environmental protection and nature conservation policies in Germany and Italy)
- protection from/precaution against pollution/emissions (environmental protection and nature conservation policies in Austria, Germany and France)
- reduction in the use of natural resources, materials and energy; increase in renewable energy sources and environmentally-friendly technologies (environmental protection and nature conservation policies in Germany, Italy and Slovenia)
- maintenance of forests and forest soil (forestry policies in all countries except France)
- protective measures against natural dangers along major roads (transport policies in Germany and Italy)
- consideration of the concerns of other sectoral policies and of substantial public interests (transport policy in Switzerland)
- preservation of the quality of air, water, soil, ecosystems, green spaces, natural and urban sites and landscapes (settlement and housing policies in France, Italy and Slovenia).

The following objectives are mentioned only in individual countries:

- application of the precautionary principle and polluter-pays principle (environmental protection and nature conservation policy in Switzerland)
- maintenance of shelter accommodation (environmental protection and nature conservation policy in Italy)
- consideration of the natural situation of the partial areas (spatial planning policy in Italy)
- sewage disposal and water supply; regional disposal sites and restoration of existing landfill sites (environmental protection and nature conservation policy in Austria)

- maintenance of nature's recreational potential (environmental protection and nature conservation policy in Germany)
- protection of lakes and waterways (environmental protection and nature conservation policy in Germany)
- conservation and/or improvement of vegetation, with special regard to forests and their productive, social and protective function (environmental protection and nature conservation and forestry policies in Germany)
- conservation of the Alps as a landscape of unique beauty (environmental protection and nature conservation policy in Italy)
- maintenance of alpine farming, cattle-farming production (agriculture policy in Switzerland)
- rehabilitation, conservation, care and development of the landscape through agriculture and forestry, promotion of agriculture attuned to nature and the landscape; ecological production procedures; integration of environmental planning (agriculture policy in Switzerland)
- payments and contributions for ecological compensation or bio-farming, compensation for loss-of-profit due to restrictions on use, or for landscape maintenance (agricultural policy in Switzerland).

Objectives linked to social aspects and with a high relevance for landscape occur in isolated instances in individual countries. They can be found in policies on spatial planning, nature protection and settlement and housing and are of a general as well as highly specific nature (Rank A to C):

- public access for recreational purposes to rural areas, mountains, rivers, lakes and rivers and other scenic landscapes (spatial planning, environmental protection and nature conservation policies in Switzerland and Germany)
- promoting knowledge and awareness of nature, landscape and environment values (environmental protection and nature conservation policy in Italy)
- promoting the construction and renovation of residential buildings to improve the availability of all types of housing for everyone; rent reduction (settlement and housing policies in Switzerland and Slovenia)
- ensuring the quality of the living environment and spatial identity (settlement and housing policies in Italy and Slovenia)
- improving housing conditions in mountainous areas (settlement and housing policy in Switzerland).

Objectives which address the spatial structure and are of major relevance for the landscape are mentioned in policies on spatial planning, regional development and almost every sectoral policy. They are usually of a specific or highly specific nature (Rank B and C):

- conservation of decentralised settlement structure with regional centres (spatial planning policy in Germany)
- avoidance of uncontrolled development of settlement, unsuitable coalescence of settlement; balanced formation of building land in accordance with regulations (spatial planning policies in Italy and Slovenia)

- measures to safeguard settlements and transport connections against natural hazards and accident risks (spatial planning policy in Italy)
- measures to develop and build roads inside the “department” and to improve the road network (spatial planning policy in France)
- measures to group and merge new constructions (regional development policy in France)
- measures to limit settlement and urbanisation above the forest limit (regional development policy in France)
- development of recreational and tourist infrastructure (regional development policy in France)
- measures to promote autonomous development in the national park region (environmental protection and nature conservation policy in Italy)
- measures to maintain the typical character of towns, villages and landscapes and the view of places, development of settlement and infrastructure compatible with the landscape (environmental protection and nature conservation policy in Italy)
- creation and maintenance of hiking trails and recreation parks (environmental protection and nature conservation policy in Italy)
- special protection, care and development of landscape in populated areas (environmental protection and nature conservation policies in Germany and Italy)
- measures to uphold the importance of agriculture and forestry for the conservation of the cultural and recreational landscape (environmental protection and nature conservation policies in Germany and Italy)
- land consolidation of divided and inefficiently formed land; improvement of agricultural structure (agriculture policies in Austria, Germany and Slovenia)
- measures to address ecology, animal welfare and spatial planning (agriculture policy in Germany)
- measures to safeguard against forest reduction (forestry policies in Switzerland and Italy)
- building, maintenance, extension and improvement of major roads in line with transportation requirements; measures to adopt routes and roads outside urban areas (transport, agriculture policies in Germany and Italy)
- planning, construction and maintenance of footpaths and trail networks (transport policy in Switzerland)
- construction and operation of railways and their relationship to other public transport enterprises, public administrations and third parties (transport policies in Switzerland and Italy)
- gradual shift of heavy goods traffic to rail(alpine transit); European high-speed passenger traffic (transport policy in Switzerland)
- economical and effective use of space, building land, and existing buildings (settlement and housing policies in France and Slovenia)
- measures to regulate the urban planning of settlements, infrastructure and other permanent changes in space and to define conditions for issuing building permits; building control (settlement and housing policies in Italy and Slovenia)
- phased measures to provide at least 10,000 new housing units per year (settlement and housing policy in Slovenia).

4.4.2.2 Instruments for Implementation of Landscape related Objectives

A comparison of instruments in different policy subjects shows the number of countries where each group of instruments appears on national and regional level (cf. Annexe 4). The analysis revealed that all policies essentially use the same variety of instruments, except in the case of tourism where three groups of instruments (management instruments, legal and research/monitoring) never occur.

Among the groups of instruments the main ones are:

- planning instruments, other management and legal instruments for spatial planning
- financial instruments and planning instruments for regional development
- planning and other management instruments as well as legal instruments and instruments of co-operation for environmental protection and nature conservation
- planning instruments, other management instruments and legal instruments for agriculture and forestry, as well as financial and co-operative instruments for agriculture
- financial instruments and planning instruments for transport
- planning instruments for settlement and housing policies
- financial instruments and in some cases planning instruments for tourism.

Conclusions

The legal and non-legal documents at the European and national level contain a number of objectives which are of major relevance for the landscape issue. If they focus directly on landscape they can be found mainly in public policies on spatial planning, environmental protection and nature conservation.

In the majority of the partners' countries an analysis of the objectives of individual instruments was not possible and is therefore omitted from this synthesis.

5. RESUMÉ

5.1 General Comments

- The legal and non-legal documents at the European, national and regional level contain a number of objectives with regard to landscape, mostly in policies on spatial planning and nature conservation. These objectives exhibit varying degrees of precision (from general to highly specific) and differ according to their impact on landscape, i.e. they are more or less relevant for the landscape issue (cf. Annex 1).
- The partners' contributions revealed a high diversity in terms of definitions and terminology, methods of policy study, understanding of the RD/CL interrelation etc. within the partners' countries. For example the terms "explicit" and "implicit" are found in the French contribution, whereas other partners did not use them. Another example is the policy of environmental protection and nature conservation, which the majority of the partners regard as the main policy for direct landscape objectives. The exception is France, where it mainly comprises objectives with indirect effects on landscape.

5.2 The Landscape Relevance in Regional Development Policies

The first objective of WP1 was to find out the extent to which the landscape issue is part of regional policies on EU and national level.

5.2.1 Conclusions for the EU Level

- The EU documents contain a mixture of overall objectives, concrete policy actions and measures and instruments. The majority of relevant objectives for landscape can be found in the EU policies of spatial planning, regional development, environmental protection and nature conservation. Agriculture policy considers landscape objectives in terms of natural resources and the structural improvement of agricultural land. Transport and tourism policies contain very few landscape-related objectives, e.g. in connection with alpine transit and landscape as a basis for tourism. The status of environmental integration (including landscape) in other European policies is more advanced in policies like spatial planning and regional development, which have a more comprehensive perception. By contrast, integration of the landscape issue in sectoral policies remains fragmentary.

5.2.2 Conclusions for the Alpine Countries

- Since the landscape relevance of the analysed regional or territorial policies is specific to each partner country, each of the partners' conclusions is summarised below.

Austria (A)

In the Austrian administrative system, nature and landscape protection policy is accorded a sectoral policy to itself (on provincial level). The main aim of protection policies is to prevent negative impacts by using normative and planning instruments. In recent years contractual and financial instruments have been added, introducing development aspects into landscape policies.

The Spatial Planning Acts of the Austrian provinces explicitly mention the objective of maintaining and protecting cultural landscapes among the other objectives of territorial development. However, the practice of supra-local planning falls behind legal requirements. Landscape planning has rarely been implemented as a part of regional planning. Local spatial planning is aimed mainly at ensuring economical and effective land use; it is implemented primarily by normative instruments, although contractual aspects have also been introduced in recent years.

Furthermore, landscape is an important element in several sectoral policies. Agricultural and forestry policies comprise objectives relevant for the maintenance and development of cultural landscapes. These policies are implemented by a mix of financial, normative, planning and management instruments. The Austrian “ÖPUL 2000” programme for the promotion of an extensive, ecologically sound agriculture contributes to maintaining, protecting and developing cultural landscapes through investment incentives. Relatively innovative strategies have been introduced for the development of rural areas and for improving environmental quality in accordance with EU legislation.

Regional policy has been pursuing a strategy of supporting lagging regions and fostering endogenous regional development for many years. The adaptation to EU regional policies demands clear objectives for the Austrian promotion programmes. Nevertheless, a comprehensive national strategy for territorial development is lacking.

Switzerland (CH)

In Switzerland a holistic approach - the Swiss Landscape Concept on behalf of the Federal Council - was adopted to embrace the interrelation between regional development and cultural landscape. It endeavours to integrate landscape objectives in other public policies and explicitly mentions objectives on the maintenance and development of cultural landscapes, including settlements and historical sites and monuments. It aims at the conservation and creation of balanced areas and the rising of awareness among the population.

According to the analysis of public policies and related legal instruments, the main policies affecting landscape are transport and agriculture. This is reflected by comprehensive legislation in these two policy fields. Frequently the legal documents contain general formulations that focus more on special objectives of the sector and are not (yet) able to incorporate cross-sectoral subjects like the interrelation between regional development and cultural landscape change (RD/CL). The instruments only support single measures instead of regional approaches as well.

Because of the strong correlation between transport infrastructure issues, regional development, transport policy and spatial planning have recently been combined and regional policies re-orientated. These ongoing changes lead to a more comprehensive approach which takes into account the interests of different actors and aims for maximal benefits for society and regions.

Germany (D)

In German legislation and administration the landscape issue is accorded a major relevance in accordance with the large number of objectives and instruments concerning landscape.

The relevant policy subjects are spatial planning, settlement and housing, agriculture and forestry, environmental and nature protection, and transportation, whereas regional development is integrated in spatial planning. Since tourism policy is non-existent as a separate policy field, tourism issues are included in other sectoral policies.

Objectives concerning landscape can be easily extracted from subjects covered by framework legislation such as spatial planning and nature conservation. Within both these subjects landscape is of high relevance. Spatial planning is more concerned with development, while nature protection emphasises on conservation.

The legislation governing agriculture, forestry, settlement, and transportation focuses on improving the sectors' interests and includes landscape as an aspect to be considered and to safeguard from negative impacts. The RD/CL interrelation is especially obvious in agricultural law, which explicitly stresses the relationship between nature and landscape conservation and agricultural land use.

In administration there are equal responsibility structures at the national and regional level with respect to the aggregation of policy subjects in ministerial departments.

Within the different policy subjects, landscape is generally referred to in terms of two different intentions – on the one hand protection and conservation, and on the other hand development. Conservation objectives are not always given priority. In most cases, objectives aiming at protection mention “landscape” or “nature” explicitly while development objectives refer in general either to spatial dimensions or to economic sectors or infrastructure.

France (F)

The landscape issue in recent French laws reflects the conjunction between a growing social demand on local development and quality of life and the evolution of public policies. But in fact landscape is only one element within a more global preoccupation with sustainable development. In this connection mountain regions are treated as laboratory places: the object of the initial public policy which endeavours to conciliate economic development and territorial planning.

After the Second World War there was a multiplicity of sectional policies dealing with regional development and country planning and the notion of landscape was incorporated in a law reflecting public opinion. This trend was confirmed throughout the 1970s and 1980s, with more territorial and environmental policies introduced as part of a growing trend towards decentralisation. The 1990s could be considered as a period of integration of these different preoccupations, with the first “landscape” law and the use of “sustainable development” serving a basis for some changes in the institutional organisation and for a new pool of “integrated” legislative texts on territorial development, territorial planning policy, environmental policy, agricultural, forestry and urban policies. Landscape is therefore now fully integrated as an element of this sustainable development, even if it continues to be mobilised in different ways.

Italy (I)

The Italian landscape approach is characterised by a conservation policy which tends to reject any attempt to modify spatial and physical structures and neglects the impact of regional development on landscape and environment. Since such a strict policy is not practicable in any more extensive parts of the country, very strong constraints are imposed on relatively few well-defined areas, incapable of influencing trends towards “spontaneous” land use change or settlement and activities related to infrastructure building. On the other hand, public action aimed at regional development has been considered mostly in terms of pure income redistribution and as a subsidy-based, welfare-based and undifferentiated policy.

Over the past ten years two major trends have emerged. Firstly, a small number of policy fields – namely agriculture and tourism – are explicitly considering regional development and landscape, with reference to sustainable development. Secondly, integration in the EU is resulting in adaptations of spatial planning, nature conservation and rural development policies to support local-based economic initiatives towards adding sustainable value to local resources. In practice both trends still have only limited influence. Despite the fact that in many cases the legislation fully recognises these principles, changes in the administrative culture and in the decision making processes are far slower. Nevertheless, development policies driven by EU structural funding are probably in the best position to make a stronger impact on ongoing change.

Slovenia (SLO)

In Slovenia, landscape development is regulated by legislation in several fields: spatial planning, environmental protection, building, agriculture, forestry etc. Large-scale changes occurred with the attainment of independence in 1991 and are still continuing within the ongoing process of harmonisation with EU legislation. Thus most of the effects of public policies will be identifiable only in a few years’ time. On the other hand the current legislation, e.g. on spatial planning, is not suitable for the changes that came into force with the constitution in the early 1990s and with the existing socio-economic circumstances.

Spatial planning policy mainly focuses on the protection of public good and regulates spatial processes. The instruments are limited to planning and administrative measures, while supportive financial instruments are lacking. The requirement of public participation has been embedded in planning legislation. The other main territorial policy of regional development - still in progress - will conform to EU legislation, mainly affecting agriculture.

Environmental protection and nature conservation policies feature many instruments which could have an impact on landscape. The decree governing the protection of specific areas includes several instruments with explicit landscape effects such as the prohibition of or limitation on certain uses of land, pre-emption rights etc. Financial instruments to support the implementation of protected areas are very limited. All documents regarding nature conservation have to be integrated in spatial planning documents.

Sectoral policies on forestry, agriculture, tourism, and transport focus mainly on the specific concerns of the sectors, sometimes with a link to sustainable development. Their regulations are covered by spatial

planning. They include management plans and criteria for the appropriate use of natural resources, measures for the protection of land use, financial compensation for land use change etc. In many cases these instruments for policy implementation are too general to have an important impact on regional development and landscape issues, do not consider specific conditions in different regions, or concentrate on technical safety issues.

- The conclusions from the partners' countries show that integration of the landscape issue in the regional development policies is still an ongoing progress. Even if adequate objectives exist within the legislation, their implementation to date is considered insufficient; thus, in practice the role played by landscape issues virtually no is virtually non-existent. Quite often the policies of spatial planning and regional development on the one hand, and environmental protection and nature conservation nature on the other, remain opposing approaches for policy action.
- With respect to sustainable development, initial innovative strategies were identified in the Austrian "ÖPUL 2000" or the Swiss Landscape Concept and in connection with European programmes like LEADER or INTERREG. These programmes and strategies mainly aim to add value to local resources and are particularly concerned with policy subjects such as agriculture and tourism.
- At the national level all public policies – although not always in each country - contain objectives with a high relevance for landscape. These objectives either affect landscape directly (explicitly mentioned) or have an indirect effect on landscape (implicitly). The explicit objectives can be found especially in spatial planning, environmental protection and nature conservation. Regional development policy focuses more on socio-economic aspects. Landscape plays virtually no role in regional development except in France, where the preservation of landscape and cultural heritage is stressed within this policy.
- The cultivation of agricultural land and forest areas can be seen as a prerequisite for preserving cultural landscapes. This importance of agriculture and forestry is mainly exhibited by the legal documents in Germany, France and Austria where it exists besides the productivity objectives for agriculture and the protective function of forests. In Switzerland productivity and the cultivation of agricultural land is particularly stressed in connection with safeguarding the food supply. Italy changed its former welfare-based agricultural policy - which is now under the responsibility of the regions - to a more comprehensive concept of "multifunctionality" and "sustainable rural development". Within this concept territorial aspects and the added value of high-quality products are emphasised.
- In transport policy landscape is not mentioned at all, and is mainly regarded as an environmental factor for assessing the environmental impacts of infrastructure projects (EIA). In Germany and Switzerland the protection of transport infrastructure against natural hazards is accorded major significance. Protection devices to safeguard settlements and infrastructures from natural hazards have an important influence on the appearance of landscapes.
- The settlement and housing policies (or more general "urban development") consider landscape issues within construction planning at the regional level but mostly at the local level. An exception is Switzerland where especially the housing in mountainous regions is supported at the federal level. In Slovenia and France these policies include the preservation of natural and urban landscapes.

- Tourism policy is often part of economic policy and focuses mainly on economic objectives and objectives concerning the development of sustainable forms of tourism. Slovenia is an exception since it is explicitly aimed at the conservation of landscape and other cultural qualities. The value enhancement and marketing of local products is often promoted in order to foster regional development, which has an indirect effect on the landscape.

The second objective of WP1 was to provide an overview of the structures of the policy network at the EU and national level with regard to the policies identified.

- The policy subjects are usually assigned to different public authorities, i.e. DGs at the EU level and ministries at the national level. This administrative organisation supports a sectoral approach in the development and implementation of public policies. Whereas vertical co-operation from the EU level via the national level to the regional and local levels is **comprehensive**, effective horizontal co-operation still seems to be lacking at the European and national level.

Conclusions

The landscape issue is beginning to be integrated into regional development policies at the EU and national level, especially in cross-sectoral policies like spatial planning or regional development. Often the objectives remain very general, e.g. “considering the interests of nature conservation”, or are isolated within individual sectoral policies. An integrative approach is hardly discernible from the documents and is made more difficult by the existing administrative structure which is adapted to sectoral policies. Some interview partners complained about the extraordinary charges for co-ordination if they follow an integrative approach. The term “landscape”, or “cultural landscape”, is not always defined in detail within the analysed public policies. Quite often landscape appears as part of the environment and is consequently mentioned in connection with the ecological/environmental objectives (cf. Annex 2 and 3). In this context landscape is referred to as:

- a generic term for the sum of biotic and abiotic environmental factors (except for Italy)
- in terms of natural resources or natural household (except for Italy where landscape and environment are objects of rather different policies)
- as a habitat for flora and fauna (except in Italy where landscape and environment are objects of rather different policies)
- in terms of aesthetic beauty and peculiarity
- as a space for human activities (except for Italy)
- as a space including elements or traces of history and civilisation.

The strategies and measures mentioned in the public policies with regard to landscape mainly focus on the protection/preservation, maintenance and development of landscape or the enhancement of its value.

More detailed statements regarding implementation of objectives on national, regional and local level and handling of single instruments need further investigation in the upcoming work packages.

5.3 Next Steps

The third objective of WP1 was to create a basis for evaluation in WP3 and for proposing adjustments of policies in WP6.

This screening report (including the Annexes) represent an inventory which delivers comprehensive material as a fundamental input for the following work packages, especially in WP3. But due to different national contexts and the limitations of the selected method, a comparative interpretation of these results was only partly possible.

For further work in WP3 the results of this screening need to be reduced by the following steps:

- (1) selection of 1-2 public policies for the evaluation step
- (2) classification of objectives considering their hierarchy (from general contents to very specific)
- (3) evaluation of the selected public policies.

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